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NONACADEMIC PERSONNEL AND COMMUNITY COLLEGE GOVERNANCE

A Dissertation Presented

by

Pasqualino Capeci, Jr.

Submitted to the Graduate School of the
University of Massachusetts in partial
fulfillment of the requirements for the degree of

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April

1976

Higher Education

317

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Pasqualino Capeci, Jr.

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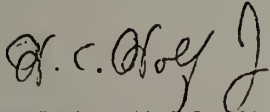
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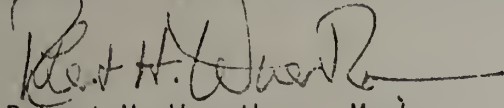
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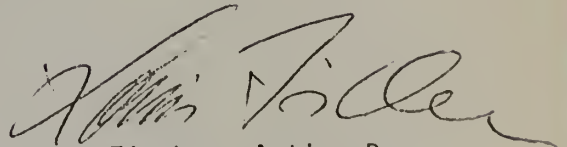
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April

1976

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Finally, I wish to express my appreciation to Dr. Elizabeth Sutherland, Associate Dean at Colorado College, whose original work made this study possible.

Nonacademic Personnel and Community College Governance

April 1976

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The purpose of this study was to examine attitudes and opinions of nonacademic personnel at Berkshire Community College concerning their involvement in governance. This study is a replication of an earlier study conducted by Dr. Elizabeth Sutherland at Indiana University.

The procedure used here was similar to the one used in the Sutherland study. It involved the following steps: (a) the independent and dependent variables of concern (these were derived from the response to the questions on the survey instrument and the personal characteristics section of the questionnaire), (b) the subject selection process (all nonacademic employees at Berkshire Community College), (c) the actual design configuration of the study, (d) instrumentation, and (e) data analysis.

The following conclusions can be substantiated by this study:

Staff members at Berkshire Community College are interested in participating in college governance. While there is a great deal of lack of opinion and concern at Berkshire, the majority

felt governance systems which include staff should be established throughout community colleges in Massachusetts. The majority felt staff personnel should be included as voting members on all-college senates.

Staff members at Berkshire would also like to be represented by staff members. There is little support for representation by other groups.

This study also reveals men are more willing to serve as staff's representative on an all-college senate than women. Those with other than work relationships to the college are more willing to serve than those who have work as their only relationship. Those with higher levels of formal education also show more willingness to serve. In addition, those between the ages of 30 and 39, those with union memberships, and those who have faculty contact are more willing to serve as representatives in college governance structures than others.

Staff members at Berkshire are concerned about college goals and purposes, but are aware of a lack of communication on these and other matters.

Staff members at Berkshire feel they have expertise that matches their concern and interest in areas of operation outside of their immediate responsibility. They do feel there are some areas in which they can contribute to the decision-making process.

There was no strong desire to establish labor union dominance among staff personnel on the Bloomington campus. However, in the

categories of Food Service-Service Maintenance and Clerical personnel, mild support of labor unionism was indicated regularly. At the same time, there was not a strong belief that faculty will be unionized.

The results at Berkshire relative to unionization are much different than at Indiana. There was a strong feeling at the time of this study that both faculty and staff would be unionized at Berkshire Community College.

Staff at Berkshire were not in favor of an admission policy which refused out-of-state and foreign students. Provincialism, as defined here, is definitely not a characteristic of staff personnel at Berkshire Community College.

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CHAPTER I

THE PROBLEM

Orientation

This study is a replication of an earlier study conducted by Dr. Elizabeth Sutherland at Indiana University.

The Sutherland study came about as a result of the extensive change in higher education during the sixties involving an expansion of the role of students, faculty and other constituencies in the governance of universities and colleges. New forms and structures were being developed during that period, according to Sutherland, "to assume equitable representation for all" ¹

Sutherland conducted a descriptive research study at Indiana University. She administered a survey to a sample of nonacademic employees at Indiana University. Some of the conclusions reached showed that "staff members are interested in participating in University governance . . . and . . . they are concerned about University goals and purposes, and are strongly aware of a lack of communication on these and other matters." ²

¹Elizabeth Sutherland, "Nonacademic Personnel and University Governance," Journal of the College and University Personnel Association 24, no. 1 (December, 1972): 11-49, no. 2 (March, 1973): 37-59, no. 3 (May, 1973): 60-84, p. 1.

²Ibid, p. 83.

Sutherland found that "Both students and faculty, finding new strength in unity and numbers, are increasingly demanding and receiving more involvement and authority in the decision-making processes of university governance." She found, on the other hand, that the nonacademic employee of the university had "almost no voice in university affairs, even those which directly concern his welfare." She also found that "the literature on the nonacademic employee does not indicate that he is a recognized factor in the administration of colleges and universities."³

Sutherland felt that the increased interest on the part of faculty and students in becoming involved in the governance of their institution may have stimulated some interest on the part of nonacademic employees to become involved. If new attitudes and opinions on the part of these employees were evolving, she felt they needed to be investigated.

Sutherland, citing TenBoer's study, stated that part of the rationale for her study was motivated by the involvement of labor unions on campuses. TenBoer concluded that "unionization and collective bargaining may be substitutes for other forms of participation by staff service employees in campus governance, now increasingly available to faculty members and students."⁴ Sutherland further stated that:

To assume that staff employees have no concerns and interests in common with faculty and students is to deny reality. To posit that they are not capable of sound

³Ibid, p. 2.

⁴Ibid, p. 4.

thinking in these areas is both naive and derogatory. Staff personnel share many concerns for, and interests in, the university and in higher education, generally with those of the "academic" segment of the community. As citizens of the state, taxpayers, students, and parents of students, they are concerned about rising costs, the quality of education, campus unrest and disruption, and the ultimate control of the university. As employees of the institution, they feel the same frustrations and concerns for such matters as on-campus parking, unions on the campus, acts of violence, and public opinion, and other affairs as do teachers, students, and administrators.

Harkness contended that, when institutions fail to meet the employees' need for recognition and their need for active participation, this failure will be reflected in one of two ways: (1) low morale, employee dissatisfaction, and big turnover; or (2) efforts to form a labor union.⁵

For some time now this researcher has been aware of the need to expand the role of nonacademic personnel at the community college level in governance. The term "nonacademic personnel" refers to all college employees other than faculty or professional administrators at or above the Dean's level. As Sutherland indicated, other segments of the academic community -- students, faculty and upper level administrators -- have not given serious consideration to the involvement of nonacademic personnel in the governance structures of colleges and universities. A study of nonacademic personnel and their involvement in community college governance has not been done. Since the Sutherland study, the pressure continues to mount. Custodial and clerical groups on college and university campuses across the country are moving toward unionization.

⁵Ibid, p. 5.

This fall clerical workers at the University of Michigan selected the United Auto Workers to represent them as their collective bargaining agent.

The University of Southern California settled with its library workers after their union threatened to solicit support from fans at the Rose Bowl.

During the past year, custodians, maintenance workers, cooks and food handlers, secretaries, campus policemen, and librarians have gone on strike at such institutions as the Massachusetts Institute of Technology, the New School for Social Research in New York, Ferris State College in Michigan, the University of Kansas medical center, the Universities of Chicago and Pittsburgh, and Hofstra, Syracuse, Temple, and Yale universities.

These events are signs of a growing phenomenon on college campuses: the unionization of "nonacademic" workers.⁶

Unionization, however, does not guarantee that all the concerns of the staff group will be met. Since not very much has been done about the concern expressed in the Sutherland study, it is apparent that more research is in order.

It seems imperative that all members of the community have representation in the processes and structure of governance so that all interests are protected. The very existence of the university (or college) may depend upon the attainment of amicable relationships among equal or nearly equal powers -- faculty, students, staff, trustees, and administrators. There is a danger that the voice of the staff may become, in reality, yet another external voice exerting pressure on the university, unless it is heard as part of the university itself.⁷

The following reasons are offered to account for why this researcher decided to replicate the Sutherland study using Berkshire Community College as the experimental setting.

⁶Philip W. Semas, "Unions Gaining Campus Workers," The Chronicle of Higher Education, Vol. IX, No. 20 (February 18, 1975): p. 1.

⁷Sutherland, Nonacademic Personnel, p. 3.

1. The practice of the exclusion of nonacademic personnel from participation in governance at community colleges in Massachusetts persists.
2. Union involvement on the part of academic and nonacademic employees at community colleges has increased significantly since Sutherland's study was conducted.
3. Attitudes and opinions of nonacademic personnel at Berkshire Community College regarding governance appear to be changing and should be examined.
4. Low morale and employee dissatisfaction are growing amongst nonacademic personnel at Berkshire Community College.

The Problem

The major purpose of this study is to replicate the Sutherland study. This replication is being done in order to examine attitudes and opinions of nonacademic personnel at Berkshire Community College concerning their involvement in governance. This study is being conducted in a similar manner to the study which was done at Indiana University by Dr. Elizabeth Sutherland. This study will attempt to ascertain parallels between these two institutions.

The following selected, specific objectives are being studied here as they were in the Sutherland study:

1. Attitudes and opinions of nonacademic personnel at Berkshire Community College regarding the possibility of their participation in the governance

of Berkshire Community College are being surveyed and analyzed.

2. A further examination is being done of the factors discovered in the Sutherland study, which serve as bases for involving nonacademic personnel significantly in the governance of the college to see if the same factors can be discovered at Berkshire Community College.
3. Whether or not staff employees felt that there are viable alternatives to unionization which would secure equitable and adequate participation in governance for them is also being examined at Berkshire Community College as it was at Indiana University.⁸

Eleven personal factors were isolated by Sutherland and studied in relation to nine concerns pertaining to governance. Both the factors set and the concerns set were systematically replicated in the context of Berkshire Community College. The factors and concerns sets include:

Personal Factors Studied

1. Age
2. Sex

⁸From this point on in this study, items cited from the Sutherland study will contain the words "Berkshire Community College" in place of "Indiana University" and the words "community college" in place of "university" where appropriate.

3. Level of formal education
4. Type and level of employment
5. Union membership
6. Length of service with Berkshire Community College
7. Whether or not the respondent is an alumnus of Berkshire Community College
8. Whether or not the respondent is the parent of a Berkshire Community College student
9. Whether or not the respondent is the spouse of a Berkshire Community College student
10. Whether or not the respondent is the spouse of a Berkshire Community College faculty member
11. Whether or not the respondent is attached to an academic department and whether or not he works in direct contact with students and faculty members

Governance Concerns Studied

1. The rights of staff and nonacademic personnel to participate in community college governance
2. The amount of interest they have in this participation
3. Their desire to maintain the status quo
4. The amount of satisfaction or dissatisfaction they feel with their current status
5. The amount of loyalty they feel staff personnel have for Berkshire Community College
6. The best means or types of organization by which they can be represented on campus and by whom
7. The areas or matters of community college affairs which concern them most directly and those in which they feel they have the most expertise
8. Their willingness to participate in new forms of community college governance

9. Change in employee-administration relations or treatment of employees as a result of growth in size of Berkshire Community College⁹

Significance of the Problem

The study of this problem is significant for several reasons. One of the conclusions reached in the Sutherland study was that "staff members are interested in participating in community college governance."¹⁰

Attention needs to be drawn once again to the nonacademic personnel and their interest in governance. As a result of this study, should there be an increase in opinion and concern, this would serve to emphasize the importance and significance of this replication. The fact remains that there are very few college-wide senates in community colleges in Massachusetts which have nonacademic personnel representation. Sutherland's study indicated that the nonacademic employee not only has interests in common with faculty and students, but his interest is much more likely to extend over a longer period of time, as he does not have the mobility of students and faculty.

In the Sutherland study, one of the conclusions reached was that "there is no strong desire to establish labor union dominance among staff personnel on the Bloomington campus."¹¹ However, in the categories of food service, maintenance and clerical personnel, mild support to labor unions was indicated regularly. At the same time,

⁹Sutherland, Nonacademic Personnel, p. 35.

¹⁰Ibid, p. 83.

¹¹Ibid, p. 83.

there was not a strong belief that faculty will be unionized. As was indicated earlier, this climate has changed markedly. In Massachusetts alone, nonacademic personnel at nine of the fourteen community colleges have already voted to have the American Federation of State, County and Municipal Employees (AFSCME) represent them. At three of the fourteen community colleges, faculty have negotiated contracts with the Massachusetts Teachers' Association (MTA) and the American Federation of Teachers AFL-CIO, (AFT). The Massachusetts Board of Regional Community Colleges is currently seeking a ruling by the State Labor Relations Board which will allow one bargaining unit to represent all classified employees and one bargaining unit to represent faculty. There is much increased union activity amongst faculty. At ten additional community colleges in Massachusetts, faculties have collected a sufficient number of signatures indicating a desire for bargaining units to represent them.

One of the recommendations of the Sutherland study is, "This same, or a similar, survey instrument, might be used by other universities for the purpose of validating these findings, and to give other administrations an awareness of the views of their nonacademic personnel on the issues of community college governance."¹² This researcher is accepting the recommendation of the Sutherland study to utilize the same instrument on a different nonacademic personnel group in order to validate the findings and stimulate the administration of this community college and other community colleges

¹²Ibid, p. 84.

toward an awareness of the views of nonacademic personnel and community college governance.

Although not much time has passed, the accelerated pace of change in the areas of union activity on community college campuses in Massachusetts and throughout the country necessitate the replication of this study. Administrators on college campuses appear to be unprepared for the increase of union activity which very often represents a breakdown in administration-employee relations, more expense to the college, and in some cases, a lowering of employee morale. It is hoped that the findings and conclusions of this study will be valuable to administrators, for although unionization seems inevitable, the inclusion of nonacademic personnel in governance may serve to ameliorate the situation and improve administration-employee relations.

Limitations

There are a few limitations to this study. Perhaps the most important among them is the manner in which the data will be collected. In the Sutherland study there was no relationship between her position and the employees surveyed. The position of this researcher, as Dean of Administration at Berkshire Community College may have an effect on the respondents, since many of them report directly or indirectly to him. This relationship could have caused respondents to sense an obligation to respond, or the responses could be a reflection of their attitudes toward him instead of the subjects in question, or they may not respond at all. Care was taken to see

that this limitation had as little effect on the data as possible. One method for reducing the effect of this personal involvement was to have someone else administer the questionnaire. The Assistant to the Dean of Faculty administered the questionnaire.

At first glance it may appear that Berkshire Community College and Indiana University are too dissimilar for a replication to be meaningful. It is the opinion of this researcher that while the institutions are quite different in size (Indiana University at the time of the study, 3,667 nonacademic staff positions; Berkshire Community College, 117 nonacademic staff positions currently), the nonacademic employees at each institution are very similar. The "family" atmosphere that seemed to prevail during the earlier years of Berkshire Community College, when almost everyone had access to the president, is nonexistent now that the college has moved to its spacious new campus. Interest in governance and concern over access to power by nonacademic employees did not appear to be necessary several years ago at Berkshire. The levels of bureaucracy that exist at Berkshire Community College now are much like that of a large university, and there appears to be concern over power and access to it.

The nature of data collected did not warrant pretesting of the questionnaire. A letter from Dr. Sutherland (Appendix B) clearly indicates that validity and reliability testing of the questionnaire were not essential.

It should also be noted that since the data will be exclusively collected from employees at Berkshire Community College, the findings cannot be generalized.

Definition of Terms

The term "nonacademic personnel" in this study refers to all college employees other than faculty and professional administrators at or above the Dean's level.

Due to the basic differences in the purposes of the institutions, the subcategories in the Sutherland questionnaire were slightly modified for use at Berkshire Community College. Also, some differences exist in job classifications between the university and the community college.

In the Sutherland study:

. . . the positions typifying each of the five classifications of employees who comprised the study population were as follows:

Administrative: Administrative chiefs or department heads, systems analysts, budget analysts, personnel coordinators, programmers, accountants, and buyers.

Professional: Engineers, editors, public relations specialists, news bureau personnel, and senior draftsmen.

Technical: Laboratory technicians (degreed and nondegreed), electronics technicians (degreed and nondegreed).

Clerical: Clerk-typists, secretaries, (various levels), account clerks, keypunch operators, receptionists, and record clerks.

Service Maintenance and Food Service: Maids, janitors, electricians, maintenance personnel, truck drivers, groundsmen and cooks.¹³

As the first study progressed it became necessary to combine the technical and professional categories into one because each individual group was too small to be studied meaningfully. In this study, these two classifications will be combined at the outset of the study, since Sutherland's experience makes it apparent that there are too few in each group to warrant individual analysis. However, the subcategories were changed in order to more accurately describe the functions as they are actually performed on the Berkshire Community College campus. In the Administrative category, the terms "assistant deans" and "directors" at the community college are the same as the administrative chiefs at the university. The categories of "budget analysts," "personnel coordinators" and "buyers" have been eliminated because they are not separate positions at the college at this time. The categories of "student personnel officers," "counselors" and "library personnel" have been added, since they are considered administrative by definition.

The Technical category remains the same as in the Sutherland study. In the Clerical category there is only one minor change: the term "bookkeeper" is used instead of "account clerks." There are also two minor changes in the Service Maintenance and Food Service category.

¹³Ibid, pp. 10-11.

The term "matrons" is substituted for "maid," since "matron" is the title used by Berkshire Community College for this work. The phrase "cafeteria workers" is more inclusive than the term "cooks" and more properly describes the function of the employees at Berkshire Community College. The following is a list of categories as they will be utilized in this study:

Administrative: Assistant deans, directors, assistant directors, department heads, systems analysts, programmers, accountants, student personnel officers, counselors, and library personnel.

Technical-Professional: Laboratory technicians (degreed and nondegreed), electronics technicians (degreed and nondegreed), and specialists.

Clerical: Clerk-typists, secretaries (various levels), bookkeepers, key-punch operators, receptionists, and records clerks.

Service Maintenance and Food Service: Matrons, janitors, electricians, maintenance personnel, truck drivers, groundsmen, and cafeteria workers.

C H A P T E R I I

THE EVOLUTION OF GOVERNANCE SYSTEMS --

A REVIEW OF THE LITERATURE

Introduction

In her study, Dr. Sutherland presented an extensive historical review of the literature through 1971. In order to update and present a more complete survey of the literature in this study, a brief overview of Sutherland's literature review will be presented first. Following this overview, this researcher will confine his review to the time period after 1971.

The review of the literature section in this study will be presented in subsections, as follows:

1. Overview of Sutherland Literature Review
2. Some Trends in Power
3. Broad Participation in Power
4. The Balance of Power
5. Examples of Shared Power
6. Policymaking Power and Its Relationship to Management
7. Conclusion

Overview of Sutherland Literature Review

The Sutherland review was presented in the following subsections:

1. Historical Patterns of Participation in Institutional Governance
2. The Medieval Universities
3. The American System
4. The Situation in 1970
5. Emerging Patterns of University Governance: New Forms and a Theoretical Model
6. Student Involvement in New Forms of University Governance
7. New Participation Roles for Faculty
8. Emerging Patterns of Participation by Nonacademic Personnel
9. Alternatives in Campus Governance
10. A Tricameral System of University Governance

A brief summary statement or paragraph of each Sutherland subsection will be presented here as deemed appropriate by this researcher.

Historical Patterns of Participation. Sutherland points out that historically governance of educational institutions has largely been unplanned evolution rather than carefully thought through administrative conceptualization.¹⁴

The Medieval Universities. Students controlled medieval universities with a semblance of full democracy. This domination continued

¹⁴Sutherland, Nonacademic Personnel, p. 12.

until 1450, when "the king put an end to student power at the University of Paris." The governance of colleges and universities shifted from student control to faculty responsibility. In fact "students have never dominated British universities."¹⁵

The American System. The American system saw the extension of the Scottish system of lay governing boards. "The presidents of the governing boards came to be powerful figures of authority in contrast to the English concept of a university dean or rector as primus inter pares, or spokesmen and leaders of the faculty."¹⁶ Faculty influence diminished as the power of the presidents rose and as more state and federal control became part of American higher education. Over the years the role of faculties in governance has been more as advisors, rather than decision makers.¹⁷ There have been many attempts in the past to make faculties more administrative than advisory in policy making.

