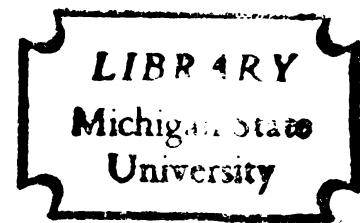


A SOCIAL SYSTEMS ANALYSIS OF JUNIOR  
COLLEGE STUDENT PERSONNEL PROGRAMS

Thesis for the Degree of Ph. D.  
MICHIGAN STATE UNIVERSITY  
NELSON H. GOUD

1967



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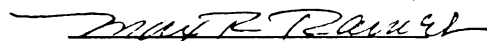
A SOCIAL SYSTEMS ANALYSIS OF  
JUNIOR COLLEGE STUDENT PERSONNEL PROGRAMS

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## ABSTRACT

### A SOCIAL SYSTEMS ANALYSIS OF JUNIOR COLLEGE STUDENT PERSONNEL PROGRAMS

by Nelson H. Goud

The provision of adequate student personnel services is a commonly reported goal in the junior college. Several studies since World War II, however, have shown that this goal is not being achieved in the majority of junior colleges.

One of the main obstacles in developing sound student personnel programs is the lack of research which treats these services as a whole. Recent writings in the theory of organizations have produced some models which appear to be helpful in understanding student personnel programs as an organizational entity. Especially relevant are the concepts in social systems theory as formulated by Charles Loomis, Talcott Parsons, George Homans, and Roland Warren.

In a study directed by Max R. Raines entitled--Junior College Student Personnel Programs: Appraisal and Development (A Report to the Carnegie Corporation), a nationally representative sample of 49 student personnel programs were evaluated by 'outside experts.' Their appraisals were recorded on the Inventory of Selected College Functions. This inventory contained 35 non-instructional functions of which 21 were defined as constituting the basic student personnel functions for any junior college. The outside experts judged the scope and quality of implementation of these 21 basic functions in each of the 49 student personnel programs.

These experts also judged the impact of sixteen institutional variables (e.g., facilities, support from administration) on the development of the programs. Background information on the student personnel staff members and their junior colleges was also collected.

It was the purpose of this investigation to determine the extent to which social systems analysis could contribute to an increased understanding of the structure and functions of junior college student personnel programs. The above report served as the empirical basis for the study.

The first portions of the study were concerned with the concepts, elements, and processes of social systems theory. Among the topics discussed were the following: communication networks, boundary maintenance, systemic linkage, socialization, decision-making, value structure, input-output exchanges. Every social system may be characterized as having an external and internal pattern. The external pattern is primarily focused on task functions; the internal pattern on maintenance functions.

After the various social systems concepts were introduced, they were applied and operationalized to student personnel programs (and the Carnegie Report elements). A systemic analysis of the findings of the Carnegie Report was then presented. Among the more significant findings were the following:

- (1) A large proportion of student personnel programs are deficient in the boundary maintenance process. Many



programs have difficulty establishing a positive identity and clear "boundaries" of operation within the junior college. Clarity of staff roles and professional identity of student personnel staff members received favorable ratings only in the most effective programs.

- (2) Many student personnel programs have a problem of inadequate linkages with other subsystems. Less effective programs had significantly less support from the administration and student subsystems. Non-student personnel administrators played a much larger role in the weaker programs (indicating an overextended linkage relationship).
- (3) Chief administrators in strong student personnel programs perceive themselves more as 'direct supervisors' than as 'active participants' in the 21 basic functions (the reverse situation for weaker programs).
- (4) Those student personnel functions most important for the total junior college system were given the most attention.

The last chapter of the study was devoted to major conclusions and recommendations for the development of more effective student personnel programs. They covered the following areas: types of desirable boundary maintenance and linkages; recommended type of student personnel administrator and staff; increasing the effectiveness of the internal pattern; specialization of the student personnel subsystem; research areas and suggestions for further studies.

A SOCIAL SYSTEMS ANALYSIS OF  
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By

Nelson H. Goud

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To my parents, Mr. and Mrs. Henry Goud, I cannot express the depth of my gratitude for their unwavering support throughout my college years. They were especially helpful in providing sound judgment during several decision-

points of my college career. Their continuous urging to "do your best" in my chosen pursuit served as a basic motivating force that has had inestimable value.

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Nelson H. Goud

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## CHAPTER I

### INTRODUCTION

#### Need

The provision of adequate student personnel services is a commonly reported goal in the junior college. As one writer states it: "No claim of the junior college is discussed more often than its student personnel program . . ."<sup>1</sup> Several studies since World War II, however, have shown that this goal is not being achieved in the majority of junior colleges. In some instances the student personnel program of a junior college has received little support from other groups in the college. In other cases, the lack of knowledge of what constitutes an adequate student personnel program is the main difficulty. Evaluative studies of total junior college student personnel programs have been extremely scarce. Especially lacking is a general framework from which descriptions, explanations, and predictions of the structure and functions of the student personnel programs can be made. This leads to the next topic of consideration.

Since 1950, there has been a vital resurgence in the theory of organizations and administration. In the field of

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<sup>1</sup>Medsker, Leland L., The Junior College: Progress and Prospect, New York: McGraw-Hill Company, 1960, p. 142.

education alone, at least three major associations have developed which focus on administrative theory, a number of texts on administrative and organizational theory have appeared, and a research journal on the science of administration was originated.<sup>2</sup> Social scientists, such as G. Homans, C. Loomis, T. Parsons, and R. Warren have devised and revised notions on organizational theory. One of the most promising and mentioned models in this area is that of social systems theory. Although there have been some empirical studies on the implications of social systems theory, they are rather limited in the field of education. There is a great need to validate many of the propositions and hypotheses derived from this theory.

The merger of the two concerns briefly covered above constitutes the subject matter of this investigation. One of the main problems in junior college student personnel services is the lack of studies which treat these services as a whole. Also, little attention is being given to the relationships with other components within or outside the student personnel program. Social systems theory attempts to deal with these problems in any type of human organization. The present study will attempt to combine the needs of insufficient abstraction (the formulation of a general framework) in junior college student personnel services, and too little empirical investigation of social systems theory in education.

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<sup>2</sup>Griffiths, Daniel E., Administrative Theory, New York: Appleton-Century-Crafts, Incorporated, 1959, pp. 1-7.

### Purpose

It is the purpose of this investigation to explore the feasibility of employing social system concepts and formulations in analyzing junior college student personnel programs. The social systems approach is one of several posited by theorists of organizations.

In a study directed by Max R. Raines (supported by the Carnegie Corporation) entitled "Junior College Student Personnel Programs: Appraisal and Development," 49 student personnel programs were observed and evaluated by 'outside experts.'<sup>3</sup> Their appraisals were recorded on an evaluation inventory (devised especially for this study). Background information on the student personnel staff members of the 49 colleges, and on the junior colleges themselves, was also collected.

The data from the Carnegie Report will be analyzed and organized according to social systems concepts. Such an analysis may lead to findings that will be useful in establishing effective student personnel programs in addition to guides for further investigation of this nature.

### Assumption

It is assumed for this study that social systems

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<sup>3</sup>Junior College Student Personnel Programs: Appraisal and Development (A Report to the Carnegie Corporation), National Committee for Appraisal and Development of Junior College Student Personnel Programs (T. R. McConnell, Chairman), Max R. Raines--Staff Director, November, 1965. Hereafter this study will be called the Carnegie Report.



analysis is an appropriate one for student personnel programs. In other words, junior college student personnel programs exhibit the characteristics of a social system and therefore, may be examined from the social systems approach to an organization.

### Overview

The following represents the general outline of what is to be accomplished in each of the subsequent chapters.

In Chapter Two there are two major sections, a presentation of social systems theory, and a review of related literature in student personnel services. Under the theory section, several concepts of social systems theory are given which represent the works of several theorists. The review of student personnel services literature focuses on the organizational aspects of these programs and studies which encompass total student personnel programs. Special emphasis is given to the Carnegie Report (directed by Max R. Raines) on junior college student personnel programs. The chapter is concluded with a paradigm which relates the social systems theory to the specific functions and variables included in the Carnegie Report.

In Chapter Three the design of the study is presented. The population, sample, instrumentation, and methodology are all described and explained. A section entitled 'definition of terms' is included in which meanings are given to the most important words and phrases used throughout the study. Limitations of the design are also discussed.

In Chapter Four the results of a number of analyses are given. The findings of the Carnegie Report are organized in reference to social system concepts and processes.

In Chapter Five a brief summary of the aims of the investigation are first discussed. Major conclusions and implications of the findings presented in Chapter Four are then presented. Special emphasis is given systemic aspects of student personnel programs which enhance their effectiveness. The study concludes on a section dealing with implications for further research using the social systems approach.

Since a major portion of the investigation revolves around social systems theory, it is necessary to have an understanding of the concepts included in this model. After this is accomplished then there can be an application of these concepts to the structure and functions of student personnel services. The following pages of Chapter Two will be focused on social systems theory. Also, pertinent studies in the field of student personnel services will be reviewed.

## CHAPTER II

### THEORY AND BACKGROUND

#### THEORY

This section of Chapter two will be focused on social systems theory. There is an extensive literature on this topic. The formulations and concepts discussed are necessarily selective and will include those most relevant to the present investigation. The general format will be to introduce a social system concept and discuss it from the viewpoints of several theorists. Summaries of these concepts will be presented at various points throughout the chapter.

It may be helpful to give a brief summary of the characteristics of a social system before reviewing specific concepts. In this way, the subsequent discussions may be placed in the general framework presented here. Roland Warren lists the major aspects of a social system in the following manner:

A social system is a structural organization of the interaction of units which endures through time. It has both external and internal aspects relating the system to its environment and its units to each other. It can be distinguished from its surrounding environment, performing a function called boundary maintenance. It tends to maintain an equilibrium in the sense that it adapts to changes from outside the system in such a way as to minimize the impact of the change on

the organizational structure and to regularize the subsequent relationships.<sup>1</sup>

Within this system the processes of communication, decision-making, task performance, informal interaction, and the input-output exchanges with other systems take place.

The diagram presented on page eight is an attempt to show the components within and outside of a social system and the processes that function in its operation.

It is seen from the diagram that a 'value structure' encompasses all the operations and functions that a social system engages in. This value structure legitimizes the goals and functions of the social system and places limiting conditions on its operation. The norms and values of the culture and society, for example, would be included here. This value structure would also include those norms and values of any supra-system of which a particular social system is a part (every social system is at the same time, a part of a more inclusive social system).

Every social system receives inputs in the form of human, man-made, and/or natural resources. These inputs are transmitted and allocated to the social system (organization) in a structured manner. The organization processes the inputs by delegating tasks to members of the organization (division of labor). The informal patterns of interaction among members of the organization takes place here and also affects the processing of the resources. The outcome of the

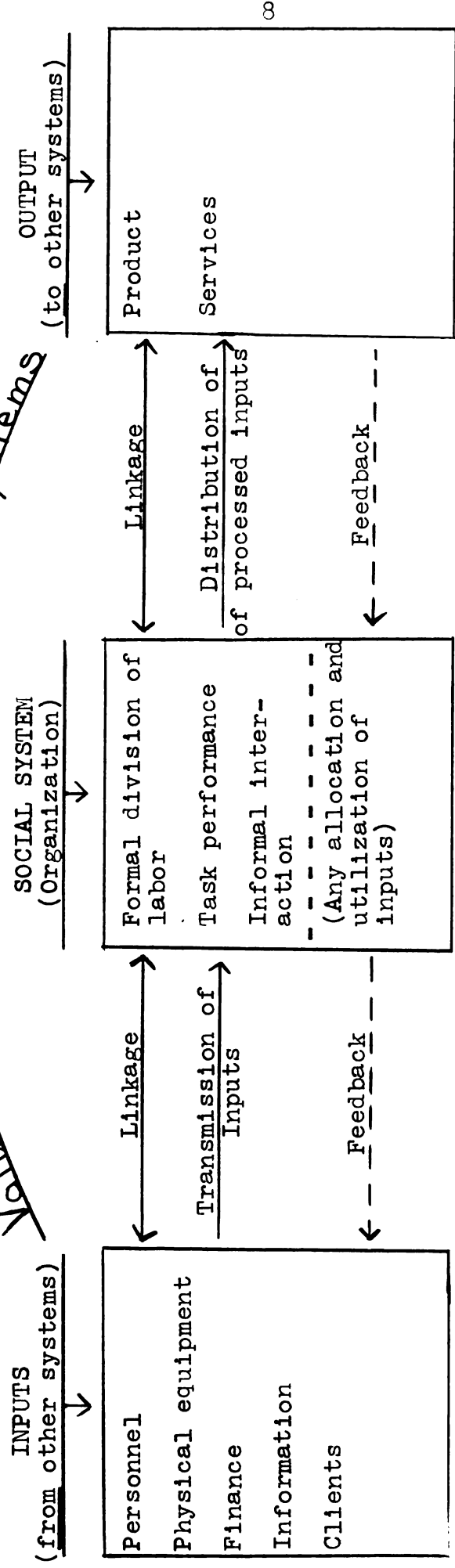
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<sup>1</sup>Warren, Roland L., The Community in America, Chicago: Rank McNally and Company, 1963, p. 136.

Diagram 2-A

Diagram of the Input-Output Exchange for a Social System

*Value Structure of Supra-Systems*



Pervading Processes and Conditions

Processes:

- (1) Decision-making
- (2) Communication
- (3) Linkage
- (4) Boundary Maintenance
- (5) Socialization
- (6) Control

Conditions:

- (1) Time
- (2) Space
- (3) Size

organization's processing is a product or service to some other system(s). Generally there is a linkage function performed between the inputs to the organization, and from the organization to the system(s) receiving the output. The linkage function serves to facilitate and articulate the input-output exchanges. There is a constant feedback (evaluation) occurring between the organization and its input sources, and the system(s) receiving the output. The processes of decision-making, communication, and the conditions of time, space, and size are present at all times in the input-output exchanges.

The following pages will be focused on a more detailed discussion of the concepts and processes presented up to this time. The discussion will revolve around the contributions of several social system theorists on the most significant social system concepts. It is hoped that by the end of the presentations there will be at least a general understanding of social system concepts and how they may be applied to junior college student personnel programs.

### Definition of Social System

The first concern in discussing social system theory is, What exactly is a social system? According to Charles Loomis, a social system "is composed of the patterned interaction of members. It is constituted of the interaction of a plurality of individual actors whose relations to each other are mutually oriented through the definition and mediation of a pattern of structured and shared symbols and

expectations."<sup>2</sup> In Loomis' theory, interaction is the central aspect of social systems. Indeed, uniformities in interaction over a period of time, and which are orderly and systematic, constitute the origin of a social system.

Talcott Parsons defines a social system as "two or more units,  $X_1, X_2 \dots X_n$ , related such that a change in state of any  $X_1$ , will be followed by a change in the state in the remaining  $X_j, \dots X_n$ , which is in turn followed by a change in the state of  $X_1$ , etc." In a somewhat different manner, he states that "two or more units in interaction with each other form a system."<sup>3</sup>

One of the most common social systems is the formal organization. To Parsons, a formal organization is "a social system which is organized for the attainment of a particular type of goal; the attainment of that goal is at the same time the performance of a type of function on behalf of a more inclusive system. . . ."<sup>4</sup>

George Homans, one of the earlier social system theorists who applied his concepts to small groups, also defines a social system. He states, "The activities, interactions, and sentiments of the group members, together with the mutual relations of these elements with one another

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<sup>2</sup>Loomis, Charles P., Social Systems: Essays on Their Persistence and Change, Princeton: D. Van Nostrand Company, Incorporated, 1960, p. 4.

<sup>3</sup>Parsons, Talcott, and Bales, Robert F., Family, Socialization, and Interaction Process, Glencoe: The Free Press, 1955. Quote taken from article by Morris Zelditch, Jr., "A Note on the Analysis of Equilibrium Systems," p. 402.

<sup>4</sup>Parsons, Talcott, Structure and Process in Modern Societies, Glencoe: The Free Press, 1960, p. 56.





during the time the group is active, constitute what we shall call the social system."<sup>5</sup> To Homans, anything that is not part of a social system is in the environment, the context in which the social system functions.

The concept of interaction appears to be the central factor in all the definitions encountered. Structured interaction between units or members is the core of a social system (it does not include all social system characteristics, but all are derived from the interaction process). It is also seen that the definitions allow for a wide range of types of social systems. Two people involved in direct, face-to-face interaction may constitute a social system as well as the complex, impersonal interaction among the members of a society. Furthermore, the above theorists contend that any social system is at the same time, a sub-system of a larger, more inclusive system. The larger system legitimizes the existence of a sub-system and defines its function. The interrelations between a particular social system and its sub-systems and supra-systems is constantly stressed by these theorists.

A technical note of clarification may be necessary at this point. The 'unit' of a social system is not the person per se, but instead, his role in the system.

As Parsons states the matter, "An actor cannot be treated as the unit of the social system. The unit in this

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<sup>5</sup>Homans, George C., The Human Group, New York: Harcourt, Brace and Company, 1950, p. 87.

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case is customarily referred to as a role."<sup>6</sup> Warren also makes this point clear,

It is more precise to say that the system or subsystem is made up of the roles which individuals enact within an enduring pattern of interaction, for not all aspects of the individual human being are part of any particular social system, but rather, only those aspects appropriate to his role.<sup>7</sup>

### Components of Social Systems

Up to this point, the main concern has been on the definitions of a social system in which there has been striking similarities. The following remarks will be centered on the characteristics, elements, and processes of social systems. Again, because of the extensive amount of writing on social system theory, only the most relevant concepts (for this investigation) will be discussed.

Loomis posits nine elements, six comprehensive processes, and three conditions for any social system. Although the nine elements comprise a major portion of Loomis' theory, they are not as pertinent for the present investigation as the comprehensive processes and conditions. The nine elements, therefore, will only be listed here and this should provide at least a brief glimpse at their content. These elements (each of which is articulated as a process) are the following: belief (knowledge); sentiment; end, goal, or objective; norm; status-role (position); rank;

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<sup>6</sup>Parsons, Family, Socialization, and Interaction Process, p. 402.

<sup>7</sup>Warren, loc. cit., p. 137.

power; sanction; facility.<sup>8</sup>

An important component of Loomis' theory in reference to the present study, is subsumed under the term comprehensive or master processes. There are six of these processes and they permeate every social system. They are:

- (1) Communication--"the process by which information, decisions, and directives are transmitted among actors and the ways in which knowledge, opinions, and attitudes are formed or modified by interaction";
- (2) Boundary maintenance--"the process whereby the identity of the social system is preserved and the characteristic interaction pattern maintained";
- (3) Systemic linkage--"the process whereby one or more of the elements of at least two social systems in some ways and on some occasions may be viewed as single unit";
- (4) Socialization--"the process through which the social and cultural heritage is transmitted";
- (5) Social control--"the process by which deviancy is either eliminated or somehow made compatible with the functioning of the social groups";
- (6) Institutionalization--"the process through which organizations are given structure and social action and interaction are made predictable."<sup>9</sup>

These processes will be considered further in later sections of the study.

Loomis also discusses three conditions of social action which exert an influence on a social system. These are: territoriality (space), time, and size. These conditions are not completely controlled by the members of a social system. They function mainly as limiting conditions

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<sup>8</sup>Loomis, loc. cit., pp. 11-27.

<sup>9</sup>Ibid., pp. 30-36.

on the system and determine patterns of interaction as they fluctuate in influence on the system. Of the most import for the present study is the condition of size. This concludes, for the moment, Loomis' concepts on what constitutes a social system.

Talcott Parsons contends all social systems can be characterized by four dimensions. These are:

- (1) Goal-attainment--"the gratification of the units of the system";
- (2) Adaptation--"the manipulation of the environment in the interests of goals-attainment";
- (3) Integration--"the attachment of member-units to each other in their distinction from that which is non-system";
- (4) Tension--"the malintegration of member-units seen as themselves systems."<sup>10</sup>

In other sources these dimensions are treated from a somewhat different viewpoint and one which is more adaptable to the study. Goal-attainment is characterized as a mechanism of implementation in the social system. It involves the procedures and processes by which resources (land, labor, capital, organization) are used to attain the goals of the system. Adaptation is characterized as a mechanism of mobilization. It involves the procedures and processes used in the procurement of resources in order that the system's tasks can be performed. Integration processes focus on the cooperation among the members of the system and motivational problems. The tension (or tension-management function) of a

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<sup>10</sup>Parsons, Family, Socialization, and Interaction Process, p. 404.

social system is also linked with what Parsons terms 'pattern-maintenance'. Both of these latter functions have relevance to the internal operations of the system. In general, they are primarily focused on the internal organization of the members in the system.<sup>11</sup>

Parsons stresses the importance of the 'value structure' in which a social system functions and gives the most complete description of this topic than any other theorist. The following quotation summarizes his basic position on the value structure of a social system:

The main point of reference for analyzing the structure of any social system is its value pattern. This defines the basic orientation of the system (in the present case, the organization) to the situation in which it operates; hence it guides the activities of participant individuals. In the case of an organization . . . this value system must by definition be a subvalue system of a higher-order one, since the organization is always defined as a subsystem of a more comprehensive social system. Two conclusions follow: First, the value system of the organization must imply basic acceptance of the more generalized values of the superordinate system--unless it is a deviant organization not integrated into the superordinate system. Secondly, on the requisite level of generality, the most essential feature of the value system of an organization is the evaluative legitimation of its place or "role" in the superordinate system. Since it has been assumed that an organization is defined by the primacy of a type of goal, the focus of its value system must be the legitimation of this goal in terms of the functional significance of its attainment for the superordinate system, and secondly the legitimation of the

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<sup>11</sup>Parsons, Structure and Process in Modern Societies, pp. 16-58.

primacy of this goal over other possible interests and values of the organization and its members.<sup>12</sup>

Closely related to the value structure of a social system is its relationship to the more inclusive system of which it is a part. Parsons comments on an important aspect of this relationship:

This is the fact that, for any given lower-level system in a system-subsystem hierarchy, the next higher order system is the most important part of the situation in which it must function. Since, as will be noted presently, the lower order system is in certain respects "controlled" by the higher order system, the elements which are in closest touch with the sources of control tend to be placed higher in a scale of what in some sense is superiority, power, prestige, and the like.<sup>13</sup>

It is seen that the value structure of a social system serves both general and specific functions: It legitimizes the existence of the system; it legitimizes the specific functional patterns of the system (organization) that are necessary to implement these values. This concept of value structure demonstrates more than any other, the interrelatedness of a social system to its sub-systems and supra-systems. The implications of this concept will assume importance again in later sections of the study.

### Decision-Making

One of the more crucial aspects in social system theory

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<sup>12</sup>Ibid., pp. 20-21.

<sup>13</sup>Parsons, Talcott, "General Theory in Sociology," as written in Sociology Today: Problems and Prospects (by Robert K. Merton, Leonard Broom, Leonard S. Cottrell, Jr.), New York: Harper and Row, 1959, Vol. 1, pp. 5-6.

and administrative theory revolves around decision-making. The following pages will be a discussion of the notions on the decision-making process as proposed by two theorists, T. Parsons, and Daniel Griffiths.

In discussing the dimensions of a social system, Parsons states: "There is an important sense in which the focus of all these functions is the process ordinarily called 'decision-making'." In any organization, according to Parsons, there are three sets of decisions: policy, allocative, and integration. Policy decisions are those which "directly commit the organization as a whole and which stand in relatively direct connection to its primary functions."<sup>14</sup> Such decisions have several levels of generality (e.g., from those decisions which determine the origin or termination of an organization, to those concerned with day-to-day operations). Policy decision-making is carried out by all levels of an organization (e.g., from the Board of Trustees to the instructors) with the differences being in the implications of these decisions for the organization. Allocative decisions concern two areas: the allocation of authority and responsibility among personnel; and the allocation of resources. The first area has to do with the delegation of authority in the sub-organizations and personnel of the organization. The second area concerns the allocation of manpower, financial, and physical facilities to

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<sup>14</sup>Parsons, Structure and Process in Modern Societies, pp. 29-30.



those sub-organizations and personnel with delegated responsibilities. Integration decisions focus on the coordination and cooperation among the members of an organization. Policy and allocative decisions do not deal with the motivational aspects of an organization, which are necessary to achieve adequate performance. Integration decisions are directed at such problems. Parsons lists three measures for aligning the members of the organization with the organizational requirements: coercion, inducement, and 'therapy' (in the broadest sense).<sup>15</sup>

Among those writers concerned with organizational-administrative theory, several see decision-making as a central aspect of administration. This view is propounded by Herbert Simon in Administrative Behavior,<sup>16</sup> Chester Barnard in The Functions of the Executive,<sup>17</sup> and Daniel Griffiths in Administrative Theory.<sup>18</sup> Griffiths appears to have the most relevant notions for the present study.

In stating a theory of administration, Griffiths states as one of his assumptions: "The specific function of administration is to develop and regulate the decision-making process in the most effective manner possible."<sup>19</sup> To Griffiths,

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<sup>15</sup>Ibid., pp. 34-35.

<sup>16</sup>Simon, Herbert A., Administrative Behavior, New York: MacMillan Company, 1950.

<sup>17</sup>Barnard, Chester I., The Functions of the Executive, Cambridge: Harvard University Press, 1938.

<sup>18</sup>Griffiths, Daniel E., Administrative Theory, New York: Appleton-Century-Crafts, Incorporated, 1959.

