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The implementation of affirmative action at a selected Massachusetts community college.

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FIVE COLLEGE
DEPOSITORY

THE IMPLEMENTATION OF AFFIRMATIVE ACTION
AT A SELECTED MASSACHUSETTS COMMUNITY COLLEGE

A Dissertation Presented

By

Dana A. Mohler-Faria

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

DOCTOR OF EDUCATION

September, 1984

Education

Dana A. Mohler-Faria

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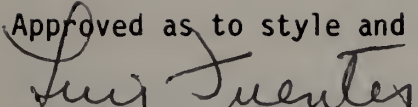
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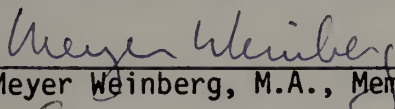
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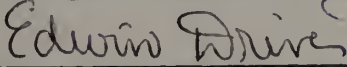
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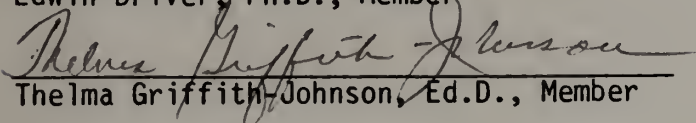
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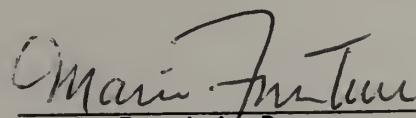
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DEDICATION

This most important accomplishment of my life is dedicated to my uncle, Edward Silva. In his fight for life, he demonstrated a form of courage that is rare among men. Though he died on December 7, 1983, his memory will live on in the hearts and minds of those who love him.

ACKNOWLEDGEMENT

The completion of this research involved the help and support of many people. Though I am unable to name them all in this limited space, there are some that must be acknowledged. First, I am profoundly indebted to the members of my dissertation committee. Dr. Luis Fuentes, chairperson of my committee, has provided the direction and support that is essential to any successful research effort. His encouragement and professionalism have been inspirational guideposts throughout this research effort. Professor Meyer Weinberg has provided tremendous support and expertise throughout this study. His meticulous scholarship and his willingness to devote endless hours to the completion of this research were invaluable. In addition to providing moral and scholastic support, Dr. Edwin Driver helped to bring a new perspective to the study. Dr. Thelma Griffith-Johnson provided the necessary expertise in affirmative action. Her knowledge and enthusiasm were inspirational.

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Finally, words cannot express the appreciation for support and encouragement from my wife, Kathy Mohler-Faria. This study could not have been realized without her and without the support of my daughter, Lisa Faria.

ABSTRACT

THE IMPLEMENTATION OF AFFIRMATIVE ACTION AT A SELECTED MASSACHUSETTS COMMUNITY COLLEGE

(September, 1984)

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M.A., Boston University, Ed.D., University of Massachusetts

Directed by: Professor Luis Fuentes

This study examines the implementation of affirmative action at a selected Massachusetts community college. The correlation between the implementation of the affirmative action plan and the hiring of minority employees is examined to determine whether implementation has effected minority employment. Three major hypotheses are presented:

1. X Community College has an affirmative action plan which has been successfully implemented.
2. The faculty and staff at X Community College and those individuals involved in the hiring process have sufficient knowledge of affirmative action and the specific affirmative action plan for the college to successfully apply it in the recruitment and hiring process.
3. The affirmative action plan at X Community College has had a significant effect on the hiring of minority faculty and staff members.

Data used to explore these hypotheses were collected from various sources. The use of a questionnaire was employed as well as interviews. The questionnaire was developed, field tested and

administered to all full-time employees at X Community College. The interviews were conducted with the president, deans, affirmative action officer, division chairmen and minority employees. The EEO-6 and other reports were used to provide statistical data used in the study.

The major findings were:

1. An examination of the role of the affirmative action committee, affirmative action officer, division chairmen, and a review of the dissemination of the plan revealed that the affirmative action program was not successfully implemented. Important components of the plan were not implemented at the college.

2. The faculty, administrators, and classified/maintenance personnel did not possess adequate knowledge to effect successful implementation of affirmative action. Those individuals involved in the hiring, promotion, and training process did not have sufficient knowledge of the affirmative action process.

3. The unsuccessful implementation combined with an examination of the goals and timetables revealed that the college hired minority personnel. However, this was not a direct result of the affirmative action plan.

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CHAPTER I

INTRODUCTION

Background

Higher education has been viewed as an equalizing force in American society. Educational opportunity is seen as one of the means by which various disadvantaged people are afforded an opportunity to gain access to a more desirable standing in American society. Many Americans believe that one only need demonstrate a desire and ability to learn in order to be embraced by the educational system.

The educational system in conjunction with the federal government, since the civil rights movement of the 1960's, has sought to broaden access for disadvantaged groups. Many institutions have sought to provide compensatory programs for those disadvantaged students who demonstrate promise of academic success. These are students, who for a variety of reasons, had previously found the educational system inaccessible to them. The introduction and expansion of federal financial aid programs also opened the educational doors to many who were previously unable to obtain an education beyond the secondary level. Though the educational system sought to broaden access and thus play a role in the advancement of social justice, it has not provided the same access to its faculty and staff positions for minorities and women. College and university faculties continue to be overwhelmingly dominated by white males with little progress for

minorities. In 1969, the federal government sought to bring about equality of opportunity in employment in higher education. By the early 1970's it began to apply affirmative action regulations to higher education. Some members of the higher education community argue that the system has been and continues to be one based upon merit; which is to say, those who prove their ability are rewarded within the system. However, statistical and empirical data indicate that women and minorities have been virtually excluded from higher education employment opportunities. Nowhere has affirmative action provoked more controversy than in higher education.

This study will trace the implementation of affirmative action at a Massachusetts Public community college. The effectiveness of affirmative action and the degree of success or failure in the implementation of a college affirmative action plan will be the focus of this research. A part of this research effort is an analysis of issues surrounding implementation, it is made to provide an insight into common elements of failure or success at colleges. The study will make a significant contribution to the literature of affirmative action. An extensive search of the literature indicates that currently there are very few studies of affirmative action at institutions of higher education; literature concerned specifically with community colleges is virtually non-existent. Inasmuch as it adds to that small body of knowledge, it holds special significance for the Massachusetts Community College System. All 15 community colleges operate under the same affirmative action plan developed by the Massachusetts Board of Regents of Higher Education.