Faculties have been asked in the past to do administrative tasks such as record keeping, scheduling, and committee work. The term "administrative" also infers that prior to 1970 faculty were involved in governance, but had little decision making power. According to Jencks and Riesman, the situation in 1968 was as follows:

¹⁵Ibid, pp. 12-13.

¹⁶Frederick Rudolph, The American College and University, pp. 166-167, cited in Sutherland, Nonacademic Personnel, p. 13.

¹⁷Ibid, p. 4.

Sometimes, indeed, the dissidents blame "the administration" for actions the majority of their (faculty) colleagues insisted on, forgetting that faculties are themselves diverse and assuming if their colleagues do not agree with them it must be because they were "pressured" or "bought" or "manipulated." In our observation, however, where professional opinion is united, trustees and administrators only rarely override, and then seldom for long.¹⁸

The plight of the American student has been much worse than faculty in terms of actual involvement in the policymaking of the institution. "Students were not permitted to share with faculty in determining academic purposes, policies, or priorities." McGrath speaks extensively of student de facto power as one means of exerting influence. And, schools such as Antioch, Roosevelt University, Sarah Lawrence, Marlboro and Goddard College have given students what is tantamount to "full membership in their policy-making governing bodies."¹⁹

The Situation in 1970. In the recent report on the Campus Governance Program of the AAHE, Keeton wrote:

The most neglected constituency is the nonfaculty staff. In confrontations that closed campuses, these staff have often been the ones whose economic interests suffered most. Unionization is the resort for them where it is not prohibited by law, but it is not as direct a route to influence upon noneconomic issues as would be representation in the committees and councils which deal with employee interests. Moreover, the active cooperation of these staff, like that of students and faculty, is

¹⁸Christopher Jencks and David Riesman, The Academic Revolution, New York, Doubleday & Co., Inc., 1968, p. 18.

¹⁹Rudolph, The American College and University, pp. 15-16.

essential to full effectiveness, and many of them bring competence and perspectives to campus policy problems that would complement the resources otherwise available.²⁰

This is one of the few real commitments to staff appearing in current literature. It is also a most cogent justification for their inclusion in institutional government.²¹

Basically, little thought has been given historically or at present to the inclusion of nonacademic personnel in the governance of colleges and universities.

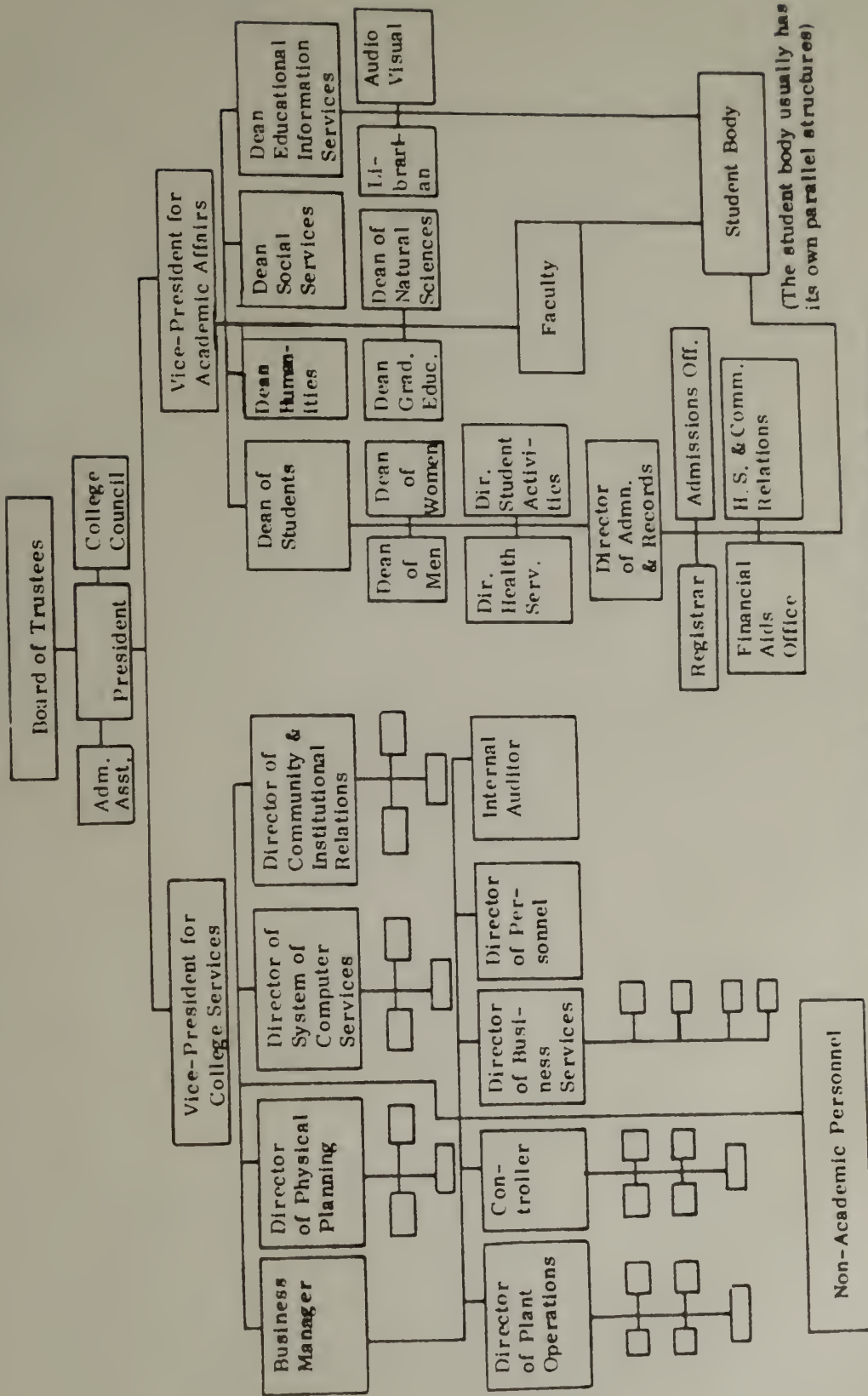
Emerging Patterns of University Governance: New Forms and a Theoretical Model. Dr. Sutherland displays an organization chart showing the Hierarchical-Authoritarian Governance System (page 20) and a circle chart showing the Equalitarian-Participatory Governance Structure (page 21).

Student Involvement in New Forms of University Governance.

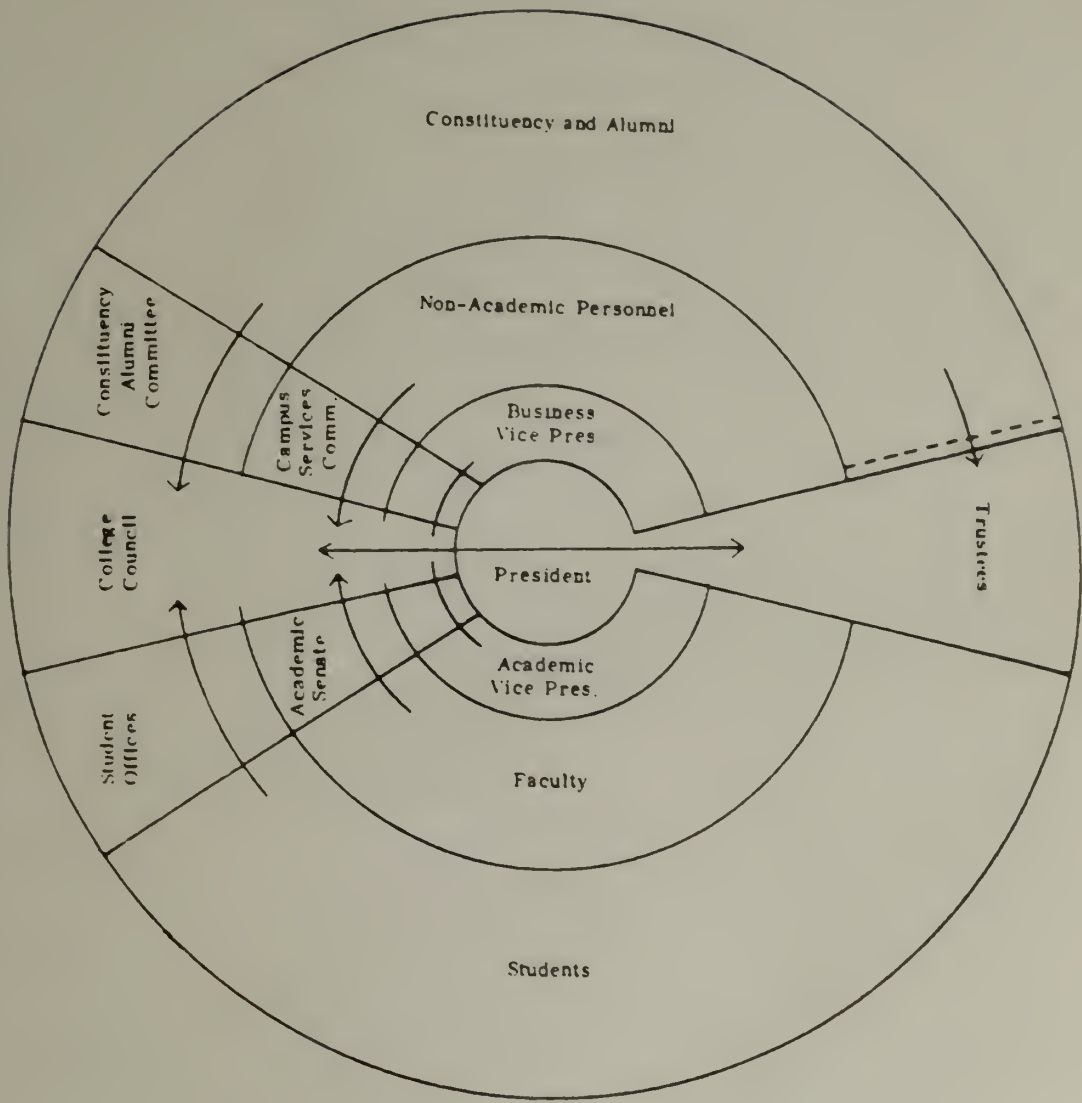
Prior to the mid 1960's the American student's influence in the governance of higher education institutions was almost non-existent. The situation, however, is changing, as some institutions are now including students on policy-making bodies. Sutherland cites Colorado College as an example of the new view toward students having greater influence over their own affairs. She uses Ottenheim College and Saint Joseph's College as examples of both faculty and students

²⁰Morris Keeton, Shared Authority on Campus, A Report on the Campus Governance Program of the American Association For Higher Education, Washington, D. C., 1971, p. 23.

²¹Sutherland, Nonacademic Personnel, p. 17.



Model of Hierarchical-Authoritarian Governance Structure



Model of Egalitarian - Participatory Governance Structure

being given board membership, but quickly points out that there is no plan to include nonacademic personnel in this arrangement.²²

New Participation Roles for Faculty. Sutherland, citing Dykes, points out that while faculty are very interested in almost all aspects of the governing of their institutions, they are not willing to devote the time, and place this activity at a low priority, while looking down on their colleagues who do participate.

Emerging Patterns of Participation by Nonacademic Personnel. Two examples are cited in the Sutherland study with regard to nonacademic personnel and their participation in governance: the already functioning council of the Princeton University Community, and the proposed Governing Council at the University of Waterloo in Canada. These will be reviewed in detail under a section entitled "Examples of Shared Power."

Alternatives in Campus Governance. This section of Sutherland's review is largely quoted from Hodgkinson, and is a review of events in governance during the late '60's. Not all attempts at governance structures of a democratic-participatory nature are proving successful.

A tricameral System of University Governance. In effect, what she has done is to suggest that Eberle's Tricameral system, which includes a central "house" consisting of laymen, a "house" of students, and a "house" of faculty, add a fourth house consisting

²²Ibid, pp. 19-21.

of nonacademic personnel. She closes the section by making no claim to the success or failure of any of the systems reviewed, and points to the emphasis of her study of nonacademic personnel at the University of Indiana.

Some Trends in Power

It is the intention of this researcher to show (by citing a few samples of recent literature) the direction of governance in general, and the direction of governance and its relation to the nonacademic employee. It is clear from the current literature that power and access to it are foremost in the minds of many constituents at colleges and universities. Also indicated in the literature is the fact that remuneration and benefits are not necessarily of paramount importance to all employees.

According to John Gianopulus, indications are that "Noneconomic demands gained by the representative faculty organizations are given higher priority ranking by these organizations than economic gains."²³ Among the many noneconomic items these faculty expressed interest in are: "Recognition of faculty and student participation in the formulation of policy and voice in selection of administrators."²⁴ There seems to be an indication here that the governance question has high priority, and the negotiation process is aimed

²³John Gianopulus, "Beyond the Bread and Butter Issues," Junior College Journal 42, no. 6 (March, 1972), p. 18.

²⁴Ibid, p. 18.

toward the increase in power of faculty and students in the running of institutions of higher education.

A few colleges and universities are experimenting with governance structures which attempt to provide for involvement of nonacademic personnel. The following portion of an operating directive from Indiana University shows evidence that some provision is being made for inclusion of the nonacademic employee in policy formation. Note, however, the words "suggestion" and "advice" are clearly indicated, and there is no provision in the policy for voting authority. This is true in most states, since power and authority are delegated to Boards of Trustees by State law.

TRUSTEE POLICY

- I. It is the policy of the Board of Trustees to receive suggestions and advice from the University employee staff¹ in formulating policies and in solving problems affecting their welfare, working conditions, and the services which they render.
- II. In order that all such suggestions and advice may be evaluated in proper relationship to the University as a whole, including the student body and public, the Board of Trustees has authorized the establishment of joint advisory committees to consist of representatives of the employee staff and of the administrative staff² through which advisory proposals originating in the employee group shall pass and from which recommendation may be made to the Board of Trustees.
- III. E. Scope of Activity and Authority of the Staff Council
 1. In recognition of the power and authority vested solely in the Board of Trustees by legislative acts of the State of Indiana, the Staff Council shall serve as an advisory and suggestive body in reference to matters indicated in the first paragraph of the Trustee policy, working through Joint Advisory Committees as required in paragraph II.

2. It shall have authority to select officers from its own membership.
3. It shall have authority to call meetings of the Staff Council at reasonable times and places, except that members may be granted time off from their University job duties without loss of pay to attend such meetings no more than two hours in any month.
4. It shall have authority to select from the Staff Council, as determined by the Council itself, three Staff Council representative members of each Joint Advisory Committee.

F. Origination of Matters for Staff Council Attention
Matters for Staff Council attention may originate from any of the following sources:

1. Any individual staff member through an elected council representative, or by placing on file with the secretary of the Council a signed written statement of the matter.
2. Any group of staff members in the same manner prescribed in "a."
3. Any member of the Staff Council.
4. A Joint Advisory Committee.
5. The University Administration.

¹The term "employee staff" as referred to in this action shall include nonacademic staff members not designated as "administrative staff."

²The term "administrative staff" as referred to in this action shall include Administrative Officers and supervisory personnel with authority in the employment process.²⁵

²⁵Indiana University, Operating Directive No. D-26, "Staff Participation in Policy Formation and Problem-Solving," Issued 7/10/74; revised 1/19/74.

Closely related to the desire for more real power on the part of employees of colleges and universities is the apparent need for the involvement of other constituencies in the governance process. A sampling of the literature shows this to be true at several community colleges.

Broad Participation in Power

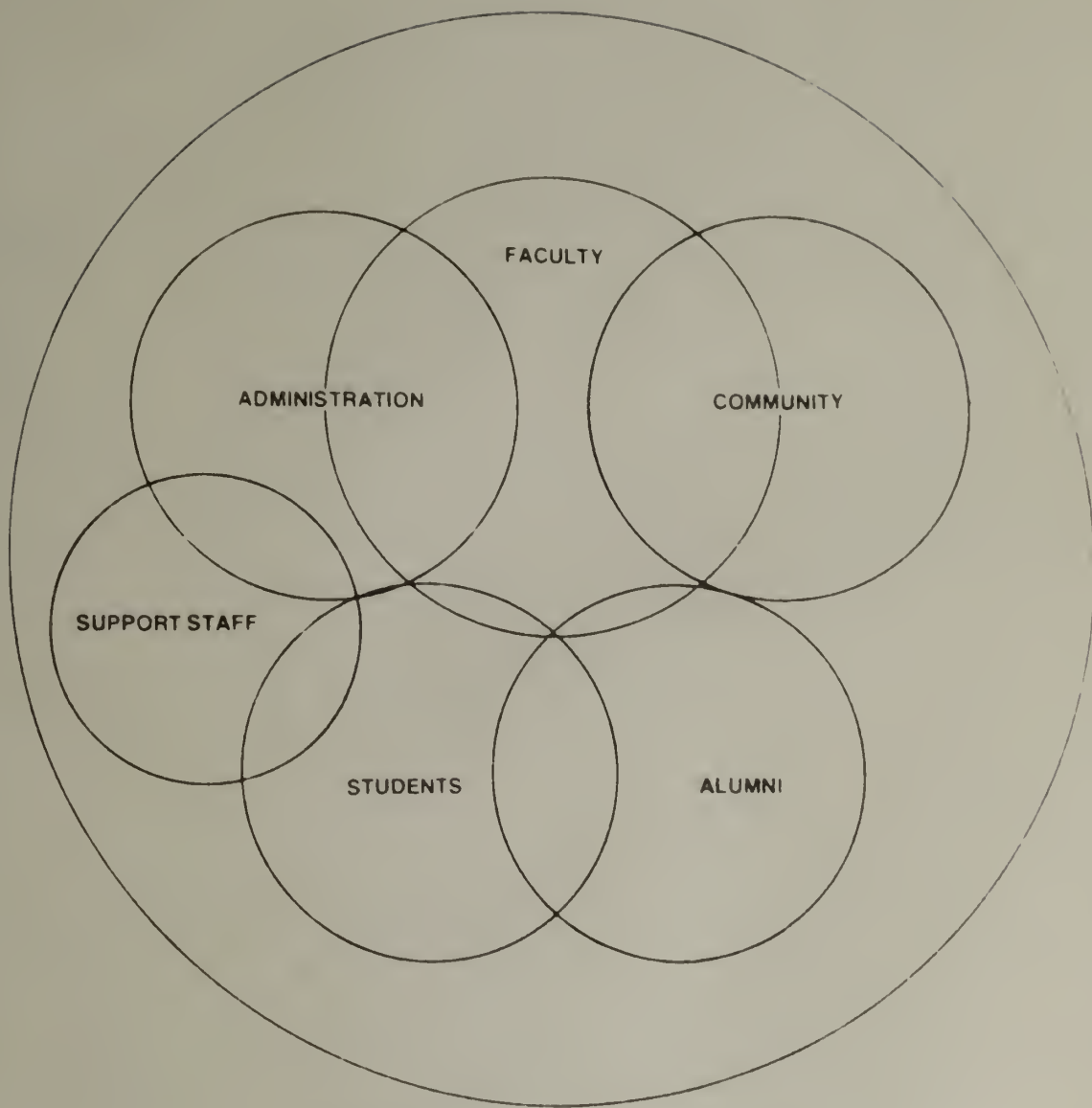
Realistically, who should be involved in the governance of institutions of higher education? There are a few samples of literature which seem to support the broadest possible participation.