<sup>19</sup>Ibid., p. 73.

the decision-making process is the central one in administration because all other administrative functions are best interpreted in reference to this process. Griffiths presents his own definition of a decision: "The term decision is to be applied to all judgments which affect a course of action." By this definition the decision-making process includes both the decision itself and the acts necessary to put the decision into operation. Finally, almost every decision is one of a sequence of decisions. This sequential nature of the decision-making process demonstrates the interrelatedness of decisions. As Griffiths states, "Each decision made appears to tie into another decision reached previously . . . a decision rarely terminates or settles a controversy; it alters, changes its direction, or sometimes prolongs it."<sup>20</sup>

Griffiths has posited a number of propositions which are derived from his theory of administration. Two of these are:

- (1) The effectiveness of a chief executive is inversely proportional to the number of decisions which he must personally make concerning the affairs of the organization.
- (2) If the administrator perceives himself as the controller of the decision-making process, rather than the maker of the organization's decisions, the decisions will be more effective.<sup>21</sup>

### External and Internal Patterns

One of the most comprehensive ways of viewing a social system is in reference to its external and internal patterns.

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<sup>20</sup>Ibid., p. 76.

<sup>21</sup>Ibid., pp. 89, 91.

All characteristics, elements, and processes can be placed in either or both of these patterns. Homans, Parsons, Loomis, and Warren make extensive use of external and internal patterns in their formulations. In general, there are four major functions that are discussed by these authors regarding these patterns. These include: (1) the procurement of resources (inputs) needed to accomplish the goals of the system (these resources may be human, man-made, and/or natural), (2) the allocation of these resources in reference to the organization's division of labor and distribution of materials within the system, (3) the processing or utilization of the resources necessary to produce the outputs (goal-attainment activities), (4) the informal interaction among system members. The above authors differ somewhat on the placement of these functions in the external or the internal patterns. However, they essentially agree on the nature and meaning of each of these functions.

The following diagram demonstrates the placement of the four major social system functions to be followed in the present investigation:

Major Components of External and Internal Patterns

Functions

External	<u>Procurement of Resources</u> (Human, Man-made, Natural)	<u>Utilization of Resources          for Producing Outputs-          Goal-Attainment Activ-          ities</u> (Tasks, Work Activities)
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Internal	<u>Allocation of Resources</u> (Division of labor, allocation of man-made and natural resources to system members)	<u>Integration of System Members</u> (Informal interactions, expressions of personal nature, informal groups and leaders)
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Parsons summarizes external and internal functions in the following manner:

The first set of functions (external) tends to specialize with reference to the mediation of relations between the system and the situation external to it; the second (internal), as seen in these terms, is concerned with the maintenance of the stability of the pattern of the units and of the integrative adjustments of the units to one another.<sup>22</sup>

External pattern functions are often referred to as the task activities of a social system. They are more directly involved in the actual outputs of a system. The internal pattern functions are usually referred to as maintenance activities of a social system. These activities generally support the task activities and therefore, are indirectly involved in the production of outputs. Both are necessary to the effective functioning of a system over a period of time.

### Organizational Models

In general, there are two types of organization models which underlie most of the writings of organizational theory. These are the survival and effectiveness models. Amitai Etzioni comments on the distinguishing characteristics of these approaches:

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<sup>22</sup>Parsons, Sociology Today: Problems and Prospects, p. 5.

Briefly, the two models differ as follows: A survival model specifies a set of requirements which, if fulfilled, allow a system to "exist." All conditions specified are necessary prerequisites for the functioning of the system; remove one of them, and the system will disintegrate. The effectiveness model defines a pattern of interrelations among the elements of the system which make it most effective in the service of a given goal.

The difference between the two models is considerable. Sets of functional alternatives which are equally satisfactory from the viewpoint of the first model have a different value from the viewpoint of the second. The survival model gives a yes or no answer to the question: Is a specific relationship functional? The effectiveness model tells us that although several functional alternatives satisfy a requirement (or a "need") some are more effective in doing so than others.<sup>22A</sup>

Throughout Chapter Four, the reader is encouraged to keep in mind these two organizational models. The basic question concerning these models is, Is the type of organizational model underlying a student personnel program related to the effectiveness of implementation of student personnel functions? In Chapter Five, there will be a general discussion focusing on this area. Two hypotheses will be posited relating student personnel program effectiveness and the types of organizational models which underlie these programs.

#### Example of a Social System

The factory is often used to clarify how a social system functions. The following section will use the factory as the medium for summarizing some of the major social system concepts and processes. The hypothetical factory under

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<sup>22A</sup>Etzioni, Amitai, A Comparative Analysis of Complex Organizations, New York: The Free Press, 1961, p. 78.

consideration, the Middleton Radiator Company, produces radiators for National Motors Corporation (an automobile manufacturer). It is located on the outskirts of a medium-sized city. Middleton Radiator Company employs 200 workers throughout its three connected buildings. The diagram of the social system components on page eight should be consulted while reading the following passage.

The first concept to be discussed is that of the value structure. As mentioned previously, this includes the norms and standards that permeate an organization. These norms legitimize the goals of the organization and act as general guides for its operations. In general, these norms originate from the more inclusive systems of which an organization is a part. For Middleton Radiation Company, some of the more important inclusive systems which prescribe these norms and standards are: (1) the industrial system (sets legal norms, labor-management standards, safety standards, etc.), (2) National Motors Corp. (sets production standards, general company policies on community relations, etc.), (3) the surrounding community (which transmits certain expectations for community projects, participation in other community institutions like schools, adherence to pollution laws, etc.). There are other systems, of course, which influence the operations of Middleton Radiator Company, but the above should suffice to demonstrate the meaning of the value structure.

In order to produce radiators, there are a number of resources required in the form of inputs. These would



include managerial, technical, and general workers (human resources), buildings, machines, and supplies (man-made resources), and certain ores and metals (natural resources). The procurement of resources is part of the external pattern of Middleton Radiator Company and is an important task function. The company must form numerous linkages with other systems to obtain these resources. For example, the human resources may be recruited from the community, educational institutions, employment service; the man-made resources may be obtained through building contractors, machines from other factories, and supplies from a host of other companies; the natural resources obtained from mining industries, and so on.

Middleton Radiator Company, like any other enterprise, operates under a limited budget. In order to produce radiators in the most efficient and effective manner, it is necessary to divide the tasks necessary to produce this product among specialized personnel. Certain positions and tasks are created within the company as well as the allocation of resources to these positions. This division of labor and allocation of resources within the company is part of the internal pattern of Middleton Radiator Company, and constitutes an essential maintenance function.

Interpersonal interactions constantly occur among the workers and supervisors of Middleton Radiator Company. They may be either supportive of the organization's goals or act as a negative influence. Such informal interactions comprise



the integration function of this company. Also, all motivational features of Middleton Radiator Company (such as pay incentives) are part of this function. The integration function is also an internal, maintenance function.

The actual tasks and activities involved in producing radiators comprise the goal-attainment or output function. Here the resources are processed and utilized until the final product is produced. This function includes the supervisory activities and secondary services such as writing reports and keeping records. Linkages to other systems also takes place in this output function as they did in the input function. Here, however, linkages are formed with those systems that handle the radiators. The most important output linkages would be with National Motors Corporation and with transportation companies who distribute the radiators to this corporation.

There are several processes working at all times which affect Middleton Radiator Company. One is boundary maintenance. Boundary maintenance includes those activities which preserve the identity and interaction patterns of an organization. Middleton Radiator Company has the following boundary maintenance aspects: it is physically located in one geographical location; it has an easily recognizable name; its goals and tasks are clearly defined and visible (i.e., it produces radiators); each worker and supervisor generally knows what his role is in the company (this preserves the interaction patterns); its image to outsiders distinguishes it from

other institutions in the community.

The role of linkages has already been discussed. It is seen that the most important input and output linkages were formed with systems outside of the community (this fits in with Roland Warren's thesis on the importance of vertical relationships of community institutions, rather than horizontal relationships with other community institutions).<sup>23</sup>

The remainder of the social system processes such as decision-making, communication, control, and socialization are self-explanatory and will not be covered here. These processes will be further discussed at the end of this chapter in reference to the student personnel program. It is hoped that this brief example has helped in providing a clearer working knowledge of the functions of a social system. The reader is encouraged to consult the theorists' works cited in this chapter for a further elaboration of additional concepts as well as those covered.

## RELATED LITERATURE

### General Overview

Although there has not been any studies of junior college student personnel programs as social systems, there are a number of writings which touch upon certain aspects of this topic. These studies and articles primarily involve evaluation of student personnel programs, and the organization and administration of the programs. Some of the more

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<sup>23</sup>Warren, op. cit., Chapters 8 and 9.

pertinent writings will be reviewed in this section. The first portion will be concerned with selected notions on the organization and administration of student personnel programs.

Wrenn emphasizes the importance of coordination in the organization of a student personnel program. According to Wrenn, "Coordination does not mean centralization of all student personnel functions . . . The principle of coordination applies less to structure than to function." Wrenn then discusses different types of formal structure in reference to the coordination principle (especially the line-staff, and Council-plan).<sup>24</sup>

E. G. Williamson devotes almost one-half of his book, Student Personnel Services in Colleges and Universities, to various aspects of administration. His second chapter is a review of the literature on administration. He also discusses six conditions or features of administration: unity of command, delegation of responsibility, span of control, unifunctional alternative structure, democratic control versus technical competence, and coordination. Four types of formal organization of the personnel services are also identified: scalar (hierarchy of authority); staff and line; centralization versus decentralization; and the radical plan. Williamson, like Wrenn, contends that the type of formal structure employed depends on the functions. He

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<sup>24</sup>Wrenn, C. Gilbert, Student Personnel Work in Colleges and Universities, New York: The Ronald Press Company, 1951, pp. 36-48.

states that "any type of structure adopted must be appropriate to the type of function performed."<sup>25</sup> He concludes this section by stating that the day-to-day operation of any educational organization (including student personnel programs) involves modifications and combinations of the four types of formal structure listed above.

In the third chapter, Williamson discusses more specific concepts on the structure and organization of services. Of special interest are three criteria for the grouping of personnel services: homogeneity or functional relatedness of services and functions; the principle of decentralization in functioning departments (with an emphasis on coordination); and the extent to which personnel programs should be organized on an institution-wide or a specialized-department basis (size of the institution is an important element here). Williamson contends that student personnel services should have one professional person designated as administrative head of all the services. However, every student personnel staff member should be involved in the administration of the program. Finally, Williamson stresses the importance of faculty and student groups in the administration of the student personnel program.

Kate Mueller also briefly discusses the formal aspects of student personnel organization. She, however, talks about some topics not covered in most texts. These are the reasons

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<sup>25</sup>Williamson, E. G., Student Personnel Services in Colleges and Universities, New York: McGraw-Hill Book Company, Incorporated, 1961, p. 63.

for a formal structure of personnel services. They include the following: an individual needs a work structure for his ego-integration processes (source of identity, determines relationships with superiors and other college members); a structure is important for carrying out the student personnel division's professional functions; structure aids in motivation (provides basis for incentives, praise, criticism); structure aids in in-service training.<sup>26</sup>

Blocker, Plummer, and Richardson in their intriguing book, The Two-Year College: A Social Synthesis, give an important role to the student personnel program. In discussing typical line-staff charts of a two-year college (where the Dean of Student Personnel in their book is placed on an equal level to that of the Academic Dean), they state:

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 the academic dean and the dean of student personnel . . . The administration of the college would be improved if the conventional line-staff organizational plan were modified to place more direct emphasis upon the educational<sup>27</sup> and personnel functions of the college . . .

In their chapter on the student personnel program they propose a functional organization of student personnel services.

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<sup>26</sup>Mueller, Kate H., Student Personnel Work in Higher Education, Boston: Houghton Mifflin Company, 1961, p. 134.

<sup>27</sup>Blocker, Clyde E., Plummer, Robert H., Richardson, Richard, Jr., The Two-Year College: A Social Synthesis, Englewood Cliffs, New Jersey: Prentice-Hall, Incorporated, 1965, pp. 176-177.

In this structure the authors contend that "all nonacademic and nonbusiness functions should be included within the sphere of student-personnel services, because these functions are designed for the direct benefit of students."<sup>28</sup>

Although the works cited above and others in the field discuss concepts relating to the input-output exchange with other systems in the college, the bulk of the writing on the organization and administration of student personnel programs is centered on the formal structure of the program. Certain aspects of how the formal structure is related to the internal-external patterns of the student personnel program are too often just briefly mentioned. The current concern of grouping student personnel services by their function, however, indicates that a step is being taken toward the concept of the student personnel program as a functioning subsystem in the college.

### Review of Evaluation Efforts

The following pages will be a brief review of some of the research conducted on student personnel services. It is intended to present a general overview of the status of research in the field, especially in the evaluation of total student personnel programs. Such studies come the closest to treating the student personnel program as a social system. Of special importance in this section is the study conducted by Max R. Raines on junior college student personnel programs. This study provided the basic design and data for the present investigation. It will be necessary to

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<sup>28</sup>Ibid., p. 245.

become familiar with the terminology and variables included in this study in order to operationalize social system concepts to junior college student personnel programs.

The literature on the evaluation of student personnel services in four and two-year colleges may be characterized as being very critical. The nature of the ensuing discussion will be on the kinds of criticism of the studies, not the studies themselves.

Probably the most prevalent weakness of student personnel evaluation studies is the narrow range of services evaluated. Most studies concentrate on one aspect of student personnel services (e.g., counseling, admissions, student activities) with little consideration to its relationship with the other services or functions outside of the student personnel program. This has been a long standing problem in student personnel research. R. Strang, in 1950, stated that a major limitation in college student personnel evaluation studies was "A too narrow approach instead of a comprehensive study."<sup>29</sup> Feder and Sillers, in reviewing studies on college student personnel programs, concluded that "little research on student personnel services as of 1960 amounted to more than surveying the most common or 'best' practices."<sup>30</sup> In a similar review three years later,

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<sup>29</sup>Strang, Ruth, "Major Limitations in Current Evaluation Studies," Educational and Psychological Measurement, 10 (1950), pp. 531-536.

<sup>30</sup>Feders, D. D. and Sillers, D. J., "Noninstructional Services," Review of Educational Research, 30 (October, 1960), pp. 365-366.

Lloyd-Jones and Smith cited one study in which 77 projects were summarized from thirteen different agencies and centers. It was found that there were no investigations which studied student personnel programs as a whole.<sup>31</sup> Several reasons are given for the lack of studies on total student personnel programs: too little time, limited finances, lack of adequate criteria, limited research skills. It may also be posited that the lack of a general framework from which to conduct analyses of total student personnel programs is a great deterrent to such studies.

Although the research on student personnel programs has been limited, there are some existing instruments which can be used for the evaluation of a program. Rackham, in his doctoral dissertation, developed the Student Personnel Services Inventory.<sup>32</sup> This is a self-rating instrument which covers fifteen areas in student personnel work. Kamm and Wrenn devised an evaluation instrument which includes twelve areas of student personnel services.<sup>33</sup> Raines has developed a comprehensive evaluation instrument, the Inventory of Selected College Functions, which was used in a national

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<sup>31</sup>Lloyd-Jones, Esther, and Smith, M. S., "Higher Educational Programs," Review of Educational Research, 33 (April, 1963), pp. 162-170.

<sup>32</sup>Rackham, Eric N., "The Need for Adequate Criteria When Evaluating College Student Personnel Programs," Educational and Psychological Measurement, 1 (1951), pp. 691-699.

<sup>33</sup>Wrenn, C. Gilbert, and Kamm, Robert B., "A Procedure for Evaluating a Student Personnel Program," School and Society, 67 (1948), pp. 266-269.



study of junior college student personnel programs.<sup>34</sup> This device can be used either as a self-rating inventory or as a basis for 'outside expert' appraisal. Since Raines' inventory is the one on which the data for the present study was gathered, a complete description is given in Chapter Three and Appendix B.

### Research in Junior College Student Personnel Programs

Studies of junior college student personnel programs have been limited due to the relatively recent development of these programs. Humphreys summarized the conclusions of the 1946 Commission on Student Personnel Services of the American Association of Junior Colleges: (1) relatively few junior colleges have adequate personnel service programs, (2) student personnel services is not recognized enough as a major function, (3) testing and counseling of students is not satisfactorily developed or pursued, (4) professionally qualified personnel workers are not used in sufficient numbers, (5) adequate in-service training for staff members doing personnel work is lacking, and (6) the chief administrator of the institution or his assistant tends to carry too much responsibility in student personnel programs.<sup>35</sup> Brumbaugh<sup>36</sup>

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<sup>34</sup>Raines, Max R., Carnegie Report, Appendix B.

<sup>35</sup>Humphreys, J. Anthony, "Toward Improved Programs of Student Personnel Services," Junior College Journal, 22 (1951-1952), pp. 382-392.

<sup>36</sup>Brumbaugh, A. J., "Better Student Personnel Services in Junior Colleges," Junior College Journal, 21 (1950-1951), pp. 37-41.

and Mitchell,<sup>37</sup> in the early 1950's, made similar conclusions.

Medsker, in 1956-1957, analyzed 73 student personnel programs in junior colleges from 15 different states. He found a great variety in the type of person responsible for the coordination of the student personnel programs. Sixteen (22%) had a special student personnel administrator. Twenty-four (33%) had an assistant general administrator (vice-president, academic dean) in charge of the personnel program. Thirty-three (45%) of the junior colleges reported that the chief administrator of the college was directly responsible for the student personnel program.

Medsker found that the size of the junior college was related to the type of person responsible for the student personnel program. In general, for colleges under a 500 enrollment, the chief administrator (President) of the college was the person who coordinated the program (24 out of 37 cases). As the enrollment size increased over the 500 figure, there was a tendency to have a special administrator of student personnel services. Medsker concludes his analysis of student personnel services in the junior colleges with a summary of strengths and weaknesses of the programs he surveyed:

Strengths:

- (1) Administrators recognize the responsibility of a two-year college for an effective student personnel program.

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<sup>37</sup>Mitchell, Guy, "Guidance in Higher Education," Junior College Journal, 22 (1951-1952), pp. 207-215.

- (2) Some type and level of counseling exists in every college.
- (3) Most colleges have a well-developed student activity program.
- (4) A good system of academic records is maintained in all colleges.

Weaknesses:

- (1) Many institutions lack policy formulation, planning, and professional direction of the program.
- (2) The counseling program in many institutions is inadequate.
- (3) Little research is conducted which enables the two-year colleges to obtain facts about their students.
- (4) Two-year colleges make only limited effort to evaluate the personnel program.<sup>38</sup>

Raines, in 1963-1964, conducted a study entitled "Junior College Student Personnel Programs: Appraisal and Development." It is this study that the present investigation is based upon. The major aspects and findings of this study are summarized below.

The sample of the study consisted of 49 junior colleges with enrollments over 1000 students (a nationally representative sample). Each junior college was visited by an 'outside expert' (experienced junior college student personnel workers who also were trained in an extensive five-day workshop designed specifically for this study). These outside experts evaluated the student personnel program

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<sup>38</sup>Medsker, op. cit., Chapter I, pp. 146-165.

of each junior college primarily by means of interviews with student personnel staff members. Their observations and appraisals were recorded on the Inventory of Selected College Functions (see Chapter three and Appendix B for a complete description of this instrument). In short, 35 college functions were judged according to the scope and quality of their implementation in each junior college. Twenty-one of these functions were defined as constituting the basic student personnel program for any junior college (Appendix C). Also, the outside experts judged the impact of 16 developmental variables on the total student personnel program.

Student personnel staff members of each junior college were asked to fill out the Inventory of Staff Resources (see Appendix B). This inventory requested information pertaining to the previous training and education of the staff members. The chief student personnel administrator was asked to classify each function listed in the Inventory of Selected College Functions according to the categories listed on the front page of this inventory (see Appendix B). Each staff member also indicated his assignment to each function in this inventory.

The following represent some of the major findings of Raines' study:

- (1) Three-fourths of the junior colleges have inadequate student personnel programs.
- (2) Adequate guidance and counseling is provided in less than one-half of the colleges.
- (3) Coordination, evaluative, and up-grading functions are the least effectively provided of all functions.

- (4) Student personnel programs lack the professional leadership that would enhance development.
- (5) Management needs to take precedence over student needs in implementation.
- (6) Classification patterns (of functions) reveal limited relationships to effectiveness.
- (7) Several developmental variables appear strongly related to effective implementation to individual functions.
- (8) Staff qualifications reflect a limited relationship to the implementation of specific functions.

In another analysis, Raines divided the student personnel programs into the top 12, middle 25, and the bottom 12 according to total effectiveness ratings. Here a number of variables differentiated the top from the bottom student personnel programs. These include:

- (1) Larger junior colleges tend to have stronger student personnel programs.
- (2) General administrators are more active in weaker programs.
- (3) Professional identity as a student personnel worker is greater in strong student personnel programs.
- (4) Student personnel staff members in strong programs had a significantly greater number of student personnel graduate credits.
- (5) A number of developmental variables differentiated the strong from the weak programs (especially equipment, in-service training, workable ideas and concepts, identification of supportive data, clarity of staff roles).<sup>39</sup>

The data from this investigation provides the empirical information for the present study (the investigator was given permission by Dr. Max R. Raines, associate professor of higher education and administration at Michigan State University, to use the data from his report). This data will be organized

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<sup>39</sup>Raines, Carnegie Report.

according to social system concepts and propositions. Also, some of the findings reported by Raines in his study will be incorporated into the study and discussed in reference to social system theory.

In summary, it is seen that although there have been numerous writings and studies on student personnel services, few have incorporated their observations and findings into a general scheme or theory. Most of the writings on the internal aspects of the student personnel social system focus on the formal structure. Most of the studies on the external aspects only incorporate specific functions in their analysis. There have been studies which included both external and internal patterns, but the analyses were not carried out to the next step of applying them to a theory. Raines' study appears to be especially adaptable to a social system analysis. The 21 functions which constitute the basic student personnel program, and the 16 developmental variables include aspects of both the external and internal patterns of a social system. Furthermore, there is an evaluation of effectiveness for each of the functions and developmental variables which makes it possible to test social system hypotheses and propositions. The wealth of data about the junior college and the student personnel staff members makes it possible to analyze intra-organizational and extra-organizational variables of the personnel program. Finally, a nationally representative sample adds to the value of any generalizations that may be found.

Relationship of Social Systems Theory  
to Student Personnel

In order to present a comprehensive view of the content of the type of data in the Carnegie Report, the paradigm on the following pages is offered. A brief review of Appendices B and C may be helpful in interpreting the paradigm. The structure of this paradigm is borrowed from a similar one developed by Andrew Halpin for conducting research on administrative behavior.<sup>40</sup>

Following the paradigm are two diagrams which are attempts to depict the junior college and the student personnel program as social systems. It must be stated that these diagrams are only summary type views of these social systems, however they may be helpful in visualizing and understanding the concepts previously discussed.

In Diagram 2-C, the basic systems within and external to the junior college are shown. It is seen that the junior college is distinguished from other systems external to it (large circle). This is part of its boundary maintenance function. Within the junior college there are four major subsystems, faculty-students-administration-student personnel. Each of these subsystems may also be distinguished from each other by its boundary maintenance activities. Furthermore, each subsystem is comprised of 'sub-sub-systems' (e.g., the faculty sub-system is further divided

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<sup>40</sup>Halpin, Andrew W., "A Paradigm for Research on Administrative Behavior," as written in Administrative Behavior in Education by Roald Campbell and Russell T. Gregg, New York: Harper and Row, 1957, p. 190.