A case study of an institution of higher education in the area of affirmative action is, in the opinion of this researcher, a most valuable method of inquiry. It provides a building block that may become the basis of further and more exacting research. Unfortunately, few such studies have been made to date. Those that have been completed make significant contributions to this emerging body of knowledge. Without this type of research one can only speculate about the effectiveness of affirmative action on college and university campuses. In addition, without specific research, it is difficult to determine the level of commitment of institutions. Some preliminary research indicates that institutions of higher education are not strongly committed to affirmative action (Garcia, 1974). For example, in one experiment conducted in 1975, advertisements were taken in the Chronicle of Higher Education by two researchers. They chose this publication because it devoted many of its pages to advertisements for positions in higher education. The researchers placed spurious advertisements for minorities and women seeking jobs in administrative positions. The theory was that institutions that had placed advertisements in the paper that closely matched the skills and experience in the phony advertisements would inquire about those individuals if they were serious about recruiting and hiring qualified women and minorities. The advertisements received less than ten responses. The results enabled the researchers to determine that, in general, institutions of higher education were not as committed to affirmative action as they appeared (Garcia, 1974:268).

Statement of the problem

Community colleges play a very specific and different role in the higher education community. They are known as the "peoples' colleges" and have evolved into multi-faceted institutions which have several goals. The colleges generally practice an open admissions policy; allowing students with high school diplomas or equivalents to enter on a first-come-first-serve basis. This policy is rooted in the belief that all individuals deserve the opportunity to achieve whatever level of education they are capable of achieving. This policy has allowed the admission of many students who would otherwise not have been able to obtain an education. Community colleges have fostered the concept of continuing education. This has provided the avenue to life-long learning with short-term training or retraining. In addition these colleges have a host of technical programs that provide students with the needed skills to enter the job market. These short-term training programs are complemented by a variety of transfer programs so that community college students are able to transfer to four-year colleges and universities upon completion. Remedial and developmental education programs, which provide assistance to those students who are inadequately prepared for college level work, are also components of the community college. The colleges have attempted to provide admission for many individuals who were previously ignored by the higher educational system. Consequently, the community colleges enroll nearly fifty percent of all minority students in higher education in the United States.

Many educators have viewed the community college as the primary entry point for minority students, while others see them as a dumping ground for students who are not acceptable at the four-year colleges and universities. In any event, they have become significant institutions for minority students.

The subject of this research will be one of the 15 community colleges in the Commonwealth of Massachusetts. X Community College is located in Eastern Massachusetts in a rural setting. The college has approximately 2,000 full and part-time students attending day session classes. It offers a variety of technical programs as well as Liberal Arts and transfer programs for those students who desire to attend four-year institutions. There are approximately 83 full-time faculty members and 29 administrators. The clerical and maintenance staff account for an additional 55 employees. X Community College has made a strong verbal commitment to affirmative action and has pledged to work toward successful implementation of the college's affirmative action plan. The college has made a verbal commitment to affirmative action but, has this been translated into positive action? In addition, has the college successfully implemented the affirmative action program according to its plan? These questions are at the base of the study.

Given the mission and goal of community colleges and the large number of minority students they serve, one would assume that affirmative action is an important accomplishment in the community college. However, a report issued in April, 1980 by the Massachusetts

Board of Higher Education indicates that of the three sectors of public higher education in the Commonwealth, community colleges employ the smallest percentage of minorities and have the smallest percentage of minority students. This is precisely the reason this researcher chose to study affirmative action in a Massachusetts community college.

Purpose of the study

The purpose of this study is to examine the implementation of affirmative action at a Massachusetts public community college and to develop a composite description of the development and status of the institution's affirmative action program. The primary focus of the study is on minorities in administrative, faculty, professional, and clerical/maintenance positions. The specific questions to be explored by the study are:

- (1) What is the structure of the affirmative action process within the Commonwealth and at the institution?
- (2) Who is responsible for implementation of affirmative action at the institution?
- (3) Who monitors the implementation of affirmative action at the institution?
- (4) Do the state and federal governments and the institution insure that progress is made in implementing the affirmative action program within stated timetables?
- (5) Have the goals of the institution in its affirmative action program been reached?

(6) What is the general perception of the college employees of affirmative action?

(7) What is the level of participation in the implementation process of faculty, administrators and other employees?

(8) Who oversees the process to insure that "good faith effort" is made to achieve goals within stated timetables? Are there incentives? Penalties?

(9) Has the implementation of affirmative action resulted in an increase in the number of minority employees in the faculty? Administrative staff? Clerical and maintenance staff?

The questions stated above are related to the three major hypotheses of the study. They are the following:

(1) X Community College has an affirmative action plan which has been successfully implemented.

(2) The faculty and staff at X Community College and those individuals involved in the hiring process have sufficient knowledge of affirmative action and the specific affirmative action plan for the college to successfully apply it in the recruiting, promotion, and hiring process.

(3) The implementation of the affirmative action plan at X Community College has had a significant effect on the hiring of minority faculty and staff members at the college.

Data collection

In order to adequately address the above stated questions and hypotheses a variety of relevant data was collected and analyzed.

The primary data collected included the following:

- All affirmative action plans which have been utilized by the college.
- All available reports that have been submitted by the college to federal and state agencies.
- EEO-6 reports which have been submitted to the Office for Civil Rights in Washington. The reports in question are for the years 1975, 1977, 1979, 1981 and 1983. (Reports are filed every two years).
- Information on the level of knowledge that the faculty and staff have concerning affirmative action and their role in the implementation process.
- Perception and knowledge of the affirmative action process by those individuals who are directly involved in the hiring process.
- Statistical data on the number of minority persons employed over the past nine years.
- Perceptions that the minority faculty and staff have of the affirmative action process at the college.

A number of interviews were conducted with those individuals who are involved in the affirmative action and hiring process. Among these individuals were the president of the college, personnel/affirmative action officer, all deans at the college, division chairpersons, and minority faculty and staff. A survey of all employees at the college was conducted through the use of a questionnaire.

The statistical data were collected from several sources. It was difficult to collect comprehensive data from the college because

several individuals had served as affirmative action officer and had since left the college. Therefore, there was not a complete comprehensive file of data. However, the EEO-6 reports that were filed with the Office for Civil Rights were obtained and provided the necessary historical background of the college's affirmative action program. In addition, reports on affirmative action produced by the Massachusetts Board of Higher Education, Massachusetts Board of Regional Community Colleges and the Board of Regents of Higher Education were reviewed. Other materials that were relevant to this study were utilized.

Significance of the study

The primary importance of this study lies in its value to community college administrators and faculty responsible for the implementation of affirmative action. Though this case study is limited to a specific college, it offers a perspective on affirmative action that will be of interest to many community colleges. The Massachusetts community college system should find this study of particular interest because the affirmative action plan at X Community College is the same as that at other community colleges in the Commonwealth. It may provide insight for development and change in affirmative action programs. This study provides an opportunity to examine the attitudes of administrators toward affirmative action and determine how those attitudes relate to the level of commitment to the program. This will be a contribution to the literature for future study.

The concept of equal opportunity is one with which it is difficult to take issue; however, the implementation of affirmative action has been extremely difficult. It is generally understood that increased understanding leads to greater acceptability.