In the area of community colleges, several institutions have adopted governance structures which include participation in management by nonacademic personnel. As stated by Richardson, Blocker and Bender:

The concept of shared authority depends . . . upon a redistribution of power among campus constituencies accompanied by the establishment of credible procedures through which differences of opinion can be resolved equitably.²⁶

The community/junior college constituency is indeed varied and can be considered to include: faculty, administration, students, support staff, alumni association and, very importantly, the community. The spheres of participative management are illustrated in the following diagram (page). Also, it should be recognized that a

²⁶Richardson, Blocker, and Bender quoted in Barry Heerman, Topical Paper No. 47, Organizational Break Through in the Community College, Los Angeles, ERIC Clearinghouse for Junior Colleges, November, 1974, pp. 17-18.



SPHERES OF PARTICIPATIVE MANAGEMENT

kind of imposed participation results as federal, state and local governments become involved in funding two-year colleges.²⁷

Administrators at Northampton County Community College, Bethlehem, Pennsylvania, report that the "college has implemented an internal governance structure built on the principle of participative management, involving student, faculty and administrative constituencies."²⁸ Another example of broad participative management can be found at Moraine Valley Community College, in Palos Hills, Illinois:

Moraine Valley Community College broadens the participative base to include other constituencies. Nelson gives the example of a college facilities committee which includes two secretaries, two deans, a custodian, an instructor, a counselor, two students, two vice presidents and the college president. Similarly, Brookdale Community College involves all constituencies in its college governance. Four institute councils and a college assembly representative of constituencies provide the machinery. The president may exercise a veto, but the assembly can overrule it by a two-thirds vote. The college has recently involved all constituency in a review of institutional philosophy and mission.²⁹

"Merritt College, Oakland, California, has instituted a shared governance council with three elected representatives from faculty, student, support staff and administrative levels."³⁰

There continues to be clear indication that broadly based governance structures are being implemented and evaluated. This

²⁷Barry Heerman, Topical Paper No. 47, Organizational Break Through in the Community College, Los Angeles, ERIC Clearinghouse for Junior Colleges, Nov., 1974, p. 17.

²⁸Ibid, p. 19.

²⁹Ibid, p. 19.

³⁰Ibid, p. 20.

researcher has corresponded with each of the several colleges mentioned above to conduct an informal assessment of these new forms of governance.

In order to insure that the operation of colleges and universities continue without severe limitations or detracting from their major goals and purposes, the level of participation by various constituencies must be analyzed. While there is not a great deal in the literature concerning this aspect of the problem, there is some indication of widely divergent views on the matter.

The Balance of Power

How much power should be left with the administration? Which decisions should be taken to all the constituencies? These and other questions are not readily answered from the literature; however, there are clear indications that a careful balance in the level of shared power must be maintained in order not to impair the function of the institution.

Not all educators have liberal views toward participative governance. Some have taken a more conservative approach and would emphasize the concept of executive authority as opposed to group decision making.

Since a university is not a parliamentary body, and even less a place where total participation is possible, the existence of a strong executive authority is essential. Only where such authority exists is there any possibility that proposed innovations will be debated, tested, and, when appropriate, implemented.

If the executive function is to be strong, but also accountable, and not only to trustees but to faculty and students as well, there must be an organizational structure that encourages the flow of communications and provides opportunities for initiative and review. Some institutions may find senate, committee, and other existing structures adequate for consultation and participation: others may find new mechanisms more functional. In calling for the restoration of the authority and responsibility of the president, it is with the clear intention that leadership be exercised in a manner that gives weight to the opinions and values of the whole university community.³¹

In the First Report of the Assembly on University Goals and Governance, Meyerson and Graubard indicate the balance necessary in the establishment of sound governance structures.

A college or university -- even when it is small -- is an intricate organization. Trustees, administrators, students, professors, staff, alumni, and legislators and public officials are all assumed to have an interest in the institution. It is easy to underestimate (or exaggerate) the influence of any one of these. Good governance depends on a reasonable allocation of responsibilities that makes the structure of authority credible for all these groups. It is impossible that all should decide everything or be consulted on every issue. No parliamentary or bureaucratic procedures can be developed that will guarantee such participation and consultation in most institutions. University governance exists to make education possible. This objective is most likely to be achieved, and not in a superficial sense, where there is a division of responsibility, a sharing of information, and a readiness to subject authority to the requirements of a well-defined system of accountability. Too few institutions have developed these characteristics in their mode of governance. Many more ought to do so.

A system of college or university governance should itself be educative for all who take part in it. A style of institutional arrangements appropriate to higher education should be borrowed from the academic ideal of reasoned

³¹"The Assembly on University Goals and Governance," Daedalus, 104:326, January, 1971.

scholarship, in which findings and proposals are submitted to critical review. For too long, colleges and universities have borrowed their governance models from business and public administration. Neither is appropriate for most functions of academic institutions.³²

Communication between all constituencies in a college governance situation is imperative.

The opportunity to nominate (board members) by a petition signed by a designated number of faculty or students -- alumni frequently have such a privilege -- ought to be experimented with. Faculty senates, student governments, employee organizations ought all to have means available for communication with the governing board.³³

The Assembly on University Goals and Governance reported a danger in the creation of governance structures. When such structures include all members of the college and university community, the main purpose of the institution may be lost.

The tendency to create unicameral legislative or advisory bodies for colleges and universities raises the possibility that important issues specific to either faculty or students will be obfuscated. Where such councils or campus-wide senates are established, separate faculty, student, and other deliberative bodies should also be maintained.³⁴

To what degree non-teaching professionals and others employed at universities and colleges should be involved in policy-making is still very much an unresolved issue. Meyerson and Graubard conclude that "If any internal governance problem, not already high on college and university reform agendas, requires study, it is this one."³⁵

³²Ibid, p. 339.

³³Ibid, p. 340.

³⁴Ibid, p. 342.

³⁵Ibid, pp. 342-343.

Examples of Shared Power

Mary Nelson, Director of Public Information at Moraine Valley Community College, Palos Hills, Illinois, addresses succinctly the question of the level of involvement nonacademic personnel should have in governance. "Nonprofessional or 'classified' staff members serve on all institutional committees."³⁶

This single-group concept, called the Moraine Mix, is based on the following ideas:

1. All institutional personnel are equally interested in the attainment of institutional goals.
2. The success of the institution will be determined by the performance level of each employee.
3. Titles are used to differentiate and identify job assignments but are not meant to indicate prestige levels.
4. Organizational structure, job assignments, and physical barriers are not excuses for lack of communication between or among any personnel or any organizational area of the college.
5. Each employee is recognized for his expertise in his performance area and is encouraged to share his knowledge and skills with those in all divisions of the college.

³⁶Mary Nelson, "The Moraine Mix," Community Junior College Journal, October, 1973, p. 23.

6. No person can fulfill all the requirements of his job; he can assume the dimensions of his job only with the help of others.
7. Divisional aims are subordinate to institutional goals.
8. The college is designed and managed to facilitate free communication and group decisions.
9. Instructional effectiveness is enhanced by interaction between and among all staff members and students, and the college promotes this interaction.
10. Although the college staff provides instruction leadership and performs other services without which instruction could not exist, it is recognized that the college will benefit by contributions made by students and that students must have rights of communication equal to those available to the college staff.

The following opinions were solicited from staff members at Moraine Valley Community College:

"Classified" staff members find that their opinions and suggestions are not only welcome, but solicited. They recognize that the tasks of the college are beyond the ability of any individual or small group.

In addition, they develop an overall understanding of the college goals, philosophies, and objectives. As members of "participatory management system" they tend to support the governance of the institution because they have had a part in the decision-making.

Members of committees, councils, commissions, and cabinets work within their groups to solve the problem at hand. Job distinctions are not considered unless doing so helps

in the deliberations of the group or assists in accomplishing the task. Generally, after sharing ideas, the groups try to reach decisions by consensus.

One member of the campus safety patrol summed it up in a recent conversation: "I'm a true member of 'the staff' at Moraine Valley -- not a sideline employee watching the institution develop, but a part of the process. The experience has given me an opportunity to see how each employee can contribute more than just a day's work to his job. What's more, the returns are greater than money. Whatever the future holds, I know I am a part of this college."³⁷

Mary Nelson recently reported that further refinement has been carried out in the Moraine governance system (Appendix F). In a recent letter she reports:

So far, the (governance) concept has worked well Since its opening in 1968, Moraine Valley has had a broadly based governance system. Representatives of staff and student body have served on all committees.³⁸

She points out in her letter that the 1974 plan was implemented as a "coordinating device." To summarize its effect, essentially all committees were disbanded and only four standing committees remain. They are the Academic Affairs, Community Affairs, Institutional Affairs and Student Affairs Committees. Each of these committees is charged by the president with respect to duties and scope of concern. A study of the guidelines for the new committee operation immediately point out a streamlining effect which should bring about smoother and more functional operation.

³⁷Ibid, p. 23.

³⁸Mary Nelson, Moraine Valley Community College, in a letter to this researcher dated August 26, 1975.

Another example of shared governance which includes members of the nonacademic staff is found at Brookdale Community College, Lincroft, New Jersey. When the system was initiated by Dr. Harlacher, president, it was determined that:

. . . all major college constituencies, including not only the students, administrators and faculty, but also the nonacademic staff, the secretaries, groundskeepers and paraprofessionals who are so frequently omitted when college planning or decision-making is in progress . . .³⁹

be included.

The structure at Brookdale Community College operates much like the United States Legislative system.

The matters approved by the college assembly, which include all proposed college regulations and policies, as well as curriculum and other issues, are sent to the president for his approval. If this is given, the question is settled, except in the case of legislation which requires approval of the board of trustees.

The College Assembly has a total of 38 members -- the president of the college, 12 students, 12 faculty, 6 from the nonacademic staff, 6 administrators, and a representative of the alumni association.

That its governance system is imperfect, no one at Brookdale will deny. It is in many ways a pioneering effort, for few if any other colleges have attempted to give such significant powers to so broadly representative a governance structure. However, most members of the college believe that it is sound in theory and that it is important enough to warrant the investment of time and effort which will be required to make it even more effective.⁴⁰

³⁹R. Kudile and E. Multer, "Shared Governance: Hard Work But Worth It," Community Junior College Journal, October, 1973, p. 19.

⁴⁰Ibid, pp. 19-20.

A very recent update (August 13, 1975) from Northampton County Area Community College in Bethlehem, Pennsylvania finds the staff group unionized. According to Susan K. Kubik, External Affairs Assistant, "Input into the decision-making process by members of either group (clerical or custodial staffs) is best relayed by the union or through individual staff officers to whom they report, depending on the nature of the decision."⁴¹ This very extensive and carefully studied system of so-called participative governance does not include all of the nonacademic personnel. As of July, 1975, governance and collective bargaining are at an impasse at Northampton County Community College. The evolving system of governance which has survived eight years appears to be ready to fall to unionization. The next few weeks will determine whether the Board and the faculty will submit to binding arbitration or a strike. At the time of this writing, this researcher was unable to discover the outcome of this situation.

Helen Anderson, Public Information Officer of El Paso Community College, reported the following information:

The Shared Governance Assembly (at El Paso Community College) is composed of elected representatives of administration, faculty, support personnel, and students.⁴²

⁴¹Susan K. Kubik, in a letter to this researcher dated August 13, 1975.

⁴²El Paso Community College Annual Report, 1973-74, p. 3.

According to the information given to this researcher by Helen Anderson, the Shared Governance Assembly is an active group. "Four task forces provide input on facilities, curriculum, budget, and community relations." They have an impressive record for processing proposals during the academic year 1973-74:

Proposals submitted	43
Proposals approved	37
Proposals disapproved	2
Proposals pending	443

Helen Anderson goes on to report in great detail on the specifics of the governance structure at El Paso Community College. This researcher presents here only those that seem apropos to this study. Although many other systems have been examined, it was felt that the presentation of this one in some detail would be sufficient for the purposes of this review:

Representation

The Shared Governance Assembly shall be a representative body of four groups included in the Guidelines for Shared Governance adopted by the State Board for Community Colleges and Occupational Education, as listed below

Breakdown

In terms of numbers and approximate breakdown, representation to the Assembly shall be as follows:

<u>Groups</u>	<u>Units</u>	<u>Representatives</u>
Administration	Administrators (at least one representative shall come from the mid-management level: Supervisors, Department Chairmen, etc.)	4

⁴³Ibid, p. 4.

<u>Groups</u>	<u>Units</u>	<u>Representatives</u>
Faculty	General Studies Faculty	1
	Occupational Studies Faculty	1
	Student Services/Learning Materials Center Faculty	1
	Unique Faculty (special projects, Lab. Assistants, Paraprofessionals, etc.)	1
Students	Occupational Studies Students	1
	General Studies Students	1
	Student Government (represented by the Student Body President)	1
	Minority Students	1
Support Staff	Office Personnel	1
	Buildings and Grounds Personnel	1 . . .

Senate Organization

The Shared Governance Assembly shall function as a senate with one equal vote held by each representative

Recommendations To The President

The Shared Governance Assembly shall act by majority vote. The final recommendations of the Assembly, together with minority opinion(s) shall be submitted to the College President for his review. The President shall seek clarification of any Shared Governance Assembly recommendation from the Shared Governance Assembly Chairman. If, after consultation with the Assembly Chairman, the President disapproves a recommendation of the Assembly, he or his designated representative shall meet with the Assembly within thirty (30) days to explain his disapproval and discuss any possible revisions of the recommendation. If a recommendation concerning policies and procedures is approved by the President it shall be submitted for inclusion on the Agenda of the next regular meeting of the College Council for its consideration. Other recommendations which are approved may be submitted to the Council at the discretion of the President

Support Staff

The two units within the Support Staff group shall each determine their own method of choosing representatives and alternates from a list prepared by the Dean of Administrative Services

Right of Individual To Speak

Each individual member of the College community is urged to communicate recommendations directly to his respective representative on the Shared Governance Assembly. If the individual(s) feel that their representative has not adequately represented their interests, the individual(s) have the right to address the Shared Governance Assembly on the issue of concern. At all Assembly meetings there shall be an open agenda item for the concern of individuals.⁴⁴

This researcher has only selected small portions of the policy manual for the Shared Governance Assembly at El Paso Community College in order to show the truly representative nature of it. The college has a monthly newsletter, and in each newsletter there is a section entitled "S.G.A. Actions." This method of dissemination of information adds to the credibility and viability of the Shared Governance Assembly. The June '75 issue of the EPCC Newsletter reported on the following activities of the Shared Governance Assembly:

The May 21st meeting addressed itself to Probation-Suspension, Merit Pay, Task Force on Faculty Development, Addition of the X symbol in grading, Due Process, and Safety Administration Program.⁴⁵

The concerns taken up by this body are very broad. The all-encompassing nature of the problems addressed by this group appear to

⁴⁴El Paso Community College, Shared Governance Assembly (8-19-72).

⁴⁵El Paso Community College Newsletter, No. 105, 6-9-75.

indicate that it is effective. While this researcher has been unable to glean positive or negative comments from personnel at El Paso Community College, the functional nature of this group seems apparent in all the literature that has been published to date.

As was indicated earlier in this study, this researcher stated that updated information on governance systems at Princeton University and the University of Waterloo, Ontario would be presented. Recent information from these schools has been received and it is presented here.

The Princeton University Community is one of the most broadly based governing bodies this researcher has examined. The first statement in its charter gives it the right:

. . . to consider and investigate any question of University policy, any aspect of the governing of the University, and any general issue related to the welfare of the University; and to make recommendations regarding any such matters to the appropriate decision making bodies of the University, or to the appropriate officers of the University.⁴⁶

It can also make binding rules, oversee the making and applying of these rules, and it can adopt its bylaws and rules as necessary or convenient for the exercising of its authority. It is an intricately complex organization comprised of the president and several executive officers at the deans' level, eighteen faculty members, fourteen undergraduate students, eight graduate students, four

⁴⁶Princeton University, Charter of the Council of the Princeton University Community, September, 1974, p. 1.

alumnae, one member each from the professional library staff, administrative staff council, professional research staff and the professional technical staff, the office staff, and one member of the staff of the University who holds none of the offices and is a member of none of the groups so far indicated.⁴⁷ It has a legal counsel.

It appears to be a much more formal organization than those previously mentioned. There are seven committees: The Executive Committee, The Committee on Rights and Rules, The Committee on Governance, The Committee on Priorities, The Committee on Relations with the Local Community, The Committee on Resources, and The Judicial Committee.⁴⁸

While the examination of this charter gives one the impression that the Princeton University community is all-encompassing, and indeed appears to have the mechanisms with which to govern the entire University, this researcher has been unable to discover, from a functional point of view, whether or not this is the case. Provision is made within the language for the participation of nonacademic personnel in this governance system. However, this researcher has no way of evaluating the impact nonacademic personnel are having at Princeton University. Indeed, the committees appear to be weighted so that issues of interest and concern to nonacademic personnel would, in all probability, have difficulty receiving consideration. This conclusion is not based on the literature,

⁴⁷Ibid, pp. 1-2.

⁴⁸Ibid, p. 10.

but is drawn by this researcher after reading the entire charter. If possible, more research will be done into the actual function of the Council of the Princeton University Community. So far, there does not appear to be an evaluation of its function in the recent literature.

In 1969, the plan for a governance system at the University of Waterloo, Ontario was to be "composed of students, faculty, and board members . . . and was to have overall authority for everything that happened on campus from financial affairs to curriculum."⁴⁹ This system was to replace a two-tier governance system which was comprised of a board of governors (lay board), and a senate consisting of university senior academics. In the old system the board ruled on fiscal matters; the senate on programs.⁵⁰ The new system would, for the first time, seat students on the supreme policy-making board. While the system planned appeared to be very broad, it made no provision, initially, for nonacademic personnel as voting members on the governing board.

Twelve representatives will be faculty members, including one member from each of the five disciplines, five chosen by the Faculty Association, and two members to be chosen by the University Council on Graduate Studies. Student representatives will also number twelve, ten from academic units having faculty status, and two graduate students. Out of the present board of governors, fifteen members will be selected; another five members of the community at large will be elected by the alumni association.⁵¹

⁴⁹University of Waterloo, Office Consolidation of University of Waterloo Act, November 1, 1972, p. 34.

⁵⁰Ibid, p. 34. ⁵¹Ibid, p. 35.

Although the plan called for 61 members serving, there were no plans to have representatives from the nonacademic personnel. The creation of this system seems to have been in response to student pressure. "Students are expected to contribute 'reactions on the acceptability of programs, the style and scale of university life.' They are not expected to be 'experts,' " according to Professor T. L. Batke, who chaired the committee researching government changes. "But," he continues, "as it is for the students that the university exists, they must always be taken into our counsel."⁵²

J. W. Brown, University Secretary of the University of Waterloo, provided the following current information on the Waterloo Governance system. The Office Consolidation of University of Waterloo Act, dated November 1, 1972, "details the membership of the Senate and Board of Governors, both of which have nonacademic personnel (students, lay members including Alumni, nonacademic staff) as members."⁵³ The powers of the Board of Governors are sweeping and all-encompassing. This Board has the ability:

- a. To appoint, promote and remove the President and all other officers of the University. This includes heads and associate heads of the faculties, or of any other academic unit, the members of the faculty, or staff of the University, and all other agents and servants of the University;
- b. to grant tenure to members of faculty, and to terminate tenure;

⁵²"Decision Making at Waterloo: Canadian University Adopts First Unicameral Governance Plan," College & University Business, July, 1969, pp. 34-35.