## Diagram 2-B

Carnegie Report Elements

<u>PANEL I</u>	<u>Task Functions</u> (External pattern)	<u>Maintenance Functions</u> (Internal pattern)
Organizational Tasks	Pre-College Informational Educational Testing Applicant Appraisal Applicant Counseling Student Inductive Student Registration Personnel Records Group Orienting Student Advisory Student Counseling Occupational Information Academic Regulatory Social Regulatory Student Self-Governing Co-Curricular Activity Financial Assisting Graduate Placement Program Articulation	Administrative- Organizational  In-Service Educa- tion  Student Personnel Evaluative
<u>PANEL II</u>  Behavior of Staff (Internal pattern)		Respondent's Assignment



Diagram 2-B (Continued)

<u>PANEL III</u> Variables Associated with Tasks and Behavior	<u>Group A</u> Staff Characteristics (Internal Pattern)	Title of Position Professional Identity Previous Work Experience Previous Education Distribution of Graduate Credits Practicums and Workshops Professional Associations	
	<u>Group B</u> Intra-organizational Variables (Internal Pattern)	DEVELOPMENTAL VARIABLES Physical Facilities Equipment Clerical Assistance Size of Staff Holding Power for Staff Clarity of Staff Roles In-Service Training Workable Ideas and Concepts Professional Competency of Staff Staff Cohesiveness and Cooperation Identification of Supportive Data	<u>Operational Classification</u> (of task and maintenance functions)
	<u>Group C</u> Extra-organizational Variables (External Pattern)	DEVELOPMENTAL Variables Clarity of institutional goals and Policies Faculty Concurrence with Goals Support from Administration Support from Faculty Response of Students	<u>Age of College</u> <u>Size of College</u>
<u>PANEL IV</u> Criteria of Effectiveness	Interviewer's appraisal of the effectiveness of implementation of task and maintenance functions, estimated impact of developmental variables		

Diagram 2-C

The Junior College as a Social System

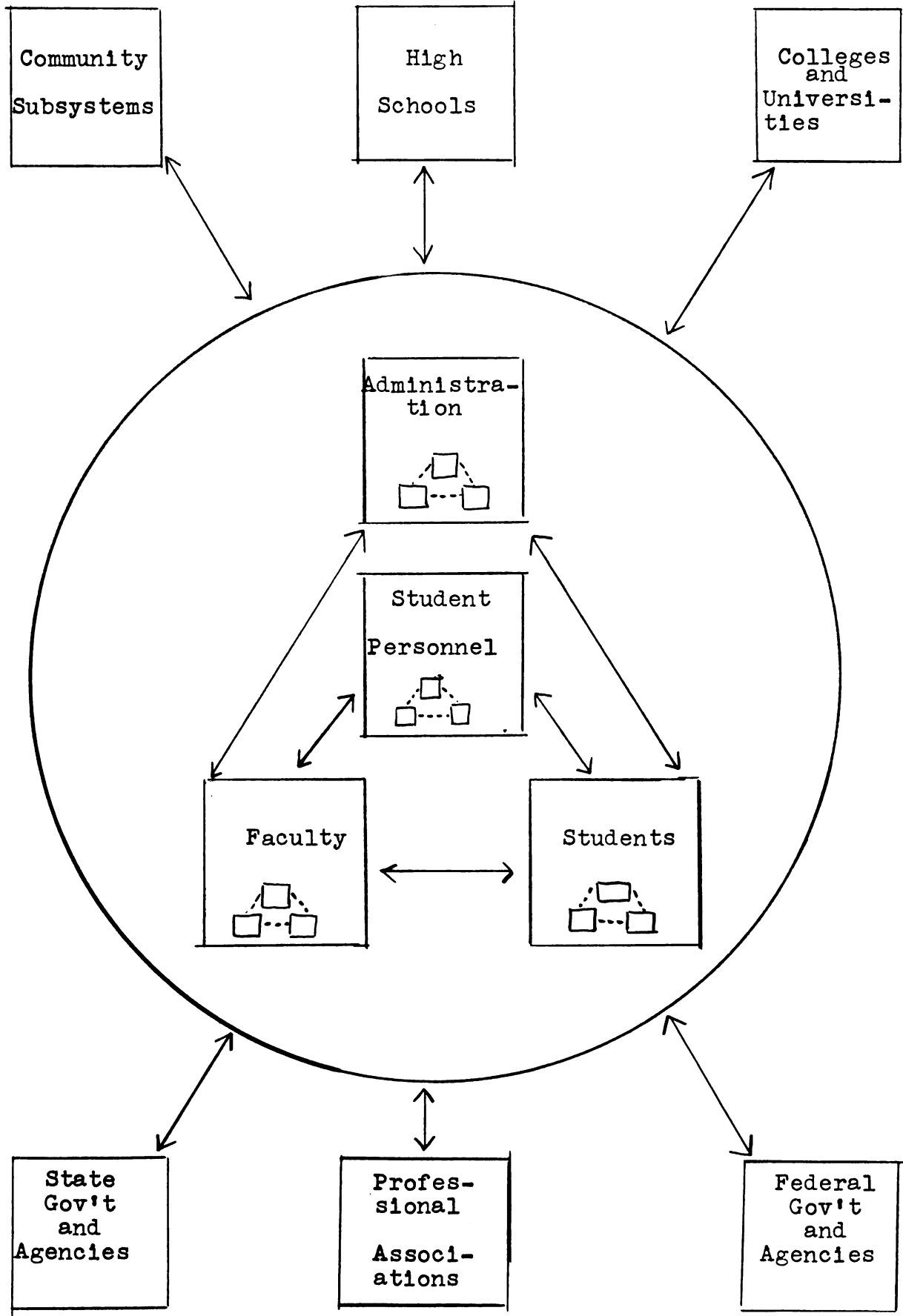
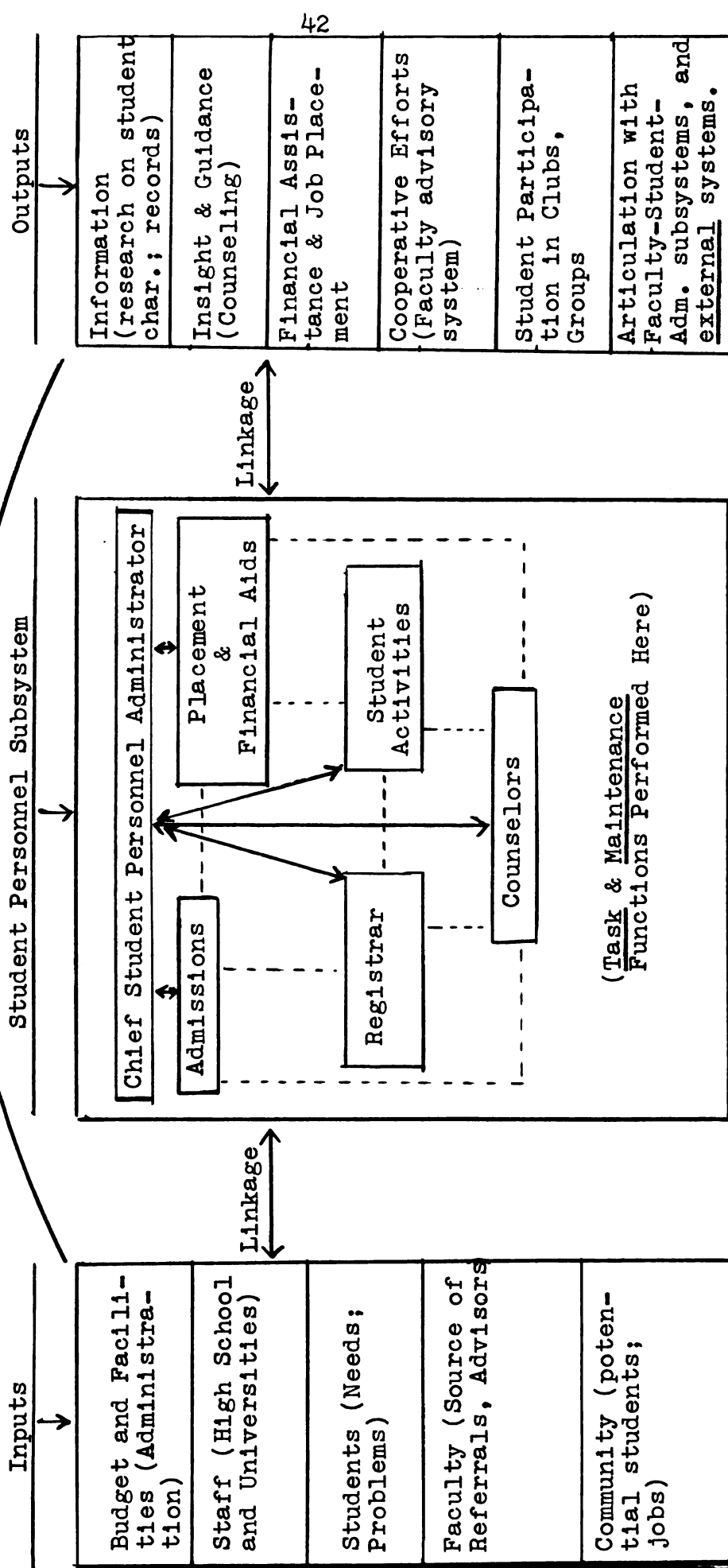


Diagram 2-D

The Student Personnel Program as a Social System

*Value Structure*



into academic departments; the students are further divided according to social clubs, academic majors; and so on). The systems external to the junior college, although identifiable, are of lesser visibility to the junior college system members (when compared to the four junior college sub-systems).

The four sub-systems of the junior college coordinate their activities and articulate their needs through various linkages with each other (the two-way heavy lines). Similarly, the sub-sub-systems also have linkages between them for coordinative and articulative purposes (the broken lines). The junior college sub-systems also form linkages with external systems (e.g., professional associations) in the various input-output exchanges with these systems.

The above diagram only depicts the structural dimension of the junior college as a social system. The functional dimension (i.e., the dynamic aspects, such as the communication processes) is not given. The main purpose of this diagram is to show the relationship of the student personnel sub-system to systems external to it.

In Diagram 2-D, the student personnel sub-system is depicted as a social system (this diagram is a specific manifestation of the more general one on page eight). Here the basic input-output process of the student personnel sub-system is briefly sketched. Under the inputs section, the type of input and its source (in parentheses) is presented. It is seen that the student personnel sub-system is dependent

on several external (within and outside of the junior college) systems for its inputs. Several forms of linkages are formed with these external systems in order to achieve effective cooperation (e.g., committees, brochures, written and verbal communication, and so on). Once the inputs enter the student personnel sub-system they are allocated. Here the staff is assigned specific duties (e.g., counseling) and the appropriate materials allocated among the staff. In the hypothetical organization of student personnel services offered in Diagram 2-D, two types of communication networks are presented. The heavy, two-way lines between the chief student personnel administrator and the five personnel services is the vertical network. The dotted lines represent the horizontal network (the informal communication network does not follow such a neat scheme, and cannot be sketched without information on the informal interaction patterns).

It is within the student personnel sub-system that the task and maintenance functions are actually performed. The outputs of these activities are summarized in the diagram. In the case of the student personnel sub-system, the systems which receive the outputs are essentially the same ones which comprise the input systems (this was not the case, for example, for Middleton Radiator Company, see pp. 22-25).

Again, the 2-D Diagram mainly depicts the structural aspects of the student personnel sub-system. The functional dimension will be further discussed in the following pages. It is in this subsequent section that the social system con-

cepts will be specifically related to the elements in the Carnegie Report. It is essential that this relationship be perceived in order to understand the analysis of results presented in Chapter Four. A close examination of Chapter Three should also facilitate this understanding.

### Social System Concepts and the Carnegie Report

In reference to Diagrams 2-B, 2-C, 2-D, and the diagram on page 8, the following remarks will be an attempt to operationalize the social system theory to elements in Raines' study.

The value structure for the student personnel social system is composed of several types of influence from several other systems. The most immediate influences which legitimate and control the student personnel program are the other social systems of the junior college. These would be the faculty, student, and central-administration groups. These three other sub-systems of the junior college are the primary groups in which the student personnel sub-system engages in the input-output exchange. It is readily seen that the kinds of inputs and outputs for the student personnel sub-system vary with the particular other sub-system engaged in the exchange process. The student sub-system, for example, provides a different kind of input and receives an output that differs from the inputs and outputs transmitted and received by the administration sub-system (there are some overlapping inputs and outputs among the sub-systems, but in general, the input-output exchanges can be identified as being of a distinct type between any two sub-systems).

There are also a number of influences exerted on the student personnel sub-system that lie outside of the junior college system. One of the more significant ones in this category is the field of college student personnel work. Here a whole complex of values and norms impinge on any junior college student personnel program. These are transmitted by a variety of other systems--professional organizations, publications, departments and faculty of college student personnel in a university, conventions, and so on. The phrase (and implied philosophy), "Student personnel point of view" best epitomizes the value structure of student personnel work. Williamson discusses five aspects of the 'student personnel point of view':

- (1) Our central concern with all aspects of the development of human individuality (physical, moral, social aspects as well as scholastic).
- (2) Concern with the unique individuality of each student.
- (3) Teaching in the classroom is not enough, or sufficient, in the education of some students.
- (4) The use of methods and relationships of an educative rather than an authoritarian or chain-of-command type.
- (5) The incorporation into services of new knowledge of human nature and its development.<sup>41</sup>

Other outside influences on the student personnel sub-system include the legal aspects (e.g., professional competence in personal counseling, in loco parentis policies); junior college education and philosophy; community needs; and general cultural forces.

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<sup>41</sup>Williamson, loc cit., pp. 13-19.

It must be stated that this totality of which is termed 'value structure' is not generally verbalized as such in the activities of the student personnel sub-system. Instead, the values and norms are normally assumed and although always present, they operate in what may be called a "subconscious" manner. Only when such values and norms are violated do they become highly visible (when, for example, a non-professionally qualified person performs personal counseling duties when a qualified person is available). These values and norms are not necessarily transmitted to the student personnel sub-system on a one-to-one basis from the outside systems. Many are filtered through other intermediary systems in which the values and norms from the source of origin may be altered, or remain the same. For example, a specific junior college (intermediary system) may interpret the function of its student personnel sub-system in a different manner than advocated by the American Personnel and Guidance Association, the American Association of Junior Colleges (original sources).

As was reviewed in the social system theories of Homans, Loomis, Parsons, and Warren, every social system exhibits both external and internal patterns. The internal pattern for this study consists of the informal, motivational interaction patterns; and the formal structure of the system (division of labor). The external pattern consists of the functions involved in the procurement of resources (adaptation) and the utilization of these resources (goal-attainment).



In the present study, the external and internal patterns will be partially comprised of the task and maintenance functions. The task (external pattern) functions consist of 18 functions (see paradigm and Appendix C). As is seen from this list, the task functions are primarily of a goal-attainment nature (there was no data on adaptation functions, only the results of these functions which are discussed below).

The maintenance functions (internal pattern) consist of three functions in this study (see paradigm and Appendix C). Here it is seen that the functions are primarily ones that define the boundaries and structure of the student personnel subsystem (Administrative-Organizational, In-Service Education) and provide a basis for the evaluation of the entire program (Student Personnel Evaluative). There was no direct information in the Carnegie Report on the nature of the informal interaction among student personnel staff members.

The 21 functions included under the task and maintenance categories constitute the basic student personnel program. These are the functions that should be performed by a student personnel sub-system in any junior college. More will be said on this topic in Chapter Three.

The 16 developmental variables of the Carnegie Report may be classified as intra-organizational and extra-organizational variables related to the performance of task and maintenance functions. As seen from the Diagram 2-B, 11 developmental variables are categorized as intra-organizational and

5 as extra-organizational. Although 'physical facilities,' 'equipment,' 'size of staff,' and 'clerical assistance,' 'staff competencies' are results of the adaptation functions of the student personnel subsystem, the activities involved in procuring these resources were not observed or evaluated in the Carnegie study. Therefore, they could not be classified under the task functions as ordinarily would be done. It is best to interpret these four developmental variables as intra-organizational variables related to the performance of both task and maintenance functions (they are intra-organizational because they had already been procured at the time of the evaluation).

The age and size of the junior colleges are aspects that must be considered in a social system analysis. They constitute what Loomis calls 'conditions of social action.' They are classified in this study as extra-organizational variables which may affect the performance of task and maintenance functions.

Staff characteristics, operational classification, and respondent's assignment are all intra-organizational variables. Staff characteristics pertain to the previous background training and education as well as the professional identity of each participating student personnel staff member in the study. Operational classification refers to the category in which the chief student personnel administrator placed each of the 21 basic functions (see Appendix B for the nine categories). Respondent's assignment refers to the type

of activity performed by each student personnel staff member to each of the 21 basic functions (see Appendix B for the types of activity).

The student personnel subsystem of a junior college, as any social system, engages in several dynamic processes. One of the most significant is that of boundary maintenance. Loomis describes this as "the process whereby the identity of the social system is preserved and the characteristic interaction pattern maintained."<sup>42</sup> In another manner it could be said that boundary maintenance is the process that distinguishes a social system from its environment. It is this process which distinguishes the student personnel subsystem from the faculty, student, and administration subsystems. In the present study, the maintenance functions and the 'program articulating' function (task) are included in the boundary maintenance process.

The student personnel subsystem engages in the boundary maintenance process when it defines its role in the junior college system. Certain functions are allocated to student personnel which are unique to its subsystem, and a formal structure is organized in order to implement these functions. Without the boundary maintenance process there would be no social system as there would be no way to detect its existence or identity. This phenomenon will be discussed further in Chapters Four and Five. Conflicts often

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<sup>42</sup>Loomis, loc cit., p. 31.

arise when one social system attempts to expand its boundaries to include activities incorporated in another social system. This leads to the next process, systemic linkage, which is closely related to boundary maintenance.

Systemic linkage serves as one of the most crucial processes in a social system. As was discussed in the theory portion of this chapter, all social systems engage in an input-output exchange with other social systems. In the present case, the primary input-output exchanges occur between the student personnel subsystem and the faculty, student, administration subsystems. Those functions and roles which articulate the needs of one social system to another are ones of systemic linkage. This linkage process is involved in several important activities for a social system. These include: the communication of the needs of one social system to another (for inputs); the reception and distribution of the output needs to another social system; and evaluative feedback to the systems providing the input and from those systems receiving the output.

Systemic linkage functions are closely tied to boundary maintenance activities as well as task activities. One linkage function, for example, is to make clear the boundaries of the two systems that are interacting with one another so as to facilitate the input-output exchange and to avoid the conflicts mentioned previously. The most important role of the linkage function, however, is the articulation of needs between interacting social systems.

In the present study, several variables may be seen as linkage functions. The most salient one is 'program articulating.' Others include the 'pre-college informational,' 'administrative-organizational,' 'student inductive,' 'student-advisory,' 'occupational information,' and 'graduate placement' functions. It is seen that the latter five functions classified as linkage functions are also classified as task or maintenance functions. The dual-role of these functions is not a contradictory one for purposes of this study. It can be said that these five functions are linkage ones because of their emphasis on the articulation of needs between the various systems involved. The performance of these linkage functions, however, constitute task and maintenance activities for the student personnel sub-system. The 'administrative-organizational' function is not entirely a linkage one as many of the activities here are concentrated on internal concerns; however there is a significant role for the chief student personnel administrator to articulate the needs of the student personnel subsystem for resources and to provide feedback to his subordinates on the expectations of the program from other subsystems--a linkage role.

The classification of task and maintenance functions is based on the criterion of, What activities does the student personnel sub-system have to perform to fulfill its role in the junior college? These same functions may be categorized into other social system processes because of their consequences (performing the 'pre-college informational'

function, for example, has the consequence of linking the junior college to the people in its environment). In short, a single function may be classified in a number of ways, depending on the criteria of classification. If the criterion is that of performance, then the function will be classified as being a task or maintenance function. If the criterion is that of consequences because of the performance of a function, the function will be classified into one of the social system processes. This practice will be followed throughout the study, with the appropriate criterion of classification being given before any discussion.

Excepting the 'administrative-organizational' function, all of the linkage functions discussed above have consequences for the junior college system as a whole, and not just for the student personnel sub-system. Indeed, the consequences may be said to encompass more of the non-student personnel activities of the junior college than student personnel activities. The performance of these linkage functions, however, is the responsibility of the student personnel program.

There are also four developmental variables which are related to the systemic linkage process. These include: support from administration, support from faculty, response of students, and identification of supportive data.

In a very intriguing sense, the entire student personnel sub-system may be viewed as a linkage system for the junior college. The student personnel program is the focal

point of the junior college for the articulation of community, college, and student needs. Blocker, Plummer, and Richardson contend that:

. . . the student personnel program can be viewed as a way of mediating between the needs or perceptions of the students and the pressures of the institution. It should be borne in mind that these pressures are simply a reflection, however distorted, of the demands imposed by society on the institution to justify its reason for existence.<sup>43</sup>

One of the main problems of a sub-system in a linkage role (as student personnel) is the "blurring" of boundaries for that sub-system. In a later section of the study, this linkage role and its effect on boundary maintenance will be further discussed.

The remaining social system processes will only be briefly discussed as they either have been discussed previously or there is little information on them in the present study.

The decision-making process was previously covered on pages 16-19. Here Parsons' notions on policy, allocative, and integration decisions and Griffiths' propositions were described. The best index of decision-making in the present study is the 'respondent's assignment' to each function (Appendix B). To test one of Griffiths' propositions, the type of assignment (which range from 'broad supervision' to 'active participation' to 'not involved') in which the chief student personnel administrator places himself for each of the functions, will be the criterion for the kind of decisions

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<sup>43</sup>Blocker, loc. cit., p. 242.

made. This information will then be related to the evaluation of effectiveness of the total student personnel program as appraised by the outside experts.

The communication process in any social system consists of two main types: external and internal. External communication refers to the information exchange between a social system to external systems (e.g., from student personnel to administration). It is closely related to, and a part of the social system's input-output exchange, goal-attainment and adaptation functions, and the systemic linkage process.

Internal communication is comprised of three networks: vertical, horizontal, and informal. Internal communication takes place only within a social system (e.g., student personnel sub-system). Vertical communication refers to the two-way network between superordinates and subordinates. It is essentially concerned with the task functions of the system. Horizontal communication refers to the exchange of information between system members occupying similar status levels in the organization. The informal communication network refers to the various interpersonal interactions among system members (these may or may not be related to the tasks of the members).

Both external and internal communication networks may be characterized by the following process: (1) a message to be communicated, (2) a sender of the message, (3) a channel or media through which the message is sent (e.g., verbal



reports, written reports, conferences), (4) a receiver who decodes the message. The authors of the Carnegie Report did not examine the communication networks. More will be said of this process in Chapter Five.

The socialization process as defined by Loomis is "the process through which the social and cultural heritage is transmitted."<sup>44</sup> This concept revolves around the role expectations, norms, and values in a social system. These are transmitted through the encompassing value structure of a social system. Every member is expected to adhere to these expectations. These values and norms may be transmitted formally and informally in a social system. In the present study, 'in-service education' (function) and 'in-service training' (developmental variable) represent the formal aspects of socialization. There is no measure of the informal aspects of socialization in the present investigation. 'Clarity of staff roles' is an index of the effectiveness of the socialization process in this study, both formally and informally.

Social control is defined as "the process by which deviancy is either eliminated or somehow made compatible with the functioning of the social groups."<sup>45</sup> In the study there is no data on the control measures used by student personnel programs on their staff members ('in-service education' is more appropriately classified as a maintenance,

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<sup>44</sup>Loomis, loc. cit., pp. 30-36.

<sup>45</sup>Ibid.

communication, and socialization function than as a control one although it contributes to the latter process). However, there are two functions which operate as control measures for the junior college as a whole. These are the 'social regulatory' and 'academic regulatory' functions. The control, of course, is focused on the student sub-system, but it is necessary for the functioning of the junior college as a social system. Here again is a case of a function being performed by the student personnel sub-system, but the consequences are seen in one of the pervasive processes of a social system.

Institutionalization is defined as "the process through which organizations are given structure and social action and interaction are made predictable."<sup>46</sup> This process is almost identical to that of boundary maintenance. It was asserted earlier that the boundary maintenance process was concerned with the identity of a social system and becomes involved with other systems through systemic linkage and boundary conflicts. Institutionalization, however, is focused almost entirely on the internal structure of the social system. This structure makes possible the assignment of roles and the expectations of behavior that follow from these roles. Interaction patterns become orderly and systematic and therefore, predictable. The 'administrative-organizational' function of the present study is the counterpart to the institutionalization process. It is more properly interpreted as being the result of this process, instead of a measure of the

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<sup>46</sup>Ibid.

process itself. The 'in-service education' function also contributes to this process.

This concludes the summary of the relationship between the social system theory and the elements of the present study. It is seen that some elements can be classified as belonging to more than one process depending upon the criterion used. These processes and their counterparts in the study will be discussed further in Chapters Four and Five. At that time, there will be some objective results derived from the Carnegie Report findings which will provide the basis for the discussion. In the next chapter, the concern will be on the design and procedures used in the study, and the limitations of the design.

## CHAPTER III

### DESIGN

The population, sample, instrumentation, and data for the study are taken for the Carnegie Report entitled--Junior College Student Personnel Programs: Appraisal and Development (directed by Max R. Raines).

#### Sample

A major concern of the authors of the Carnegie Report was to select a nationally representative sample of colleges. The sample also had to include those types of Junior Colleges that presently, and in the future, will bear the major responsibility for the greatly expanding junior college enrollments. Two central factors were chosen to provide bases for this sample selection: size and location

Size--At the time of the sample selection (1964), the Junior College Directory listed 709 junior colleges for the United States. Of these, 501 had enrollments under 1000 students, and 208 had over 1000 students. The latter 208 junior colleges, however, enrolled approximately 3/4 of all the junior college students. It was decided to separate the 501 small junior colleges (under 1000 enrollment) from the 208 large junior colleges (over 1000 enrollment) before the sample selection was carried out.

Location (region)--After it was decided to study small and large junior colleges separately, some basis was needed from which to select a nationally representative sample. Pure random selection was thought to be inadequate because of the imbalances it could produce in such a selection. Some type of proportionate-stratification was posited as being the most likely technique to produce a balanced, representative sample. The continental United States was accordingly divided into seven regions. The proportions of large and small junior colleges were tabulated for each region. The number of junior colleges to be studied from each region was derived from these proportions. The specific junior colleges within each region were chosen at random (after the proportions were determined, one out of every four junior colleges in each region was asked to participate). A total of 50 large junior colleges and 100 small junior colleges were selected by this technique. Of these, 74 of the small junior colleges and 49 of the large junior colleges agreed to participate in the study.

The authors of the Carnegie Report made the decision to study intensively the sample of the 49 large junior colleges. In their words, "It seems likely that the junior college of over 1000 enrollment will increasingly play a dominant role in the total junior college effort. Thus the decision was made to study intensively a sample of junior colleges which enrolled over 1000 students."<sup>1</sup>

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<sup>1</sup>Raines, Max R., and Hoyt, Donald, "An Introduction to the Research on Junior College Student Personnel Program," Carnegie Report, p. 3.

These 49 large junior colleges, then, constitute the sample for the present study. A description of this sample as compared to the total population of large junior colleges is presented in Appendix A.

The following is an excerpt from the Carnegie Report summarizing the method of data collection. A discussion of the instruments used will follow this section.

A questionnaire approach was used to obtain some of the data but was not used as the prime data collection device. Since much of the critical data was judgmental in nature, problems related to idiosyncratic frames of reference and to potential defensiveness engendered by the 'threat' of evaluation could not be overcome with confidence through questionnaire survey.

Accordingly, it was decided that judgmental data should be collected by 'outside' experts who could be trained to employ a similar frame of reference and whose judgments could be made more objectively without the distortion produced by personal involvement. A total of 12 professionally qualified and experienced junior college student personnel workers were appointed as evaluation experts. They participated in a five-day training workshop in which a standard interview guide was developed and field-tested. Special efforts were made to ensure that each expert adopted a comparable frame of reference in making his judgments.

These interviewers visited each of the 49 large colleges (each college was interviewed by a single expert) participating in the study. Prior to the visit, they reviewed a considerable body of information which had been collected about each college. They spent a full day talking with an average of seven staff members at each college. On the basis of these interviews, a series of objective ratings were made (to be described later) and a comprehensive narrative report was prepared.<sup>2</sup>

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<sup>2</sup>Ibid., p. 4-5.

## Instrumentation

The data gathered for the study was recorded on two instruments, the Inventory of Selected College Functions and the Inventory of Staff Resources. They were devised to provide a basis for evaluating non-instructional functions in a junior college, to gain information on student personnel staff members, and to assess the impact of certain variables on the development of student personnel programs.