Limitations

The study is limited in the following ways:

(1) The information from the affirmative action office at X Community College is limited because prior to 1979 there was no affirmative action officer and records were not centralized. Professional staff were assigned the responsibility for affirmative action in addition to regular duties. Some of these individuals are no longer employed at the college.

(2) This study only speaks to affirmative action as it relates to ethnic minorities at X Community College. Some issues involving women may be discussed; however, this study does not attempt to address women as a group.

(3) The findings of this study are limited to affirmative action at X Community College. Other community colleges in the Commonwealth may be impacted by this study; however, they are not the focus of this research.

Definition of terms

The following are definitions for a list of terms that are used in this study and may be unfamiliar to the reader. The definitions give the context in which these terms will be used in the study.

Affirmative Action - The requirement that a federal contractor must make additional efforts to recruit, employ, and promote members of groups (women and minorities) formerly excluded, even if that exclusion cannot be traced to particular discriminatory actions on the part of the employer.

Affirmative Action Program - A set of specific and result oriented procedures to which a contractor commits himself to apply every good faith effort to insure affirmative action.

Compliance Status - No contractor's compliance status is judged alone by whether or not he reaches his goals and meets his timetables. Rather, each contractor's compliance posture shall be reviewed and determined by reviewing the contents of his program, and his good faith effort to make his program work toward the realization of the program's goals within the timetables set for completion.

Equal Employment Opportunity - The right of all persons to work and to advance on the basis of merit, ability and potential.

Federal Contractor Subject to Affirmative Action Requirements - Any prime contractor or sub-contractor with 50 or more employees and a federal contract totaling \$50,000 or more.

Goals - Projected levels of achievement resulting from an analysis by the contractor of its deficiencies, and of what it can reasonably do to remedy them, given the availability of qualified minorities and women and the expected turnover in its work force.

Job Classifications - One or a group of jobs having similar content, wage rates and opportunities.

Minorities - Persons identified with the following racial groups: Black, Hispanic, Native American (Indian) and Asian; in all instances, an employee may be included in the minority groups to which he or she appears to belong, or is regarded in the community as belonging.

Successful Implementation - Demonstrated progress toward the realization of stated goals.

Timetables - A statement or chart which designates an estimated period of time for the achievement of the affirmative action goal established in the organization to correct underutilization or substantial disparity.

Underutilization Analysis - The comparison between the number of women and minorities who are qualified and potentially available for positions.

C H A P T E R I I
R E V I E W O F T H E L I T E R A T U R E

Affirmative action has been a controversial issue in the arena of higher education since 1972. The issuing of revised order No. 4 from Executive Order 11246 in 1971 meant that institutions of higher education would have to comply with affirmative action guidelines. The literature that developed around affirmative action has been primarily in the form of arguments for and against implementation in higher education. This review begins with a brief look at minorities in higher education prior to the issuance of Executive Order 11246 as revised. However, the primary focus is on the development of governmental regulations, the implementation of affirmative action, and the controversy surrounding it. A review of several case studies concerning implementation is presented. A summary provides the conclusion for this section of the research.

Minorities in higher education

American higher education is approximately 350 years old. The original colleges and universities were founded during the colonial period. They were very sectarian, conservative by nature and heavily dependent upon philanthropy (Jacques and Hall, 1980:29). The colleges were fashioned after the ancient English universities; this signified an attempt to reproduce the English system in the American colonies. However, the colleges became reflective of their particular communities. Jacques and Hall have stated:

"Despite the attempts of the first American colleges to duplicate the conditions of their ancient English models, higher educational institutions in the United States early developed a particular relationship to their local communities which set them aside from traditional European Colleges."

The American college almost from the very beginning began to reflect a unique set of values and attitudes separate from those of the mother country.

Though American higher education began around 1636, no black students are known to have attended any of the nine institutions that had been established by 1769. No minority students have been recorded in higher education prior to the early nineteenth century (Jacques and Hall, 1980:30). It was not until 1826 that the first black graduated from a white institution (Ballard, 1973:31). Slowly from this time forward a small number of minorities began attending institutions of higher education; however, they were never enrolled on any measurable scale (Weinberg, 1977:263). Blacks were methodically excluded from the educational process. By the time the Civil War took place, a total of 28 Blacks had been graduated from established white institutions of higher education (Jacques and Hall, 1980:34). Thus, in the first two hundred years of American higher education, Black Americans were virtually excluded. Many were unable to use the education they had acquired to further their employment opportunities.

In the 1830's there were several colleges founded for Blacks and women. The minority institutions included Ashmun, Wilberforce and the

first recorded black college, Cheyney State in Pennsylvania. This certainly indicates a developing pattern of separation in higher education even before the Plessy v. Ferguson decision of the Supreme Court in 1896.

The Post-Civil War period was a critical one in which the American College could have played a major role in creating a well integrated society. Allen Ballard writes:

"One may ask, 'What could the colleges have done?' The answer is simple: from 1865 onward, the colleges could have been the vehicle by which a multiracial society might have been attained. By active recruitment of black students, they could have created a situation in which black professionals of every order . . . doctors, lawyers, physicists . . . would have been at least proportional to the numbers of Blacks in the population at large."

The role that higher education played was one of conscious neglect of Black Americans. Prior to the Civil War colleges were reserved primarily for the wealthy and there was little expansion in the number of higher education institutions. The growth in higher education was not experienced until the 1860's and the passage of the Morrill Act, which established the land grant colleges. The Morrill Act of 1862 consisted of a land grant to the states of 30,000 acres for each Senator and Representative in Congress as of the 1860 census. States were to use the proceeds from the sale of the land to finance higher education of agricultural and mechanical arts (Weinberg, 1977:270). This provided the impetus for the flourishing of state colleges and universities during the reconstruction period (Ballard, 1973:27).

During the reconstruction period some southern states prohibited

segregated schools. This was the result of black leadership and participation in politics; however, this phenomenon was short-lived. The post-reconstruction period saw the withdrawal of union troops and the South essentially being returned to White rule. This created a negative atmosphere for black educational efforts as evidenced by the fact that from 1865 to 1895 only 194 Blacks graduated from predominantly white institutions. Even though the Morrill Act of 1862 established institutions that were intended to serve all citizens, few land grant colleges were established to serve nonwhites (Jacques and Hall, 1980:41). Though Blacks were used in the calculation for Morrill benefits; very few dollars were available for use in the education of black students (Weinberg, 1977:271). The Morrill Act of 1890 offered substantial grants to those states with racially dual educational systems that equitably provided for all its students. According to Weinberg:

"Congress thus gave official sanction to separate-but-equal higher education, the first explicit federal approval of segregated education."