⁵³J. W. Brown in a letter to this researcher, September 15, 1975.

- c. to plan and implement the physical and operational development of the University and to exercise all the powers to control and achieve a planned rate and scope of such development;
- d. to borrow money for the purpose of the University and to give security therefor on such terms and in such amounts as the said Board of Governors may consider advisable, or as from time to time may be required;
- e. to regulate the conduct of the students, faculty and staff and of all other persons coming upon and using the lands and premises of the University;
- f. to establish and collect fees and charges for academic tuition and for services of any kind which may be offered by the University and to collect such fees and charges, approved by the Board of Governors, on behalf of any entity, organization, or element of the University;
- g. to levy and enforce penalties and fines, suspend or expel the student membership or from employment with the University or deny access to the lands and premises of the University;
- h. to establish and enforce rules and regulations with regard to the use and occupancy of its buildings and grounds or other operations;
- i. to enter into agreements for the federation or affiliation of the University with any university or college of higher learning;
- j. to provide for the appointment and discharge of committees and for the delegation to and the conferring upon any such committees, authority to act for the Board of Governors with respect to any matter.⁵⁴

In addition to the few community colleges previously cited, this is one of the few Universities where nonacademic personnel

⁵⁴University of Waterloo, Office Consolidation of University of Waterloo Act, November 1, 1972, pp. 7-8.

are permitted to serve on a board and have such far-reaching powers. Brown also reports that they find the system very successful.⁵⁵

Policymaking Power and Its Relationship To Management

When power is distributed to a broad constituency at a four-year college or a community college, one must assess the effect of such a change on the function of the institution. Heermann suggests several effects that are worth noting:

Regardless of the areas of participation, one thesis of this paper is that all constituency in the two-year college be encouraged to participate in college affairs, and especially students need to be accepted as colleagues and partners in this process.⁵⁶

The major reorientation is that support staff, faculty and students are involved in the vital educationally-related processes, with administration giving direction and setting into motion the consensus of representative constituent groups. Administrator effectiveness takes on a new and strengthened scope providing coordination and leadership to the system of participatory action. Administrative decisions receive the benefit of numerous inputs, and accountability extends to all participating constituents

Disadvantages

1. Participative management is slow and time consuming, involving the time of many community/junior college members.
2. Decisions from participative management committee structures tend to be more conservative.

⁵⁵J. W. Brown, in a letter to this researcher, dated September 15, 1975.

⁵⁶Barry Heermann, Organizational Break Through in the Community College, Los Angeles, ERIC Clearinghouse for Junior Colleges, November, 1974, p. 21.

3. This system, when relying heavily on group processes, can diminish individual accountability.
4. Community/junior college constituents sometimes have limited interest and perspective as to the various important nuances of college affairs.
5. It diverts faculty and students from the primary task of educational excellence.
6. Participative management often is just window dressing, acting as a mask for decisions made at another level; this, in turn, endangers staff morale.
7. Tyranny by the autocratic leader may simply be converted into tyranny by the group, which is not necessarily immune from a narrow and oppressive orientation.
8. It may provide a means of relieving administrators from their responsibility to act and decide intelligently.
9. The system may become highly political in deciding who will participate.
10. Participative management can be an excessively simplistic and restrictive view of decision processes frequently resulting from external influences or informal pressures.

Advantages

1. Participative management provides for a better utilization of the rich human resources at the two-year college.
2. It provides significant opportunities for the fulfillment of individual goals.
3. Participative management acts as an excellent preparatory tool for leadership.
4. It allows the constituency of the community/junior college to direct institutional destiny, fostering a stronger sense of institutional loyalty.
5. Opportunities for participation result in better and more carefully conceived decisions.

6. Participative management serves to blur hierarchical status differentiations between people.
7. It recognizes that community/junior college constituents are considerably more than simple economic resources to be efficiently allocated.
8. Evidence suggests that group decision processes are superior to individual decisions, giving credence to the use of committee format in participative management (Alexis and Wilson, 1967).
9. By virtue of the use of group decision to facilitate participation, decisions tend to have wider grass roots approval.
10. Participative management can serve to stimulate a more intense institutional and philosophical orientation for the two-year college.

In conclusion, participative management is a commendable authority-use practice which, if programmed with care, can contribute to strengthened community/junior college functioning.⁵⁷

Richardson, Blocker and Bender strongly suggest broadening the base of governance and policy-making to include all the constituencies at community colleges. A question that needs to be addressed briefly here is the extent to which involvement by all members of the college community in policy-making also extends into the area of management. While policy-making and policy implementation are clearly separate, it appears that opening the door to one inevitably leads to the other. If policy was formulated by the traditional board and handed down by fiat to the traditional manager, and the manager, in an autocratic style, by use of his position power, operationalizes this policy, the result may be catastrophic.

⁵⁷Ibid, pp. 22-23.

There appears to be not only a need for development of all-inclusive governance systems, but a need for management development, and thus, total organizational change.

Conclusion

In order to bring this portion of the dissertation to a close, this researcher will relate some of the conclusions of this review to the research that follows. The following are summary statements drawn from the literature review:

1. The historical pattern of the development of governance systems has been erratic and evolutionary rather than carefully planned.
2. Students and faculty are interested in participation in governance structures and have shown their interest in policy-making historically and at present.
3. Patterns of governance continue to change and experimentation with various governance systems is being conducted on several campuses across the United States and Canada.
4. According to the literature, the trends of faculty desires for governance after 1971 seem to be toward noneconomic matters.
5. Some of the literature supports the broadest participation in governance by all constituencies, especially at the community college level.

6. A sampling of the literature shows that a careful balance must be maintained in the establishment of shared governance systems; otherwise, the main purposes of institutions may be sidelined.
7. Several examples of governance systems and their function, both at four year colleges and community colleges were reviewed.
8. The literature indicates both advantages and disadvantages to shared governance, but also clearly supports the fact that it can strengthen the functioning of a community college.

The items summarized above are related to this research as follows:

Since the historical research indicates an inconsistent pattern in the development of governance systems at colleges and universities, and nonacademic personnel have traditionally been excluded, the exploration of this study into the area of participation by nonacademic personnel seems in order.

There is clear indication from the literature that faculty and students are actively interested in policy making. This study will seek to discover if such interest obtains for nonacademic personnel, especially at the community colleges.

Since the pattern of experimentation with governance systems has continued and has spread recently into the area of community

colleges, it is apparent that a survey of attitudes and opinions of nonacademic personnel at community colleges is warranted.

Since the literature surveyed here supports broad participation in the governance of institutions of higher education, this study will examine the nonacademic employees point of view relative to interest in or participation in governance systems.

Since the literature does not indicate the precise balance required in the establishment of governance systems in colleges and universities, this study will explore the plausibility of the involvement of nonacademic personnel, and which levels of involvement they show interest or feel they have some proficiency.

Governance systems are in place at some community colleges which include nonacademic personnel, so it is important to survey attitudes of these same kinds of employees at Berkshire Community College.

The advantages and disadvantages cited in the literature to shared governance may be in evidence at Berkshire Community College. This study will survey attitudes of nonacademic employees to gain their perspective on the matter.

This literature review is by no means exhaustive. While the review is being conducted, more experimentation with governance systems on campuses throughout this country is being conducted. Governance structures are being implemented, modified, reviewed, and in some cases, eliminated in favor of unionization and collective bargaining agreements. Whatever structures are being utilized,

or whatever lack of governance systems there are on campuses, one thing remains certain:

The survival of our system of higher education and its long-term contribution to society depend upon rationality and stability, shared concern and mutual respect among the members of the academic community. Students, faculty, administrators, trustees, (nonacademic staff) all must recognize their interdependence.⁵⁸

⁵⁸Report on Special Committee on Campus Tension, Campus Tensions: Analysis & Recommendations, Saul M. Lennowitz, Chairman, p. 53.

CHAPTER III

PROCEDURES

This dissertation is descriptive in nature. Descriptive research as referred to in this study is concerned with determining the nature and degree of existing attitudes at Berkshire Community College. Procedures for this study can be divided into five categories:

1. The independent and dependent variables of concern
2. The subject selection process
3. The actual design configuration of the study
4. Instrumentation
5. Data analysis.

Variables to be Studied

The independent variables studied here, as they were in the Sutherland study, are the responses to the questions on the survey instrument with regard to the interest of nonacademic personnel in governance and whether or not nonacademic personnel are willing to participate in a governance structure at Berkshire Community College.

Additional independent variables also studied here include other responses on the survey instrument to questions concerning the attitudes and opinions of nonacademic personnel concerning

governance, with particular emphasis on their feelings for viable alternatives to unionization which would receive equitable and adequate participation from them.

The dependent variables are the responses to the personal characteristics section of the questionnaire. These include:

1. Age
2. Sex
3. Level of formal education
4. Type and level of employment
5. Union membership
6. Length of service with Berkshire Community College.
7. Whether or not the respondent is an alumnus of Berkshire Community College
8. Whether or not the respondent is the parent of a Berkshire Community College student.
9. Whether or not the respondent is the spouse of a Berkshire Community College student.
10. Whether or not the respondent is attached to an academic department and whether or not he works in direct contact with students and faculty members.

The Subject Selection Process

This researcher has an advantageous position relative to subject selection. Because of the size of Berkshire Community College -- presently 117 staff members -- it was possible to survey a total sample of staff employees. The same kinds of

employees that were surveyed in the Sutherland study were surveyed in this study. The earlier study began with five major job function classifications, and later modified these five to four by combining two of the smaller groups. This study used the same job classifications. They were: Administrative, Professional, Technical (these two were combined into one category called Technical-Professional), Clerical, Food Service and Service Maintenance (Food Service and Service Maintenance are also one category). Many of the job functions and categories which exist on a community college campus are similar to those that are found on the university campus.

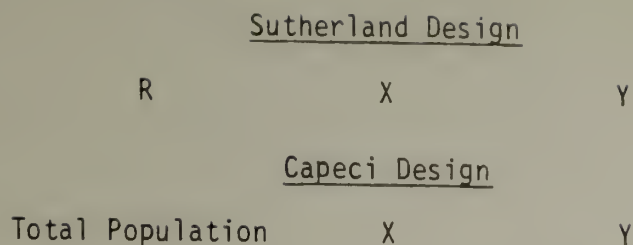
The Actual Design Configuration of the Study

The Sutherland configuration did not utilize experimental groups, control groups or pretesting in its design. See Appendix 2 (Sutherland's letter).

A representative sample of the nonacademic employees of Indiana University, Bloomington, was surveyed by written instrument, which was formulated and sent to a stratified random sample of 10% of the employees in each of the five major job function classifications.⁵⁹

The design of the study conducted at Berkshire Community College differed only in that a total sample was used instead of a stratified random sample.

⁵⁹Sutherland, Nonacademic Personnel, p. 8.



In the diagram shown above, the symbol "R" means stratified random sample. The symbol "X" stands for seven factors analyzed by Sutherland. The symbol "Y" indicates the data analysis which examines the effect of responses to the personal characteristics section of the questionnaire on the governance questions.

Instrumentation

In the Sutherland study, a questionnaire was used to gather the data. To carry out a replication, it was necessary to utilize the same questionnaire in the study conducted at Berkshire Community College. While no new questions were added, questions or data requests which were not relevant at Berkshire Community College were omitted. This researcher has corresponded with Dr. Sutherland in order to determine the validity and reliability of the instrument (See Appendix 2). The method for questionnaire development is as follows:

A questionnaire was the data gathering instrument for this study. It was recognized that it would be sent to persons of varying levels of formal education, and special care was used in phrasing and wording the instrument in an effort to assure that the questions had meaning common to all the respondents so that all were reacting to the same stimuli with a minimum of ambiguity or misinterpretation. For, as Lauver and Froehle have cautioned, opinion and attitude surveyors must be aware of the error potential of nonstandard stimuli items.

The questionnaire was constructed with the assistance of the director of personnel administration at Indiana University, a linguist and professor of English, and the writer's thesis director and committee members. Items from current literature and debate on participation and governance issues served as bases for questions. A personal data sheet was formulated to provide the information needed for making classifications of nonacademic personnel for the purposes of comparison and for tabulation of the data. The instrument underwent a number of revisions before it met with the approval of all concerned, university authorities, committee members, consultants, and the writer.⁶⁰

Data Analysis

The Sutherland study is divided into two sections relative to data analysis. One is entitled "Response to the Survey and Partial Analysis of Data." The second is entitled "Analysis of Data." The data in the study conducted at Berkshire Community College went through a preliminary analysis, consisting of an examination of the number of responses, percentages, and a summary of this data in tables. These tables list data such as: highest level of formal education, employee relationship to the community college, and other personal data. There are several tables, as there were in the earlier study, summarizing responses to the questionnaire. A few examples of titles are: Preferred Representative, Areas of Interest and Concern, Areas of Expertise, etc.

A further analysis of data was conducted in a manner somewhat similar to the earlier study. The following is the method used for analyzing the data collected in the Sutherland study:

⁶⁰Ibid, p. 8.

The summarized data, as previously described, were subjected to analyses of variance to find differences of both personal characteristics and attitudes and opinions between classifications of people. Items yielding significant differences were then treated with the Newman-Kuels technique, a procedure for testing pairwise contrasts, to find precisely where the differences lay. The Newman-Kuels technique requires the use of a constant significance level; therefore, the .05 level was specified.⁶¹

This study did not utilize the Newman-Kuels technique but used a technique devised in consultation with computer experts at the State College at North Adams, Massachusetts. The rest of the secondary analysis was conducted in the same manner as the Sutherland study.

The following values, based on infinite degrees of freedom as the closest table approximation to 171 degrees of freedom, were selected for comparison of adjacent and nonadjacent pairs of means:

Range across 2 ranks = 2.77
 Range across 3 ranks = 3.31
 Range across 4 ranks = 3.63

For the purpose of computer analysis, the responses were recorded in the same sequence as appearing in previous tables and as they appear herein. The responses then were interpreted by the computer as being numbered consecutively, for example, 1 through 4. Therefore, a group mean reported in any table reflects the position on this scale of the "average" choice. A mean of 1.2, for example, means that when the choices are averaged, the result falls closest to the first option. A mean of 2.6 indicates that the average choice is closest to the third option.

The evaluation of each personal characteristic in its possible influence on each of the governance-related questions would have resulted in a total of 336 tables. The decision was made to examine the seven personal characteristics (exclusive of job function classification), shown in the initial analysis of variance to have significant differences between categories of persons, in relation to the five questions of the survey instrument which were most

⁶¹Ibid, p. 62.

pertinent to the structure and form of university governance and the responses to which were shown to reflect significantly different opinions among staff employees by job function classification.⁶²

The study at Berkshire Community College utilizes the same personal characteristics as those shown in the Sutherland study. The responses to the governance-related questions may be different from those received in the Sutherland study. This study evaluated the same seven personal characteristics that Sutherland tested against five of the governance related questions on the survey instrument.

As an example, let us assume that the response to question one on the survey instrument shows significant differences in opinions in an initial analysis of variance.

(Question 1. Some colleges and universities are considering the inclusion of staff employees as voting participants in all-college senates and other similar structures of college governance. Do you think this will happen at Berkshire Community College?)

As one specific example of the use of a personal characteristic (in this case, sex), and its relationship to a governance-related question, this study examined whether or not men and women responded in statistically different ways to this question. Again, only those questions on the questionnaire that are most pertinent to the structure and form of community college governance were considered for secondary analysis.

⁶²Ibid, p. 62.

There is some discussion as a result of the data analysis comparing the two studies. This researcher points out in this discussion similarities and differences in the results of the two studies. Not all of the conclusions of the previous study were substantiated. It is the hope of this researcher that since this replication did substantiate most of the previous findings, this study will serve to move the practice of quadri-cameral governance out of the theory stage and into implementation.

CHAPTER IV

THE DATA

As was stated in Chapter I, at the time of this study, Berkshire Community College employed 117 persons in nonacademic or staff positions. As with the Sutherland study, these people were divided into four groups according to official job function: Food Service and Service Maintenance, Clerical, Technical and Professional, and Administrative. Throughout the remainder of this study, the following abbreviations for these groups, in the order in which they are given, will be used in tables: FSSM, Cler, TePr, and Admn. Percentages of responses by each group will be shown to the first decimal point. "No Response" will indicate that a respondent failed to make any choice of possible responses.

Questionnaires were mailed to a total sample of 117 persons. Responses are indicated in Table 1.

There was a total of 60 usable surveys. Five questionnaires were returned uncompleted; 48 were returned completed with no written comment, and 12 were returned completed and with written comment.

These data show that a total of 51.3 percent responded, but that the proportions of responses varied considerably among the categories, with 94.1 percent of technical and professional, 75.0 percent of administrative, 60.4 percent of clerical, and 8.3% of food service and service maintenance. While these responses vary

TABLE 1
 RESPONSE TO THE SURVEY
 BY JOB FUNCTION CLASSIFICATION

Job Function Classification	Sample	Returned Survey Instrument
FSSM	36	3 8.3
Cler	48	29 60.4
TePr	17	16 94.1
Admn	16	12 75.0
Total	117	N = 60 *51.3

*Represents percent of the total number to whom questionnaires were mailed.

somewhat from those in the Sutherland study, a similar pattern does exist with the largest percentage of responses being from technical professional, second largest percentage from administrative, third largest from clerical, and lowest percentage from the food service and service maintenance personnel. In all cases the low percentage of responses from the food service and service maintenance personnel affect the data analysis.⁶³

Personal Characteristics Data

The first section of the questionnaire asked for information about personal characteristics and vital statistics of the respondents.

It was thought that each item in the personal characteristics section of the questionnaire held the possibility of being a significant factor in determining employee attitudes and opinions about community college governance. The first identification asked for was the sex of the respondent, as indicated in Table 2.

⁶³Because of the small number of respondents in the FSSM category, an attempt was made to follow up some of the nonrespondees. Seven people from the FSSM group were randomly selected and personally interviewed by the researcher's secretary. Their verbal responses were recorded on survey instruments. A comparison of these verbal responses to the original survey responses was made in order to ascertain similarities or differences. On 12 of 18 questions responses from both groups were quite similar. There were similar responses on questions 2, 3, 4, 5, 7, 9, 11, 12, 14, 16, and 17. Comparisons were made by a careful analysis of the percentage of responses to each question. While some differences did exist in the way each of these groups responded to questions 1, 6, 8, 10, 13, and 18, these were not significant differences. In no case were there completely opposite responses to the questions. There were, however, several questions on which both groups' responses were identical.

TABLE 2
PERSONAL DATA: SEX*

Job Function Classification	Male	Female	Total
FSSM	3 100.0	0 0.0	3 5.0
Cler	2 6.9	27 93.1	29 48.3
TePr	10 62.5	6 37.5	16 26.7
Admn	9 75.0	3 25.0	12 20.0
Total	24 40.0	36 60.0	60 100.0

*Percentages reflect ratios within job classification groups. This will be true in all subsequent tables.

In both studies, females were predominate in only one of the job function categories, the Cler (Sutherland study, 86.8 percent; Capeci study, 93.1 percent). The next largest representation of females in the Capeci study was in the TePr category (37.5 percent). In the Sutherland study, the second largest percentage of female responses came in the FSSM area (45.1 percent). There were no female responses in the FSSM area in this study. There were three female respondents, 25.0 percent, in the Admn category in the Capeci study. In no category were the sexes evenly divided. Overall, fifty percent more females than males participated in the Capeci study. Most of the females clustered in the Cler category; all others were primarily male in composition. These results differed from the Sutherland study in that male and female groups, in her study, were more evenly divided in each category, with overall percentages of 55.8 percent female, and 44.2 percent male.