### Inventory of Selected College Functions (ISCF)

The ISCF consists of two main parts: (1) a rating scale and description of 35 non-instructional functions, (2) a rating scale and listing of 16 developmental variables (see Appendix B).

Functions--In line with the present study, for each function the following information was obtained: (a) judgments by outside experts of scope and quality according to a five-point scale (if the function was not implemented, a judgment was requested from the chief student personnel administrator on the need for implementation according to another five-point scale), (b) the chief student personnel administrator's operational classification of the function according to nine categories, (c) the respondent's assignment to each function, there were seven categories provided.

### Twenty-One Basic Functions

Of the 35 non-instructional functions, twenty-one were chosen (by consensus of the 12 interviewers) as con-

stituting a basic core of student personnel functions for any junior college. These 21 functions, hereafter called the 21 basic functions, are listed in Appendix C. The Carnegie Report focused only on these basic 21 functions, and this investigation also will only include these functions in the analyses. The remaining fourteen functions were felt to not meet the criteria for being a necessary function in any junior college (the 'Campus Housing' function, for example, is a basic function to only a minority of the junior colleges).

#### Developmental Variables

The Carnegie Report researchers explained the nature of the 16 developmental variables in the following manner:

From a review of pertinent literature and with the advice of consultants, a list of institutional characteristics which presumably could affect the development of programs of student services was drawn up. A total of 16 such characteristics were identified, ranging from such concrete matters as 'size of staff' and 'clerical assistance' to such nebulous variables as 'workable ideas and concepts' and 'faculty concurrence with institutional goals and policies.' Interviewers who visited the 49 large schools were asked to judge the impact of each variable on a five-point scale ranging from<sup>3</sup> 'very positive' (5) to 'very restrictive' (1).

The developmental variables are presented at the end of the Inventory of Selected College Functions, Appendix B.

The ISCF was pre-tested at Flint Community Junior College by means of conferences with student personnel staff

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<sup>3</sup>Ibid., p. 7.



members on the content validity of the items. The outside experts also reviewed the ISCF for the same reason and for obtaining a common framework from which to evaluate.

### Inventory of Staff Resources (ISR)

This inventory was devised to obtain information on the work and educational background of staff members on the participating colleges who devoted at least one-half of their time in the functions described in the ISCF. See Appendix B for a description of the ISR. The following areas comprise the content of the ISR: length and type of previous work experience; professional identity; number of undergraduate credits in education, psychology, and sociology; graduate courses in areas most relevant to junior college student personnel services. If a staff member indicated he had taken 30 or more graduate credits (reasonably distributed among the relevant areas to student personnel work), he was considered to have at least a minimal level of training.

### LIMITATIONS OF DESIGN

There are several aspects of the design of this study that may be seen as limitations for the study. The most significant ones will be discussed at this time along with the adjustments, if any, to these shortcomings.

The criteria of effectiveness of implementation for each function, and the impact of each developmental variable was the judgment of an "outside expert." This technique definitely has well-known shortcomings. Each expert perceives

the goals and meanings of a student personnel function in reference to his own training and background experiences. These perceptions may, and most likely do, vary with each expert. The net effect of this situation is that without some way of providing a basic, common framework for evaluating the junior college-student personnel programs, the experts would not be appraising the programs in a reliable consistent manner. The Carnegie Report researchers tried to overcome this problem by selecting experienced and well-trained junior college student personnel practitioners, providing an intensive five-day workshop focusing on the evaluation of the student personnel programs, and using a common interview guide. These measures, then, reduced as much as possible, the individual differences among the experts in evaluating the student personnel programs. As for the absence of empirical criteria in judging the effectiveness of implementation, the Carnegie Report researchers commented on the value of 'conventional wisdom' as the criteria: "Their narrative description of the nature of implementation supported the writers faith in the validity of the appraisals."<sup>4</sup>

The medium for obtaining the information for evaluative appraisals, the one-day interview, also has its weaknesses. Although it is desirable to evaluate a student personnel program over a period of time by observing the behavior of the student personnel staff and its consequences

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<sup>4</sup>Ibid., p. 9.

for the student personnel functions, such a method was not possible in the Carnegie study. The second most favorable alternative was to interview the student personnel staff members of the participating junior colleges and to talk with other members of the junior college (administration, faculty, students). This method is also a measure of behavior of the student personnel staff and its consequences for the student personnel program. However, it is readily seen that this is more indirect than the first method (direct observation over a period of time). This indirectness may lead to distorted perceptions (in either direction) of the effectiveness of implementation of the student personnel functions. Again, the selection of experienced student personnel experts was the counteracting force to this problem of indirect observation (through their own experiences, these experts were generally able to "separate the wheat from the chaff" in their interviews with student personnel staff members). Also, by interviewing more than one student personnel staff member (average of 7) and non-student personnel persons there was extensive "cross-checking" of the scope and quality of the student personnel functions.

Another limitation that is more directly related to this study is that there are 49 social systems. Normally a social system analysis is focused on a single organization. This has its obvious advantages in that more social system processes and functions can be observed and in greater depth.

The present study, for example, will not include any analyses on the allocation activities (of resources) and informal interaction among members. (This is due to the main reason that such activities were not included in the interviews or the inventories.) However, since the 49 student personnel programs serve similar functions in the junior colleges (the 21 basic functions), they may be treated by the same social systems analysis. The only difference being that the findings will apply to more than one organization of social system.

Finally, since the data for the Carnegie Report was gathered in 1964, it represents the state of affairs in that year more accurately than in 1967. The nature of organizations, however, is generally not one of rapid change. Since 49 student personnel programs were evaluated, chances are relatively high that an increase in effectiveness of one student personnel program will be offset by a decrease in another. It is contended, therefore, that the trends and findings of the student personnel programs in 1964 apply also to the present time (it must be remembered also that the sample consisted only of junior colleges of over 1000 enrollments).

#### PROCEDURE

The data, findings, and conclusions of the Carnegie Report will be organized and analyzed in reference to social systems theory. The procedure will be to introduce a social

systems concept or process and see how it was implemented in the sample of 49 junior college student personnel programs. While the data and findings of the Carnegie Report constitute the empirical basis for the analyses in Chapter Four, the organization of the data will be modified for purposes of this study. In the latter sections of Chapter Two the elements of the Carnegie Report were reformulated according to a social systems model of student personnel. The Carnegie Report data will be accordingly rearranged in the application of this data to the social systems model presented in Chapter Two. Some social systems concepts will be emphasized more than others for one or both of the following reasons: the concept under discussion has more implications and consequences for student personnel programs; there is more data on some concepts and processes than others. In some instances, variables that are related to social systems processes, but are not processes themselves, will be analyzed (e.g., staff backgrounds). It must be inserted here that although the social system processes will be analyzed separately, they are all interrelated in the total functioning of the social system (in this case, the student personnel program).

In Chapter Five the major implications, conclusions, and recommendations will be presented. These statements will be offered within the context of social systems theory with special attention devoted to the development of effective student personnel programs in the junior college.

## DEFINITION OF TERMS

- (1) Twenty-One Basic Functions--Functions selected by a panel of experts and which are designated as being fundamental to any junior college student personnel program. In the Inventory of Selected College Functions, the twenty-one basic functions are numbers: 1-11, 14-17, 24, 29, 33-35. See also Appendix C.
- (1a) Task Functions--Those functions concerned with goal-attainment in the student personnel sub-system. These are the activities which directly produce the outputs of this sub-system. See Diagram 2-B for a listing of the task functions.
- (1b) Maintenance Functions--Those functions primarily concerned with maintaining the internal structure and operations of the student personnel sub-system. They are indirectly involved in producing the outputs of the sub-system. See Diagram 2-B for a listing of the maintenance functions.
- (2) Developmental Variables--Sixteen variables derived from a review of the literature and advice from outside consultants. The variables were formulated for the purpose of providing institutional elements which could have significant impact on the development on student personnel programs. The developmental variables are listed in the back of the Inventory of Selected College Functions (Appendix B).

## CHAPTER FOUR

### INTRODUCTION

It is the aim of this chapter to present some empirical findings of the Carnegie Report in reference to selected social system concepts. As mentioned in Chapter Three, certain concepts will be stressed more than others due to data limitations. Brief discussions will follow each section. These are attempts to point out the relationships between the data and the particular concept under consideration.

In general, the findings will be reported under either or both of the following two categories: (1) in relation to each of the twenty-one basic functions as they were rated (satisfactory, inbetween, unsatisfactory) in the total sample of the 49 student personnel programs (Appendix E). Here the emphasis is on the twenty-one basic functions. This category will be referred to as the function category. (2) The second category focuses on individual student personnel programs. Here the emphasis is on programs, not individual functions. Analyses under this category will be centered on "strong" vs. "weak" student personnel programs (each of the student personnel programs in the Carnegie Report was assigned a 'total effectiveness score' on the basis of the twenty-one basic functions and ranked in relation to the other student personnel programs; from this ranking the strongest and weakest

programs were selected for comparison analyses). This category will be referred to as the program category.

The data reported will be of the following types:

- (1) Selected or all of the Twenty-One Basic Functions,
- (2) Developmental Variables, (3) Age and Size of the junior colleges, (4) Staff Characteristics, (5) Respondent's Assignment (for the chief student personnel administrator). The chart below shows to which categories the above types of data will be applied:

TABLE 4-A

## Analysis Categories and Types of Data

	Function Category	Program Category (Strong vs. Weak)
Twenty-One Basic Functions	X	X
Developmental Variables		X
Age and Size of Junior College		X
Staff Characteristics		X
Respondent's Assignment		X

In using the Function Category, the general purpose is to present the effectiveness of implementation of the twenty-one basic functions across the total sample. These 21 basic



functions are ranked according to their total effectiveness score (i.e., how many colleges were rated 'satisfactory,' 'inbetween,' and 'unsatisfactory' on each function). Table 4-B includes this information (the dotted lines mark off the 21 functions into the top, middle, and bottom thirds).

The second category of analysis, strong vs. weak student personnel programs, has a somewhat different rationale. Basically, such a comparative analysis was used to determine if the types of data were differentially implemented in 'good' and 'poor' student personnel programs. This approach has important implications for social systems analysis as it tends to show which factors "really make a difference" in sound programs. It also makes possible the examination of several social system concepts as they are implemented in high and low quality student personnel programs. The latter feature allows one to see if the kind of implementation of social system processes makes a difference in the effectiveness of a social system, an important question for this investigation.\*

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\*Technical Note--Theoretically, those student personnel programs which effectively implement the basic social system processes should be the 'strong' programs. The 'weak' programs should have low effectiveness ratings in these processes. It should be pointed out, however, that there is some bias in favor of the strong programs due to the nature of the data. The basis for "strongness" and "weakness" is the total effectiveness score on the twenty-one basic functions. The effectiveness of implementation of the social system processes is also based on these 21 functions. Therefore, a 'strong' student personnel program will tend to have higher scores, generally, on the effectiveness ratings of the social system processes. However, this is a general bias in that it is difficult to predict which particular social system processes will be higher rated in the strong

Referring again to Table 4-B, it is seen that the task and maintenance functions are broken down into two types of taxonomies (A and B). Each taxonomy consists of groups of related functions. The Carnegie Report authors devised these taxonomies in order to make analyses of the twenty-one basic functions more meaningful. The groupings within each taxonomy were made on a rational basis (i.e., according to the experiences of the Carnegie Report experts). Taxonomy A is organized according to five administrative units (structural aspect) (see Appendix D). Taxonomy B is comprised of seven categories which are focused on the dynamic aspects of the functions (see Appendix D).

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programs. Also, the factor of size is controlled in most instances in comparing strong vs. weak programs (as will be shown in a subsequent section, size significantly differentiates strong from weak programs). This "criterion contamination" factor (of undetermined strength) only enters in when strong and weak programs are compared on some or all of the Twenty-One Basic Functions. It does not apply to comparisons based on developmental variables, age and size, staff characteristics, and respondent's assignment.

In summary, both the 'strongness' and the social system effectiveness ratings are based on the effectiveness of implementation of the Twenty-One Basic Functions. Treating these two dimensions as independent, therefore, is not possible. The effect of their interrelatedness is that one cannot say (without reservation) that strong student personnel programs are 'strong' because they have high effectiveness ratings on the social system processes (in reference to the twenty-one functions). If variables in addition to the twenty-one basic functions point to higher effective implementation of social system processes, then the contention regarding 'strongness' and the social system processes is further supported. In examining the following results, then, if the 'strong' student personnel programs have superior ratings on social system processes in relation to weak programs, check to see if they also differ on variables other than the twenty-one basic functions (e.g., developmental variables).

TABLE 4-B\*

**Effectiveness of Implementation of the Twenty-One Basic  
Functions Across 49 Student Personnel Programs**

<b>FUNCTIONS (Rank Order)</b>	<i>Satisfactory</i>	<i>In-between</i>	<i>Dissatisfactory</i>	<i>Total Effectiveness Score</i>	<i>Taxonomy A</i>	<i>Taxonomy B</i>
Pre-College Informational	37	11	1	85	I	I
Student Registering	35	11	3	81	I	III
Student Self-Govern.	35	10	4	80	III	IV
Academic Regulatory	35	10	4	80	I	III
Co-Curricular	33	12	4	78	III	IV
Applicant Appraisal	29	16	4	74	I	II
Educational Testing	29	15	5	73	I	II
Student Advisory	30	10	9	70	IV	V
Social Regulatory	25	19	5	69	III	III
Financial Assisting	26	13	10	65	II	VI
Applicant Consulting	26	11	12	63	IV	V
Personnel Records	22	18	9	62	I	II
Program Articulation	23	15	11	61	V	VII
Student Counseling	23	14	12	60	IV	V
Admin.-Organizational	20	14	15	54	V	VII
Student Inductive	18	12	19	48	III	I
Group Orienting	17	11	21	45	IV	I
Graduate Placement	12	11	26	35	II	VI
In-Service Education	6	17	26	29	V	VII
Occupational Info.	8	13	28	29	IV	I
Student Personnel-Evaluative	3	12	34	18	V	VII

\*Legend for Table 4-B on next page.

TABLE 4-B (Continued)

## Legend

- (1) See Appendix E for method of determining ratings of "Satisfactory," "Inbetween," and "Unsatisfactory." The numbers in the columns beneath these categories indicate the number of student personnel programs receiving "Satisfactory," "Inbetween," and "Unsatisfactory" ratings for each of the twenty-one functions.
- (2) Total score derived by multiplying number of "Satisfactory" scores by 2, "Inbetween" scores by 1, and "Unsatisfactory" scores by 0.
- (3) Dotted lines - - - indicate breakoff points for top, middle, and bottom thirds of total effectiveness scores for the twenty-one basic functions. The first seven functions comprise the top third, the middle seven functions comprise the middle third, and the last seven functions comprise the bottom third.
- (4) Taxonomy A symbols--(I) Admissions-Records-Registration units, (II) Placement and Financial-Aids unit, (III) Student Activities unit, (IV) Guidance and Counseling unit, (V) Central Administration unit. See also Appendix D.
- (5) Taxonomy B symbols--(I) Orientation unit, (II) Appraisal unit, (III) Regulation unit, (IV) Participation unit, (V) Consultation unit, (VI) Services unit, (VII) Organization unit. See also Appendix D.

This investigator attempted to cluster the twenty-one functions on a different basis. Appendix F gives the results of a factor analysis of the twenty-one basic functions based on the evaluations of the outside experts. As is seen, this technique produces a somewhat different clustering of the 21 functions. This is due to the basis for the clustering (i.e., they were clustered according to their relationships to 'common factors' found in the evaluations of the twenty-one basic functions). In short, the following summarizes how these clusters should be interpreted. For each cluster, whenever a function within a cluster was evaluated as 'satisfactory,' 'inbetween,' or 'unsatisfactory,' all the other functions within that cluster were evaluated similarly. For example, in the 'occupational information-graduate placement' cluster there was a high tendency in the 49 colleges that these two functions were both rated as either satisfactory, inbetween, or unsatisfactory. Both of these latter functions appear to have a 'common factor' between them which is closely related to their effectiveness of implementation in the 49 student personnel programs. The same interpretation holds for the other clusters.

In this investigation Taxonomies A and B will be stressed more than the clusters developed from the factor analysis. This is due primarily to the organization of the findings of the Carnegie Report which are oriented toward Taxonomies A and B (the factor analysis was not available at the time of Carnegie study). The factor analysis, however, does have value in reference to social systems analysis and

for junior college student personnel programs. It is a technique that may uncover some unperceived relationships in a social system. For example, why should the 'student-counseling' and 'academic regulatory' functions form a cluster? Is this a "chance" occurrence, or merely the perception of the interviewers, or is there some real basis for these two functions to be related to each other? It would appear that clusters like the above example would cause student personnel workers to examine their program to see why this relationship is formed, and if it is a desirable one. The factor analytic technique should not be used with the intent of finding "the answer" to patterns in systems such as student personnel programs (a tempting approach because of its statistical sophistication). Instead, it should be utilized with other techniques and with the purpose of using it as an exploratory tool in analyzing an organization.

#### ANALYSIS OF TAXONOMIES

In Table 4-B it is seen that the maintenance functions of 'administrative-organizational,' 'in-service education,' and 'student personnel evaluative' are all in the bottom third category.

#### Taxonomy A

In Taxonomy A, the Admissions-Registration-Records unit is heavily represented in the top third of total effectiveness scores for the 49 student personnel programs. The Central Administration unit, on the other hand, is heavily

represented in the bottom third category. Table 4-C shows the rank order of the five units in Taxonomy A in reference to the number of functions in the top, middle and bottom categories.

### Taxonomy B

In Taxonomy B, the Participation, Regulatory, and Appraisal units were the most effectively implemented among the 49 programs. The Service, Orientation, and Organizational units were the least effectively implemented. Table 4-D shows the rank order of the seven units according to the number of functions in the top, middle, and bottom categories.

### Discussion of Taxonomy Analyses

There are several interpretations that can be made of the findings presented above in reference to social systems theory. The following represent some of the more significant ones:

- (1) In reference to the internal-external patterns of the student personnel subsystem, the results point to a sharp and general weakness of the internal pattern (the maintenance functions). As was seen, all of the maintenance functions fall in the bottom third category of effectiveness. Some task functions were also poorly implemented. However, the finding that all of the maintenance functions are in the bottom category is of major significance to several processes that operate in the student personnel subsystem. Boundary maintenance, communication, and socialization processes are especially

TABLE 4-C\*

Distribution of Taxonomy A Units According to  
Top, Middle, and Bottom Thirds of Effectiveness Ratings

Units	Top Third	Middle Third	Bottom Third	Totals
Admissions-Records- Registration Unit	5	1	0	6
Student Activities Unit	2	1	1	4
Guidance and Counseling Unit	0	3	2	5
Placement and Financial Aids Unit	0	1	1	2
Central Administration Unit	0	1	3	4
Totals	7	7	7	21

\*See Table 4-B for specific rankings of the twenty-one basic functions included in the Taxonomy A units. Appendix D contains a concise listing of Taxonomy A units and the functions which are included in the units.

Rank Order of Effectiveness Ratings of Taxonomy A Units:

- 1 - Admissions-Records-Registration unit
- 2 - Student Activities unit
- 3 - Guidance and Counseling unit
- 4 - Placement and Financial unit
- 5 - Central Administration unit



TABLE 4-D\*

Distribution of Taxonomy B Units According to  
Top, Middle, and Bottom Thirds of Effectiveness Ratings

Units	Top Third	Middle Third	Bottom Third	Totals
Participation Unit	2	0	0	2
Regulatory Unit	2	1	0	3
Appraisal Unit	2	1	0	3
Consultation Unit	0	3	0	3
Service Unit	0	1	1	2
Orientation Unit	1	0	3	4
Organizational Unit	0	1	3	4
Totals	7	7	7	21

\*See Table 4-B for specific rankings of the twenty-one basic functions included in the Taxonomy B units. Appendix D contains a concise listing of Taxonomy B units and the functions which are included in the units.

Rank Order of Effectiveness Ratings of Taxonomy B Units:

- 1 - Participation Unit
- 2 - Regulatory Unit
- 3 - Appraisal Unit (this unit and 'Regulatory' tied for the second rank)
- 4 - Consultation Unit
- 5 - Service Unit
- 6 - Orientation Unit
- 7 - Organizational Unit

focused on these internal functions.

- (2) Of the task functions, it is readily apparent that certain types of functions are more effectively implemented than others. Tables 4-C and 4-D show the wide range of the quality of implementation of units classified as task functions. Earlier it was noted that Parsons contended that those functions of a social system which are closest and most important to the next higher system (in this case, the junior college system) will be given most attention. It could be contended that the functions in the Admissions-Registration-Records units, for example, have a high priority to the total junior college system in relation to the other units. They have to be performed in every junior college. Other units, to be sure, are important to the junior college. However, they may not have the priority of the Admissions-Registration-Records unit for the total junior college system. This is not to say that members of the student personnel subsystem necessarily place this priority also on this unit (they may, for example, wish to place the highest priority on the Guidance and Counseling unit). In any case, it appears that the Admissions-Registration-Records unit has top priority in the 49 colleges, and Parsons' contention may explain this finding. Hoyt and Raines commented on this finding in the following manner:

If one examines the types of functions which are predominant among those most favorable implemented, he will note that they are largely concerned with institutional management. In short, these are the kinds of

functions the college must provide to exist (e.g., Pre-College Informational, Student Registering, Academic Regulatory, Social Regulatory, etc.). The absence of functions related to guidance and counseling among the most favorably implemented is regrettable in an institutional setting which frequently cites guidance as one of its major attributes. In this context, one cannot help but note that the upgrading functions of In-Service Education and Student Personnel Evaluative are among the least favorably implemented.<sup>1</sup>

### SOCIAL SYSTEM PROCESSES

Raines, in the Carnegie Report, counted a student personnel program 'satisfactory' if at least two-thirds of the twenty-one basic functions had been rated satisfactory by the outside experts. Only 25% of the 49 junior colleges received a satisfactory rating according to this criterion. The following analyses may point to some reasons why some student personnel programs were more effective than others in implementing the twenty-one basic functions.

#### Boundary Maintenance

The process that distinguishes a social system from its environment is called boundary maintenance. This is the "identity" mechanism of a system. If student personnel in a junior college is to be recognized as a subsystem, it must perform boundary maintenance 'duties.' These include: defining a role in the junior college system; allocating specialized staff and tasks to student personnel; maintaining

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<sup>1</sup>Hoyt, Donald, and Raines, Max R., "An Appraisal of Basic Student Personnel Functions Within Junior Colleges," Carnegie Report, pp. 5-6.

and defending its role and functions in the junior college; creating and maintaining internal solidarity among its members; structuring the roles and tasks among staff members so as to produce patterned interactions.

The boundaries of a system may be of many forms-- physical, social, political, legal, and so on. Without such boundaries the system as such, ceases to exist. As R. Warren comments on boundary maintenance: "Obviously, if the system cannot retain this relationship, it dissolves, no longer being an identifiable organization of interacting units."<sup>2</sup> It would seem logical that a system would neither under nor overemphasize boundary maintenance activities. The former leads to disintegration or lack of identity as a subsystem. Linkages that are too strong, for example, may make it difficult to perceive where one system begins and the other ends. On the other hand, too much concern with boundary maintenance functions leads to an overemphasis on the internal operations of a system. This is called goal-displacement by theorists of organizations. Goal-displacement is where an organization diverts its energy toward strengthening the system, rather than the functions which the system was created to accomplish (goal-displacement tends to "isolate" a system and creates difficulties in the input-output exchanges with other systems).

#### Boundary Maintenance Functions

The present study includes several boundary mainte-

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<sup>2</sup>Warren, loc. cit., p. 143.

nance factors. Of the twenty-one basic functions, the following contribute to the boundary maintenance process: administrative-organizational, in-service education, student personnel evaluative, program articulation (where the student personnel program is defined to other units within and external to the junior college). Those developmental variables which are related to boundary maintenance are: clarity of staff roles, in-service training, staff cohesiveness and cooperation, holding power for qualified staff, physical facilities. Another indicator of the boundary maintenance process is "professional identity" as registered by the student personnel staff members in filling out the Inventory of Staff Resources.

In Table 4-B, it is seen that of the four boundary maintenance functions, all but 'program articulation' fall in the bottom one-third category. The 49 junior college student personnel programs, as a whole, perform their boundary maintenance functions rather poorly.

As mentioned in the earlier sections of this chapter, the Carnegie Report authors ranked the 49 programs according to their total effectiveness score on the twenty-one basic functions. From this ranking 14 strong and 14 weak student personnel programs were selected. These 14 matched pairs were controlled on the variable of size of the junior college. Table 4-E presents the average ratings of four boundary maintenance functions in the 14 strong and 14 weak programs.

TABLE 4-E\*

Average Ratings of Strong and Weak Programs  
on Four Boundary Maintenance Functions

	Strong	Weak
Program Articulation	5.4	3.9
Student Pers. Evaluative	3.6	1.6
In-Service Education	4.2	2.4
Administrative-Organizational	5.5	3.4

\*The scores for each function were tabulated according to the scale presented in Appendix E.

Although it may be expected that strong personnel programs would score higher than weak programs (according to the bias noted in the earlier section of this chapter), the difference is still striking. Whereas the 49 student personnel programs as a whole did poorly in implementing these functions, the strong programs perform very well. The most important boundary maintenance functions (of the twenty-one basic functions), program articulation and administrative-organizational, received a 'satisfactory' rating in 11 of the 14 strong programs. In contrast, on the same functions in the weak programs, only 5 were rated 'satisfactory' in program articulation and 2 in administrative organizational. The 'student personnel evaluative' and 'in-service education' functions were among the most poorly implemented in both strong and weak student

personnel programs. Of the 14 strong programs, only 2 received a satisfactory rating in 'student personnel evaluative' and 4 in 'in-service education.' Of the 14 weak programs, none received satisfactory scores in either of these functions. The average ratings between strong and weak programs on the latter two functions as shown in Table 4-E are quite divergent, however.