As the turn of the century approached, higher education began to play a significant role in American society. In fact, the number of people attending colleges and universities grew 4.7 times as fast as the population (Jacques and Hall, 1980:35). Education became an important socializing mechanism as well as a training institution for an increasingly industrialized society. However, this trend did not translate into increased opportunity for minorities in higher education. Many, including Booker T. Washington, advocated vocational-industrial training for Blacks (Fleming, Gill, and Swinton, 1978:19).

This approach to the education of minorities implied that Blacks were inferior and unable to achieve the goal of a liberal education (Fleming, Gill and Swinton, 1978:19). Black students continued to be excluded from white institutions of higher education. The Catholic colleges and universities staunchly refused to admit black students. Some such as Notre Dame, Holy Cross and others refused to admit blacks as recently as 1931 (Weinberg, 1977:275). This pattern of exclusionary practices of blacks by white colleges continued for the most part until the 1960's.

In 1954, the Supreme Court decision in Brown ended the legal practice of separate-but-equal in American society. This case provided the legal foundation to end exclusionary practices of education. The court recognized the social implications of desegregation and directed that schools be desegregated "with all deliberate speed" (Fleming, Gill, and Swinton, 1978:34). Unfortunately, none of the children involved in Brown ever enjoyed the opportunity to attend a desegregated school. Desegregation did not begin to take place until another whole generation of children had passed through the school systems (Fleming, Gill, and Swinton, 1978:34). In 1955, a federal court ruled that Brown was applicable to higher education. This decision was upheld by the Supreme Court in 1956 (Weinberg, 1977:313). However, as in the case of elementary and secondary education, desegregation was slow in coming to higher education. Weinberg has best characterized the reaction to desegregation in higher education:

"Except for occasional spectacular attempts by isolated individuals to enroll in a deep south university, the issue of applying Brown to public higher education disappeared from public view. Segregated public higher education became a privileged enclave, beyond the effective reach of constitutional doctrine."

The civil rights movement of the 1960's brought greater access for minorities; however, the system remained hostile toward them. Many institutions developed special recruitment and curricula for minorities during the 1960's and early 70's. This period saw a tremendous increase in the number of minority students enrolled at various colleges. Enrollment increased from 306,000 in 1964 to 814,000 in 1974 (Fleming, Gill, and Swinton, 1978:39). To further dramatize the growth of minority participation in the 1960's and 70's the following estimate of total national black collegiate enrollment has been developed by Crossland:

Table 1	<u>YEAR</u>	<u>ENROLLMENT</u>
	1900	700-800
	1910	3,000-4,000
	1920	6,000-8,000
	1930	20,000-25,000
	1940	45,000-50,000
	1950	95,000-105,000
	1960	195,000-205,000
	1970	470,000

The growth of minorities in higher education during the decade of the 1970's was astounding. This growth coincided with the expansion of federal laws and regulations aimed at reducing the barriers to higher education that has been heretofore experienced by minorities (Hill, 1983:1). Though the increase appeared to be a dramatic rise in enrollment, we must keep in mind that the majority of the increase did not occur in the four-year colleges and universities, but in the community colleges (Weinberg, 1977:333). This suggested that minorities were not being accepted on any large scale basis but were being forced to enter the community colleges as an alternative; at the same time, highly talented minorities were recruited during the 1960's and 70's by traditionally white institutions (Weinberg, 1977:333). By 1975, the percent of black high school graduates who entered higher education institutions was the same as that for white high school graduates (Hill, 1983:1).

The increased enrollment in community colleges was dramatic. By the early 1970's they accounted for approximately 40 percent of all minority enrollment. Though community colleges offered an opportunity for many minorities, the graduation rate of community college students was approximately half that of students in senior colleges with comparable ability (Weinberg, 1977:334). Community colleges had not provided adequate remediation programs to compensate for the lack of adequate preparation of minority students (Weinberg, 1977:335).

During the first half of the 1970's Black enrollment was significantly increased at traditionally white colleges and universities; however, it has since stabilized and has decreased significantly at

the graduate level. Graduate enrollment for Blacks has decreased by 16 percent which is four times greater than the decline for non-blacks (Hill, 1983:2). The fact that two-thirds of all Blacks were enrolled at colleges with predominantly white student bodies is also a significant change (Hill, 1983:9). This change is due in great part to federal enforcement efforts and the significant civil rights movement of the 1960's. In 1971, the U.S. Department of Labor issued revised Order No. 4 which removed the exemption of higher educational institutions from compliance with federal contract regulations, thus forcing higher education to implement affirmative action guidelines (Jacques and Hall, 1980:56). In addition to federal enforcement, students began to protest conditions for minorities and women on and off campus. The momentum of the civil rights movement forced a variety of changes for minorities in higher education.

Minority employment in higher education

Though minority students experienced difficulty in gaining access to higher education, it was even more difficult for minorities who were seeking academic appointments to faculty positions. It was not until the 1940's that any Blacks were appointed to full-time positions at traditionally all white institutions of higher education. Thus, they had been effectively kept out of the higher education teaching ranks at white institutions for nearly 300 years! The superior-inferior attitude continued to exist and was well engrained in American higher education. Allan Ballard has characterized the feeling of university officials toward Blacks as educators:

"Yet, almost no white institution of higher education in this country, before the hiring of Alison Davis at the University of Chicago in 1941, believed that any black man was intelligent enough to be a professor at a white university. In 1940, there were 330 Ph.D's in the country. Not one taught at a white university."

Even as recently as 1960 there were only 200 minority faculty members teaching in predominantly white institutions. Harvard did not have any minorities on its Liberal Arts faculty until 1963 (Ballard, 1973:28). The deeply embedded racism of American society was no stranger to higher education. Educational institutions were, in fact, very much a part of the racially repressive system in American culture (Ballard, 1973:27). The higher education system had established a method of hiring that effectively kept minorities and women from gaining entrance to their ranks. The system was known as the "old-boy network". Positions were rarely advertised and candidates from distinguished universities were pursued by prospective employers. The search procedures consisted of invitations to apply to those candidates of interest to the university. Friendship was a factor in this process as well as the prestige of the candidates department. A committee of the department would conduct the search, screen the applicants, and recommend the candidates to the dean or president (Henry, 190:21). Consequently, the system was closed to minorities and reserved for white scholars and friends of those in positions to hire faculty members.

In addition to excluding minorities, the educational system also produced "scholarly works" that depicted minorities as lazy, shiftless and dishonest (Ballard, 1973:30).