As was the case in the Sutherland study, the age-groups were more evenly divided than sex groups, with the exceptions of the 50-64 years and the 65 years and over groups, as shown in Table 3.

The mix of age responses was quite different than in the Sutherland study. While only three responses were received in the FSSM area, each one represented a different age bracket; ages in this group ranging from 30 to 64. The largest percentage of responses received was recorded in the Admn category, where 50.0 percent fell in the 25-29 age group. In the Sutherland study,

TABLE 3
PERSONAL DATA: AGE

Age (in years)	FSSM	Cler	TePr	Admin	Total
18-24	0 0.0	7 24.1	6 37.5	1 8.3	14 23.3
25-29	0 0.0	2 6.9	5 31.3	6 50.0	13 21.7
30-39	1 33.3	5 17.2	2 12.5	3 25.0	11 18.3
40-49	1 33.3	10 34.5	1 6.3	2 16.7	14 23.3
50-64	1 33.3	4 13.8	1 6.3	0 0.0	6 10.0
65 or over	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
No response	0 0.0	1 3.5	1 6.3	0 0.0	2 3.3
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

43.5 percent of the respondents are 39 or under, while in this study 63.3 percent are less than 39. In the Sutherland study, 35.5 percent of the respondents fall in the 50-64 age group while in this study only 10.0 percent fall in this age group.

It was thought the respondent's level of formal education might be a significant influence on his attitude about Berkshire Community College (Table 4). Once again the responses differed somewhat from those in the Sutherland study. In this study, none of the respondents had less than a high school diploma. In both studies, the TePr and Admn groups had higher levels of formal education than did the FSSM and Cler groups. The Cler and the TePr groups had wide ranges of educational levels. Forty-four point one percent of the Cler had attended college. This is somewhat higher than Cler respondents in the Sutherland study.

In the TePr category of this study, 43.8 percent hold a Bachelor's degree and beyond, compared to 42.3 percent in the Sutherland study. In this study, no administrators who responded had less than a Bachelor's degree (16.7 percent indicated a Bachelor's degree). All other respondees reported working beyond it.

There were six questions on the personal data form which revealed employee relationships to Berkshire Community College other than the fact of employment (Table 5). Thirty-four respondents, 56.7 percent, indicated relationships in addition to employment, while 26 (43.3 percent) had no relationships other than employment. A considerably higher percentage of the employees who responded in

TABLE 4
PERSONAL DATA: HIGHEST LEVEL OF FORMAL EDUCATION

	FSSM	Cler	TePr	Admn	Total
Grade school attendance	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
Grade school diploma	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
High school attendance	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
High school diploma	2 66.7	8 27.6	2 12.5	0 0.0	12 20.0
Attended college	1 33.3	12 41.4	1 6.3	0 0.0	14 23.3
Associate degree	0 0.0	3 10.3	2 12.5	0 0.0	5 8.3
Went beyond two years of college	0 0.0	1 3.5	2 12.5	0 0.0	3 5.0
Bachelor's degree	0 0.0	1 3.5	4 25.0	2 16.7	7 11.7
Went beyond Bachelor's degree	0 0.0	1 3.5	3 18.8	5 41.7	9 15.0
Other	0 0.0	3 10.3	2 12.5	5 41.7	10 16.7
No response	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 5

PERSONAL DATA: EMPLOYEE RELATIONSHIPS
TO THE COLLEGE

	FSSM	Cler	TePr	Admn	Total
Attended or received degree from BCC	1 33.3	14 48.3	8 50.0	2 16.6	25 41.7
Presently registered for course at BCC	0 0.0	4 13.8	2 12.5	1 6.3	7 11.7
Spouse student at BCC	0 0.0	1 3.5	0 0.0	0 0.0	1 1.7
Spouse faculty member	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
Children presently attending BCC	1 33.3	4 13.8	0 0.0	0 0.0	5 8.3
Children have attended BCC	0 0.0	5 17.2	2 12.5	0 0.0	7 11.7
No relationship other than employment	2 66.7	8 27.6	6 37.5	10 83.3	26 43.3

this study attended or graduated from Berkshire Community College than attended or graduated from Indiana University. It was not possible to total columns in Table 5, since persons were able to select more than one response if they had more than one relationship to Berkshire Community College.

At the time of this study, nonacademic employees could elect to join a labor union or not, since the question of unit determination had not yet been settled. Table 6 indicates whether the employees belong or do not belong to a union, or elected not to respond. Twenty-one point seven percent indicated membership in a labor union, while 76.7 percent indicated nonmembership in a labor union. One person, or 1.7 percent of the respondents, offered no response to this question.

Twenty-three persons, or 38.3 percent, reported that they work in academic departments; 44 persons, or 73.3 percent, said their work brings them directly into contact with students. The percentage reported in the Sutherland study for faculty contact is greater than it is in this study. The percentage in this study relative to student contact is quite similar to the Sutherland study.

The last item of personal information requested was how long the staff member had been employed by Berkshire Community College (Table 7). Since Berkshire Community College is a relatively new institution with no nonacademic staff employees of more than 14 years' service, the percentages within categories differed somewhat from the Sutherland study. Eighty-three point three percent of the

TABLE 6
PERSONAL DATA: UNION MEMBERSHIP

	FSSM	Cler	TePr	Admn	Total
Member of a labor union	2 66.6	9 31.0	2 12.5	0 0.0	13 21.7
Not members of a labor union	1 33.3	20 69.0	13 81.3	12 100.0	46 76.7
No response	0 0.0	0 0.0	1 6.3	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 7
 PERSONAL DATA: LENGTH OF SERVICE
 WITH INSTITUTION

	FSSM	Cler	TePr	Admn	Total
Less than 5 years	2 66.6	22 75.9	15 93.8	11 91.7	50 83.3
5-9 years	1 33.3	6 20.7	1 6.3	1 8.3	9 15.0
10-14 years	0 0.0	1 3.5	0 0.0	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

nonacademic employees have worked at Berkshire Community College less than five years. There were nine employees, or 15.0 percent, that have worked between five and nine years, and one employee, or 1.7 percent, for more than ten years.

Responses to the Questions of the Survey Instrument

The second portion of the survey instrument consisted of eighteen questions, which requested information related to community college governance.

Except for a few deletions, this questionnaire is exactly the same as the one used by Dr. Elizabeth Sutherland in her study of university governance at Indiana University. References to "Indiana University" and "university" were changed to "Berkshire Community College" and "community college," respectively, in the questionnaire.

The data was subjected to a one-way analysis of variance to determine if significant differences existed in the way employees responded to the eighteen questions of the survey instrument. The .05 level was specified in both studies. The questions are repeated here for clarity and will not always be presented sequentially. The questions are placed in the same order here as they were in the Sutherland study. Immediately following the questions, the results of the analysis of variance for the first questions are

presented, followed by some reference to the summary tables of responses and percentages. This procedure will be repeated throughout the study.

It should be noted that in the Sutherland study the specified level was changed in order to determine significances at different levels. In this study the .05 level is maintained consistently for each item analyzed. Items not reaching the specified level are considered nonsignificant.

The Sutherland study did not contain analysis of variance tables. This study displays an analysis of variance table for the first question, but then utilizes the same reporting procedure for ANOVA data as was used in the Sutherland study for the remaining 17 questions of the survey instrument. Tables comparing the total percentages of responses in both studies are displayed only if differences exist in the two studies which are worth noting.

This study did not treat the area of campus disruption or violence, since there has been no campus disruption or violence at Berkshire Community College and disruption and violence do not appear to be the problems they were during the late sixties. As a result, questions 6, 7, and 9 of the original questionnaire were deleted. The original study contained 21 questions, while this study contains 18. No new questions were added. It should be noted that the numerical sequence of the questions after question 5 in this study is different than it appears in the Sutherland study because of the deletion of three questions. Question 6 in the

Capeci study is the same as question 8 in the Sutherland study, question 7 the same as question 10, question 8 the same as question 11, etc. This numbering pattern continues through the end of the survey instrument.

Question 1. Some colleges and universities are considering the inclusion of staff employees as voting participants in all-college senates and other similar new structures of college governance. Do you think this will happen at Berkshire Community College?

Question 2. Do you think such inclusion should happen in all community colleges in Massachusetts?

A one-way analysis of variance did not reveal any significant difference at the .05 level in the way the respondents answered question 1.

TABLE 8
ANALYSIS OF VARIANCE

Source	df	MS	F
Responses to Question 1	55	1.0263	1.28

The most important fact indicated here (Table 9) is that the majority (48.3 percent) reported they did not know whether an all-college senate, including staff as voting participants, will occur at Berkshire Community College.

TABLE 9

QUESTIONNAIRE RESPONSE: RESPONSE TO LIKELIHOOD OF
CHANGE IN COMMUNITY COLLEGE GOVERNANCE STRUCTURES

	FSSM	Cler	TePr	Admn	Total
Such a plan has already been adopted by the college	0 0.0	1 3.5	1 6.3	0 0.0	2 3.3
Yes	1 33.3	7 24.1	3 18.8	2 16.6	13 21.7
No	1 33.3	5 17.2	3 18.8	2 16.6	11 18.3
I do not know	0 0.0	13 44.8	9 56.3	7 58.3	29 48.3
The subject does not interest me	1 33.3	1 3.5	0 9.9	1 8.3	3 5.0
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

An analysis of variance showed no significant differences at the .05 level in the way any of the groups answered question 2.

Forty-four, or 73.3 percent, reported (as indicated in Table 10) that they favored the inclusion of staff as voting participants in all community colleges in Massachusetts. This percentage is considerably higher than that indicated in the Sutherland study (45.3 percent). Eleven point seven percent indicated "no opinion" in this study, as compared to 26.2 percent in the Sutherland study. Five persons, or 8.3 percent, opposed the inclusion of staff as voting participants in college governance systems. Three persons, or 5.0 percent, indicated they had no interest in the subject (Table 10).

The largest group favoring the inclusion of staff was the clerical group, with 23 persons (79.3 percent). The range of positive responses was very small, with a low of 66.7 percent and a high of 79.3 percent in this study. The range of positive responses on the Sutherland study was considerably wider, with a low of 35.5 percent and a high of 57.7 percent. TePr respondents yielded the highest percentage of response in the Sutherland study.

Four questions concerned the form which employees thought their representation should take, their choice of representatives, and the areas of concern and expertise they would have in college affairs. In the Sutherland study and in this one, it was a pre-test supposition that, from responses (to question 4 in particular) a judgement might be made as to whether or not staff personnel still

TABLE 10
 QUESTIONNAIRE RESPONSE: PREFERENCE IN SUGGESTED
 CHANGE IN STAFF PARTICIPATION

	FSSM	Cler	TePr	Admn	Total
Yes	2 66.7	23 79.3	11 68.8	8 66.7	44 73.3
No	0 0.0	1 3.5	2 12.5	2 16.6	5 8.3
No opinion	0 0.0	3 10.3	3 18.8	1 8.3	7 11.7
The subject does not interest me	1 33.3	1 3.5	0 0.0	1 8.3	3 5.0
No response	0 0.0	1 3.5	0 0.0	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

saw themselves primarily in support roles, or if their interests and concerns had spread to new areas, e.g., academic affairs, student behavior and concerns of the public at large. Question 5 was expected to reveal the amount of expertise they felt they had for making policy decisions in these matters. Table 11 reveals the desired levels of participation in governance, of nonacademic personnel, while Table 12 indicates their choice of preferred representation.⁶³

Question 3. At which level of governance do you feel that staff personnel should have direct representation?

As members of the Massachusetts Board of Regional
Community Colleges

As voting members of an all-college senate

In a separate staff

None

I do not know

The subject does not interest me

Question 4. Listed below are a number of matters with which community colleges must concern themselves. Please check those areas which interest or concern you most directly.

Financial and budgetary

Curriculum

Admissions

⁶³Sutherland, Nonacademic Personnel, pp. 47-48.

Internal operational affairs

Long range planning

Student and faculty discipline

Tuition

Student housing

Planning buildings and campus expansion

Sanitation and pollution control

None of these

Question 5. The items listed below are identical to those in Question 4. In this question, please check those areas in which you feel you would be best qualified to make decisions.

Financial and budgetary

Curriculum

Admissions

Internal operational affairs

Long range planning

Student and faculty discipline

Tuition

Student housing

Planning buildings and campus expansion

Sanitation and pollution control

None of these

Question 7. If staff personnel were to have a representative member on Berkshire Community College's governing board, which of the following would you choose to represent you?

An administrative officer of the college

A college faculty member

A staff member from the ranks

An officer of a labor union operating on the campus

An analysis of variance showed there were no significant differences at the .05 level in the responses to question 3. A comparison of percentages of responses between the two studies is in order here. There were significant differences at the .05 level among the occupational categories in the way respondents at Indiana University answered question 3. This was not the case at Berkshire Community College (Table 13).

There is a clear difference in the responses on this question, with 61.7 percent of the Berkshire respondents indicating a desire to participate in an all-college senate, whereas 56.4 percent of the nonacademic personnel responding at Indiana University indicated a desire for a separate staff representative body.

Since questions 3 and 7 are closely related, Sutherland treated them in sequential tables. They are displayed in a similar manner here, in Tables 11 and 12, respectively.

There were no significant differences at the .05 level in the way respondents answered Question 7. The response to Question 7 (Table 12) shows, as did the Sutherland study, a majority (63.3

TABLE 11

QUESTIONNAIRE RESPONSE: DESIRED LEVELS OF
PARTICIPATION IN GOVERNANCE
OF NONACADEMIC PERSONNEL

	FSSM	Cler	TePr	Admn	Total
As members of the MBRCC	1 33.3	1 3.5	3 18.8	0 0.0	5 8.3
As voting members	1 33.3	18 62.1	9 56.3	9 75.0	37 61.7
In a separate staff	0 0.0	5 17.2	4 25.0	1 8.3	10 16.7
None	0 0.0	1 3.5	0 0.0	1 8.3	2 3.3
I do not know	0 0.0	1 3.5	0 0.0	0 0.0	1 1.7
The subject does not interest me	1 33.3	2 6.9	0 0.0	1 8.3	4 6.7
No response	0 0.0	1 3.5	0 0.0	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 12
 QUESTIONNAIRE RESPONSE: PREFERRED REPRESENTATION

	FSSM	Cler	TePr	Admn	Total
Administrative officer of BCC	0 0.0	1 3.5	0 0.0	6 50.0	7 11.7
A college faculty member	0 0.0	1 3.5	2 12.5	0 0.0	3 5.0
A staff member from the ranks	2 66.7	19 65.5	11 68.8	6 50.0	38 63.3
An officer of a labor union operating on campus	1 33.3	5 17.2	3 18.8	0 0.0	9 15.0
No response	0 0.0	3 10.3	0 0.0	0 0.0	3 5.0
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 13

DESIRED LEVELS OF PARTICIPATION
IN GOVERNANCE OF NONACADEMIC PERSONNEL

	Capeci Totals	Sutherland Totals
	<hr/>	<hr/>
As members of a (policy) board	5 8.3	10 5.8
As members of an all college/university) senate	37 61.7	48 27.9
In a separate staff representative body	10 16.7	97 56.4
None	2 3.3	3 1.7
I do not know	1 1.7	9 5.2
The subject does not interest me	4 6.7	2 1.2
No response	1 1.7	3 1.7

percent) of staff members prefer representation from the ranks. Fifty percent of the administrative staff also preferred someone from their group to represent them rather than an administrative officer. In the Sutherland study, 30 labor union members participated in the survey, but only 18 persons preferred a labor union officer as the representative for staff. In this study, 13 union members responded, and 9 had a preference for representation by a labor union officer. The percentage preferring a staff member from the ranks to represent them is higher in this study than it was in the Sutherland study. The results on this question are very similar in both studies.

The responses to Questions 4 and 5 are recorded on Tables 14 and 15. The data reported in Tables 14 and 15 reveal areas in which staff employees are interested and concerned, and areas in which they feel they have expertise. It is obvious that they do have interest and concern over areas which are usually out of their scope of involvement, and that they also feel they have some expertise in these areas.

Ten operational and policy items with which colleges must be concerned were listed in Questions 4 and 5. Question 4 asked if there was interest and concern in these areas, and Question 5 was concerned with expertise in these same areas. It is clear in both studies from the results that while respondents were interested and concerned, they felt they were limited in their qualification for making decisions. Table 16, a comparative listing, shows this quite

TABLE 14
QUESTIONNAIRE RESPONSE: AREAS OF INTEREST AND CONCERN

	FSSM	Cler	TePr	Admn	Total
Financial and budgetary	2 66.7	19 65.5	11 68.8	9 75.5	41 68.3
Curriculum	1 33.3	10 34.5	10 62.5	8 66.7	29 48.3
Admissions	2 66.7	7 24.1	3 18.8	5 41.7	17 28.3
Internal operational affairs	3 100.0	18 62.1	12 75.0	6 50.0	39 65.0
Long-range planning	0 0.0	12 41.4	9 56.3	7 58.3	28 46.7
Student and faculty discipline	2 66.7	5 17.2	6 37.5	4 33.3	17 28.3
Tuition	2 66.7	5 17.2	4 25.0	3 25.0	14 23.3
Student housing	0 0.0	3 10.3	2 12.5	1 8.3	6 10.0
Planning buildings and campus expansion	1 33.3	5 17.2	6 37.5	5 41.7	17 28.3
Sanitation and pollution control	0 0.0	5 17.2	5 31.3	0 0.0	10 16.7
None of these	0 0.0	2 6.9	1 6.3	0 0.0	3 5.0
No reply	0 0.0	1 3.4	0 0.0	0 0.0	1 1.7

TABLE 15
QUESTIONNAIRE RESPONSE: AREAS OF EXPERTISE

	FSSM	Cler	TePr	Admn	Total
Financial and budgetary	2 66.7	4 13.8	6 37.5	6 50.0	18 30.0
Curriculum	0 0.0	7 24.1	4 25.0	7 58.3	18 30.0
Admissions	1 33.3	5 17.2	2 12.5	6 50.0	14 23.3
Internal operational affairs	2 66.7	9 31.0	7 43.8	4 33.3	22 36.7
Long-range planning	0 0.0	8 27.6	4 25.0	6 50.0	18 30.0
Student and faculty discipline	2 66.7	5 17.2	2 12.5	3 25.0	12 20.0
Tuition	1 33.3	3 10.3	1 6.3	3 25.0	8 13.3
Student housing	0 0.0	3 10.3	2 12.5	2 16.7	7 11.7
Planning buildings and campus expansion	0 0.0	2 6.9	4 25.0	4 33.3	10 16.7
Sanitation and pollution control	0 0.0	1 3.4	2 12.5	0 0.0	3 5.0
None of these	1 33.3	7 24.1	2 12.5	0 0.0	10 16.7
No response	0 0.0	7 24.1	1 6.3	1 8.3	9 15.0

TABLE 16
COMPARISON OF INTEREST AND EXPERTISE

	Capeci Study		Sutherland Study	
	Concern and Interest	Expertise	Concern and Interest	Expertise
Financial and budgetary	41 68.3	18 30.0	99 57.6	29 16.9
Curriculum	29 48.3	18 30.0	29 16.9	11 6.4
Admissions	17 28.3	14 23.3	28 16.3	12 7.0
Internal operational affairs	39 65.0	22 36.7	121 70.3	75 43.6
Long-range planning	28 46.7	18 30.0	50 29.1	19 11.0
Student and faculty discipline	17 28.3	12 20.0	81 47.1	31 18.0
Tuition	14 23.3	8 13.3	44 25.6	6 3.5
Student housing	6 16.0	7 11.7	34 19.8	23 13.4
Planning buildings and expansion	17 28.3	10 16.7	49 28.5	23 13.4
Sanitation and pollution control	10 16.7	3 5.0	69 40.1	30 17.4

plainly. In Table 16, the upper number represents the total number responding, and the lower number, the percentage of total respondents (60).