### Summary

In summary, it is seen that in comparison to the rest of the twenty-one basic functions, the four boundary maintenance functions were among the least effectively implemented (Table 4-B). Strong student personnel programs performed at a much higher level in the same four functions than weak programs (Table 4-E). In the latter comparison it was found that the 'program articulation' and 'administrative-organizational' functions were more effectively implemented than 'student personnel evaluative' and 'in-service education' functions.

### Boundary Maintenance Developmental Variables

Table 4-F shows a comparison of the estimated impact (positive, mediocre, restrictive) of five developmental variables among the strongest and weakest (not controlled for size) programs. These five variables are closely related to the boundary maintenance process in the student personnel subsystem. The greater the contingency coefficient, the greater the difference between the strongest and weakest

programs (and in all cases, the strongest programs have a higher 'positive impact' rating than the weakest programs).

TABLE 4-F

A Comparison of Estimated Impact  
of Five Boundary Maintenance Developmental Variables  
Among the Strongest and Weakest Programs

Developmental Variable	Contingency Coefficient
Clarity of Staff Roles	.50**
In-Service Training	.54**
Staff Cohesiveness and Cooperation	.24
Holding Power for Qualified Staff	.36
Physical Facilities	.43*

\* Five percent level of confidence.

\*\*One percent level of confidence.

This table is an adaptation of a similar one in the Carnegie Report, see "Significance of Selected Variables in Differentiating Strong and Weak Programs," by Max R. Raines, p. 2.

'Staff holding power' and 'staff cohesiveness' did not significantly differentiate strong from weak programs. It is clearly demonstrated, however, that 'in-service training,' 'clarity of staff roles,' and 'physical facilities' were crucial variables. The in-service training and clarity of staff roles variables are complementary ones in the sense that in-service training of staff members leads to (or supports)



clearer definitions of their roles in the student personnel subsystem. Clarity of staff roles most nearly represents the boundary maintenance process among the developmental variables. It is one of the more crucial aspects of 'maintaining boundaries' of an organization. Members who know their roles in a subsystem tend to identify more with it and communicate their roles more clearly to those outside of the subsystem. The physical facilities of an organization are also related to the identity features of an organization. The geographical location of a system is one of the stronger distinguishing aspects of its boundaries. Adequate physical facilities is also related to several processes in a system (e.g., communication, patterned interactions among system members).

### Summary

In summary, it is not too surprising that the strongest student personnel programs received significantly higher positive impacts on 'clarity of staff roles,' 'in-service training,' and 'physical facilities.' Although the strongest programs also received higher positive impact ratings on 'staff cohesiveness' and 'holding power for staff,' they did not reach the significance level (these two variables are not as precise as the former three; and because they are also affected by more external factors, it is also not too surprising that they did not significantly differentiate the strongest from the weakest programs).

### Identity

Organizational identity constitutes one of the more

important and recognizable forms of boundary maintenance. Table 4-G shows the self-judged professional identity of student personnel staff members in strong and weak programs (size of junior college is controlled for this analysis).

TABLE 4-G\*

Self-Judged Professional Identity of Staff Members  
in Strong and Weak Student Personnel Programs

	Strong		Weak	
	N	%	N	%
Student Personnel	70	83.3	49	69.0
Non-Student Personnel	7	8.3	16	22.5
Not Sure	7	8.3	6	8.4
Total	84	99.9	71	99.9

\*Chi-square value of 6.4 (significant at .05 level). This table was taken from Appendix M, Table III of the Carnegie Report.

It is seen again that the strong student personnel programs are significantly higher also on this boundary maintenance factor.

#### Boundary Maintenance Summary

To summarize the boundary maintenance findings; the implementation of functions, developmental variables, and the listing of one's professional identity were shown to be significantly different in strong and weak programs. The

strong programs were rated higher in all areas, indicating a finding that will be discussed in Chapter Five. It was previously mentioned that an under or overemphasis on boundary maintenance leads to a decline in organizational effectiveness. At first glance, it appears that the major problem for many student personnel programs is that of too little emphasis on the boundary maintenance process.

### Systemic Linkage

Every social system is involved in systemic linkages with other systems. Linkages with other systems form the focus of the input-output exchanges for a particular social system. An automobile manufacturing company, e.g., must form linkages with several firms for raw materials (inputs) and with customers (output exchange). The student personnel subsystem must form input linkages with subsystems within the junior and systems external to the junior college for staff, materials, budget, and clients. Output linkages for student personnel, as was mentioned in Chapter Two, are essentially with the same systems that comprise the input units (in exchange for clients, for example, the student personnel system offers services such as counseling, financial-aids).

The linkage function of social systems is responsible for the articulation of needs between the interacting systems. The authors of the Carnegie Report did not investigate the various linkages of the student personnel programs directly. Because of the unique position of the student personnel subsystem in the junior college, it is itself a linkage organiza-

tion (see pages 53-54, Chapter Two). One indication of this are the names 'student personnel services' and/or 'student services.' The emphasis is on the service dimension, which is a linkage system characteristic. This means that most of the task functions of student personnel are, therefore, linked to other systems. For purposes of this investigation, however, certain functions and developmental variables are more directly concerned with the articulation of needs with other systems than others.

### Linkage Functions

These would include from the twenty-one basic functions, the following: 'pre-college informational,' 'student-inductive,' 'student advisory,' 'occupational information,' 'graduate placement,' 'program articulation,' and 'administrative-organizational.' It is noticed that the last two functions are also included as boundary maintenance functions. Due to the wide range of activities included in these functions, both boundary maintenance and linkage elements are exhibited. In 'program articulation' the role of student personnel is defined to outside members (boundary maintenance) and the articulation of needs to systems both within and external to the junior college are communicated (systemic linkage). The same argument applies to the 'administrative-organizational' function (the only difference being that this function is primarily centered with subsystems within the junior college, especially to the administration subsystem). It must also be remembered that boundary maintenance and linkage processes

are closely interrelated in a social system (see pp. 50-54, Chapter Two).

Of the 16 developmental variables, four are measures of the linkage process in the student personnel subsystem. Three of these developmental variables are indicators of the linkage effectiveness between student personnel and other subsystems within the junior college; these are: support from administration, support from faculty, and response of students. The fourth developmental variable, identification of supportive data, is an input linkage for needed information on the student subsystem.

Table 4-B shows the ranking of the linkage functions for all 49 student personnel programs. 'Pre-College informational' is ranked number one, 'student advisory' is number eight, 'program articulation' is thirteenth, 'administrative-organizational' is fifteenth, 'student-inductive' is sixteenth, 'graduate placement' is eighteenth, and 'occupational information' is twentieth. For the linkage functions across all student personnel programs, then, one is in the top third, two in the middle third, and four in the bottom third of the effectiveness ratings (a rather poor showing in this important area).

Table 4-H presents the findings of another analysis of these linkage functions. Here the average ratings of the seven functions are given for 14 strong and 14 weak programs (controlled for size).

TABLE 4-H

Average Ratings of Seven Linkage Functions  
in Strong and Weak Programs

	Strong	Weak
Pre-College Informational	5.9	4.6
Administrative-Organizational	5.5	3.4
Program Articulation	5.4	3.9
Student Inductive	5.2	3.0
Student Advisory	5.5	3.4
Occupational Information	3.9	2.1
Graduate Placement	4.1	2.6

As in the case of the boundary maintenance functions, the strong programs perform decidedly higher than the weak programs. Since 'program articulation' and 'administrative-organizational' were discussed in the previous section, specific data on the number of strong and weak programs receiving 'satisfactory' ratings will not be given here.

Of the 14 strong programs, 13 received satisfactory ratings on the 'pre-college informational' function, and 5 on the 'graduate placement' function. Of the 14 weak programs, 6 received satisfactory ratings on the pre-college informational function and 3 on the graduate placement function.

The high ratings on the Pre-College informational function stands out in both strong and weak programs. Besides being ranked as the most effectively implemented linkage function, it has the highest ranking of all the twenty-one basic functions. There are several reasons for such a high performance, however one should suffice here. This function is performed well by most student personnel programs because it is one of the most important links between the junior college as a whole and external systems. Its activities are focused on the communication of the offerings of the junior college to prospective "inputs" (mainly future students). It is one of the most necessary functions in the junior college and the student personnel subsystem has a heavy responsibility in implementing its activities. This latter statement would appear to lend further support to the previously mentioned contention of Parsons where he contends that those functions most important to the next higher system will be given the most attention.

The Graduate Placement function is one of the lowest rated linkage functions and among the lowest in the twenty-one basic functions. It would seem that this 'output' linkage would be as important as the 'input' linkage of Pre-College informational. However, two reasons generally account for this low rating. One, most junior college graduates in the transfer curricula do not enter immediate employment (most transfer to four-year colleges). Therefore they do not need the services of graduate placement. Second, the graduate

placement function in many junior colleges is decentralized and not strongly coordinated by the student personnel program. This means that if a student wishes to obtain assistance in seeking employment contacts, he does so through his academic department, not through student personnel (these students are generally from the technical-vocational curricula). The lack of support (both within and external to the student personnel subsystem) for a centralized placement office coordinated by the student personnel program generally accounts for its low rating.

Of the 14 strong programs, 8 received satisfactory ratings on the 'student inductive' function, and 11 on the 'student advisory' function. Of the 14 weak programs, 2 received satisfactory ratings on 'student inductive' and 3 did on the 'student advisory' function. These figures, along with the averages for these functions in Table 4-H, points to a large discrepancy in these important linkages to the student subsystem. Apparently the strong programs make better use of two other subsystems, faculty and students, to assist in the 'student advisory' and 'student inductive' functions, respectively.

Although the strong programs performed much higher than the weak programs on the 'occupational information' function (according to average scores), neither group did very well at all. Of the 14 strong programs, only 3 received satisfactory scores. Of the 14 weak programs, 1 received a satisfactory rating.



The junior college posits adequate guidance services as one of its goals. Many students are undecided about occupations in this type of institution. The fact that this important information linkage is neglected in most junior colleges point to a great inadequacy in the student personnel subsystems. An improvement in this function may alleviate certain other problems for student personnel, such as heavy educational-occupational counseling loads.

It is interesting to note on the factor analysis presented in Appendix F that 'occupational information' and 'graduate placement' form a cluster. This means that when a student personnel program performs one of these functions well, then the other is performed in the same manner (the same would hold true if one is performed poorly). It would appear, then, that if staff members wished to improve one of these functions they would also include the other as they seem to go "hand-in-hand."

#### Linkage Developmental Variables

Table 4-I presents a comparison of the estimated impact of the four linkage developmental variables among the strongest and weakest programs (not controlled for size). Again, the greater the contingency coefficient, the greater the difference between the strongest and weakest programs (and, in all instances, the strongest programs have a higher 'positive impact' rating than the weakest programs).

TABLE 4-I

A Comparison of Estimated Impact  
of Four Linkage Developmental Variables  
Among the Strongest and Weakest Programs

Developmental Variable	Contingency Coefficient
Support from Administration	.41*
Support from Faculty	.24
Response of Students	.42*
Identification of Supportive Data	.52**

\* Five percent level of confidence.

\*\*One percent level of confidence.

This table is an adaptation of a similar one in the Carnegie Report, see reference in Table 4-F.

This table is to be interpreted as meaning that 'support from administration,' 'response of students,' and 'identification of supportive data' differentiated the strong from the weak student personnel programs. The strong programs received a much higher positive support from administration and student subsystems than weak programs; 'faculty support' also had a tendency in this direction but it was not statistically significant. These findings confirm the crucial role of linkages with other systems if an effective student personnel program is desired. Since the administration and student subsystems (and to a lesser extent, the faculty subsystem) comprise the main sources of inputs and receivers of

outputs for student personnel, effective linkages must be built between them.

### Summary

Like boundary maintenance, linkages cannot be too strong or weak. A weak linkage system leads to problems of securing adequate resources and possibly to communication difficulties with those systems receiving the outputs. An overemphasized linkage with another system, on the other hand, hampers the boundary maintenance process as it becomes difficult to discern the boundaries of one subsystem from another. An overemphasized linkage with the administration subsystem, for example, may lead to too much supervision and participation by general junior college administrators in the student personnel program. Raines found some evidence of this problem. In comparing the 14 strong and 14 weak student personnel programs (controlled for size) Raines discovered that "Twelve of the respondents in weaker programs were classified by title as administrative (in non-student personnel areas) while only one respondent was so classified in stronger programs." Raines comments on this finding in the following manner:

Considering the earlier finding that a lack of clarity of staff roles was more characteristic of weak programs than strong programs, it would suggest that general administrators who insist on classifying themselves as student personnel workers may unintentionally impair the development of the program through failure to delegate the responsibility adequately.<sup>3</sup>

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<sup>3</sup>Raines, Max R., "Significance of Selected Variables in Differentiating Strong and Weak Programs," Carnegie Report, pp. 7-8.

An effective linkage system, then, facilitates the articulation of needs between systems but, at the same time, keeps the boundaries and tasks of the interacting systems clear and definable.

#### Conditions of Size and Age

Loomis lists three conditions of 'social action' for a social system: time, space, size. These conditions function as limiting factors on any social system and influence the direction and nature of systemic processes. Loomis contends, for example, that the larger the system, the more emphasis on goal-attainment, adaptation, and formal structure. Smaller systems emphasize the informal interactions to a higher degree.

In the Carnegie Report data was gathered on the size (enrollment) and age of the 49 junior colleges. Richards, Rand and Rand have developed a factor analytic technique for analyzing 36 junior college characteristics. These 36 characteristics were reduced to the following six factors: cultural affluence, technological specialization, size, age, transfer emphasis, and business orientation. The authors of the Carnegie Report asked the above researchers to analyze the top 12, middle 25, and bottom 12 student personnel programs (the latter being based on their rank in the effectiveness of implementation of the twenty-one basic functions). Appendix G shows the results of this factor analysis.

Of the six factors noted above, only size significantly differentiated the strong from the weak programs. Larger

junior colleges generally have stronger student personnel programs than smaller junior colleges. This finding somewhat supports Loomis' contention noted above. Since the effectiveness ratings were primarily based on goal-attainment activities, and according to Loomis, the larger the system the more the emphasis on such activities (this is not the only reason for better effectiveness, of course, but it is a contributing factor).

With the knowledge that size of the junior college makes a difference in the effectiveness of implementation of the twenty-one basic functions, this factor is being controlled in those analyses where it is necessary to do so (especially those where variables other than size are being studied). Size is controlled in most of the comparisons between strong and weak student personnel programs.

#### Adaptation (Procurement of Resources)

As was discussed in Chapter Two, a social system can be characterized by four main activities: adaptation, allocation of resources, goal-attainment, and integration (informal interactions). Up to this point, the main emphasis has been on the goal-attainment activities. There is no data on the integration elements in the Carnegie Report, and measures of the allocative activities are limited. This section will focus on what information there is on the adaptation activities of the student personnel subsystems.

Adaptation refers to the procurement of natural, man-made, and human resources which are necessary to achieve the

goals of a social system. In the case of student personnel, such resources include: staff, materials (such as tests), facilities, budget. These resources are part of the inputs for the student personnel subsystem. Generally they are obtained as the result of cooperative efforts with another system. This is one area where effective linkages are crucial. For student personnel, the linkage with the administration subsystem is of primary importance for procuring the above resources.

There are five developmental variables which are the results of adaptation activities of the student personnel subsystems (there was no data or measures on how these resources were obtained). These variables offer a guide to the effectiveness of the adaptation efforts of the student personnel subsystems. These variables are: physical facilities, equipment, clerical assistance, staff size, staff competencies.

Table 4-J shows a comparison of the estimated impact of these five variables among the strongest and weakest programs. This table is to be interpreted the same as for Tables 4-F and 4-I.

TABLE 4-J

A Comparison of Estimated Impact  
of Five Adaptation Developmental Variables  
Among the Strongest and Weakest Programs

Developmental Variable	Contingency Coefficient
Physical Facilities	.43*

TABLE 4-J (CONTINUED)

Developmental Variable	Contingency Coefficient
Equipment	.61**
Clerical Assistance	.46*
Staff Size	.43*
Staff Competencies	.36*

\* Five percent level of confidence.

\*\*One percent level of confidence.

This table derived from the same source as listed under Table 4-F.

The statistically different impacts of these five different variables mean that strong student personnel programs had more adequate resources to carry out their task and maintenance functions.

#### Staff Characteristics

Two findings in the Carnegie Report further support the importance of adequate resources, especially in reference to staff resources. Raines compared the educational backgrounds of the staff members in both strong and weak student personnel programs. He found that a 30-hour minimum in student personnel credits differentiated the strong from the weak programs (with size controlled).

Sixty-three percent of the staff members from strong student personnel programs had more than 30 hours of such credits while only 51 percent from the weaker programs had achieved this level of professional training . . . Respondents from strong programs were more apt than respondents from weak programs to have had more course work in counseling, clinical testing, educational testing, group guidance, and occupational information.<sup>4</sup>

Both of the above differences proved to be statistically significant.

### Decision-Making

In Chapter Two (page 19) there was a brief discussion on the process of decision-making in a social system. The notions of Daniel Griffiths were presented. Two of Griffiths' propositions concerning decision-making were introduced, one of which is repeated here:

The effectiveness of a chief executive is inversely proportional to the number of decisions which he must personally make concerning the affairs of the organization.

On the first page of the Inventory of Selected College Functions, there is a section called "Respondent's Assignment." It is noticed that there are seven possible categories of types of activities that a staff member could be involved in for each of the twenty-one basic functions. The Carnegie Report authors also had the chief student personnel administrator indicate which type of activity he assigned himself to each of the twenty-one basic functions. In reference to Griffiths' proposition there appears to be several categories which measure the degree of personal involvement of the chief student personnel administrator. Broad Supervision, Not

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<sup>4</sup>Ibid., pp. 8-9.



Involved, Occasional Contributor, and Assisting in Supervision are categories which point to limited personal involvement. Direct Supervision and Active Participation, however, point to a rather high degree of personal involvement (in comparison to the other categories). the 'Combination' category is a "catch-all" one in which the degree of personal involvement cannot be determined before looking at the administrator's responses.

This investigator tallied the responses to each of the 21 basic functions of the chief student personnel administrators of the 14 strong and 14 weak programs (controlled for size) under the following classification: Active Participation, Direct Supervision, Other (includes all the remaining categories). Tables 4-K, 4-L, 4-M and 4-N show the results of this analysis.

Types of Involvement of  
Chief Student Personnel Administrators  
in Strong and Weak Programs

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TABLE 4-K

	Active Participation	Direct Supervision	Other
WEAK	123	25	146
STRONG	77	55	141

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Chi-square value of 21.20 (2 degrees of freedom), significant at .01 level of confidence.

TABLE 4-L

	Active Participation and Direct Supervision	Other
WEAK	148	146
STRONG	132	141

Chi-square value of .22 (1 degree of freedom, not significant).

TABLE 4-M

	Active Participation	Direct Supervision and Other
WEAK	123	171
STRONG	77	196

Chi-square value of 11.53 (1 degree of freedom), significant at .01 level of confidence.

TABLE 4-N

	Direct Supervision	Active Participation and Other
WEAK	25	269
STRONG	55	218

Chi-square value of 15.87 (1 degree of freedom), significant at .01 level of confidence.

Theoretically, the degree of personal involvement in decision-making is highest for the 'active participation' category, next highest for 'direct supervision,' and lowest for the 'other' categories. It is seen in Table 4-K that

the chief administrators from the strong programs have a significantly lower number of responses in the 'active participation' category, and a higher number in the 'direct supervision' category. Because there is a greater discrepancy in the 'active participation' category (which is also the category indicating the highest degree of involvement), it appears that chief student personnel administrators in the strong programs are less personally involved in decisions affecting specific tasks. Table 4-M further supports this finding. Here the category of 'active participation' is compared to the categories of 'direct supervision' and 'other.'

It appears that the category of 'direct supervision' has effects opposite to that expected. When it is paired with the 'active participation' category in Table 4-L, the differences between chief administrators in strong and weak programs disappear. When 'direct supervision' is compared to the categories of 'active participation' and 'other,' significant differences result between chief administrators of strong and weak programs.

In short, the most effective student personnel programs have a lesser number of chief student personnel administrators who perceive themselves as "active participants" in the program's functions, but a greater number who perceive themselves as "direct supervisors" (the 'other' categories contain an almost equal number of responses from the chief administrators of strong and weak programs).

In general, the above findings tend to support Griffiths' proposition. The 'direct supervision' category, however, does not conform to this rule. There may be several reasons for this latter finding (e.g., not enough categories to respond to; the formal structure of the strong programs may encourage this role moreso than in the weak program, where apparently the chief student personnel administrator is either highly involved or removed from specific tasks). Since there is a criterion of effectiveness (i.e., strong vs. weak programs), the results obtained from this analysis may be well worth looking into. This is especially true for those chief student personnel administrators who are 'active participants' in a great number of functions. Also, it appears that the 'direct supervisor' may be an alternative to too much active participation.

#### SUMMARY OF FINDINGS

It was the intent of this chapter to present some research data that had relationships to the social system processes exhibited in student personnel subsystems. The analyses given were attempts to show how a systemic approach could be applied to an educational organization or subsystem. Although the analyses were not exhaustive, they may have shown how to bridge the gap between social system theory and its application to an ongoing organization.

In general, it was seen that the stronger student personnel programs performed more effectively in all of the



social system processes examined. Several indices of effectiveness were introduced to support this finding. One of the more salient and significant findings centered on the boundary maintenance and systemic linkage processes. Here it was found that weaker student personnel programs seemed to have difficulty establishing a recognizable identity and clear boundaries within the junior college. This was indicated by their poor performance in maintenance functions and several developmental variables (especially 'clarity of staff roles'). The 'professional identity' of staff members in weak programs was also less oriented toward student personnel work than those in strong programs. In the linkage areas of student personnel, the weaker programs exhibited several deficiencies. Most outstanding were their relationships with other subsystems within the junior college. Weaker student personnel programs had significantly less support from the administration and student subsystems. It was also found that non-student personnel administrators had a much larger role in the weaker programs than in strong programs (this is closely related to the boundary maintenance problems of weak programs).

Other findings include:

- (1) Larger junior colleges generally have more effective student personnel programs.
- (2) The adaptation (procurement of resources) activities greatly differentiated strong from weak programs (strong programs being more effective in this area).

- (3) Staff members of strong student personnel programs had a significantly greater number of graduate student personnel credits than those in weaker programs.
- (4) Chief student personnel administrators are generally less personally involved in the specific student personnel functions than their counterparts in weaker programs. These administrators in strong student personnel programs perceive themselves more as 'direct supervisors' than 'active participants' in the twenty-one basic functions.
- (5) Over the total sample of 49 junior college student personnel programs certain task functions were implemented more effectively than others. Tables 4-B, 4-C, and 4-D show the rankings of the groups of functions within Taxonomies A and B in reference to their effectiveness of implementation. One of the conclusions of this section was that those functions which are most important (or necessary) to the junior college system as a whole are given the most attention.

From the social system concepts described and examined in this investigation, what conclusions and implications can be drawn in reference to the development of effective student personnel programs? What are some of the ramifications for further investigations in this area? The topics raised by these questions will be the subject matter of Chapter Five.

## CHAPTER FIVE

### CONCLUSIONS, RECOMMENDATIONS AND SUGGESTIONS FOR FURTHER RESEARCH

The material presented in the previous chapters dealt with a discussion of social systems theory and how it could be applied to junior college student personnel programs. The main purpose was to introduce social system concepts and describe how they functioned in student personnel organizations.

The aim of this chapter is to present some of the major conclusions and implications derived from this investigation. A study such as this one attempts to achieve two objectives: (a) to describe a new approach to a particular area, and (b) to generate ideas and hypotheses that may flow from the study. The latter objective constitutes the focus of this chapter.

The general tendency for investigators in writing chapters of this nature is to list implications that include not only their specific study, but also those in almost any related area. This writer will attempt to resist this temptation by delineating only those conclusions and implications that have major significance to the topics covered in previous chapters. Also, since the Carnegie Report discussed a number of conclusions, most of these will not be duplicated here.



If a conclusion was reached by the authors of the Carnegie Report which had a significant relevance to the social systems theory as developed in this study, then it will be included in the discussions in the context of social systems theory.

The rationale for the presentation of topics in this chapter will be to begin with the most general concepts and then proceed to more specific ones. Probably the best way to begin this section would be to briefly discuss the organization model that this writer has been guided by in this investigation.

## ORGANIZATION MODELS

### Survival vs. Effectiveness Models

In Chapter Two the notion of organizational models was presented. Two models (the survival and effectiveness models) were briefly described. It is readily seen that the effectiveness model is the one followed in this investigation. The focus of the study was primarily concerned with what social system dynamics make certain student personnel programs more effective than others. There are some implications, however, derived from the findings which have relevance concerning both the survival and effectiveness models. The factors related to differences in effec-

tiveness among the student personnel programs may be partially accounted for by differences in underlying organizational models. The following section is an attempt to offer some hypotheses concerning this area.

It appears that too many student personnel programs, for many reasons, have been operating according to the survival model (intentionally or not). That is, as long as there is some semblance of student services in the junior college, then this should suffice (survival model). The Carnegie Report produced considerable evidence that the goal of "adequate student personnel services" was not being achieved in a significant proportion of junior colleges. This was not due to the fact that there were no existing student personnel programs (a survival model criterion) in many junior colleges. Instead, of those existing student personnel programs, some achieved the student personnel goals and functions more effectively than others (an effectiveness model criterion). Put in another fashion, of those various alternatives available in implementing student personnel functions, many junior colleges choose those which allow a student personnel program to "exist." This is often accomplished without regard to the effectiveness criterion of the chosen alternatives.