Some white scholars at institutions such as Harvard and other prestigious universities depicted minorities as inferior and either unwilling or unable to take advantage of what society offered. One such scholar, Edward C. Banfield, a chaired professor of government at Harvard in 1959, indicated in his much heralded book, The Nature and the Future of our Unheavenly City, that the black man enjoyed living in poverty and that his cultural characteristics made him an undesirable neighbor. He insisted that there was no race problem in America, but that the major deterrent to the advancement of minorities was their own cultural patterns (Ballard, 1973:31). This type of racism combined with the old-boy network made it virtually impossible for minorities to gain access to academic employment. The history of minorities in higher education can be summarized in four distinct phases; 1) Prior to 1900, which saw almost total exclusion. 2) 1900-1940, when Blacks were being allowed to teach in Black colleges and in administrative positions at these institutions. 3) 1940-1960, a few Blacks were being appointed on an experimental basis to white institutions. 4) From 1946 on, Blacks have gained access to positions at white institutions but are still underrepresented on faculties and in administrative positions (Jacques and Hall, 1980:42).

Though minorities have gained access to many colleges and universities as students and faculty, there remain the issues of inequality and discrimination that continue as roadblocks to full participation and acceptance.

Federal regulations and laws pertaining to affirmative action

Many people believe that the term "affirmative action" was coined in 1965 when President Lyndon Johnson used it in the issuing of Executive Order 11246. However, affirmative action began at the executive level of government as early as 1941 when President Franklin D. Roosevelt issued Executive Order 8802. This order prohibited discrimination by the War Department and its contractors. This was followed by a series of executive orders and legislative actions that evolved into the current affirmative action program. These events can be viewed in three distinct phases of action: 1) The prohibition of discriminatory practices; 2) implementation of positive efforts to eliminate existing discriminatory practices and; 3) laws and orders requiring positive action toward avoiding discrimination (Freeman, 1975:2). The first phase came about as a result of threats to march on Washington in protest of discrimination on the part of the War Department and its contractors. As a result, President Roosevelt issued Executive Order 8802 in 1941. The executive order essentially said that all governmental contracting agencies would not allow discrimination to exist with companies which held government defense contracts (Henry, 1980:6). Soon after, the committee on Fair Employment Practices was created through Executive Order 9346. Though this committee investigated complaints of employment discrimination, it had no power to force an employer to comply with any recommendation it might make in terms of affirmative action or non-discrimination.

Presidents Truman and Eisenhower also formed committees which conducted investigations and brought attention to discriminatory practices. These committees, like the one created by Roosevelt, had no statutory authority and were powerless to force compliance by employers. On July 26, 1948, President Truman issued Executive Order 9980 which essentially ordered hiring in federal positions to be done solely on the basis of merit. Executive Order 10308 was issued on December 3, 1951 by Truman establishing the committee to investigate employment practices. On September 3, 1954, President Eisenhower issued Executive Order 10557 which required government contractors to include nondiscriminatory provisions in employment, upgrading, demotion or transfer; recruitment; layoff or termination. President Eisenhower created the same type of committee when he issued Executive Order 10479 on August 13, 1955 (Fleming, Gill, and Swinton, 1978:56). All of these executive orders carried little or no enforcement effort or authority. They substantially relied upon the good faith of employers to enforce the orders.

In 1961, President Kennedy issued Executive Order 10925 which created the President's Committee on Equal Employment Opportunity. The committee had the power to impose sanctions and penalties for noncompliance by government contractors (Fleming, Gill, and Swinton, 1978:57). This marked a significant change in the federal approach to implementing non-discriminatory laws because it provided legal recourse for minorities to fight discriminatory practices.

Executive Order 11246 was issued in 1965 by President Lyndon Johnson. It accomplished several things:

(1) Established the Office of Federal Contract Compliance within the Department of Labor;

(2) It prohibited discrimination in contracting agencies and organizations with contracts over \$10,000; and

(3) All institutions receiving \$50,000 or more and employing 50 or more persons were required to develop written affirmative actions plans with numerical goals and timetables.

The order was later revised to require private institutions receiving government grants to maintain a written affirmative action program within 120 days after receiving the grant (Freeman, 1975:3). In conjunction with the numerous executive orders the historic Civil Rights Act of 1964 was enacted. The 1957 Civil Rights Act created a commission on Civil Rights which would collect and study information related to the denial of equal protection of the laws. It was also empowered to study laws and evaluate policies of the Federal Government in regard to equal protection of the laws (Fleming, Gill, and Swinton, 1978:57). Employers were forced to take "affirmative action" to eliminate discrimination. No longer could they simply ignore or practice discrimination without violating federal law. They were required to show "good faith effort" toward eliminating discrimination and take positive steps to overcome the effects of previous discriminatory practices.

It is no matter of coincidence that the civil rights movement of the 1950's and 1960's was happening at the same time as the development of affirmative action guidelines. The movement served as an impetus in the development of the guidelines.

Affirmative action in higher education

It is generally agreed that sexual and racial discrimination had occurred in higher education for many years; however, the academic world was not ready for federal intervention to facilitate the implementation of affirmative action (Marcus, 1976:36). The higher education community saw the federal enforcement effort as an encroachment upon the ideals of academic freedom. Though the concept of equal opportunity is a relatively noncontroversial one, the methods of bringing about equal opportunity have no doubt been extremely controversial. Opponents of affirmative action argue that it is in fact reverse discrimination. Other opponents argue that affirmative action is not applicable to higher education since it was specifically developed for construction and defense industries. Proponents argue that higher education is an industry and should not be exempted from affirmative action (Sandler, 1974:15). Several concerns are raised by the higher education community in relation to affirmative action. First, is the issue of preferential treatment. The legality of preferential treatment, which was eventually challenged through the courts, was foremost in the minds of academic administrators and faculty. Secondly, the concern over lowering the traditional standards of excellence was a major issue in the affirmative action question. It was generally felt that standards would have to be lowered to accommodate less qualified individuals. Finally, it was generally felt that goals and timetables were, in reality, quotas.

This issue was hotly debated in the literature and in the courts as we shall see below.

Preferential treatment

Proponents argue that the need for preferential treatment arises from the cumulative effects of past discrimination which have left minorities at a distinct disadvantage. Many feel that this is justification for preferential treatment in hiring practices (Sher, 1975:165; Nigro, 1974:236; Askin, 1975:100). The question of whether society has an obligation to correct past discrimination by affording minorities and women preferential treatment is at the core of the affirmative action argument. Many believe that Executive Order 11246 essentially legalized preferential treatment (Bunzel, 1972:31; Lorch, 1973:119; Ornstein, 1976:10; Seabury, 1972:42). The proponents of preferential treatment argue that preferential treatment has always existed for white males and therefore the argument centered around preferential treatment for minorities and women is not based upon an unjust suffering of white males as a group (Thomson, 1973:371). Preferential treatment for white males was certainly based upon race and sex. Though these characteristics were not written prerequisites for positions, they were certainly considered in employment. However, when these characteristics were spelled out for women and minorities they were viewed by some as repugnant and discriminatory (Hook, 1974:28; Lester, 1974:33). The difference seems to be in the legality of the practice. For white males to practice discrimination was one thing, but for minorities and women to be given preference through the

force of the law was another thing entirely. This was seen as "reverse discrimination" sanctioned by the federal government. There have, in fact, been claims of documented cases of reverse discrimination (Hook, 1974:26; Glazer, 1975:60; Hook and Todorovich, 1975-76:42). Proponents of preferential treatment argued that though the characteristics were irrelevant to employment, they served to identify those groups that should be compensated for past injustices (Nickel, 1972:114). Some argue that white males who are competing for positions today did not have a hand in the discriminatory practices that led to the current disadvantage of minorities. George Sher has summarized this situation well:

"The crucial fact about these individuals is not that they are more responsible for past discrimination than others with relevantly similar histories (in fact the dirty work may well have been done before any of their generation attained the age of responsibility), but rather that unless reverse discrimination is practiced, they will benefit more than the others from its effects on their competitors. They will benefit more because unless they are restrained, they, but not the others, will use their competitive edge to claim jobs which their competitors would otherwise have gotten. Thus, it is only because they stand to gain the most from the relevant effects of the original discrimination, that the bypassed individuals stand to lose the most from reverse discrimination. This is surely a valid reply to the charge that reverse discrimination does not distribute the burden of compensation equally" (Sher, 1975:164).

Still others argue that we cannot compensate individuals but must compensate groups (i.e., minorities and women) since individuals may or may not have suffered from the effects of discrimination.

This would justify the use of sex and race as considerations when hiring (Simm, 1974:314). Some defend individual compensation on the basis that the effects of discrimination were felt differently by different individuals; compensation on a collective basis would then be open to question. This argument contends that compensation should be made in a manner that is fair and on an individual basis (Cowan, 1972:11).

While it has been stated that preferential treatment is a just remedy, it has also been contended that it is not necessarily required to resolve the effects of discriminatory practice (Nagel, 1973:348), and that it should be done on a voluntary basis (Silvestri, 1973:31). The contention that society must give opportunity to groups previously discriminated against is an equally strong one (Havighurst, 1976:26). There is a compelling national interest to do so as quickly as possible (Fineburg, 1975:289). Some felt that the private and public sector should include the practice in their hiring policies (Ezorsky, 1974:321), while others felt that it should apply to public institutions since public funds were involved (Thompson, 1973:374).

The contention has been made that preferential treatment as a result of affirmation action is aimed at elimination of barriers that had been established by past discrimination. The effort was, in fact, an attempt at elimination of preferences that had been given to white males (Sandler, 1974:11). In this vein it was hoped that preferential treatment of minorities and women would be a temporary measure; being employed only as long as the consequences of past discrimination still remained (Miller, 1973:71). While some claims that preferential

treatment has occurred may be true, proponents argue that opponents exaggerate those claims and distort the explicit language of Order No. 4 so as to provide an excuse for rejecting white male applicants who, under most circumstances would not be hired for the particular position in question (Sandler, 1974:14). This particular technique was used in an effort to rally support to their side of the issue (Rossi, 1973:126; Gittell, 1975:40).

Goals and timetables versus quotas

The practice of setting goals and timetables extends beyond the notion of eliminating discriminatory practices. The practice of setting goals and timetables is part of the attempt to recruit, hire, and promote members of those groups which experienced the effects of discrimination. "Goals" refers to the projected proportions of minority and female employment in certain job categories which are utilized by employers (Kramer, 1978:31). "Timetables" refers to the time in which these goals can reasonably be expected to be achieved. The determination of what can be considered reasonable goals and timetables for any given institution has been a hotly debated issue. Many officials from various governmental agencies and university and college administrators have a variety of opinions concerning what is reasonable.

Although revised Order No. 4 outlined the procedures by which institutions would establish goals and timetables, many critics were quick to equate goals with quotas (Fleming, Gill, and Swinton, 1978:86).

The idea of quotas evoked bitter feelings from university and college administrators and faculty. Quotas implied that the university would have to hire a specific number of minorities in a given time period. The labeling of goals as quotas has served to intensify the emotional debate over affirmative action (Fleming, Gill, and Swinton, 1978:86). In fact, the intent of affirmative action often took a subordinate role in the debate raised by the issue of quotas (Record and Record, 1974:511). Most of the opponents of affirmative action argued that goals became quotas because they were the primary indicator used by the Department of Health, Education, and Welfare to determine compliance to the executive order (Bunzel, 1972:25; Lorch, 1973:118; Hook, 1974:24; Glazer, 1975:37; Ornstein, 1976:14). However, a significant difference between goals and quotas is that quotas set a specific number to be met within the specified timetable; goals, though they may specify a specific number, are merely a desired amount and may or may not be met. The federal government measures an institution's progress by testing its "good faith effort." Consequently, an institution may demonstrate "good faith effort" and not reach a specified number of affirmative action hires in a given time period.

Many believe that the lack of qualified women and minority candidates for academic positions rather than discrimination is the reason for their exclusion (Lester, 1974:140; Ornstein, 1976:10). Sowell (1976:58) points out that even if every qualified minority (those holding doctorates) were hired for academic positions in higher

education, there would be fewer than three black faculty members per institution. Opponents believe that it is impossible to achieve proportional hiring and maintain quality (Ornstein, 1976:10). Glazer (1975:58) says that employers must set goals and timetables on the condition of receiving federal monies and then are not able to reach these goals due to a shortage of qualified affirmative action candidates. He claims that the employers "good faith effort" then becomes suspect and the federal contract may be jeopardized.

Differing opinions on how goals should be set, how ambitious they should be, and how many years they should encompass are evident among federal and institutional officials. These differences reflect tensions between two differing views of affirmative action. The first view is that affirmative action is a process designed to offer equal opportunity now and in the future. The second view sees an affirmative action program as a means of rapidly achieving a pattern of employment that would have been attained had discrimination not existed. Institutions which hold a more result oriented view of affirmative action tend to favor short-term goals and timetables and give consideration to race and sex in choosing from a pool of equal applicants. On the other hand, institutions with an "equal opportunity" approach tend to have a more difficult time coming to grips with goals and timetables (Kramer, 1978:32).

The meritocratic system

The system of higher education in American society has long denied it discriminates and claimed to be a meritocratic system which

judges individuals on their merits. However, opponents of this view would argue that the historical discrimination which has been acknowledged in American society cannot be divorced from any American institution; including the American university system. Many believed that the statistical approach to resolving discriminatory practices would undermine the quality and scholarship of the university (Ornstein, 1976:10; Havighurst, 1976:27). The results of hiring under a quota system would be disastrous because academic standards would have to be lowered to accommodate affirmative action candidates (Seabury, 1972:42; Hook, 1974:28). This process might even end up with tenured persons who were traditionally unqualified (Marcus, 1976:43).