Question 6. Do you feel that staff employees' communication with
Berkshire Community College administration is adequate?

The purpose of this question was to discover how employees at Berkshire Community College saw the adequacy of their communication with the college administration. Sutherland was particularly interested in how those administrators within the nonacademic classification responded, since they have most direct contact with college administrators.

An analysis of variance showed no significant differences at the .05 level in the way employees responded to this item.

There is a slight difference in the responses of administrative staff from those in the Sutherland study. In this study, 41.7 percent of the administrative staff felt communications between staff and administration was adequate, whereas the Sutherland study showed 55.6 percent of the administrative staff felt communications were adequate. At Berkshire Community College, 80.0 percent felt communications inadequate, while at Indiana University, 56.4 percent felt communications inadequate (Table 17).

TABLE 17

QUESTIONNAIRE RESPONSE: STAFF EMPLOYEES'
 PERCEPTIONS OF THEIR COMMUNICATION
 WITH THE COLLEGE ADMINISTRATION

	FSSM	Cler	TePr	Admn	Total
Yes	1 33.3	4 13.8	1 6.3	5 41.7	11 18.3
No	2 66.7	24 82.8	15 93.8	7 58.3	48 80.0
No response	0 0.0	1 3.4	0 0.0	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

Question 8. Please check the group whose interests you consider to be the most important at Berkshire Community College (Table 18).

The administration

The faculty

The staff

The student body

The alumni

An analysis of variance showed no significant differences at the .05 level in group responses to this question.

Responses to question 8 (Sutherland question 11) on the Sutherland study were quite different than those in this study. There were significant differences at the .05 level among occupational categories in the way respondents at Indiana University answered question 8 (Table 19).

There is an obvious difference in the responses on this question. The response at Berkshire Community College concerning staff's perceptions of students' importance in the college was 76.7 percent. In contrast, the response at Indiana University was divided. Thirty-three point one percent reported the administration as important and 39.0 percent, the student body.

TABLE 18
 QUESTIONNAIRE RESPONSE: STAFF PERCEPTION
 OF CONSTITUENCIES CENTRALITY
 IN THE COLLEGE

	FSSM	Cler	TePr	Admn	Total
The administration	0 0.0	1 3.4	0 0.0	2 16.7	3 5.0
The faculty	0 0.0	1 3.4	1 6.3	0 0.0	2 3.3
The staff	2 66.7	1 3.4	0 0.0	0 0.0	3 5.0
The student body	1 33.3	24 82.8	12 75.0	9 75.0	46 76.7
The alumni	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
No response	0 0.0	2 6.9	3 18.8	1 8.3	6 10.0
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 19
 STAFF PERCEPTION OF CONSTITUENCIES
 CENTRALITY IN THE COLLEGE

	Capeci Totals	Sutherland Totals
	<hr/>	<hr/>
The administration	3 5.0	57 33.1
The faculty	2 3.3	16 9.3
The staff	3 5.0	14 8.1
The student body	46 76.7	67 39.0
The alumni	0 0.0	1 .6
No response	6 10.0	17 9.9

Question 9. Please check the group which you consider to have the most influence on policy-making for Berkshire Community College (Table 20).

The administration

The faculty

The staff

The student

The alumni

An analysis of variance showed no significant differences at the .05 level between groups in their responses to this question.

Both studies reveal where power lies, not whether it is misused. In the Sutherland study, 60.5 percent felt power is in the administration, while in this study, 91.7 percent felt power or influence on policy making lies in the administration. Results in both studies on this question are very similar.

Question 10. Which of these groups do you feel has the deepest loyalty to Berkshire Community College?

The administration

The faculty

The staff

The student body

The alumni

There were significant differences at the .05 level between the responses of the four groups on Question 10.

The Sutherland study utilized this question to try to

TABLE 20

QUESTIONNAIRE RESPONSE: STAFF PERCEPTION
ON CAMPUS CONSTITUENCIES: POWER

	FSSM	Cler	TePr	Admn	Total
The administration	1 33.3	27 93.1	16 100.0	11 9.17	55 91.7
The faculty	2 66.7	1 3.4	0 0.0	1 8.3	4 6.7
The staff	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
The student body	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
The alumni	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
No response	0 0.0	1 3.4	0 0.0	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

determine the nonacademic employee's perception of his own loyalty and other constituent's loyalty to the university. Is the staff loyalty greater or less or the same as other constituencies?

Staff did not see themselves as the most loyal group in this study at either Berkshire Community College or Indiana University. The Sutherland study indicated that administrators were perceived as the most loyal group, whereas this study indicates an equal perception of loyalty on the part of faculty (25.0 percent), and administration (25.0 percent). The percentage of nonresponse (18.3 percent) is the same as the percentage of response of staff's perception of their own loyalty.

Since there were no significant differences at the .05 level between the groups in response to question 10 (question 13, Sutherland), in the Sutherland study, a comparison chart is in order (Table 22).

Question 11. Do you believe that the time will come when most community college faculties will be represented by labor union type organizations?

Question 12. Do you believe that the time will come when most community college staffs will be represented by labor union type organizations?

There were no significant differences at the .05 level in the responses of all groups on the question of faculty unionization or staff unionization.

TABLE 21

QUESTIONNAIRE RESPONSE: STAFF PERCEPTION
OF CAMPUS CONSTITUENCIES LOYALTY
TO THE COLLEGE

	FSSM	Cler	TePr	Admn	Total
The administration	0 0.0	8 27.6	2 12.5	5 41.7	15 25.0
The faculty	0 0.0	5 17.2	8 50.0	2 16.7	15 25.0
The staff	1 33.3	8 27.6	2 12.5	0 0.0	11 18.3
The student body	0 0.0	1 3.4	1 6.3	1 8.3	3 5.0
The alumni	2 66.7	0 0.0	0 0.0	3 25.0	5 8.3
No response	0 0.0	7 24.1	3 18.8	1 8.3	11 18.3
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 22
 STAFF PERCEPTION OF CAMPUS
 CONSTITUENCIES LOYALTY

	Capeci Totals	Sutherland Totals
	<hr/>	<hr/>
The administration	15 25.0	59 34.3
The faculty	15 25.0	16 9.3
The staff	11 18.3	29 16.9
The student body	3 5.0	7 4.1
The alumni	5 8.3	44 25.6
No response	11 18.3	17 9.9

As used in the Sutherland study, the possible responses to these questions allowed for agreement, disagreement, no knowledge of, or indifference to these possibilities as shown in Tables 23 and 24. A further analysis of those employees who belong to labor unions compared to those who do not, will be conducted later in Chapter V.

Responses in this study indicate a stronger feeling for future unionization than the Sutherland study. While an analysis of variance showed no significant differences at the .05 level in either study in the way occupational categories responded to Questions 11 and 12, there are differences in the intensity of response to these questions on either study (Tables 25 and 26). The Sutherland study indicated 28.5 percent felt labor union type organization would come to faculties, whereas this study shows 76.7 percent feel unionization will come to faculties. Seventy-eight point three percent of the respondents in this study feel unionization will come to staff, while in the Sutherland study, 45.9 percent believe staff will be represented by labor union type organizations. This indicates that faculty and staff at both Indiana University and Berkshire Community College expect unionization, though the expectation is greater at Berkshire. The number of persons responding that they did not know or were not interested was considerably lower in this study than in the Sutherland study.

TABLE 23
 QUESTIONNAIRE RESPONSE: FUTURE
 UNIONIZATION OF THE FACULTY

	FSSM	Cler	TePr	Admn	Total
Yes	3 100.0	24 82.8	10 62.5	9 75.0	46 76.7
No	0 0.0	1 3.4	0 0.0	2 16.7	3 5.0
I do not know	0 0.0	2 6.9	5 31.3	1 8.3	8 13.3
The subject does not interest me	0 0.0	1 3.4	1 6.3	0 0.0	2 3.3
No response	0 0.0	1 3.4	0 0.0	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 24
 QUESTIONNAIRE RESPONSE: FUTURE
 UNIONIZATION OF THE STAFF

	FSSM	Cler	Tepr	Admn	Total
Yes	3 100.0	24 82.8	10 62.5	10 83.3	47 78.3
No	0 0.0	1 3.4	0 0.0	1 8.3	2 3.3
I do not know	0 0.0	2 6.9	5 31.3	0 0.0	7 11.7
The subject does not interest me	0 0.0	1 3.4	1 6.3	1 8.3	3 5.0
No response	0 0.0	1 3.4	0 0.0	0 0.0	1 1.7
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 25
 FUTURE UNIONIZATION OF FACULTY

	Capeci Totals	Sutherland Totals
Yes	46 76.7	49 28.5
No	3 5.0	48 27.9
I do not know	8 13.3	67 39.0
The subject does not interest me	2 3.3	5 2.9
No response	1 1.7	3 1.7

TABLE 26
 FUTURE UNIONIZATION OF STAFF

	Capeci Totals	Sutherland Totals
Yes	47 78.3	79 45.9
No	2 3.3	33 19.2
I do not know	7 11.7	52 30.2
The subject does not interest me	3 5.0	4 2.3
No response	1 1.7	4 2.3

Question 13. In your opinion, has Berkshire Community College, in the course of growing in size, reflected more or less concern for the welfare of the individual employee?

In this study, an analysis of variance showed no significant differences at the .05 level between groups in answers to this question.

A comparative chart on Question 13 (Question 16 Sutherland) is in order. Sutherland found significant differences at the .05 level in the way personnel at Indiana University responded to this question (Table 27).

There is a startling difference in the way respondents answered questions in this study compared to the Sutherland study. The majority, 55.0 percent, felt Berkshire Community College was showing less concern for their welfare, whereas the percentages at Indiana University were evenly divided; 31.4 percent indicating more concern and 31.4 percent indicating less concern for employees' welfare. In the Sutherland study, the FSSM and the Admn felt more concern was being shown, while the TePr and Cler felt less concern was being shown. Only one clerical person out of all the employees at Berkshire felt concern had increased (Table 28). Sixty-six point seven percent of the FSSM, 69.0 percent of the Cler, 43.8 percent of the TePr and 33.3 percent of Admn felt less concern was shown for their welfare as the college grew in size. Thirteen point three percent felt no change took place, while 21.7 percent had no opinion and 8.3 percent did not respond.

TABLE 27
 EMPLOYEE'S PERCEPTION OF THE COLLEGE'S
 CONCERN FOR THEIR WELFARE

	Capeci Totals	Sutherland Totals
More	1 1.7	54 31.4
Less	33 55.0	54 31.4
No change	8 13.3	32 18.6
No opinion	13 21.7	28 16.3
No response	5 8.3	4 2.3

TABLE 28

QUESTIONNAIRE RESPONSE: EMPLOYEE'S PERCEPTION
OF THE COLLEGE'S CONCERN
FOR THEIR WELFARE

	FSSM	Cler	TePr	Admn	Total
More	0 0.0	1 3.4	0 0.0	0 0.0	1 1.7
Less	2 66.7	20 69.0	7 43.8	4 33.3	33 55.0
No change	1 33.3	2 6.9	3 18.8	2 16.7	8 13.3
No opinion	0 0.0	4 13.8	3 18.8	6 50.0	13 21.7
No response	0 0.0	2 6.9	3 18.8	0 0.0	5 8.3
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

Question 14. It has been suggested that community colleges could provide an education of much higher quality at greatly reduced costs if they admitted only residents of their respective states, and refused admission to out-of-state and foreign students. Would you favor this kind of admission policy at Berkshire Community College?

An analysis of variance indicated no significant differences at the .05 level between groups in their response to this question in either study.

The Sutherland study hoped to use this question as a measure of provincialism, parochialism or conservatism. A heavy "yes" response might indicate resistance to change. In both studies the response here was overwhelmingly "no." The Sutherland study: 73.3 percent "no"; the Capeci study: 83.3 percent "no" (Table 29).

Question 15. Is it important to you that you be kept informed of Berkshire Community College's goals and purposes?

Question 16. Do you feel that you are adequately informed and have ready access to enough information to understand these goals and purposes?

In both studies, analysis of variance did not show significant differences at the .05 level in the way groups responded to Questions 15 and 16.

These questions were designed to measure the interests nonacademic employees have in the college's goals and purposes, and whether or

TABLE 29
QUESTIONNAIRE RESPONSE: ADMISSION POLICY

	FSSM	Cler	TePr	Admn	Total
Yes	2 66.7	4 13.8	0 0.0	0 0.0	6 10.0
No	0 0.0	24 82.8	15 93.8	11 91.7	50 83.3
No opinion	1 33.3	0 0.0	0 0.0	1 8.3	2 3.3
No response	0 0.0	1 3.4	1 6.3	0 0.0	2 3.3
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

not information is readily available to understand these goals and purposes. Results on this study were quite similar to those in the Sutherland study. At Indiana University, 90.1 percent considered it important to be kept informed of university goals and purposes. At Berkshire, 93.3 percent felt it important that they be kept informed of Berkshire Community College's goals and purposes. In this study, 81.7 percent reported they were not adequately informed about the college's goals and purposes (Tables 30 and 31). In the Sutherland study, 61.6 percent indicated they were not adequately informed about the goals and purposes of the University.

Question 17. Could you, as a spokesman for staff personnel of Berkshire Community College, if called on to do so, clearly state your ideas of staff interests and concerns in community college affairs during the next ten years?

Question 18. Would you be willing to serve as a staff representative in such an organization as an all-college senate?

An analysis of variance did not show significant differences at the .05 level in either study in the way groups responded to Questions 17 and 18.

There is a similarity of response to these questions in both studies. At Indiana University, 41.3 percent of the respondents indicated ability to serve as a spokesman for staff interests, while 56.4 percent said they would not do so. At Berkshire, the percentages were 38.3 percent and 56.7 percent, respectively.

TABLE 30

QUESTIONNAIRE RESPONSE: SENSE OF RELATEDNESS
OF NONACADEMIC PERSONNEL TO
THE GOALS AND PURPOSES
OF THE COLLEGE

	FSSM	Cler	TePr	Admn	Total
Yes	3 100.0	26 89.7	15 93.8	12 100.0	56 93.3
No	0 0.0	2 6.9	0 0.0	0 0.0	2 3.3
No response	0 0.0	1 3.4	1 6.3	0 0.0	2 3.3
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 31

QUESTIONNAIRE RESPONSE: SENSE OF KNOWLEDGE
OF NONACADEMIC PERSONNEL OF
THE GOALS AND PURPOSES
OF THE COLLEGE

	FSSM	Cler	TePr	Admn	Total
Yes	0 0.0	2 6.9	4 25.0	2 16.7	8 13.3
No	3 100.0	26 89.7	10 62.5	10 83.3	49 81.7
No response	0 0.0	1 3.4	2 12.5	0 0.0	3 5.0
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

On the question of willingness to serve as staff representative to the senate (Question 18), 50.0 percent at Indiana responded "yes" and 47.1 percent responded "no." At Berkshire, the response was 48.3 percent "yes" and 41.7 percent "no" (Tables 32 and 33).

This completes the section examining the data in terms of frequency counts and percentages. As was done in the Sutherland study, the data will now be examined in terms of which "personal and professional data factors made intra- and inter-group differences of opinion and attitudes about central issues of community college governance."⁶⁴

⁶⁴Sutherland, Nonacademic Personnel, p. 61.

TABLE 32

QUESTIONNAIRE RESPONSE: PERSONAL
DISPOSITIONS TO PARTICIPATE
IN COLLEGE GOVERNANCE

	FSSM	Cler	TePr	Admn	Total
Yes	2 66.7	11 37.9	7 43.8	3 25.0	23 38.3
No	1 33.3	16 55.2	8 50.0	9 75.0	34 56.7
No response	0 0.0	2 6.9	1 6.3	0 0.0	3 5.0
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

TABLE 33

QUESTIONNAIRE RESPONSE: WILLINGNESS
TO SERVE AS STAFF REPRESENTATIVE

	FSSM	Cler	TePr	Admn	Total
Yes	3 100.0	11 37.9	9 56.3	6 50.0	29 48.3
No	0 0.0	15 51.7	5 31.3	5 41.7	25 41.7
No response	0 0.0	3 10.3	2 12.5	1 8.3	6 10.0
Total	3 100.0	29 100.0	16 100.0	12 100.0	60 100.0

C H A P T E R V

ANALYSIS OF THE DATA

Introduction

The summarized data described in Chapter IV, as indicated, was subjected to analysis of variance to find differences of both personal characteristics and attitudes and opinions between classifications of people. The Newman-Kuels technique will not be used in this study, since this researcher has determined that finding the precise differences does not require this particular technique. This decision was made after consultation with computer personnel at North Adams State College regarding statistical procedures and use of the SPSS computer package.

In effect, the Sutherland study examined seven personal characteristics and their possible effect on five governance questions. This decision was purported to have been made based on the preliminary analyses of the data. Since it is obvious that not enough of the responses in the foregoing analyses yielded significantly different results at the specified level (see Table 34 for significant comparisons), the decision was made to examine the five questions and the seven personal characteristics based on Sutherland's judgement rather than significant differences. This researcher will, therefore, examine the same seven personal characteristics and their possible effect on the same five governance questions as were examined in the

TABLE 34

SIGNIFICANCE COMPARISONS

Question No.	Sutherland			Capecy			
	Significant Differences	No Significant Differences	Further Examination	Question No.	Significant Differences	No Significant Differences	Further Examination
1		x	x	1		x	x
2	Some - not at specified levels		x	2		x	x
3	x		x	3		x	x
4		x		4		x	
5		x		5		x	
6 and 7	Eliminated in Capecy study - considered inappropriate at this time.						
8*	Some - not at specified levels			6*		x	
9*	Eliminated in Capecy study - considered inappropriate to this time.						
10*	x		x	7		x	x
11*	x			8		x	
12*		x		9		x	
13*		x		10			
14*		x		11		x	
15*		x		12		x	
16*	x			13		x	
17*		x		14		x	
18*		x		15		x	
19*		x		16		x	
20*	8			17		x	
21*	Some - not at specified level		x	18		x	x

*While numbers are different, questions are the same from this point on in the chart.

Sutherland study. The questions selected were those which, in Dr. Sutherland's judgement, were "most pertinent to the structure and form of community college governance."⁶⁵

The five central issues of governance, covered by the five questions selected for further study, include the following:

1. The inclusion of staff personnel as voting members of all-college senates or other governing bodies of colleges in the future
2. The possibility of staff inclusion in all-college senates becoming a reality at all community colleges in Massachusetts
3. The level of governance at which staff should have direct representation
4. The staff's choice of a representative in governance
5. The willingness on the part of staff to serve as representatives in college governance

In this study the seven factors will be analyzed first, and compared where appropriate to the Sutherland study. The chapter will conclude with a review of the central issues of governance as they relate to the seven factors at Berkshire only. The questions were stated in the survey instrument as follows:

1. Some colleges and universities are considering the inclusion of staff employees as voting participants in all-college

⁶⁵Sutherland, Nonacademic Personnel, p. 63.

senates and other similar new structures of college governance. Do you think this will happen at Berkshire Community College?

2. Do you think such inclusion should happen in all community colleges in Massachusetts?
3. At which level of governance do you feel that staff personnel should have direct representation?
- *7. If staff personnel were to have a representative member on Berkshire Community College's governing board, which of the following would you choose to represent you?

An administrative officer of the college

A college faculty member

A staff member from the ranks

An officer of a labor union operating on the campus

- *18. Would you be willing to serve as the staff representative in such an organization as an all-college senate?