### Historical Look

Historically, there may have been some justification for the practice of operating under the survival model. Many junior colleges were established before student personnel work was organized as a separate field. Initially, then, faculty and general administrative staff had to perform tasks that are now considered as student personnel services. The administrative head of these services in these early years of the junior college, was either the president, academic dean, or a general administrator.

By the end of World War II, however, great strides were taken in the developing student personnel profession. Organized graduate programs were emerging. At the same time, the junior college movement was in a state of flux. New junior colleges and additional curricula for existing colleges were increasing at a rapid pace. The student population was becoming more heterogeneous in both social and academic backgrounds. All these developments, along with some studies of the junior college offerings, pointed to a need for a separate student personnel program with professional staff and a wide range of services. Some junior colleges did change their student personnel program to a specialized system; many new junior colleges started with a separate program. However, a significant number of junior colleges

failed to adjust from the old concept of faculty-administration operated student services to a separate program with a professional staff. These latter junior colleges are the ones that most generally follow the survival model for student personnel services.

### Organization Model Hypotheses

It must be stated that there are student personnel programs which appear to operate under the effectiveness model, but still do not have "satisfactory" programs. In this situation the programs are probably employing an unsatisfactory set of alternatives (and without knowledge or awareness of other sets of alternatives; if these were known then there would be efforts to change, this would not generally be the case for programs functioning under the survival model).

In classifying the weaker student personnel programs as identified in the Carnegie Report, this writer would hypothesize that they are functioning according to: (1) the survival model philosophy, or (2) an inappropriate set of alternatives under the effectiveness model. Efforts to change the weaker student personnel programs to more effective ones, then, must take into account the underlying organization model as there will be different attitudes exhibited toward suggestions for change.\*

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\*It should be noted that the survival model is not inherently 'good' or 'bad.' In reference to junior college student personnel programs, however, for those colleges which operate under this model, it could be hypothesized that they are less adequate more often than not.

The application of social systems analysis to the Carnegie Report findings offers some information on "adequate alternatives" (effectiveness model). Using this information, several conclusions and recommendations can be presented which may serve as guideposts toward more effective student personnel programs.

#### BOUNDARY MAINTENANCE AND SYSTEMIC LINKAGE

Of those social system processes analyzed in this investigation, those which were the most fertile in generating ideas on the internal and external operations of student personnel programs were boundary maintenance and systemic linkage. Almost any finding and/or conclusion of this study may be directly related to one or both of these processes.

#### General Conclusions

The following represent general conclusions on the boundary maintenance and linkage processes as derived from the investigation:

- (1) Of the two general problems in boundary maintenance, an over or underemphasis of this process, all but the 'strong' student personnel programs appear to underemphasize boundary maintenance activities. The identity mechanism (internally and externally) of many student personnel programs is deficient. It is difficult to perceive, in many instances, which tasks are under the student personnel subsystem. The clarity of staff roles is weak

among staff members, except in strong programs. Internal staff variables such as in-service training and staff cohesiveness also were lacking in a large proportion of student personnel subsystems. The professional identity of members in weak programs was significantly less oriented toward student personnel work than those in strong programs. The presence of non-student personnel administrators in the student personnel subsystem also tends to produce ambiguous boundaries.

- (2) In the process of systemic linkage the main difficulty is the opposite of that in boundary maintenance. There is a tendency for student personnel programs to develop linkages that are too overlapping.\* An overemphasis on the linkage process precludes the development of a separate identity for a subsystem. Over extended linkages to other systems, such as administration and faculty, without adequate boundary maintenance creates "engulfing" linkages (where the non-student personnel subsystems become too involved in the student personnel subsystem; a 'blurring' of the boundaries results). The findings noted in Chapter Four tend to support the problem of overextended linkages.

### Two General Hypotheses

Two developments in the junior college social system

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\*Linkages are those relationships between subsystems in which there is an exchange of information, articulation of needs, and/or an input-output exchange of services. If system A dominates system B in their linkage relationship, then system B overlaps too much with system A (there is not an "equal" exchange of services).

are hypothesized as being primarily responsible for the boundary maintenance and linkage problems of student personnel subsystems. The historical precursors of junior college student personnel programs is one. This issue was discussed earlier. It was seen that faculty and administration staff members were originally responsible for student personnel tasks. Many boundary maintenance and linkage difficulties are carry-overs from this history.

A second area that encourages boundary maintenance and linkage problems is present even in rather well-established programs. This is the organizational 'position' of the student personnel subsystem in relation to the other junior college subsystems. The student personnel subsystem, as a whole, is best characterized as a linkage organization within the junior college (see pages 53-54, Chapter Two for a fuller discussion of this topic). Its main tasks are almost entirely focused on meeting demands and solving problems for members from other subsystems. Organizational theorists contend that a major problem for linkage organizations is a "blurring of the boundaries." The dispersion of student personnel functions among numerous relationships with members of several other subsystems tends to make the program's boundaries very permeable.

On pages 50-53 of Chapter Four it was seen that those task functions which were most necessary to the junior college, as a whole, were among the most satisfactorily implemented. This is a characteristic of almost every subsystem, however it is a more potent influence for linkage

subsystems, such as student personnel. Solving problems for the larger system of which it is a part, the linkage subsystem may overemphasize certain tasks over others. In the present study, it was seen that administration-records-registration functions were given more attention than any other group of functions. This indicates that there is a strong influence coming from the administration and faculty subsystems. Such forces make it difficult for student personnel to determine its own direction in the junior college.

### Summary

To summarize, the boundaries of many student personnel programs are very weakly defined and their identity has a low degree of visibility. Over-extended linkages to other systems partially account for poor boundary maintenance performance. The findings of the Carnegie Report demonstrated rather conclusively that those student personnel programs which performed "effectively" in the boundary maintenance and linkage processes also had higher ratings in task functions. This being the case, what are some possible recommendations that could be made that would enhance the development of effective boundary maintenance and linkage processes where there are problems? The following section deals with this question in the form of brief suggestions.

## RECOMMENDATIONS

### Type of Administrator

Probably the first and one of the most important moves



that would enhance both the internal and external functions of student personnel programs would be the appointment of a professionally trained student personnel administrator as the head of the program. While this may appear to be a 'too obvious' recommendation, it was found by Raines that "forty percent of the programs are headed by directors who do not have even minimal professional training (Master's degree in behavioral sciences or student personnel work)."<sup>2</sup> Such a step should move both linkage and boundary maintenance processes in the right direction. The chief student personnel administrator in any junior college functions as the main link and channel of communication to the administration subsystem, the main source for procuring personnel and financial resources. Internally, it is the chief student personnel administrator who allocates the staff to organizational positions and resources to this staff. In addition, he plays a major part in defining the roles and expectations of student personnel staff members.

Raines, in the Carnegie Report, recognized the cogency of having strong professional leadership. While noting that professional leadership is not the only answer to more effective student personnel programs, he remarks:

Variables closely related to leadership were the most significant ones in differentiating strong from weak programs. For example staff members frequently reflected confusion about the job assignments; in-service training programs were ineffectual or did not exist; and

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<sup>2</sup>Raines, Max R., "Report to the Carnegie Corporation on Appraisal and Development of Junior College Student Personnel Programs," Carnegie Report, November, 1965, p. 23.

there seemed to be little or no evidence of efforts to evaluate programs. Effective professional leadership is the major component in each of these characteristics.<sup>3</sup>

### Type of Desirable Linkage

The type of linkage to other subsystems in the junior college (especially faculty and administration) is of major significance if the student personnel program is to establish and maintain a positive identity. The presence of non-student personnel administrators and extensive faculty participation in student personnel functions is a type of linkage that precludes a separate student personnel identity and hampers task achievement (this is the 'engulfing' linkage mentioned earlier). Student personnel programs should strive for a different kind of linkage pattern.

Those student personnel programs with a professionally trained administrator who articulates the needs of the program to the administration subsystem is an example of a more desirable linkage (i.e., this type of linkage does not allow the administration subsystem to become overinvolved in student personnel tasks; it also facilitates a two-way cooperative effort instead of a one-way administration to student personnel relationship). This type of linkage preserves the identity of the student personnel subsystem as there is a representative from each subsystem. At the same time it does not isolate student personnel from other subsystems as there is a person(s) acting as a link to these other sub-

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<sup>3</sup>Ibid., p. 24.

systems. Similarly, limiting faculty participation (where possible) to faculty-student personnel committees and advising (not personal counseling) would also achieve the same type of linkage.

#### Interrelationship of Boundary Maintenance and Systemic Linkage

In short, it is hypothesized that to prevent engulfing linkages the boundary maintenance activities of a student personnel program must be at an effective level of functioning. It is similarly hypothesized that to enhance the boundary maintenance functioning, there cannot be extensive engulfing linkages. The student personnel subsystem must be entrusted to perform and have control over essential student personnel tasks (the task functions listed in the Inventory of Selected College Functions). This will partially increase its boundary maintenance level. On the other hand, since student personnel is a linkage organization, it must form linkages that allows for two-way articulation between itself and the other subsystems (this facilitates and maintains the input-output exchanges of student personnel). It must be repeated, however, that there should not be extensive overlapping of student personnel with other subsystems in these linkages (this is in reference to staff and organizational structure). Instead, the linkage should function as a "funnel" between student personnel and the other subsystems (with the interacting systems being at the ends of these funnels, see diagram 2-C in Chapter Two).

Staff

It was noted in Chapter Four that one of the distinguishing characteristics of strong student personnel programs was that their staff members had significantly more student personnel graduate credits than their counterparts in the weak programs.

It is therefore recommended that in addition to a professional administrator, there should be as many professionally trained student personnel staff members as possible for implementing student personnel functions. This is a recommendation that has been in several other studies, but is so basic that it is also stated here.

Raines, for example, estimated (on the basis of the sampled institutions in the Carnegie Report) that there were approximately 3000 junior college staff members engaged in student personnel work on at least a half-time basis (1964). Of these, about 1800 have at least a Master's degree in student personnel or behavioral science; about 1300 have titles in the 'Guidance and Counseling' area (with a full-time equivalency of about 1000 counselors). Raines comments on this staffing situation:

. . . it is apparent that an additional 2,500 counselors should be employed if adequate counseling opportunities are to be provided.<sup>4</sup>

It should be noticed that the last estimate was based only on one segment of student personnel, the counseling service.

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<sup>4</sup>Ibid., p. 25.

The Carnegie Report pointed out that a professional staff performed student personnel task functions at a higher level than a non-student personnel staff. This, in itself, is a sufficient reason for procuring this resource. However, this writer would contend that a professional student personnel staff also enhances other social system processes and functions. For example, such a staff is more likely: to establish identity with the student personnel subsystem (this is somewhat substantiated from the results listed in Table 4-G, Chapter Four); to hold clearer conceptions of their roles in the junior college and communicate them more effectively to members of other subsystems; to have a common frame of reference for informal interaction patterns which are supportive of the program (positive cohesiveness); to conduct evaluative studies and in-service training. All these factors tend to enhance and encourage boundary maintenance activities of an organization, and as has been stated repeatedly, boundary maintenance sorely needs uplifting in junior college student personnel programs. The communication networks within and external to the student personnel subsystem would also be more effectively implemented.

#### Internal Pattern Suggestions

The preceding recommendations have stressed the need for more independence for the student personnel subsystem. This was posited in reference to staff, control over the program, leadership, and in performing student personnel tasks. In order to obtain the necessary physical and human



resources to become an effective subsystem, however, more than just communication of student personnel needs to the other junior college subsystems is necessary. To procure the needed leadership, professional staff, and physical resources (all which significantly differentiated strong from weak programs) other subsystems must be assured and/or convinced of their necessity in the student personnel subsystem. The latter becomes especially salient when there is a limited budgetary condition for the junior college. Because a student personnel program cannot expect to receive all the necessary physical and human resources at one time, a priority of needs must be established for each program. How, then, can the staff members and/or chief student personnel administrator proceed to demonstrate the need for more and better human and physical resources?

Improved boundary maintenance and linkage activities have already been discussed. Most of the attention on these processes has been on the external pattern of student personnel in reference to 'funnel' linkages, two-way articulation, defining student personnel boundaries in task functions. Such activities are important in procuring resources. However, there must be some significant internal measures taken in order to communicate the student personnel needs to other subsystems. The following internal activities should be established and maintained at a high level of proficiency in every student personnel program:

- (1) Define the "student personnel point of view" (see page 46, Chapter Two) in reference to the specific goals and





tasks of the particular student personnel program.

Before the student personnel philosophy can be externally communicated it must be internally understood.

- (2) Conduct extensive research on the characteristics, needs, and problem areas of the current and incoming student population. Such research may point out difficulties which a trained student personnel worker is more apt to treat effectively (e.g., personal counseling needs, occupational counseling, aptitude-interest-personality testing and interpretation, organizing a student activities program). In Table 4-I (Chapter Four) it was shown that "identification of supportive data" was one of the most significant differentiating variables between strong and weak student personnel programs.

Related to the above types of research are follow-up studies of former students. These would include graduates (of both transfer and technical curricula) and dropouts. Some of the most valuable feedback information on the strong and weak aspects of all junior college subsystems is generated from well-executed follow-up studies.

Such research, besides aiding the student personnel staff in their task functions, also provides some empirical bases for articulating student personnel needs to members of other subsystems (which is often more effective than communication of a general nature without supporting data).

- (3) Conduct thorough and regular self-studies (hopefully evaluative in nature) of the current student personnel

program. It was found in the Carnegie Report that evaluative studies of student personnel programs was hardly existent, even among the strong programs. This internal activity is a difficult one to say the least. However, there are now adequate instruments (e.g., the Inventory of Selected College Functions) and student personnel consultants which make this task more feasible than ever before. As in the case of research on the student population, a student personnel program evaluation points out the proficiencies and deficiencies of the subsystem in a somewhat empirical manner (the only difference being that a different group is involved as the target of research). Such information is crucial if other subsystem members are to be "convinced" of the necessity for changes and additional resources for the student personnel program.

- (4) Establish in-service training sessions at regular (and reasonably frequent) intervals for student personnel staff members and those assisting in a part-time capacity in student personnel tasks (e.g., faculty advisors). Table 4-F (Chapter Four) points out that in-service training is a highly differentiating variable between strong and weak programs.

In-service training is essential for effective task performance as well as facilitating coordinative efforts among members of the student personnel subsystem. One of the more important consequences of an effective in-service

training program is that of defining and clarifying the role dimensions for each student personnel staff member. As has been shown in a number of previous sections, clarity of staff roles is one of the largest problems in student personnel programs (primarily due to boundary maintenance and linkage difficulties).

### Role Conflict

Getzels, who has formulated a social system model of administration, deals with the issue of roles extensively. He has conducted a number of research studies which include the problem of role conflicts. He states that role conflicts occur:

Whenever a role incumbent is required to conform simultaneously to a number of expectations which are mutually exclusive, contradictory, or inconsistent. . . Role conflicts in this sense are situational givens and independent of the personality of the role incumbent.<sup>5</sup>

Several conditions may encourage these role conflicts according to Getzels, and among them are the following two: (a) from disagreement within the referent group defining the role, (b) from disagreement among several referent groups, each having a right to define expectations for the same role.

From the findings of the Carnegie Report as presented in Chapter Four, it may be hypothesized that many student personnel programs have conditions which, if not already

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<sup>5</sup>Getzels, Jacob W., "Administration as a Social Process," in Andrew W. Halpin, ed., Administrative Theory in Education, Chicago: Midwest Administration Center, 1958, p. 161.

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producing role conflict, may be developing them. The lack of clarity of staff roles in a large proportion of student personnel programs is the best indicator of this situation. The lack of adequate in-service training causes inconsistencies in role-defining and possible disagreement within the student personnel subsystem (or 'referent group'). It was also seen that many student personnel subsystems were directed by non-student personnel administrators. This situation is what Getzels would categorize as possible grounds for role conflict as the result of more than one referent group having the right to define expectations. In-service training, then, is an essential element in the development of an effective student personnel subsystem.

#### Summary of Internal Suggestions

In summary, several internal measures have been posited which student personnel programs must implement if they are to effectively communicate their needs and obtain support from other junior college subsystems. These included: defining the "student personnel point of view" in reference to specific tasks and roles within the student personnel subsystem; conducting research on incoming, current, graduate, and dropout students; conducting evaluative studies of the student personnel program; establishing and maintaining a sound in-service training program for all members involved in student personnel tasks. Such steps should facilitate the cooperative efforts so necessary to a linkage organization as student personnel. These internal

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measures should greatly aid in the external relationships of student personnel to other subsystems. As seen from Table 4-I (Chapter Four) the variables of 'support from administration,' 'support from faculty,' and 'identification of supportive data' are all significantly related to effective student personnel programs. The internal actions discussed in this section are important components in obtaining this support and information.

## IMPLICATIONS OF PRECEDING DISCUSSIONS

### Specialization

From looking at the suggestions for improving the effectiveness of junior college student personnel programs, it is seen that they call for an increased specialization of the student personnel subsystem. The discussions of boundary maintenance and systemic linkage especially emphasize this specialization aspect. What are some of the implications of increased specialization of a subsystem within an organization? If student personnel programs do move in this direction, there should be an awareness of some of its consequences. Briefly, the following effects generally occur with an increased specialization of a subsystem within an organization:\*

- (a) Tasks are performed by more specialized personnel; the division of labor is more extensive.

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\*Many of the ideas presented in this section (a-e) are derived from a course taken by the writer in Organization Theory taught by Dr. Robert C. Anderson, Dept. of Sociology, Michigan State University, Spring of 1967. Any errors of interpretation are those of the writer.





- (b) The subsystem gains more power and control over its assigned tasks (mainly due to the reason that staff members from other subsystems do not have the technical competence to make decisions directly concerning the specialized tasks).
- (c) There is a tendency toward increased loyalty for the subsystem (this aspect may be overemphasized if specialization is carried out to a high degree; the members become isolated from other subsystems in the organization, thereby resulting in a decreased loyalty to the total organization).
- (d) The subsystem members tend to be more attentive toward boundary maintenance activities and identity mechanisms.
- (e) While specialization increases the independent status of the subsystem in reference to performance of task functions, it also causes an increased interdependency on other subsystems for inputs and the reception of outputs. The more specialized the subsystem, the less the number of different social system functions it performs, thereby making it dependent on other systems to perform these functions (e.g., procuring resources).
- (f) In specific reference to student personnel, the more specialized it becomes the more it will resemble a professional group in contrast to a bureaucratic one. This has several implications relating to the systemic processes of student personnel programs. Roald Campbell summarizes some of the more important differences in the following manner:

Increased specialization of workers in organizations poses a number of dilemmas for the administrator. . . . There is, first, the conflict between bureaucracy and professionalism . . . . whereas bureaucracy stresses such characteristics as hierarchial leadership, set procedures, and impersonal relations, professionalism emphasizes leadership expertise, variability of procedures, and closer colleague relationships . . . . As school workers become more professionalized, this conflict will become sharper. This can already be noted in college organizations.

Some other effects which Campbell notes include the following:

Obviously, with greater specialization in school organizations, there will be increasing need for the administrator to specify the differentiated roles of school workers (underlining is added by the writer). Another implication has to do with the exchange of information. In an organization with numerous and specialized personnel, orderly work-flow requires deliberate arrangements for exchange of information. Lateral communication, particularly, becomes a means whereby workers alert each other to the need for mutual adjustments.<sup>6</sup>

W. W. Charters remarks on one additional consequence of increased specialization:

Notably where specialization is along subject-matter rather than age-grade lines, conditions are present for the development of specialized perspectives. . . . Conflicts in points of view among participants require stern measures,<sup>7</sup> if co-ordination in work is to be preserved.

Most junior college student personnel programs are not threatened with overspecialization at this time (indeed, the

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<sup>6</sup>Campbell, Roald F., "Implications for the Practice of Administration," in Behavioral Science and Educational Administration, (Yearbook of the National Society for the Study of Education), Chicago: The University of Chicago Press, 1964, pp. 297-299.

<sup>7</sup>Charters, W. W., Jr., "An Approach to the Formal Organization of the School," in Behavioral Science and Educational Administration, (Sixty-Third Yearbook of the National Society for the Study of Education), Chicago: The University of Chicago Press, pp. 59-60.

opposite situation is more true). If, however, there is an increase in the specialization and professionalism of this subsystem there should be an alertness to some of the needed adjustments as noted above. The role of the chief student personnel administrator in defining and clarifying the roles of staff members is especially important, as is the coordination of task functions. Here is another reason why in-service training is so significant in student personnel subsystems.

### Summary

The recommendations offered in this chapter tend to support increased specialization of student personnel programs. Since the general effects of specialization, as listed above, tend to enhance those areas where student personnel programs have weak points the recommendations at least have some theoretical merit.

A word of caution is in order, however. In several social system processes discussed in this investigation it was mentioned that an over or underemphasis in the activities involved in implementing these processes leads to difficulties in the system. The same holds true for specialization. A subsystem as student personnel cannot be overspecialized or underspecialized. Presently too many student personnel programs are not specialized enough in reference to leadership, staff, resources, and control over task functions. As a consequence, many student personnel functions are being poorly implemented in a large proportion of junior colleges in the country. This is why recommendations

were made which tended to increase this specialization feature.

However, there is a danger in overspecialization also. Such a situation leads to too much subsystem autonomy, limited perspectives among staff members, too much boundary maintenance, and not enough linkage connections. The latter, it may be hypothesized, may lead to a decrease of effectiveness in relation to the total organization. Student personnel cannot become too specialized because of its organizational and philosophical nature as a linkage organization (which orients its operations to a variety of other systems).

In summary, the following chart lists some general characteristics of under and overspecialization in junior college student personnel programs.

#### SOCIAL SYSTEMS ANALYSIS AS AN INVESTIGATORY TOOL

The final conclusion of this study is concerned with the general research hypothesis given in Chapter One. It appears that the social systems approach to the study of junior college student personnel programs provides a basis from which observations and judgments can be placed into a theoretical model. A theoretical model for student personnel programs has been conspicuously absent in the literature. Such a model is needed in order that elements and processes of student personnel programs and their interrelationships may be seen as a functioning whole. There are too many research attempts which isolate certain aspects of student personnel services without relating them to the total student

TABLE 5-A

Some Indicators of Under and Overspecialization in Student Personnel Programs

Under-Specialization	Over-Specialization
<p>Chief student personnel administrator has little student personnel training and/or background.</p> <p>Control of student personnel functions is <u>not</u> located within the student personnel program.</p> <p>Few professional student personnel workers on staff; large proportion of faculty and administration members performing student personnel tasks.</p> <p>Little emphasis on counseling; more emphasis on <u>advising</u>.</p> <p>Limited physical and financial resources for student personnel subsystem.</p> <p>Little identity toward student personnel from staff members.</p> <p>Ambiguous, inconsistent, and/or conflicting roles for student personnel staff members; very limited in-service training.</p> <p>Problem of overlapping and too extensive linkages with faculty and administration subsystems.</p>	<p>A student personnel specialist for almost every function; few generalists.</p> <p>Narrow perspectives on the role of student personnel services in the junior college.</p> <p>Limited contacts with members of the faculty and administration subsystems (isolation of the student personnel subsystem); little concern over other subsystem activities.</p> <p>Boundary maintenance activities carried to an extreme (limited opportunity for faculty and administration members to become involved in student personnel tasks); possible antagonism from these two subsystems.</p> <p>Great resistance to change when introduced from within or external to the student personnel subsystem; increase in conflicts especially when <u>goals</u> are being revised or when <u>new goals</u> are posited for the student personnel subsystem.</p>

personnel program. Besides providing a basis for placing the components of a student personnel program into an inter-related network of relationships, social systems theory provides several propositions and hypotheses which may be examined for their fruitfulness in understanding organizational processes. There was a limited attempt in this investigation to perform the latter task (especially in analyzing the effects of different kinds of boundary maintenance, and linkage patterns in strong and weak programs).

It was the purpose of this initial study in applying social systems theory to junior college student personnel programs to describe the extent to which this approach was feasible, and to demonstrate some ways of performing empirical research using the social systems model. From this analysis several hypotheses and recommendations were generated on possible ways to make weaker programs more effective. There are several areas of social systems analysis that were not explored in this study. In order to fully utilize the strengths of this investigatory tool, future studies should be conducted on other aspects of social systems theory. Among the most significant possible areas of future investigatory efforts are the following:

#### Recommendations for Further Studies

(1) Communication networks--This systemic process is present in every interaction involving the members of the student personnel subsystem. In Chapter Two (pages 55-56) the various types of communication networks were introduced.



One or more of these networks involves an examination of the four basic components of the communication process: message, sender, channels, receiver.

In the external network, it would be extremely helpful to know what kinds of communication techniques (including types of messages, senders, channels) are most effective in interacting with the various other subsystems within and external to the junior college. As is seen, this type of study would focus on the various linkages which student personnel has in its input-output exchanges.

There are several research possibilities in the internal communication networks of student personnel subsystems. In the vertical network, it would be interesting to know whether 'strong' student personnel programs differ from 'weak' programs in the kind and amount of messages. Do weak student personnel programs have more messages that are transmitted downward, instead of a smooth upward-downward flow? Are messages sent from lower participants blocked and/or distorted by the time they reach the chief student personnel administrator? A study of this nature would be especially interesting in those student personnel programs directed by a non-student personnel administrator.

In the horizontal network, a communication study would reveal the extent of coordinative efforts among staff members at similar status levels. Here, for example, it would be helpful to know if student personnel goals and general directives are interpreted similarly among the various subdivisions of the student personnel subsystem. Such a study may



also reveal unnecessary duplication and overlapping of information exchange or whether certain information would be more appropriately sent from one subdivision instead of another (e.g., part-time job listings may be located in an office other than the Financial Aids-Placement office). As seen earlier, the horizontal communication network assumes great importance for a specialized subsystem comprised of professional workers.