Though the basic tenets of meritocracy are generally upheld by proponents of affirmative action; they have also been challenged as being biased against some groups and in favor of others (Ringer, 1976:12). Only 30 to 40 percent of the American population had access to meritorious status; women and minorities were excluded from this group (Janeway, 1975:13). Further, there is little doubt that even under the merit system, mediocre and incompetent white males received preference over highly-qualified women and minorities competing for the same positions (Hill, 1973:97). The idea of meritocratic hiring, promotion, and evaluation exists in theory but rarely in practice. The judgment of professional competence in any field of employment is a subjective one (Marcus, 1976:45). Some feel that the implementation of affirmative action would do little to confine the system any more than it has already been confined (Ringer, 1976:22).

The courts and affirmative action

A major factor in maintaining the intellectual and cultural disadvantage of Blacks has been an almost universal discrimination against them economically. White small business and professional men simply did not hire Blacks, however well qualified. Large employers hired some, but they were systematically left in the service or menial positions. Labor unions of skilled workers ordinarily discriminated against Blacks. Even where Whites and Blacks could compete for the same jobs, Whites were better paid for the same work and their chances for promotion were better. When technological advances displaced workers, it was the unskilled black workers who most often lost jobs. During most of our constitutional history this has been a state problem, and only a handful of states forbade discrimination in private employment. During World War II, the President Roosevelt's Fair Employment Practices Committee achieved significant results, but with the war's end and the abolition of the committee, much of the progress was lost. It was not until the Civil Rights Act of 1964 that a systematic national attack on the problem was made. Title VII of the Act forbade discrimination in hiring and the classification of employees in such a way as to adversely affect their status because of their race, color, sex, religion, or national origin.

During the decade of the 70's the courts were faced with resolving the legal issues surrounding the Civil Rights Act of 1964 and the subsequent affirmative action issues. There were several major cases brought before the Supreme Court involving various issues.

Two such cases which had significant effect on higher education were the Defunis and Bakke cases. Both cases addressed the issue of quotas in the affirmative action programs of colleges and universities.

Marco Defunis, a sephardic Jew, was rejected by the University of Washington Law School, despite the fact that a number of concededly less qualified minorities were admitted. When he was rejected, he challenged the university's policy of giving preference to minority students (Kirp and Yudof, 1974:22). The trial court ordered the university to admit Defunis, by the time the appeal reached the Supreme Court he was in his third year of law school at the university. When the case was argued, the school conceded that he would be allowed to finish, whichever way the decision went. In a five-to-four decision the court dismissed the case as moot. The four dissenting justices pointed out that the issue was a real one, ripe for decision. The 26 briefs filed in the case by a variety of organizations and individuals amply testified to a public interest that would surely bring the case before them again. Justice Douglas condemned the use of the Law School Aptitude Test (LSAT) as discriminating against minorities on a cultural basis and he argued that students should be accepted in a "racially neutral way." He continued and said:

"There is no constitutional right for any race to be preferred . . . if discrimination based on race is constitutionally permissible when those who hold the reins can come up with 'compelling' reasons to justify it, then constitutional guarantees acquire an accordion-like quality . . . it may well be that racial strains, racial susceptibility to certain diseases, racial sensitiveness to environmental conditions that

other races do not experience may in an extreme situation justify differences in racial treatment that no fairminded person would call 'invidious' discrimination. Mental ability is not in the category. All races can compete fairly at all professional levels. As far as race is concerned, any state sponsored preference to one race over another in that competition is in my view 'invidious' and violative of the Equal Protection Clause."

The Defunis case set the stage for the Bakke case which followed in 1978. Allan Bakke, a 37-year old white engineer, decided to change careers and enter the medical profession. In 1973 and 1974 he unsuccessfully applied for admissions to the University of California Medical School at Davis. Bakke was rejected even though his objective qualifications of medical school admissions test scores and undergraduate grades were higher than some--and lower than others--of the minority students who were admitted. The university had reserved 16 of the 100 openings for minority students. Since the minority students competed only among themselves for the 16 places that had been reserved, Bakke alleged that this was reverse discrimination in violation of the Equal Protection Clause and Title VI of the Civil Rights Act.

A California trial court ruled that the admissions program at the university was in violation of the Equal Protection Clause and Title VI. However, it did not order Bakke's admission to the medical school because he had failed to prove he would have been admitted in the absence of the special admissions program for minorities. The California Supreme Court upheld the lower court's decision concerning the violation of the Equal Protection Clause and Title VI; however,

the California Supreme Court ordered that Bakke be admitted to the medical school. The regents of the university appealed to the U.S. Supreme Court.

The Bakke case rendered two major decisions concerning the use of race as a criteria in admissions. First, the court in a five to four decision declared that the use of racial quotas was a violation of the Equal Protection Clause and Title VI. Therefore, this majority of the court sustained the order to admit Bakke since he had been rejected on the basis of race. However, Justice Powell joined the four dissenting justices to form a new majority which upheld the consideration of race as part of the admissions process. Though the court found the use of racial quotas to be illegal, it allowed programs to use race as a consideration in those circumstances where the use of such criteria would provide diversity and enhance understanding. This decision culminated a long debate on the use of racial quotas in higher education.

During the late 1970's and early 1980's, there were several significant court decisions that dealt with the affirmative action issue. However, these decisions primarily focused upon the issue of employment and programs outside higher education.

Related research

Bardella R. Berry Smith (1981) conducted a study of affirmative action in Michigan public higher education. The research design consisted of an interview questionnaire which was designed to measure how six state institutions had responded to affirmative action requirements.

Four major areas were the focus of the questionnaire.

- (1) Relationship with the federal government
- (2) Internal organization
- (3) Internal issues
- (4) Implementation of affirmative action guidelines

The findings of the study were varied. In terms of the relationship with the federal government she concluded that the institutions were making a "good faith effort" toward prompt conciliation where deficiencies were cited. However, she also points out that grievances were evidence of alleged non-compliance on the part of some administrators on the campuses. She also concluded that varying degrees of commitment were evidenced by reviewing the amount of compliance guidelines provided for staff, the enthusiasm of program administrators and the adequacy of affirmative action support services. The study indicated that varying degrees of internal structural organization exists among these campuses. Four of the affirmative action officers were rated as "superior" by the researcher. The level of responsibility and visibility also varies among the institutions. In terms of internal issues the researcher indicates that the institutions are complying with guidelines for recruitment, utilization analysis, goals and timetables and faculty development programs. In regard to the implementation of the affirmative action plans and the degree of accomplishment, the researcher indicates that the institutions are within the guidelines and have implemented affirmative action. However, she states that "procedural compliance" does not guarantee positive results.

Women and minorities are still poorly represented in the upper instructional levels.