The seven factors taken from the personal characteristics data section of the survey are: the sex factor, age factor, education factor, college relatedness factor, extra college, union membership factor, faculty contact factor, and length of service factor. An evaluation has been done of these seven personal characteristics and their possible influence on the five governance related questions. The .05 level continued to be specified in this analysis of variance as it was in the preliminary analysis. It should be noted once

again that Sutherland changed the specified level as the study progressed, showing significance at other levels. This will not be done here.

Sex Factor

The number of male respondents was 24, and the number of female respondents was 36. In the Sutherland study, men and women responded in statistically different ways to Question 18 (Question 21 of the Sutherland study) on willingness to serve as staff representative in new structures of governance. This study has also shown significant differences at the .05 level in the ways males and females responded to Question 18.

Responses to Question 18 in this study (Question 21 of the Sutherland study) indicated more willingness on the part of men to serve as staff representatives in new structures of governance than women.

In the Capeci study, 16 men (69.6 percent) and 13 women (46.4 percent) said they would serve, while 7 men (30.4 percent) and 15 women (53.6 percent) at Berkshire Community College, said they would not serve. Similarly, 42 women (43.8 percent) and 44 men (57.9 percent) said they would be willing to serve, in the Sutherland study. Twenty-eight (36.8 percent) of the men and 53 (55.7 percent) of the women at Indiana University, said they would not serve. One man and 9 women at Berkshire did not respond to the question, 4 men and 1 woman at Indiana University did not respond.

Only the means were available in the Sutherland study for comparison with this study. Standard deviation scores are included in the tables in this study. This is not the case in the Sutherland study.

TABLE 35

SEX FACTOR IN WILLINGNESS TO SERVE
AS STAFF REPRESENTATIVE

	Capeci M	Capeci S. D.	Sutherland M
Male	1.3043	.4705	.3158
Female	1.5357	.5079	.5417

Age Factor

In the Sutherland study, there was some consolidation of divisions as far as age groups are concerned. For the purpose of evaluation of data in this study, the groupings were unchanged. There were significant differences in the manner in which various age-groups responded to one of the governance questions. There was a significant difference at the .05 level in the manner in which respondents answered Question 18, that of willingness to serve as staff representative on an all-college senate. Ten persons in the age category 30-39, or 100.0 percent in this group, said they would be willing to serve (see Table 3).

TABLE 36

AGE FACTOR IN WILLINGNESS TO SERVE
AS STAFF REPRESENTATIVE

	Capeci M	Capeci S.D.	Sutherland M
All age categories	1.4717	.5040	Not available
30-39	1.0000*	0	Not available

*Indicates no negative responses.

A particular age grouping was not a significant factor in any of the responses to the five governance questions in the Sutherland study.

Education Factor

No attempt was made in this study to consolidate or change the structure of the data in this category for examination purposes. Sutherland regrouped the data into four groups in her study. There was no significant difference at the .05 level in the way those at various educational levels responded to Questions 12 and 13 on either study. The majority at all educational levels in both studies indicated they did not know. In this study there was some positive response of those in the associate degree category and some negative response from those who reported they had beyond two years of college, but without a Bachelor's degree.

There was a sharp division on Question 7, the choice of representatives to serve on the college's governing board, in both studies. The results of these differences are reported in Table 37. The majority at all educational levels selected staff members to

represent them; however, there is a difference in high school diploma level, with 41.7 percent showing a desire for a labor union representative. This difference was significant in both studies.

There was significant difference at the .05 level on Question 18, willingness to serve as staff representatives on a college-wide senate. Eight, or 80.0 percent, of those with work beyond the Bachelor's degree showed willingness to serve. Six, or 75.0 percent of those at Bachelor's level said they would not serve; and seven, or 58.3 percent of those with high school diplomas responded, indicating they were also not willing to serve. Education was not considered to be a factor on the question of willingness to serve as staff representative in the Sutherland study. No comparative data is available from the Sutherland study, but Table 38 shows the differences in this study.

College Relatedness Factor

There were six items of personal data on the survey instrument which, by answering affirmatively, a staff member would indicate a relationship to Berkshire Community College in addition to employment.

The questions asked if the staff member:

1. Was an alumnus of Berkshire Community College
2. Was presently enrolled for courses
3. Was the spouse of a college student
4. Was the spouse of a college faculty member

TABLE 37

EDUCATION FACTOR IN WILLINGNESS TO SERVE
AS STAFF REPRESENTATIVE

	Yes	No
	————	————
High school diploma	5 41.7	7 58.3
Attended college	6 54.5	5 45.5
Associate degree	3 60.0	2 40.0
Went beyond two years of college	1 50.0	1 50.0
Bachelor's degree	2 25.0	6 75.0
Went beyond Bachelor's degree	8 80.0	2 20.0
Other	4 66.7	2 33.3

TABLE 38
EDUCATION FACTOR IN CHOICE OF REPRESENTATIVES

	Adminis- tration	Faculty Member	Staff Member	Labor Union Officer	Total	G. M.	S. D.
High school diploma	1 8.3	1 8.3	5 41.7	5 41.7	12 21.1	3.1667	.9374
Attended college	0 0.0	0 0.0	11 91.7	1 8.3	12 21.1	3.0833	.2887
Associate degree	0 0.0	0 0.0	3 60.0	2 40.0	5 8.8	3.4000	.5477
Went beyond two years of college	0 0.0	0 0.0	3 100.0	0 0.0	3 5.3	3.0000	0
Bachelor's degree	0 0.0	1 12.5	7 87.5	0 0.0	8 14.0	2.8750	.3536
Went beyond Bachelor's degree	3 30.0	0 0.0	6 60.0	1 10.0	10 17.5	2.5000	1.0801
Other	3 42.9	1 14.3	3 42.9	0 0.0	7 12.3	2.0000	1.0000
Total	7 12.3	3 5.3	38 66.7	9 15.8	57* 100.0		

*No response - 3

5. Had children who were attending Berkshire Community College
6. Had children who had attended Berkshire Community College in the past

There were 34 persons, or 56.7 percent, in the group who had some relatedness to Berkshire Community College other than employment. In the Sutherland study, these figures were 56.4 percent and 43.6 percent, respectively. Responses from the college related group and the nonrelated group were similar on Questions 1, 2, 3, and 7, and no significant differences were found in either study on these questions.

On Question 18, that of willingness to serve as staff representative, the groups in this study responded in significantly different ways. This was also true in the Sutherland study. The college-related group at Berkshire had 18 persons (52.9 percent) who were willing to serve as staff representatives in an all-college senate. The university related group at Indiana University had 58 persons, or 59.8 percent, who were willing to serve. At Berkshire, 13 (38.2 percent) would not serve, and at Indiana, 39.2 percent said they would not serve. Three people (8.8 percent) did not respond to the question in this study, and one person (1.0 percent) did not respond in the Sutherland study.

In the nonrelated group, 11 persons (42.3 percent) expressed willingness to serve as staff representatives at Berkshire. Twenty-eight persons (37.3 percent) at Indiana University said they were

willing to serve. In this study, 13 (50.0 percent) said they would not be willing to do so, and in the Sutherland study, 43 (57.3 percent) indicated they would not serve. At Berkshire, two persons, (7.7 percent) expressed no opinion, and four persons (5.3 percent) at Indiana had no opinion. As is apparent, the results are very similar in both studies on this question.

Extra College, Union Membership Factor

In the Sutherland study two questions were asked about extra college memberships. Question 1 was with regard to labor union affiliation, and Question 2 was concerning state or federal civil service employee status. Question 2 was not applicable to Berkshire Community College and was deleted from this study.

Thirteen persons, or 21.7 percent of the respondents in the Capeci study, reported memberships in the local union. This means that at the time of the study, 78.3 percent of those responding to the survey had no union affiliation. There were no significant differences at the .05 level on any of the governance questions in regard to the extra university, union membership factor in the Sutherland study.

There were significant differences on two of the five governance questions in this study. The differences occurred in Question 7 regarding selection of preferred representatives on a governing board, and Question 18 regarding willingness to serve on an all-college senate. Six of the thirteen union members, or 46.2 percent, preferred a labor union officer to represent them, whereas three of the 43

nonunion members responding to this question, 7.0 percent, preferred a labor union officer to represent them. On the question of willingness to serve on an all-college senate, one union member did not respond. Eight, 66.7 percent, of those responding, indicated willingness to serve, and four, 33.3 percent, responded negatively. Six of the nonunion employees did not respond to this question. Twenty, 48.8 percent, of those without union affiliation responded "yes" and 21, 51.2 percent, responded "no."

Faculty Contact Factor

Twenty-three staff members, 38.3 percent of the respondents, indicated that they worked in an academic department, and 43, 71.7 percent, indicated they worked for or with faculty members.

In the Sutherland study, faculty contact had no significant influence on the responses to the five governance questions. After close examination for differences in responses, a significant difference was found in this study on Question 18 regarding willingness to serve as staff representative on an all-college senate. Twenty-three, 59.0 percent, of the 39 responding to this question indicating faculty contact, were willing to serve as representatives on an all-college senate. Nine, or 60.0 percent, of the 15 responding to this question who had no faculty contact indicated they would not serve.

Length of Service Factor

As was the case in the Sutherland study, length of service was not a significant factor in the way staff members responded to governance questions.

Other Observations Worth Noting in This Study

At this point in the study there is a slight deviation from the precise manner in which Sutherland presented her findings. In Question 6 of this study (Question 8 of the Sutherland study) the respondents were asked whether or not they thought staff communications were adequate. Administrators, as shown in Table 14, responded differently (though not significantly at the .05 level) from the other groups on this question, as 41.7 percent of them indicated communication was adequate. The group means and standard deviations also bear this out.

TABLE 39

MEANS AND STANDARD DEVIATIONS FOR QUESTION SIX

	M	S. D.
	_____	_____
FSSM	1.6667	.5774
Cler	1.8571	.3563
TePr	1.9333	.2582
Admn	1.5455	.5222

Although Question 7 (Question 10 of the Sutherland study) has been discussed at some length in this study, and a summary does appear in Table 11, the fact that 50.0 percent of the administrators responding preferred administrators to represent them on a governing board is different, though not significant at the .05 level, than other group responses. This is also clearly shown in an examination of the group means and standard deviations.

TABLE 40
MEANS AND STANDARD DEVIATIONS
FOR QUESTION SEVEN

	M	S. D.
	_____	_____
FSSM	3.3333	.5774
Cler	3.0769	.6276
TePr	3.0667	.5936
Admn	1.9091	1.0445

Question 13 (Question 16 of the Sutherland study) requested a response about the amount of concern the college has shown for the welfare of each employee in the course of growing. As shown in Table 20, the majority of the employees indicated the college reflected less concern for their welfare; however, it is worth noting that 50.0 percent of the administrators had no opinion in the matter. Group means support this difference, though it is not significant at the .05 level.

TABLE 41
 MEANS AND STANDARD DEVIATIONS
 FOR QUESTION THIRTEEN

	M	S. D.
	_____	_____
FSSM	2.3333	.5774
Cler	2.3333	.7845
TePr	2.5833	.7930
Admn	3.0909	.9439

REVIEW OF CENTRAL ISSUES
 OF GOVERNANCE

The inclusion of staff personnel as voting members of governing bodies in the future. Unfortunately, none of the seven factors selected had influence on the way respondents at Berkshire felt about this issue. There were some differences, however, as the majority in all factor categories said they did not know if staff would be included as voting members of governing bodies in the future.

The possibility of staff inclusion in all-college senates becoming a reality at all community colleges in Massachusetts. None of the seven factors selected had influence on how the respondents at Berkshire felt about this issue. There were very few differences, with 73.3 percent of all respondents indicating they felt all-college senates would become a reality in all community colleges in Massachusetts.

The level of governance at which staff should have direct representation. There were no significant differences in the way any of the factor groups responded to this issue. The majority, 61.7 percent, felt staff should have voting status in governing bodies.

The staff's choice of a representative in governance. Education was a factor in the selection of a representative in governance structures. While the majority at all educational levels selected staff members to represent them, 41.7 percent at the high school diploma level indicated a desire for labor union representation.

Extra college or union membership was a factor in choice of representative in governance. Six of thirteen union members, or 46.2 percent, preferred labor union members to represent them in governance. All other factors were not significant in influencing staff's choice of a representative in governance.

The willingness on the part of staff to serve as representatives in college governance. Every factor except the length of service factor had an influence on employee's willingness to serve as a representative in college governance.

Men were more willing to serve than women. Sixty-nine point six percent of the men were willing to serve and only 46.4 percent of the women would serve.

Age was a factor in that all of those in the 30-39 category were willing to serve, whereas other age categories were evenly divided in their responses.

Education was a factor in respondents' willingness to serve as a representative in college governance. Those with work beyond the Bachelor's degree were more willing to serve than those with Bachelor's degrees and those with high school diplomas.

College relatedness was a factor in respondent's willingness to serve. Those who were related to the college in ways other than employment were more willing to serve than those who had no such relatedness.

Faculty contact was a factor in respondent's willingness to serve. Those who came in contact with faculty in the course of their work were more willing to serve as representatives in college governance than those who did not.

This concludes the chapter on analysis of data. It was determined that the comments made on the last page of the survey document by the respondents, while interesting, did not add significantly to the study. These comments will not be included in this study, although some written comments by employees were included in the Sutherland study.

C H A P T E R V I

SUMMARY, CONCLUSIONS AND DISCUSSION

Summary

As was stated previously, this study is a replication of an earlier study conducted by Dr. Elizabeth Sutherland at Indiana University. Her study came about because of the consistent manner in which nonacademic employees were "overlooked or ignored" when governance changes were proposed on college and university campuses across the country in the 1960's. Since there did not appear to be a great deal of research in this area, she felt it was appropriate to conduct a study which would solicit the opinions and feelings of nonacademic employees about governance. Her study was conducted at Indiana University, Bloomington campus.

This researcher was aware of the need to expand the role of nonacademic personnel in governance at community colleges. A study of nonacademic personnel and their involvement in, interest in, or opinions about community college governance had not been done. There are several reasons why this researcher has used Berkshire Community College as the experimental setting and decided to replicate the Sutherland study on this campus:

1. The practice of the exclusion of nonacademic personnel from participation in governance at community colleges in Massachusetts persists.

2. Union involvement on the part of academic and nonacademic employees has increased significantly since Sutherland's study was conducted.
3. Attitudes and opinions of nonacademic personnel at Berkshire Community College regarding governance appear to be changing, and should be examined.
4. Low morale and employee dissatisfaction are growing amongst nonacademic personnel at Berkshire Community College.

The problem of this study was to replicate the Sutherland study. The replication was conducted in order to examine attitudes and opinions of nonacademic personnel at Berkshire Community College concerning their involvement in governance. The study attempted to ascertain parallels between nonacademic personnel at Berkshire Community College and Indiana University.

Personal data summary. The same questionnaire (with few deletions as noted) as that used in the Sutherland study was sent to a total sample of 117 nonacademic employees at Berkshire Community College. The job categories at Berkshire Community College included administrative, technical-professional, clerical, and food service and maintenance. Sixty out of 117 persons to whom the survey was sent responded. This was a response of 51.3 percent -- 8.3 percent food service and service maintenance, 60.4 percent clerical, 94.1 percent technical and professional, and 75.0 percent of the administrators.

The survey instrument included 15 items of personal and professional information, and solicited opinions of, or attitudes toward, 18 questions about community college governance and related matters. Three food service and service maintenance workers (5.0 percent), 29 clerical staff (48.3 percent), 16 technical and professional (26.7 percent), and 12 administrators (20.0 percent) filled out and returned a questionnaire.

Twenty-four men (40.0 percent), and 36 women (60.0 percent), constituted the study sample. Fourteen (23.3 percent) of these persons reported they were between 18 and 24 years of age, 13 (21.7 percent) were between 25 and 29 years, 11 (8.3 percent) between 30 and 39 years of age, 14 (23.3 percent) were in the 40 to 49 age group, 6 (10.0 percent) were 50 to 64 years old, and two did not respond.

The minimum level of educational attainment of all respondents was a high school diploma. Twelve persons (20.0 percent) had a high school diploma, 14 (23.3 percent) attended college, 5 (8.3 percent) had an Associate degree, 3 (5.0 percent) went beyond two years of college, 7 (11.7 percent) had a Bachelor's degree, and 10 (16.7 percent) reported "other." Thirty-four persons (56.7 percent) reported some relationship to Berkshire Community College other than employment, while 26 respondents (43.3 percent) had no relationship other than employment.

Thirteen persons (21.7 percent) indicated they were members of a labor union. Forty-six (76.7 percent) said they were not, and

one (1.7 percent) did not respond. Twenty-three persons (38.3 percent) reported that they worked for academic departments, 43 (71.7 percent) indicated they worked for or with faculty, and 44 (73.3 percent) reported their work brought them into contact with students. (Note: Respondents could have more than one choice, so percentages do not add up to 100.0 percent.) A brief summary of the length of time employees worked at Berkshire Community College shows 50 persons (83.3 percent) have worked here under 5 years, 9 persons (15.0 percent) 5 to 9 years, and 1 person (1.7 percent) ten years or more.

Governance issues summary. Fifteen items of personal and professional data were combined into seven factors -- sex, age, education, college relatedness, extra college-union membership, faculty contacts, and length of service with the college -- for an analysis of variance to determine whether they were significantly related to the opinions and attitudes staff personnel held concerning five central issues of community college governance.

There was a significant difference in the response of men and women to Question 18, concerning willingness to serve as staff representatives in new structures of governance. Sixty-nine percent of the men indicated willingness to serve, and 30.4 percent said they would not. Forty-six percent of the women said they would serve, and 53.6 percent said they would not.

Age was a factor in one area of governance questioning. Ten persons, 100.0 percent of this group, in the 30-39 age category

said they would be willing to serve as staff representative in a new governance structure.

While level of education was not a significant factor at the .05 level on Question 1, 50.0 percent in the associate degree category indicated they thought staff personnel would be included as voting members of governing bodies of colleges in the near future, while 66.7 percent of those with two years or more of college said they should not be included. On the question of choice of representative, the majority at all educational levels selected staff members to represent them, but 41.7 percent of those at the high school diploma level indicated desire for a labor union officer to represent them.

On Question 18, that of willingness to serve as staff representative on an all-college senate, 80.0 percent of those with a Bachelor's degree or beyond showed willingness to serve, while 58.3 percent of those with high school diplomas were not willing to serve.

In the area of college-relatedness there were 34 persons, 56.7 percent, in the group who had some relationship to the college other than employment and 26, 43.3 percent, who had none. There was some difference (not at the specified level, however) in the way these groups responded to the choice of representation question. Six of the 24 Berkshire Community College alumni, 25.0 percent, indicated preference for a labor union officer representative, whereas the majority in other categories chose staff to represent

them. There was significant difference at the .05 level in the way these groups responded to the question of willingness to serve as staff representative on an all-college senate. Fifty-two percent of the college-related group said they would be willing, and 42.3 percent of the nonrelated group said they would be willing to serve. Thirty-eight percent of the related group said they would not serve and 50.0 percent of the nonrelated group said they would not serve.

Thirteen, 21.7 percent, of the respondents said they are union members and 47, 78.3 percent, indicated they were not. Union membership is a factor in two areas, that of preferred representative on a governance board and willingness to serve as staff representative. Forty-six percent of the union members preferred a labor union officer to represent them, and 7.0 percent of the nonunion members selected the labor union officer. On the question of willingness to serve as representatives on an all-college senate 8, 66.7 percent of the union members, were willing to serve and 20, 48.8 percent of the nonunion members were not.