The informal communication network is a difficult one to analyze. What would be most essential to know in this network is whether the informal activities and interactions are supportive of, or resistive to the formal tasks and decisions. One technique being attempted in several student personnel programs for the purpose of achieving greater intra-staff cooperation and understanding is that of "T-group" or sensitivity sessions. Although the results of such an approach are not yet known, it is one of the more current and dynamic methods for integrating the informal aspects of a staff and facilitating informal, horizontal communication.

Finally, in any total communication study of a student personnel program, it is necessary to determine which network (vertical, horizontal, informal) is the most important within that particular organization. In other words, which network(s) is predominate in initiating power flows.

(2) Socialization process--This process is concerned with the transmission of norms and expectations of the student personnel program to current and incoming members.

A study in this area would examine both formal and informal methods of socialization. The in-service training program would be part of the formal socialization process. Here it would be necessary to see who participates in in-service training and what is included in the program. Some of the relevant questions that need to be answered are: Which socialization techniques appear to be most effective for various student personnel participants? Do differences in previous background experience make a difference in the nature (kind and intensity) of in-service training experience required? Are new student personnel staff members given any organized orientation to their jobs, or do they "feel their way through?" Does the majority of socialization occur in informal interactions with other staff members? Do current staff members have any voice in the choice of topics in the in-service training sessions? Are outside conferences, professional meetings, summer courses, etc. encouraged and supported? These and similar questions are open to investigation and could contribute greatly to an understanding of the dynamics of student personnel programs.

(3) Time allocation--Time is one of the most valuable resources of any organization (although it is not usually referred to in this manner). There has probably been countless studies conducted by student personnel staffs on how staff members spend their time in various tasks and activities. What is lacking in such studies is the question of what interpretation to make of any findings derived from



time allocation studies. Such studies have some important ramifications for certain social system processes. The main contribution of a time allocation study is to determine the proportion of time units (hours, days, and so on) spent in task vs. maintenance functions. Once this has been explored, then it is up to the student personnel staff members to decide whether these proportions are desirable. It may be that some student personnel functions are not effectively performed because the time allocated for these functions is inadequate. Similarly, it could be found that too much time is spent in other functions. One alternative to the interpretation of a time allocation study would be to devise a priority time-table for the student personnel functions (where certain functions are allocated greater time proportions than others). It is noticed that the latter suggestion would require the student personnel staff to review (or possibly establish) what their goals should be in the student personnel program. Such a move cannot help but give direction to the program and clarify the staff's roles in the subsystem.

(4) Organizational Structure--Does the type of formal organizational structure have any relationship to the effectiveness of a student personnel subsystem? A study focusing on this question would be a comparative one involving 'strong' and 'weak' student personnel programs. This is one of the most crucial areas in social systems analysis as well as in student personnel administration, and there is very limited research on this topic.

One area of particular merit is that of "tall" vs. "flat" organizational structures. The 'tall' indicating a hierarchial, bureaucratic structure with an emphasis on vertical relationships. The 'flat' structure is characterized by a predominance of equal status levels with an emphasis on horizontal relationships. Organizational theorists contend that a 'flat' structure is desirable for organizations employing a large number of professionals. Are those student personnel programs with 'flat' structure more effective than those with 'tall' structures (with the degree of professionalism in the staff being controlled)?

Related to the organizational structure issue is the centralization of student personnel services (this is related to, but not the same as the 'tall' vs. 'flat' issue which primarily refers to administrative decision-making relationships in the subsystem). Are certain student personnel services performed more effectively on a centralized or decentralized basis? Studies of this nature would have to control the size of the junior college in order to explore this question accurately. Especially lacking at this time is a researched answer to the centralization-decentralization question for the counseling service (e.g., would counseling be more effectively implemented on a decentralized basis with a counselor located within academic departments?).

Since there is a possibility that a study similar to the Carnegie Report may be replicated, there are some recommendations that may be posited here which are derived from

the present study. Including some of the research suggestions mentioned above, these include the following:

(1) Organizational Structure--The type of administrative structuring of positions and tasks is a crucial element for any organization. Information that is necessary to determine the nature of the organizational structure of a student personnel program would include an organizational chart. The latter should show the various positions and the allocated tasks within these positions along with lines of authority and responsibility (including the person to whom the chief student personnel administrator is responsible). Such information could be readily obtained in a project as the Carnegie Report.

As mentioned in the above section, information on the type of structure (e.g., "tall" vs. "flat") and the degree of centralization could then be examined in reference to the effectiveness of student personnel programs. Especially relevant would be a comparison of strong and weak programs on their types of organizational structure (with size of the junior college controlled). Also, special attention should be given to the role of the chief student personnel administrator in light of the findings regarding these persons (see last section of Chapter Four).

(2) Specialization Index--Related to, but not identical with the organizational structure issue is the degree of specialization of junior college student personnel programs. It would be helpful and interesting to know what relationship there is (if any) between the effectiveness of a student

personnel program and its degree of specialization. From the arguments advanced in the present study it would be hypothesized that either an under or overspecialized student personnel subsystem will be less effective than one with a moderate amount of specialization. In specific reference to the Carnegie Report, the degree of specialization could be judged by the outside experts much in the same manner as they judged the impact of the developmental variables. An index of specialization should be developed prior to the actual interviews. Such an index would include characteristics of specialization as those listed in Table 5-A of this study.

(3) Non-Student Personnel Subsystems--As seen from the present investigation, the linkage patterns from student personnel to non-student personnel subsystems (administration, faculty, students) were crucial variables in the effectiveness ratings of the programs. Several boundary maintenance problems are directly connected to the relationships existing between student personnel and these other subsystems. It was also found that those task functions most closely related to the needs of the other subsystems were the most effectively implemented (see Tables 4-B, 4-C, 4-D).

Although the Carnegie Report had several variables which provided information on these linkage patterns, more is desirable. This type of information is especially needed in determining why certain types of linkages are supportive of student personnel and others are not. In the above section on recommendations for further studies one approach for

gathering this type of data is discussed under the external communication network.

Another approach which may be included in a future replication would be to interview various members of the administration, faculty, and student subsystems. The participating junior colleges could be requested to provide a representative sampling of each of these groups on the day of the visit of the interviewer. Areas that should be probed in such interviews would include: the role of student personnel in the junior college as they perceive it; what their relationship to student personnel is and should be; what are the most important functions student personnel should perform in the junior college. (It is seen that this technique emphasizes the perceptions of the subsystem members of student personnel.)

These are only some of the types of information that may be obtained from interviews with members from all subsystem members of a junior college. In addition, there are a number of comparisons that could be made between strong and weak student personnel programs; also, numerous clinical judgments could be offered by the Carnegie Report researchers (especially if the interviews were taped).

(4) Adaptation Activities--In Chapter Four it was found that strong student personnel programs had significantly better resources (staff, facilities, etc.) for their operations than weak programs. These resources are generally acquired through linkages with systems external to student



personnel (see diagrams 2-C, 2-D). They constitute the results of the adaptation activities performed by student personnel staff members (mainly the chief student personnel administrator). What was not examined in the Carnegie Report was how and by which methods these resources were obtained.

If a future study is to be conducted it would be very helpful to know how various student personnel programs obtain their resources. This is closely related to the communication and linkage suggestions noted previously. Here, however, specific attention would be focused on the sources for resources and the methods used to obtain them. Interviews with the chief student personnel administrator would be the main technique in gathering this data. A comparison between strong and weak programs would be appropriate and useful in this area. Research on the adaptation activities would be most feasible in in-depth studies of single programs.

(5) Survival vs. Effectiveness Models--In Chapters Two and Five the various characteristics of two types of organizational models were discussed--survival and effectiveness models. Although it is difficult to list what exactly is involved in a student personnel program operating under either of these models, judgments could be made by the outside experts on what general category a program falls into. It was seen that there were three categories under which student personnel programs function: (1) survival model, (2) effectiveness model with an appropriate

set of alternatives, (3) effectiveness model with an inappropriate set of alternatives.

It was hypothesized that the majority of weak programs fall into the first and third categories. The Carnegie Report experts could examine this area and at least tentatively test this hypothesis. Such information has special value for providing information on the potential climate for change in junior college student personnel programs. Such information would be most helpful in understanding the weak student personnel programs, as efforts toward increasing the effectiveness of these programs would vary depending on the type of organizational model under which a particular program functions.

These are a few of the suggestions that the investigator would offer to those considering a replication of a study similar to the Carnegie Report. Although more extensive recommendations could be made, these appear to be the most crucial for unanswered questions and most feasible in the junior colleges.

### Two Research Suggestions

The investigator would offer two suggestions to those who may undertake the social systems approach in analyzing student personnel programs or any other organization. First, if there is to be a complete social systems analysis (i.e., using all the social system processes and elements), it is recommended that only one organization be studied. Since an organization such as student personnel can take on several



forms depending on the type of the junior college within which it functions, a total systems analysis is most feasible and accurate on a single program. Because there are an unknown number of alternatives for organizing a student personnel program, the various social system processes and elements may be implemented in entirely different ways for two programs. Due to this variability, an attempt to analyze more than one student personnel program using several social system concepts will eventually result in performing two separate analyses. The interacting nature of social system processes compounds the problem of studying more than a single organization, especially when one is attempting to determine the effectiveness of several organizations in their task performance. It becomes very difficult to determine which social system process(es) are causing the weaknesses and/or strengths of an organization because of this relatedness among the systemic processes (also, deficiencies in different processes may cause the same loss of effectiveness, thereby making it risky to generalize beyond a single organizational analysis). In summary, then, if one is to attempt a comprehensive social systems analysis, it is recommended that only a single organization be examined.

Secondly, if there is to be a comparative study involving several organizations, it is recommended that only one or two systemic processes be explored. The reasons for this suggestion include those under the first recommendation. A comparative study is useful to the extent that it shows

how alternative ways of performing social system processes are related to the effectiveness of task-performance. For example, if it is found that certain patterns are present in effective organizations (on the particular process under examination) but not in less effective organizations than one has some useful information related to the effectiveness in these organizations. The present study was of this comparative nature with an emphasis on the boundary maintenance and linkage processes (although it included other processes to a moderate degree). Generalizations from a comparative study to a single organization must be tentatively approached due to the reasons noted above.

In summary, by focusing on only one or two social system processes in a comparative study, more data can be gathered on the particular processes under examination, and there is no sacrifice of quality for broad coverage.

In both types of studies it is advisable to formulate the social system dimensions before collecting the data. This aids the researcher by having a frame of reference (guideposts) at hand when confronted with a maze of information and observations.

## CONCLUSION

In conclusion, it was the purpose of this investigation to posit the feasibility of social systems theory in analyzing student personnel programs and to demonstrate, in a limited manner, how research may be performed using this approach. Several hypotheses and recommendations were gener-



ated that were directed toward improving the effectiveness of student personnel programs in implementing their functions. It was seen that several areas are unexplored in the social system analysis of junior college student personnel programs. Further investigations on the topics noted above (and similar ones) are necessary to determine the validity and usefulness of the social systems model approach.





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## APPENDIX A

## Larger Colleges

Comparisons of the Sampled Population with the Total Population  
(as reflected in the 1964 Junior College Directory)  
for Colleges Having Enrollments in Excess of 1000 Students

	<u>Sample</u>		<u>Total Population</u>	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
<u>Total Enrollment (1963)</u>				
1000 - 1999	18	37	85	42.5
2000 - 2999	10	20	42	21
3000 - 3999	4	8	18	9
4000 - 4999	3	6	12	6
5000 - 5999	3	6	8	4
6000 - 6999	1	2	6	3
7000 - 7999	0	0	3	1.5
8000 - 8999	2	4	4	2
9000 and over	8	16	21	10.5
Median	2700		2437	
Inter-Quartile Range - Q3	1666		1625	
Q1	5530		4500	
<u>Age</u>				
Before 1920	7	14	28	14
1920-1929	12	24	49	24.5
1930-1939	6	12	27	13.5
1940-1949	9	18	38	19
1950-1959	9	18	28	14
1960 and after	6	12	29	14.5
Median	1938		1936	
Inter-Quartile Range - Q3	1924		1924	
Q1	1952		1953	
<u>Control</u>				
Public	45	92	175	87.5
Independent	4	8	24	12
<u>AAJC Membership</u>				
Member	45	92	177	88.5
Non-Member	4	8	22	11
<u>Type of Institution</u>				
Co-Educational	48	98	196	98
All Male	1	2	2	1
All Female	--	--	1	.5
<u>Accreditation</u>				
Regional	39	80	160	80
Non-Regional	10	20	39	19.5

APPENDIX B  
*Appraisal and Development*  
 of  
 JUNIOR COLLEGE STUDENT PERSONNEL PROGRAMS

An independent study established under a two-year grant from Carnegie Corporation of New York.

# INVENTORY of STAFF RESOURCES

## SELECTED

## COLLEGE

## FUNCTIONS

developed by  
 MAX R. RAINES, Staff Director  
 for the NATIONAL COMMITTEE

October, 1964

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### FOREWORD

Junior colleges provide a variety of functions to support instruction, meet student needs, and foster institutional development. The nature, administrative classification, and staffing of these functions varies considerably. Many differences are probably related to variations in size, type, location, institutional commitment, etc. To clarify these differences and related factors, we have developed an Inventory of Selected College Functions and an Inventory of Staff Resources.

In order that we may supplement written responses, more than one-third of the one hundred fifty participating junior colleges will be visited by experienced junior college practitioners who have recently participated in an intensive workshop to prepare for the follow-up visitations. Information obtained from the inventories and our visitations will be carefully analyzed and will serve as an important resource for the recommendations of our National Committee. It is anticipated that published recommendations of the committee will ultimately lead to additional assistance for programming at the local, state, and national levels.

We believe you will find your participation to be professionally stimulating and we sincerely appreciate your cooperation!

Max R. Raines  
 Staff Director for the  
 National Committee

### DIRECTIONS

The ISCF contains a list of thirty-five functions. It is vital that you READ THE DESCRIPTIONS OF THE FUNCTIONS CAREFULLY BEFORE RESPONDING. While the descriptions are intended to be as definitive as possible, they are not definitions; consequently, you should read for the central theme and intent of the description. After reading the description you are asked to judge whether or not the described function is a part of your total college program.

If the function is not an implemented function, please indicate your judgment of the need for implementation by selecting the appropriate response symbol (alphabetical letter).

If in your judgment the function is a part of your total college program, you are asked (1) to judge both the current scope and quality of the activities associated with the function, (2) to designate the classification of the function, and (3) to select the best description of your assignment in relationship to the activities.

Space has been provided for clarification of your responses and you are encouraged to write in comments throughout the Inventory.

On the next page we have provided two illustrations. Please examine the illustrations briefly before proceeding. As you become familiar with response patterns, your facility in indicating your responses will increase rapidly.

## INVENTORY OF SELECTED COLLEGE FUNCTIONS

## RESPONSE PATTERNS

CURRENT STATUS OF THE FUNCTION AS DEFINED			OPERATIONAL CLASSIFICATION	RESPONDENT'S ASSIGNMENT
Is not a part of our total college program	Was a part but has been discontinued	Is a part of our total college program		
<p><b>IMPLEMENTATION NEED</b></p> <p>The need for our college to implement this function is</p> <p><u>A</u> Urgent  <u>B</u> Strong  <u>C</u> Fairly strong  <u>D</u> Not pressing  <u>E</u> No need</p>			<p>In its present form, we classify this function as primarily</p> <p><u>AI</u> Academic Instruction  <u>BM</u> Business Management  <u>GA</u> General Administrative  <u>SP</u> Student Personnel (Guidance)  <u>PR</u> Public Relations  <u>CS</u> Community Service  <u>CN</u> A Combination (please specify by initials)  <u>O</u> Other (please describe)  <u>CC</u> Cannot classify</p>	<p>My assignment in relationship to activities associated with this function is best described as</p> <p><u>I</u> Broad Supervision  <u>II</u> Direct Supervision  <u>III</u> Assisting in Supervision  <u>IV</u> Active Participation  <u>V</u> Occasional Contributor  <u>VI</u> A Combination (please specify by number)  <u>VII</u> Not involved</p>
<p><b>SCOPE</b></p> <p>Please use the following scale to express your opinion of the scope of current activities:</p> <p><u>A</u> Very broad  <u>B</u> Broad  <u>C</u> In between  <u>D</u> Limited  <u>E</u> Very limited</p>			<p><b>QUALITY</b></p> <p>Please use the following scale to express your opinion of the quality of current activities:</p> <p><u>A</u> Very good  <u>B</u> Good  <u>C</u> In between  <u>D</u> Poor  <u>E</u> Very poor</p>	

## Illustrations

27	<u>B</u> Need	Is a function	(No response is provided here because it is not an implemented function.)		
	✓ Is not a function — was a function, — but discontinued		Scope	Quality	Classification
<p>Comment: We provide some housing but we need to initiate supervision. Some of the landlords are having their with members of the Board of Education.</p>					

**INTERPRETATION:** The respondent, after reading the description of the Off-Campus Housing Function, judges that in its present form the function cannot be considered as a part of the total college program. His rating of the need for implementation as well as his comments indicate that some action is needed in the immediate future.

4	<u>D</u> Need	Is a function	<u>D</u> Scope	<u>D</u> Quality	<u>GA</u> Classification	<u>I - II - IV</u> Assignment
	— Is not a function — was a function, — but discontinued		<p>Comment: We used to do this pretty well until we were overruled with applicants. The regulation and I have tried to see each student applicant but we were out numbered this summer.</p>			

**INTERPRETATION:** The chief administrator of this small junior college indicates that the Applicant Consulting Function is a part of their college program. He further indicates that his assignment (I, II, and IV) is both supervisory and active participant and classifies the function as General Administration (GA). Because of enrollment pressures and staff limitations, he is not satisfied with the scope (Response D) nor the quality (Response D) of the current efforts.



1. **THE PRE-COLLEGE INFORMATIONAL FUNCTION.** Those activities of the college designed to communicate with prospective students as well as those closely related to them (e.g. teachers, family members, etc.) and through such communication (1) to encourage post-high school education, (2) to describe junior college opportunities, (3) to interpret any requirements for entering the junior college or its various programs, and (4) to identify sources of assistance for reaching a decision about college attendance. Illustrated Assignments: conferring with high school groups....preparing descriptive brochures....handling correspondence requesting college information....etc.
2. **THE EDUCATIONAL TESTING FUNCTION.** Those activities of the college designed to assess by standardized testing procedures those abilities, aptitudes, achievements, and other personality variables which (1) are considered significant in educational and vocational appraisal of students and/or (2) those which are helpful in appraising their educational progress at the college. Illustrated Assignments: appraising a variety of potential measuring instruments....administering tests to groups of students....developing normative data for the college....etc.
3. **THE APPLICANT APPRAISAL FUNCTION.** Those activities of the college designed to obtain, organize, and appraise significant background information for each student to determine (1) his eligibility for admission to either the college or to various courses and curricula within the college, (2) his probable chances for success in various courses and curricula, and (3) any conditions or restrictions to be imposed on his admission or re-admission. Illustrated Assignments: evaluating transcripts and test results....serving on an admissions committee....preparing case appraisals....etc.
4. **THE APPLICANT CONSULTING FUNCTION.** Those activities of the college designed to schedule and conduct conferences with applicants (individually or in small groups) who may seek or need staff assistance pertaining to their (1) admission to the college, (2) anticipated problems in attending college, (3) selection of vocational and educational objectives, or (4) selection of courses to fulfill curricular requirements. Illustrated Assignments: interpreting test results to applicants....interpreting curricular requirements....assisting students in selecting courses....etc.
5. **THE STUDENT INDUCTIVE FUNCTION.** Those activities of the college designed to acquaint entering students (just prior to class attendance) with the plant and staff resources, student activities, college procedures, and regulations of the college. Illustrated Assignments: training student guides....interpreting student services....explaining college expectations and procedures....etc.
6. **THE STUDENT REGISTRATION FUNCTION.** Those activities of the college designed to (1) officially register students, (2) collect demographic data, (3) expedite academic regulations, and (4) initiate and maintain official records of each student's academic progress and status. Illustrated Assignments: designing registration forms and data processing procedures....processing class changes and withdrawals....processing instructor's grades....etc.
7. **THE PERSONNEL RECORDS FUNCTION.** Those activities of the college designed to establish and maintain a cumulative record of student development as reflected in skills he develops, activities in which he participates, employment in which he is involved, awards he receives, and judgment rating of staff members. Illustrated Assignments: developing system for accumulating information....maintaining policy for confidential handling of student personnel records....preparing recommendations for senior colleges....etc.
8. **THE GROUP ORIENTING FUNCTION.** Those activities of the college designed to provide organized group experiences for students conducted by college staff members, focused upon needs of the student and with emphasis upon (1) adjustment to the college program, (2) formulation of realistic and satisfying plans for the future, and (3) effective use of college and community resources. Illustrated Assignments: conducting orientation classes....interpreting occupational information....teaching effective study skills....planning course content....etc.
9. **THE STUDENT ADVISORY FUNCTION.** Those activities of the college designed to bring each student into individual and continuing contact with a college staff member qualified to advise the student regarding such matters as (1) selection of courses for which the student is eligible and which are consistent with his curricular choice as well as any occupational or senior college preferences he may have, (2) evaluation of academic progress, (3) effective methods of study, and (4) identification of specific resources within the college or community that might meet the special needs of the student. Illustrated Assignments: scheduling advisees in classes....interpreting senior college requirements....interpreting study skills to individual advisees....etc.
10. **THE STUDENT COUNSELING FUNCTION.** Those consulting activities of professionally trained counselors designed to aid students who seek or need special assistance in (1) formulating vocational and educational goals, (2) clarifying their basic values, attitudes, interests and abilities, (3) identifying and resolving problems which may be interfering with their educational progress, and (4) identifying appropriate sources of assistance for resolving more intensive personal problems. Illustrated Assignments: administering and interpreting diagnostic tests....conducting counseling interviews....interpreting occupational information....etc.



11. **THE CAREER INFORMATION FUNCTION.** Those activities of the college designed to obtain, analyze, and interpret occupational information and trends to students, advisors, instructors, and counselors.  
Illustrated Assignments: identifying useful sources of occupational data.....analyzing published research on manpower needs.....developing effective methods for disseminating occupational information,....etc.

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12. **THE BASIC SKILL DIAGNOSTIC FUNCTION.** Those activities of the college designed to diagnose, through testing and other means, deficiencies of students in those basic skill areas that are pre-requisite to their academic progress in the college or in occupations which they may have selected.  
Illustrated Assignments: diagnosing basic skill deficiencies.....interpreting deficiencies to students.....providing individual assistance to students.....etc.

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13. **THE BASIC SKILL DEVELOPMENTAL FUNCTION.** Those activities of the college designed to provide competent and systematic assistance for students with diagnosed deficiencies in basic academic skills.  
Illustrated Assignments: assisting instructors with group methods.....identifying suitable resource materials.....teaching remedial classes.....etc.

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14. **THE ACADEMIC REGULATORY FUNCTION.** Those activities of the college designed to establish and maintain academic policies, procedures, and regulations that foster attainment of institutional objectives and commitments.  
Illustrated Assignments: expediting probationary policies.....evaluating graduation eligibility.....handling cases of student cheating.....etc.

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15. **THE SOCIAL REGULATORY FUNCTION.** Those activities of the college designed to establish and maintain policies, procedures, and regulations for control of social behavior of individual students and student groups.  
Illustrated Assignments: developing standards for personal conduct.....handling cases of social misconduct... ..interpreting regulations to students and faculty.....etc.

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16. **THE STUDENT SELF-GOVERNING FUNCTION.** Those activities of the college designed to provide opportunities and encouragement for students to participate in self-governing activities that provide experiences in decision making through democratic processes.  
Illustrated Assignments: advising student governing organizations conducting leadership training programs, supervising elections.....etc.

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17. **THE CO-CURRICULAR ACTIVITY FUNCTION.** Those activities of the college associated with development of cultural, educational, and vocational opportunities which supplement classroom experiences of students.  
Illustrated Assignments: arranging for cultural activities (musical, forensic, dramatic, etc.).....assisting student publications staff.....assisting vocational interest groups.....etc.

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18. **THE CITIZENSHIP ACTIVITY FUNCTION.** Those activities of the college designed to encourage student involvement in service and political activities of the community.  
Illustrated Assignments: arranging participation with civic leaders.....interpreting opportunities to students.....conducting evaluations of student experiences.....etc.

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19. **THE RECREATIONAL ACTIVITY FUNCTION.** Those activities of the college designed to develop in cooperation with students those social, recreational, and leisure time activities which are appropriate to a college setting.  
Illustrated Assignments: developing intramural activities.....programming for student center.....stimulating interest groups.....etc.

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20. **THE INTER-COLLEGIATE ATHLETIC FUNCTION.** Those activities of the college designed to develop and manage a program of inter-collegiate athletics.  
Illustrated Assignments: arranging athletic schedules... ..supervising athletic facilities and equipment.....determining scope of the program.....etc.

21. **THE HEALTH APPRAISAL FUNCTION.** Those activities of the college designed to produce a systematic and periodic health and physical appraisal of students. Illustrated Assignments: designing health appraisal forms.....reviewing health appraisals to identify special problems.....etc.
22. **THE HEALTH EDUCATIVE FUNCTION.** Those activities of the college designed (1) to acquaint students and staff with appropriate health and safety practices, (2) to provide adequate procedures for handling emergencies, and (3) to provide or identify suitable medical resources which can be used to treat physical and emotional problems. Illustrated Assignments: distributing health and safety materials.....teaching first aid procedures.....etc.
23. **THE HEALTH CLINICAL FUNCTION.** Those activities of the college designed to provide clinical assistance and treatment on campus for students experiencing physical ailments and/or emotional difficulties. Illustrated Assignments: maintaining an infirmary.....dispensing medication under supervision of a physician...conducting psychotherapy.....etc.
24. **THE FINANCIAL ASSISTING FUNCTION.** Those activities designed to provide or identify various sources of financial assistance (loans, grant-in-aids, part-time employment opportunities) for students whose progress or continuation in college may be impaired by the lack of finances. Illustrated Assignments: reviewing loan requests.....seeking new subscribers.....locating part-time jobs.....etc.
25. **THE SCHOLARSHIP AWARDING FUNCTION.** Those activities of the college designed to obtain money for scholarships and to select student recipients on the basis of outstanding achievement rather than financial need. Illustrated Assignments: reviewing scholarship applications.....seeking new scholarships.....analyzing progress of recipients.....etc.
26. **THE CAMPUS HOUSING FUNCTION.** Those activities of the college designed to provide suitable housing accommodations on campus. Illustrated Assignments: planning activities with residents.....assigning rooms to residents.....advising residents with special problems.....etc.
27. **THE OFF-CAMPUS HOUSING FUNCTION.** Those activities of the college designed to locate, approve, and supervise the housing of off-campus students who are living away from home. Illustrated Assignments: surveying community for suitable housing.....approving living arrangements.....resolving student-landlord conflicts.....etc.
28. **THE COOPERATIVE PLACEMENT FUNCTION.** Those activities of the college designed (1) to identify part-time work experiences specifically related to educational goals of students, and (2) to place students who are currently enrolled in occupational curricula in positions of employment that are mutually productive for the student, the employer, and the college. Illustrated Assignments: identifying possible sources of cooperative placement....working with instructors in achieving placement.....assisting employers in evaluating students.....etc.
29. **THE GRADUATE PLACEMENT FUNCTION.** Those activities of the college designed (1) to locate appropriate employment opportunities for graduates of the junior college who may be suitably qualified, and (2) to provide prospective employers with placement information that may be helpful in reaching employment decisions. Illustrated Assignments: maintaining placement files.....consulting with prospective employers.....scheduling placement interviews.....etc.
30. **THE NON STUDENT COUNSELING FUNCTION.** Those activities associated with providing college resources and staff members to assist out-of-school youth and adults (1) to identify educational and vocational objectives, and (2) to resolve problems and difficulties which may be restricting their achievement of these objectives. Illustrated Assignments: advertising the availability of services.....administering tests....maintaining occupational information file.....etc.

31. **THE PROGRAM ARTICULATING FUNCTION.** Those activities of the college designed to foster cooperative efforts of staff members among various divisions or departments of the college (1) which will integrate the educational experience of the students, (2) which will foster development of supplementary educational opportunities for students, and (3) which will seek increased continuity between junior college and pre-college experiences and between junior college and post-junior college experiences. Illustrated Assignments: serving on faculty committees....attending joint meetings with high school counselors....visiting former students at senior colleges....etc.
32. **THE ALUMNI SUPPORTIVE FUNCTION.** Those activities designed to gain the interest and support of former students by such means as (1) maintaining a roster of former students, (2) informing them of new developments within the college, (3) recognizing the accomplishments of former students, and (4) assisting them to keep in contact with former classmates. Illustrated Assignments: maintaining current addresses of alumni....preparing alumni bulletin....arrange for class reunions....etc.
33. **THE STUDENT PERSONNEL EVALUATIVE FUNCTION.** Those activities of the college designed to collect, analyze and interpret data concerning (1) the characteristics of and transitions within the student population, (2) the needs of students, (3) the use of college resources by students, (4) those factors affecting the progress of students during and following their junior college experience, and (5) the adequacy of various college services designed for student development. Illustrated Assignments: conducting studies of student characteristics....conducting follow-up studies....developing experimental projects....etc.
34. **THE IN-SERVICE EDUCATIONAL FUNCTION.** Those activities of the college organized and designed to increase the effectiveness of staff participation in the various non-instructional functions of college through a planned program of in-service training or education. Illustrated Assignments: attending counselor in-service training meetings....distributing educational articles among staff....interpreting research data to college staff....etc.
35. **THE ADMINISTRATIVE ORGANIZATIONAL FUNCTION.** Those activities of the college designed to provide adequate numbers of qualified professional and clerical staff members, suitable facilities and equipment, and an integrated plan of organization that will foster effective development and coordination of the student services program. Illustrated Assignments: interviewing prospective staff members....preparing budget requests for particular service or program....preparing job descriptions....etc.

#### DEVELOPMENT FACTORS

Directions: A variety of factors have been identified which can have impact upon the development of programs. Please indicate your judgment of the relative impact of various factors by placing a check mark (✓) on the scale for each factor.

<u>Factors</u>		<u>Relative Impact upon Program Development</u>				
	<b>Not a Factor</b>	<b>Very Positive</b>	<b>Generally Positive</b>	<b>Equally Balanced</b>	<b>Generally Restrictive</b>	<b>Very Restrictive</b>
		5	4	3	2	1
Physical facilities	_____	----- ----- ----- ----- -----				(E 41)
Equipment	_____	----- ----- ----- ----- -----				(42)
Clerical assistance	_____	----- ----- ----- ----- -----				(43)
Size of staff	_____	----- ----- ----- ----- -----				(44)
Holding power for qualified staff	_____	----- ----- ----- ----- -----				(45)
Clarity of institutional goals and policies	_____	----- ----- ----- ----- -----				(46)
Faculty concurrence with institu- tional goals and policies	_____	----- ----- ----- ----- -----				(47)
Clarity of staff roles	_____	----- ----- ----- ----- -----				(48)
Support from administration	_____	----- ----- ----- ----- -----				(49)
Support from faculty	_____	----- ----- ----- ----- -----				(50)
Response of students	_____	----- ----- ----- ----- -----				(51)
In-service training	_____	----- ----- ----- ----- -----				(52)
Workable ideas and concepts	_____	----- ----- ----- ----- -----				(53)
Identification of supportive data to stimulate development	_____	----- ----- ----- ----- -----				(54)
Professional competency of staff	_____	----- ----- ----- ----- -----				(55)
Staff cohesiveness and cooperation	_____	----- ----- ----- ----- -----				(56)

## INVENTORY OF STAFF RESOURCES

This inventory is intended for each staff member who devotes approximately one-half or more of his (or her) employment to functions listed in the Inventory you have just completed.

Our purpose in the INVENTORY OF STAFF RESOURCES is to obtain an understanding of the experience and training of participating staff members. Your complete response to these items is needed. With your cooperation, we expect to make significant recommendations that will increase and strengthen opportunities for professional training.

## I. Professional Experience

(E4,5) Name \_\_\_\_\_ (I-3) Institution \_\_\_\_\_ Title \_\_\_\_\_ Yrs. in Position \_\_\_\_\_

(6)

Next most recent position \_\_\_\_\_ Institution \_\_\_\_\_ Yrs. in Position \_\_\_\_\_

Next most recent position \_\_\_\_\_ Institution \_\_\_\_\_ Yrs. in Position \_\_\_\_\_

Are you a full-time college staff member? (7) ☐ Yes ☐ No. What percentage of your employment is given to activities associated with functions listed in the Inventory? (8) \_\_\_\_\_ Percent

Do you classify yourself as a professional student personnel worker? (9) ☐ Yes ☐ No ☐ Not Sure

(10-53) Please indicate in the appropriate spaces the number of years of experience in various assignments. (Include your current position.)

	Elementary Secondary	Junior College	University
A. Primarily Teaching	(10, 11) _____	(12, 13) _____	(14, 15) _____
B. Primarily Student Personnel Work	(16, 17) _____	(18, 19) _____	(20, 21) _____
C. Primarily Administration (Non-Student Personnel)	(22, 23) _____	(24, 25) _____	(26, 27) _____
Equally A & B	(28, 29) _____	(30, 31) _____	(32, 33) _____
Equally A & C	(34, 35) _____	(36, 37) _____	(38, 39) _____
Equally B & C	(40, 41) _____	(42, 43) _____	(44, 45) _____
Equally A, B, & C	(46, 47) _____	(48, 49) _____	(50, 51) _____
Total years of educational experience:	(52, 53) _____		

## II. Educational Experience

(54, 55) \_\_\_\_\_  
 Undergraduate Institution Major Degree Graduation Date  
 Approximate number of undergraduate credits in:

(56, 57) \_\_\_\_\_ Education (58, 59) \_\_\_\_\_ Psychology (60, 61) \_\_\_\_\_ Sociology & Anthropology

Graduate Education (Quarter hours equal two-thirds of semester hours)

REGULAR COURSE WORK:

(62-71) Institution \_\_\_\_\_ (72) Last year of attendance \_\_\_\_\_

(73, 74) \_\_\_\_\_ Semester hours (75) \_\_\_\_\_ Major (76) \_\_\_\_\_ Degree, if any

(66-15) Institution \_\_\_\_\_ (16) Last year of attendance \_\_\_\_\_

(17, 18) \_\_\_\_\_ Semester hours (19) \_\_\_\_\_ Major (20) \_\_\_\_\_ Degree, if any

(21-30) Institution \_\_\_\_\_ (31) Last year of attendance \_\_\_\_\_

(32, 33) \_\_\_\_\_ Semester hours (34) \_\_\_\_\_ Major (35) \_\_\_\_\_ Degree, if any

SPECIAL WORKSHOPS OR INSTITUTES: (36) \_\_\_\_\_

Institution \_\_\_\_\_ Year \_\_\_\_\_ Number of weeks \_\_\_\_\_

Title of workshop \_\_\_\_\_

Institution \_\_\_\_\_ Year \_\_\_\_\_ Number of weeks \_\_\_\_\_

Title of workshop \_\_\_\_\_

Institution \_\_\_\_\_ Year \_\_\_\_\_ Number of weeks \_\_\_\_\_

Title of workshop \_\_\_\_\_

SUPERVISED PRACTICUM

Did you have a supervised practicum? \_\_\_\_\_ Yes \_\_\_\_\_ No

Institution \_\_\_\_\_ Dates \_\_\_\_\_ to \_\_\_\_\_ (37, 38) No. of Credits \_\_\_\_\_

(39) Setting: \_\_\_\_\_ Elementary \_\_\_\_\_ Secondary \_\_\_\_\_ Junior College \_\_\_\_\_ University \_\_\_\_\_ Medical Clinic \_\_\_\_\_ Other

(40) Please indicate emphasis of the practicum:

- \_\_\_\_\_ primarily supervised counseling  
 \_\_\_\_\_ primarily other student personnel services  
 \_\_\_\_\_ equally counseling and student personnel services

DISTRIBUTION OF GRADUATE CREDITS

Please indicate the approximate distribution of graduate credits in the following types of courses. (The sum of the credits should equal your total graduate credits.)

Approximate Credits  
 (semester equivalent)

- (41, 42) \_\_\_\_\_ a. Counseling interview courses  
 (43, 44) \_\_\_\_\_ b. Clinical Testing courses  
 (45, 46) \_\_\_\_\_ c. Educational testing courses  
 (47, 48) \_\_\_\_\_ d. Group guidance courses (includes group dynamics)  
 (49, 50) \_\_\_\_\_ e. Occupational information courses  
 (51, 52) \_\_\_\_\_ f. Supervised practicum courses  
 (53, 54) \_\_\_\_\_ g. Research methodology courses (include statistics, thesis, dissertation)  
 (55, 56) \_\_\_\_\_ Other student personnel and guidance courses (excluding a through g)  
 (57, 58) \_\_\_\_\_ Junior college education courses  
 (59, 60) \_\_\_\_\_ Higher education courses  
 (61, 62) \_\_\_\_\_ Other education courses  
 (63, 64) \_\_\_\_\_ Cognate courses (psychology, sociology, anthropology)

EVALUATION OF GRADUATE EXPERIENCES

In relationship to your current job assignment---

What were the most significant graduate experiences or courses?

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What were the least helpful graduate experiences or courses?

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PROFESSIONAL OPPORTUNITIES

- (65) Have you had any on-the-job training or supervision (non-credit) in any junior college in which you have been employed?      Yes      No

If yes, please describe where, when, and the nature of the training or supervision:

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- (66,67) Please list the professional associations of which you are a member:

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How many professional conferences have you attended during the last three years?

- (68) \_\_\_\_\_ State      (69) \_\_\_\_\_ Regional      (70) \_\_\_\_\_ National

THANK YOU FOR YOUR COOPERATION. PLEASE STAPLE THE BOOKLET  
CLOSED AND GIVE IT TO YOUR INSTITUTIONAL REPRESENTATIVE.

INVENTORY EVALUATION

Having completed the Inventory of Selected College Functions, how would you judge the adequacy of the Inventory in allowing you to depict the range of functions in your program?

- (E57)      ☐ Very satisfactory      Comment, if any: \_\_\_\_\_  
              ☐ Satisfactory      \_\_\_\_\_  
              ☐ Equally balanced      \_\_\_\_\_  
              ☐ Unsatisfactory      \_\_\_\_\_  
              ☐ Very unsatisfactory      \_\_\_\_\_

How would you describe the adequacy of the descriptions of the various functions?

- (E58)      ☐ Very satisfactory      Comment, if any: \_\_\_\_\_  
              ☐ Satisfactory      \_\_\_\_\_  
              ☐ Equally balanced      \_\_\_\_\_  
              ☐ Unsatisfactory      \_\_\_\_\_  
              ☐ Very unsatisfactory      \_\_\_\_\_

If you were to complete this Inventory a second time after a lapse of several weeks, how consistent do you feel your responses would tend to be with the responses you have just provided?

- (E59)      ☐ Highly consistent      Comment, if any: \_\_\_\_\_  
              ☐ Generally Consistent      \_\_\_\_\_  
              ☐ Fairly consistent      \_\_\_\_\_  
              ☐ Somewhat inconsistent      \_\_\_\_\_  
              ☐ Very inconsistent      \_\_\_\_\_

## APPENDIX C

TWENTY-ONE BASIC FUNCTIONS  
(broken down into task and maintenance functions)Task Functions:

Pre-College Informational  
Educational Testing  
Applicant Appraisal  
Applicant Consulting  
Student Inductive  
Student Registration  
Personnel Records  
Group Orienting  
Student Advisory  
Student Counseling  
Occupational Information  
Academic Regulatory  
Social Regulatory  
Student Self-Governing  
Co-Curricular Activity  
Financial Assisting  
Graduate Placement  
Program Articulation

Maintenance Functions:

Student Personnel Evaluative  
In-Service Educational  
Administrative Organizational

## APPENDIX D

TAXONOMIES A AND B  
(based on Twenty-One Basic Functions)

<u>Taxonomy A:</u>	<u>Taxonomy B:</u>
<u>ADMISSIONS-RECORDS-REGISTRATION UNIT</u> Pre-College Informational Applicant Appraisal Educational Testing Personnel Records Student Registration Academic Regulation	<u>ORIENTATION UNIT</u> Pre-College Informational Student Inductive Group Orienting Occupational Information
<u>PLACEMENT AND FINANCIAL AIDS UNIT</u> Financial Assisting Graduate Placement	<u>APPRAISAL UNIT</u> Personnel Records Educational Testing Applicant Appraisal
<u>STUDENT ACTIVITIES UNIT</u> Student Self-Government Co-Curricular Activity Social Regulatory Student Inductive	<u>CONSULTATION UNIT</u> Student Counseling Student Advisory Applicant Consulting
<u>GUIDANCE AND COUNSELING UNIT</u> Applicant Consulting Student Advisory Group Orienting Student Counseling Occupational Information	<u>PARTICIPATION UNIT</u> Co-Curricular Activity Student Self-Government
<u>CENTRAL ADMINISTRATION UNIT</u> Program Articulation In-Service Education Student Personnel Evaluative Administrative-Organizational	<u>REGULATORY UNIT</u> Student Registration Academic Regulatory Social Regulatory
	<u>SERVICE UNIT</u> Financial Assisting Graduate Placement
	<u>ORGANIZATIONAL UNIT</u> Program Articulation In-Service Education Student Personnel Evaluative Administrative-Organization



## APPENDIX E\*

## SCALE FOR INTERVIEWER APPRAISALS

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Implementation of Twenty-One Basic Functions were rated as follows:

<u>SCOPE</u>	A - Very Broad	4
	B - Broad	3
	C - Inbetween	2
	D - Limited	1
	E - Very Limited	0

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<u>QUALITY</u>	A - Very Good	4
	B - Good	3
	C - Inbetween	2
	D - Poor	1
	E - Very Poor	0

---

Combined scores of scope and quality were used to reduce 5-point scale to 3-point scale		<u>Combined Score</u>
	Satisfactory	5, 6, 7, 8
	Inbetween	4
	Unsatisfactory	3, 2, 1, 0

---

BASIC FUNCTIONS THAT WERE NOT IMPLEMENTED WERE  
SCORED AS UNSATISFACTORY

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\*This Appendix is the same as Appendix F of the Carnegie Report.

## APPENDIX F

FACTOR ANALYSIS OF THE TWENTY-ONE BASIC FUNCTIONS  
(based on their ratings from the interviewers)

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Part I - Legend for Rotated Factor Loadings

- 1 - Pre-College Informational
- 2 - Educational Testing
- 3 - Applicant Appraisal
- 4 - Applicant Consulting
- 5 - Student Inductive
- 6 - Student Registration
- 7 - Personnel Records
- 8 - Group Orienting
- 9 - Student Advisory
- 10 - Student Counseling
- 11 - Occupational Information
- 12 - Academic Regulatory
- 13 - Social Regulatory
- 14 - Student Self-Government
- 15 - Co-Curricular Activity
- 16 - Financial Assisting
- 17 - Graduate Placement
- 18 - Program Articulation
- 19 - Student Personnel Evaluative
- 20 - In-Service Education
- 21 - Administrative-Organizational

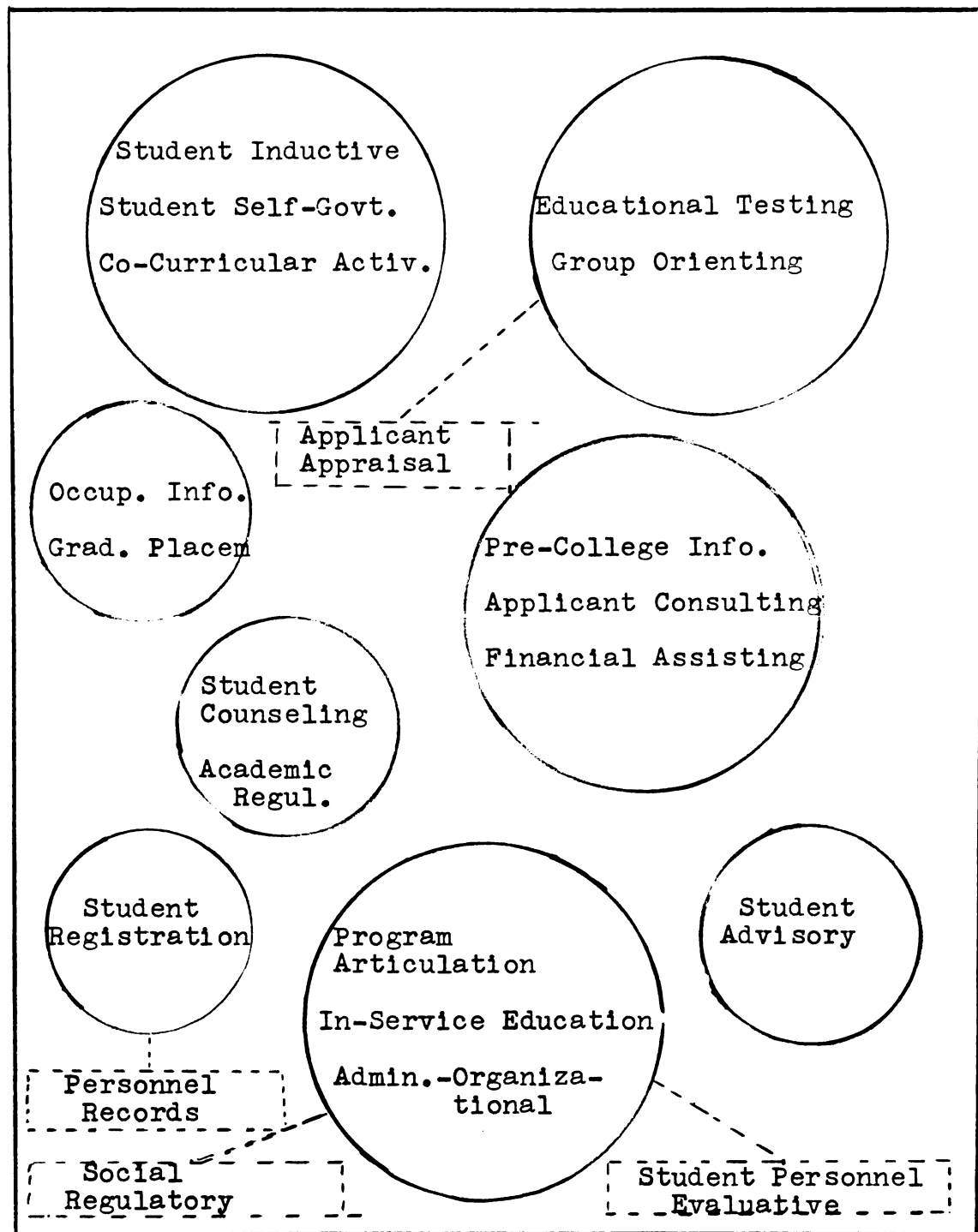
Letters A, B, C, D, E, F, G, and H are the common factors or "themes" with which the twenty-one basic functions are correlated. A correlation of .610 or higher was the criterion point for a function's inclusion in a cluster (see Part III of this Appendix).

## APPENDIX F (CONTINUED)

## Part II - Rotated Factor Loadings

	A	B	C	D	E	F	G	H
1	.301	.159	.693	.117	.184	.040	.084	.106
2	.159	.166	.166	.728	.011	.041	.210	.231
3	.191	.493	.334	.511	.010	.104	.063	.085
4	.023	.070	.698	.245	.057	.279	.147	.157
5	.610	.040	.166	.033	.019	.109	.288	.026
6	.072	.097	.245	.248	.089	.191	.088	.786
7	.426	.263	.072	.140	.077	.108	.425	.499
8	.092	.080	.246	.720	.068	.098	.276	.013
9	.072	.063	.152	.053	.178	.156	.814	.096
10	.013	.088	.229	.232	.217	.657	.227	.178
11	.001	.825	.065	.065	.016	.234	.124	.007
12	.089	.222	.012	.032	.058	.812	.033	.283
13	.344	.044	.222	.423	.520	.004	.146	.011
14	.697	.038	.197	.315	.164	.153	.018	.101
15	.761	.162	.051	.115	.283	.139	.116	.044
16	.084	.159	.697	.023	.195	.010	.050	.217
17	.073	.740	.066	.134	.232	.018	.102	.016
18	.174	.068	.042	.163	.747	.034	.120	.283
19	.153	.286	.099	.393	.401	.243	.373	.002
20	.036	.106	.158	.206	.631	.282	.278	.013
21	.086	.241	.223	.063	.634	.195	.157	.246

Part III - Factor Analysis Clusters of the Twenty-One  
Basic Functions in 49 Student Personnel Programs



Legend--Complete circles (clusters) indicate those functions that were highly intercorrelated (.61 or higher) on a 'common factor' in the ratings of the interviewers. Dotted lines around a function indicate that this function is related to the 'common factor' within the particular cluster, but not as high as the functions within the complete circle. See page 76 for a more complete discussion of this factor analysis.

The investigator would like to acknowledge David DeTemple and Michael Miklas, Jr. for their generous assistance in



$\bar{X} = 50$   
 $SD = 10$

# APPENDIX C

A Comparison (by Factor Analysis of 36 Institutional Characteristics) of Colleges Having the Strongest and Weakest Student Personnel Programs

--- Strongest  
 — Weakest

Standard Scores

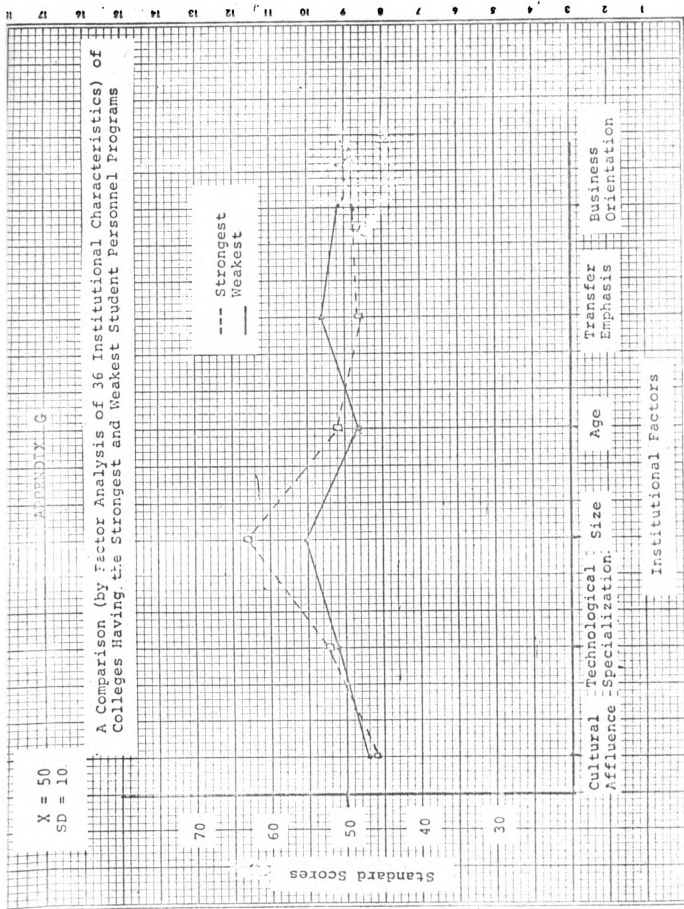
Cultural Technological : Size  
 Affluence - Specialization.

Age

Transfer  
 Emphasis

Business  
 Orientation

Institutional Factors





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