Faculty contact was a factor in one area of governance, that of willingness to serve as staff representative on an all-college senate. Fifty-nine percent of those reporting faculty contact were willing to serve, and 60.0 percent of those who reported no faculty contact were not willing to serve. Length of service with Berkshire Community College did not relate to differing opinions on the governance questions.

Conclusions

Several conclusions were stated in Sutherland's study and they are listed here so that a direct comparison can be made with the conclusions of this study. Each Sutherland conclusion will be stated exactly as it appeared in her study, followed by the conclusion that can be substantiated by this study.

1. Staff members are interested in participating in University governance. However, at the same time that their interest was revealed, an accompanying unexpectedly large amount of lack of opinion or concern was also recorded.
1. Staff members at Berkshire Community College are interested in participating in college governance. While there is a great deal of lack of opinion and concern at Berkshire also, the majority felt governance systems which include staff should be established throughout community colleges in Massachusetts. The majority felt staff personnel should be included as voting members on all-college senates.
2. Staff want to be represented by other staff members in University governance. They do not want to be represented by faculty members.
2. Staff members at Berkshire would also like to be represented by staff members. There is little support for representation by other groups.
3. Sex (men more than women), university-relatedness, and higher levels of formal education are significant in relation to willingness to serve as representatives in University governance structures.

3. This study also reveals men are more willing to serve as staff representatives on an all-college senate than women. Those with other than work relationships to the college are more willing to serve than those who have work as their only relationship. Those with higher levels of formal education also show a greater willingness to serve. In addition, those between the ages of 30-39, those with union memberships, and those who have faculty contact are more willing to serve as representatives in college governance structures than others.
4. Staff members are concerned about university goals and purposes and are strongly aware of a lack of communication on these and other matters.
4. Staff members at Berkshire are also concerned about college goals and purposes, but are aware of a lack of communication on these and other matters.
5. Staff members do not feel that they have the expertise to deal with a number of areas of university operation in which they have strong feelings of concern and interest. However, there are areas in which they felt they had sufficient knowledge to make decisions which assist in providing bases for university policy.
5. Staff members at Berkshire also feel they have expertise that matches their concern and interest in areas of operation outside of their immediate responsibility. They do feel there are some areas in which they can contribute to the decision-making process.

6. There is no strong desire to establish labor union dominance among staff personnel on the Bloomington campus. However, in the categories of Food Service-Service Maintenance and Clerical personnel, mild support of labor unionism was indicated regularly. At the same time, there was not a strong belief that faculty will be unionized.
6. The results at Berkshire relative to unionization are much different than at Indiana. There was a strong feeling at the time of this study that both faculty and staff would be unionized at Berkshire Community College.
7. Staff members oppose violence and disruptive actions to gain desired goals.
7. This item was not addressed in this study.
8. Provincialism, as reflected by attitudes about out-of-state students, is definitely not characteristic of Indiana University, Bloomington staff personnel.
8. Staff at Berkshire were not in favor of an admission policy which refused out-of-state and foreign students. Provincialism, as defined here, is definitely not a characteristic of staff personnel at Berkshire Community College.

Discussion

This study was conducted during a period of crisis in Massachusetts. The change in Massachusetts law giving employees the right to bargain for wages and benefits, the budget condition of the Commonwealth, and the overwhelming move toward unionization has exacerbated the situation to the point of frustrating attempts

to foster a quadri-cameral governance system which would have included staff members.

In spite of this condition, however, this researcher believes it is possible to be responsive to some of the needs expressed by staff personnel in both the Sutherland and Capeci studies. One can only speculate on how the results of this study might have been effected if it were conducted during a less arduous time in the Commonwealth. Several things might have been done differently.

1. A broader base of data collection including more community colleges might have been established.
2. The survey instrument, while very apropos, might have been revised to include additional items specifically directed toward (1) the new law in the Commonwealth of Massachusetts which permits employees to bargain for wages and working conditions, (2) the current budget crisis in Massachusetts, and (3) the inevitability of the unionization of faculty and staff brought about by the new collective bargaining laws. One can only speculate as to whether these items might have had an effect on the attitudes and opinions of nonacademic personnel about governance.
3. It is the belief of this researcher that maintenance employees did not respond in large numbers because of personal objections to the use of the survey method. Many feel uncomfortable about filling out forms of any

kind. Perhaps a different system for collecting their inputs could have been arranged, such as interviews and taped responses.

4. Perhaps a better method for the collection of data could have been established. This researcher's involvement as Dean of Administration at Berkshire Community College seemed to effect the responses somewhat, although very few employees discussed the survey instrument with this researcher.

Recommendation for Further Research

The following recommendations are made based on the findings of this study:

1. The same instrument, revised and updated, should be administered to a large group, at several different community colleges, perhaps in different states, and the methodology might include some interviewing techniques to account for those who are uncomfortable with forms.
2. The concept of quadri-cameral governance itself requires more careful study. Perhaps an on-site review of such places as Moraine Valley Community College, El Paso Community College, or some others mentioned in this study, where systems are in the experimental stage, would be helpful in fostering the quadri-cameral government concept at Massachusetts community colleges.

3. Further study by policy boards into different modes of operation than are presently utilized should be encouraged. Impetus for such study might come from the presidents of colleges where new governance systems are in the experimental stage.
4. A more in-depth study should be done of the sociological and psychological reasons why nonacademic employees responded as they did to the questions on the survey, or why so many chose not to respond. A study might examine employees' evaluation of their own sense of personal power or lack of it.
5. A study of each employee's concept of management theory is in order. Whether nonacademic personnel see themselves as potentially part of the management team or always separate from it needs to be more closely examined.
6. Finally, experimental programs utilizing the quadricameral system should be set up at several community colleges in Massachusetts (in spite of unionization) and address themselves in each case, to the concerns of employees not met by unionization. After a specific length of time, each experiment should be carefully examined by the policy board with the thought of revision and expansion, or in some cases, the programs might be disbanded entirely.



February 26, 1975

Dr. Elizabeth Sutherland
 Dean of Women
 Armstrong Hall
 Colorado College
 Colorado Springs, Colorado 80903

Dear Dr. Sutherland:

I have read with interest your dissertation published in three editions of the Journal of the College and University Personnel Association (1972). The study of the involvement of nonacademic personnel in community college governance is of extreme importance to me. At the present time my position as Dean of Administration at Berkshire Community College necessitates further exploration of this topic. In addition to my duties as Dean at Berkshire Community College, I am a doctoral candidate at the University of Massachusetts. The subject I have been considering for my own dissertation is, "Nonacademic Personnel and Community College Governance."

Do you think your study should be replicated at the community college level? It is my opinion that a sufficient number of changes have occurred in the past four years to warrant this replication. I would, however, not consider doing it without some positive feedback from you and your permission to use whatever portion of your study will be needed to complete mine. I am in the process of negotiating a project with my committee. I would appreciate receiving from you any new information or bibliographic data pertaining to your project that might be helpful to me in developing my proposal.

In reviewing your dissertation, a few questions come to mind which I must have answered before attempting to have the idea of replication approved by my committee:

1. Was a pretest of the questionnaire conducted?
2. Were any attempts made to determine the validity or reliability of the instrument?
3. How did you determine the procedure for handling the raw data?
 Was it necessary for you to justify this procedure to your committee?

I would like to have a copy of your dissertation in order to cite your work properly. I will be happy to bear the expense of mailing or reproducing any of the material that you provide for me.

I am sure you are aware of the arduous nature of this kind of undertaking 145
and the need for getting as much input from the experts as is possible.

Thank you for your help.

Sincerely,

Pasqualino Capeci, Jr.
Dean of Administration

THE COLORADO COLLEGE

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COLORADO SPRINGS, COLORADO 80903

April 7, 1975

Mr. Pasqualino Capeci, Jr.
Dean of Administration
Berkshire Community College
West Street
Pittsfield, Massachusetts 01201

Dear Mr. Capeci:

Thank you for your letter and for your interest in my doctoral thesis, "Nonacademic Personnel and University Governance." I am pleased that you consider my work worthy of replication.

Certainly, I do feel that the inquiry I made could be made successfully at the community college level. Such an inquiry should yield a great deal of helpful and meaningful data for the clarification and betterment of relations between the college and its support staff. As I have said in my thesis, I consider these people to be a vital force in the successful functioning of this institution.

Although I have answered the questions of your letter in our telephone conversation, I will attempt written answers for you as well.

My thesis director, the Director of Personnel at Indiana University, and I worked very closely on the formation of a suitable and effective survey instrument which I would use. The original work was, of course, mine but meeting the requirements and satisfaction of the University and my thesis director resulted in six revisions of the questionnaire.

A pretest of the questionnaire was not considered necessary by my director and committee because of the kind of data I expected to gather. If you will examine the questionnaire thoroughly, I think you will see why a pretest was not thought necessary. This same answer would obtain in regard to your question about the validity and reliability of the instrument.

Doctoral candidates at Indiana University have access to the services of the professional consultants of both the data processing center and the Educational Research Bureau. These two agencies suggested the computer language and research technique which I should use. This, as you know is detailed in the introductory part of my thesis. This procedure met with

Mr. Pasqualino Capeci, Jr.
Page 2
April 7, 1975

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the approval of my thesis director. It was not necessary to consult my entire committee.

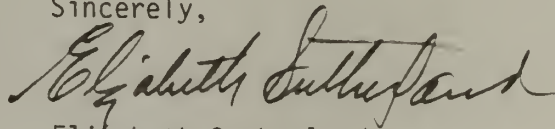
Finally, I am sorry to tell you that the only unbound copy of my thesis was cut up and repasted by the staff of the journal which published it. I did not recall this until I got it out to send to you. A copy of the thesis in its original form is available to you, however, at a minimal cost in microfiche form from:

University Microfilms
Ann Arbor, Michigan 48104

You are welcome to use my thesis in any way that will be helpful to you in completing your own. I will be extremely interested to know of your findings.

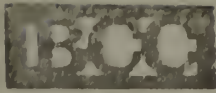
Good luck in the successful completion of your research and your doctoral program.

Sincerely,



Elizabeth Sutherland
Associate Dean of the College
Associate Dean of Students
Dean of Women

ES:dk

**Berkshire Community College**West Street Pittsfield Massachusetts 01201
413 499 4660

June 25, 1975

TO: STAFF PERSONNEL
BERKSHIRE COMMUNITY COLLEGE
PITTSFIELD, MASSACHUSETTS

In these times, when the governance of colleges is being questioned, challenged, and in many instances, restructured, students and faculty are speaking up strongly about what they feel are their roles in future decision-making bodies of these institutions. It seems, then, vitally important to know the attitudes and opinions in this matter of a third large and essential population of the community colleges -- the staff personnel. Their futures, as well as those of students and faculty, are dependent on the continued welfare and successful operation of the community college. Their concerns and interests need to be known by the entire college community.

Research in this area has been done on university campuses, but to date has not been carried out on a community college campus. Please provide the data requested so that this research may be broadened to include Berkshire Community College. The enclosed questionnaire should require no more than 25 or 30 minutes of your time.

You are promised confidentiality. The questionnaire, as you can see, has no place for your name or any other identification, and as quickly as the information from it is recorded, it will be destroyed. If you are interested, however, when all the information has been collected and processed, the findings of this study will be available to you in my office, Room F209

The prompt return of the questionnaire will be greatly appreciated. If, for some reason, you choose not to complete it, will you please return it to me anyway?

Thank you for your cooperation and assistance in making this study possible. Only by your participation can it be useful to the college and to you.

Sincerely,

A handwritten signature in cursive script that reads 'William Anastasi'.

William Anastasi
Assistant to the Dean of Faculty

Enclosure

Please indicate your job function group: Food service or maintenance
 Clerical Technical or professional Administrative

How long have you worked for Berkshire Community College? (Please check only one.)

less than 5 years

5-9 years

10-14 years

Please check the responses which most accurately reflect your opinion or attitude.

1. Some colleges and universities are considering the inclusion of staff employees as voting participants in all-college senates and other similar new structures of college governance. Do you think this will happen at Berkshire Community College?

Such a plan has already been adopted by the college.

Yes No I do not know. The subject does not interest me.

2. Do you think such inclusion should happen in all community colleges in Massachusetts?

Yes No No opinion The subject does not interest me.

3. At which level of governance do you feel that staff personnel should have direct representation?

As members of the Massachusetts Board of Regional Community College (MBRCC) whose chief responsibilities are to appoint the president, represent the institution to the public, act as trustees for its assets, make and ordain reasonable rules of order, and, in some instances, to regulate the course of instruction, and whose authority includes full power to manage the institution and its business affairs.

As voting members of an all-college senate which would include staff as well as students, administrators, and faculty, whose chief responsibilities would be to serve as a college forum, to advise the MBRCC, and to establish grievance and other committees, and whose authority would include making those policies and decisions not reserved to the MBRCC and the president.

In a separate staff representative body to consult and advise, or to negotiate, with the administration concerning the working conditions of, and the services rendered by, the staff personnel, and whose concern is limited to these matters.

None

I do not know

The subject does not interest me.

4. Listed below are a number of matters with which community colleges must concern themselves. Please check those areas which interest or concern you most directly.

Financial and budgetary

Student and faculty discipline

Curriculum

Tuition

Admissions

Student housing

Internal operational affairs such as on-campus parking, medical care and benefits, wage rates, faculty salaries

Planning buildings and campus expansion

Sanitation and pollution control

Long-range planning

None of these

5. The items listed below are identical to those in question #4. In this question, please check those areas in which you feel you would be best qualified to make decisions.

Financial and budgetary

Student and faculty discipline

Curriculum

Tuition

Admissions

Student housing

Internal operational affairs such as on-campus parking, medical care and benefits, wage rates, faculty salaries

Planning buildings and campus expansion

Sanitation and pollution control

Long-range planning

None of these

6. Do you feel that staff employee's communication with Berkshire Community College administration is adequate?

Yes No

7. If staff personnel were to have a representative member on Berkshire Community College's governing board, which of the following would you choose to represent you?

- An administrative officer of the college
- A college faculty member
- A staff member from the ranks
- An officer of a labor union operating on the campus

8. Please check the group whose interests you consider to be the most important at Berkshire Community College.

- The administration The student body
- The faculty The alumni
- The staff

9. Please check the group which you consider to have the most influence on policy making for Berkshire Community College.

- The administration The student body
- The faculty The alumni
- The staff

10. Which of these groups do you feel has the deepest loyalty to Berkshire Community College?

- The administration The student body
- The faculty The alumni
- The staff

11. Do you believe that the time will come when most community college faculties will be represented by labor union type organizations?

- Yes No I do not know The subject does not interest me

12. Do you believe that the time will come when most community college staffs will be represented by labor union type organizations?

- Yes No I do not know The subject does not interest me

13. In your opinion, has Berkshire Community College, in the course of growing in size, reflected more or less concern for the welfare of the individual employee?

More Less No change No opinion

14. It has been suggested that community colleges could provide an education of much higher quality at greatly reduced costs if they admitted only residents of their respective states and refused admission to out-of-state and foreign students. Would you favor this kind of admission policy at Berkshire Community College?

Yes No No opinion

15. Is it important to you that you be kept informed of Berkshire Community College's goals and purposes?

Yes No

16. Do you feel that you are adequately informed and have ready access to enough information to understand these goals and purposes?

Yes No

17. Could you, as a spokesman for staff personnel of Berkshire Community College, if called on to do so, clearly state your ideas of staff interests and concerns in community college affairs during the next ten years?

Yes No

18. Would you be willing to serve as the staff representative in such an organization as an all-college senate?

Yes No

Please use the reverse sides of these sheets to make any remarks you wish. Such comments will be greatly appreciated. If your comments relate to specific questions, please number them accordingly.



July 31, 1975

Dear Staff Member:

My mailing list shows that you are one of the persons to whom I recently mailed a questionnaire concerning staff interests in college policy and decision making processes.

Since the returned questionnaires are completely anonymous, I have no way of knowing who has or has not returned them. If you have already responded, please disregard this letter and accept my thanks. If, however, you have not done so, may I please urge you to complete and return it?

If you have misplaced the first copy of the questionnaire and require another, I will be glad to send you one.

Sincerely,

William Anastasi
Assistant to the Dean of Faculty

WA/pr



August 7, 1975

Public Relations Officer
University of Waterloo
Waterloo, Ontario, Canada

To Whom It May Concern:

It is my understanding that a broadly based governance system is used on your campus. I am currently conducting a study involving nonacademic personnel and their participation in the governance of institutions of higher education. I am particularly interested in community colleges. I would appreciate it very much if you could send a copy of any current information regarding this system as it operates on your campus, with any comments as to its success or failure.

I will, of course, be happy to bear the expense of reproducing any documents or returning any documents to you.

Sincerely,

Pasqualino Capeci, Jr.
Dean of Administration

August 13, 1975

Mr. Pasqualino Capeci, Jr.
Dean of Administration
Berkshire Community College
West Street
Pittsfield, Massachusetts 01201

Dear Mr. Capeci:

In response to your letter of August 8, enclosed please find a copy of the latest material available (printed July, 1975) on the governance system at Northampton County Area Community College.

If, however, by nonacademic personnel, you are referring to the clerical and custodial staffs at the college, please be informed that both of these groups are unionized at NCACC.

Input into the decision making process by members of either group is best relayed by the union or through individual staff officers to whom they report, depending on the nature of the decision.

If I can be of further assistance to you in this matter, please do not hesitate to call.

Sincerely,



(Miss) Susan K. Kubik
External Affairs Assistant

SKK:cac

Enclosure

Northampton County Area Community College

Princeton University

OFFICE OF THE SECRETARY AND
UNIVERSITY COUNSEL

318 NASSAU HALL, PRINCETON, NEW JERSEY 08540

THOMAS H. WRIGHT, Secretary and University Counsel

August 20, 1975

Pasqualino Capeci, Jr.
Dean of Administration
Berkshire Community College
West Street
Pittsfield, Massachusetts 01201

Dear Dean Capeci:

In response to your letter of August 8, 1975,
I am enclosing a copy of the Charter of the Council of
the Princeton University Community which I hope will
be helpful to you in your study.

Sincerely,



Virginia L. Nath
Secretary to Thomas H. Wright

/vln
Enclosure

MORaine VALLEY COMMUNITY COLLEGE

158

10900 South 88th Avenue
PALOS HILLS, ILLINOIS
60465

Phone 974-4300
Area Code 312

August 26, 1975

Mr. Pasqualino Capeci, Jr. Dean of Administration
Berkshire Community College
West Street
Pittsfield, Mass. 01201

Dear Mr. Capeci:

The enclosed guidelines were put into operation at Moraine Valley early in 1974. Sofar, the concept has worked well.

Since its opening in 1968, Moraine Valley has had a broadly-based governance system. Representatives of staff and the student body have served on all committees.

The 1974 plan was instituted as a coordinating device. Committees, commissions and boards had been formed as needed. This led to some overlapping of charges and duplicity of effort.

When the new plan went into effect, all former committees were disbanded. Those that were needed were re-formed; some as standing committees, others as ad hoc.

If you have any questions, please contact me.

Sincerely,



Mary Nelson, Director
Public Information

MN:sm
Enclosure



September 15, 1975

Mr. Pasqualino Capeci, Jr.
Dean of Administration
Berkshire Community College
West Street
Pittsfield, Massachusetts 01201

Dear Mr. Capeci:

I have been asked to respond to your letter regarding the participation of non-academic personnel in the governance of our institution.

Enclosed is a copy of the University of Waterloo Act 1972 which details the membership of our Senate and Board of Governors, both of which have non-academic personnel (students, lay members including Alumni, non-academic staff) as members.

We find the system very successful. If I can be of further help to you please do not hesitate to write.

Yours very truly,

J. W. Brown
University Secretary

JWB/jd
Enclosure

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