Felix Lee Goodwin (1979) completed a study of equal employment opportunity at the University of Arizona from May 1966 to December 1976. The study had a dual purpose: 1) to outline the evolution of the affirmative action program at the University and, 2) to identify and analyze the equal employment opportunity complaints which had been filed over the ten year period. The evolution of the affirmative action program was discussed in narrative form. The problems encountered with the evolution of affirmative action and their resolutions were compared with the federal guidelines in an attempt to analyze implementation. The equal employment opportunity complaints were categorized by: 1) sex discrimination, 2) race discrimination and, 3) other types of discrimination. The categories were analyzed and the conclusions of the study were many. First, the study concluded that the decisions rendered by the EEOC on complaints did not provide appropriately definitive guidelines for the administering of affirmative action at the university. Secondly, the university consistently examined and modified practices concerning promotion, assignment and hiring as needed. Thirdly, university directives contain established policies to ensure equitable hiring, promotion and assignment of women and minorities. The problem was not with the initiation of these documents, but with follow through to ensure that they were being complied with and implemented. The study also concluded that:

(1) Compliance with EEOC and affirmative action guidelines has resulted in a modest increase in the cost of operation of the university.

(2) The affirmative action officer never had the authority to perform the duties expected of him. Many responsibilities that should have been his were handled by an assistant executive vice president.

(3) The university initiated and supported programs to recruit and retain minority and women students.

Finally, Dr. Goodwin concluded that there had been an improvement in the affirmative action posture at the university. However, he indicated more emphasis had to be placed on the recruitment of minority faculty, particularly Black Americans and Native Americans.

Barbara B. Kramer (1978) studied the perceived effects of affirmative action by administrators at the University of North Carolina at Chapel Hill. This study provided empirical evidence that the perceptions of administrators differ on the various issues related to the effects that the affirmative action regulations have had on faculty personnel matters. The researcher also discovered that while there was strong support for federal action to provide the stimulus for establishing the principle of equal opportunity, there was also strong support for the feeling that too much attention has been focused on federal regulations which have done little to either change the potential pool for faculty positions or bring about substantive changes in the composition of the faculty. In conducting the study the researcher used the interview/questionnaire approach to collecting data. The research was descriptive in nature and was a case study.

Several conclusions were reached by the study. The researcher found that several perceptions existed at the university in terms of affirmative action:

(1) There had been little or no effect on the number of female or minority applicants at the university;

(2) The primary effect of the university's affirmative action plan has been to heighten the awareness to the concept of affirmative action and goals of the affirmative action plan; and

(3) A perception that there has been increasing amounts of time and unproductive administrative tasks as a result of affirmative action.

In the final observation Dr. Kramer concluded that affirmative action regulations were perceived as a source of frustration for many.

Laurence Marcus (1976) conducted a study which examined the implementation of affirmative action in the academic area at the University of Massachusetts at Amherst. The research was focused on: 1) The degree of administrative support, 2) the level of understanding of the policy and the support given to the policy by faculty leaders, 3) participation of minority and women faculty in the process, 4) the performance of the affirmative action office, and 5) the level of funding for the program and the use made of the funds. The conclusions drawn from the data were as follows:

(1) There seemed to be considerable evidence that strong support from the upper levels of the administration existed and was a factor in the successful implementation of affirmative action;

(2) The successful implementation of affirmative action was a factor of the level of understanding of the policy by key faculty;

(3) The activities of minority and women's groups, and the growing reputations of women and minority scholars certainly had a profound impact in bringing about a positive atmosphere for the implementation of affirmative action;

(4) The evidence supports the contention that a skillful affirmative action officer aids in the successful implementation of affirmative action; and

(5) The condition of the budget and the manner in which funds are used are important to the implementation process.

The study also concluded that gains for women and minorities in higher education were not universal.

Erie Jean Bowen (1981) used the descriptive method of research in her study of affirmative action employment programs in Mississippi public universities from 1972-1979. In this study the researcher posed several pertinent questions in an attempt to study affirmative action. The specific questions were: 1) Have the affirmative action plans changed over the years? 2) What do the affirmative action plans at the eight universities have in common? 3) What is the status of underutilization, goals and timetables, recruitment, hiring, promotion, implementation responsibility and internal audit and reporting systems? 4) Has the percentage of women and minority representation at the universities changed over the years; and 5) What are the educational and experience backgrounds of the affirmative action officers?

The study drew the following conclusions:

(1) All the universities which responded had affirmative action plans which outlined their compliance commitment to affirmative action.

(2) Though the figures reported for the percentage of women and minorities were small, they represented progress toward affirmative action.

(3) The universities were unable to retain minorities once they had been hired.

(4) The universities had a relatively effective recruitment plan outlined on paper. However, it was difficult to determine the extent of the universities' actual recruitment activities.

The study made several recommendations that were appropriate and in keeping with the findings of the research.

Summary

The questions and concerns about affirmative action have impacted most of the workplace, particularly higher education. When the Carnegie Council studied the question of affirmative action it reported that the Office for Civil Rights projected that it would take about five years to produce the desired results (Carnegie Council, 1975:18). However, it has been nearly fifteen years and the desired results have not been attained yet. That this has been an extremely controversial issue is no coincidence when looking at the slowness of the implementation process. Given that higher education will experience a decline in real numbers during the 80's, and that the federal enforcement effort has been slow, affirmative action will take

a much longer time to produce desired results than was originally believed. In addition, the legal implications as well as the review of recent studies also indicated that it will take many years for affirmative action to be a widely accepted and successful program.

C H A P T E R I I I
METHODOLOGY AND PROCEDURES

This research is descriptive in that it seeks to determine by means of interviews and questionnaires whether the affirmative action program has been successfully implemented at X Community College. The correlation between the degree of success in implementation and the attitude of full-time employees toward affirmative action is a focus of the questionnaire. The study also analyzes pertinent documents in an attempt to trace the implementation of affirmative action at X Community College; this is an effort to provide an in-depth case study. This method is an ex post facto approach to examining the college's affirmative action program.

The population

Initially this research effort was intended to examine the implementation of affirmative action through the use of interviews and questionnaires using the administrative staff of several Massachusetts community colleges as the population. However, it was determined by the researcher that a case study of a single institution would provide a more in-depth look at the implementation process. Therefore, using the entire population of one community college would provide a setting for the study that would yield the desired results. The population is viewed in terms of three distinctive groups; faculty, administrators, and classified. They are viewed in these terms because of the similarities in their pay scales, job functions and levels of responsibility within the college structure.

Administrative staff - This group consists of 29 individuals who are responsible for the overall administration of the college as well as student services, continuing education, and academic instruction. Included are all division chairmen who are considered to be administrators at the college. There are 23 male and 6 female administrators, four of whom are minority. The minority group consists of one female and three males. All administrators completed the affirmative action questionnaire which was distributed in December, 1983. Interviews were conducted with those administrators who were involved in the recruiting, hiring, and promotional processes at the college. This group consisted of the executive administrators (president and all deans), Director of Personnel/Affirmative Action and all six division chairmen. In addition, interviews were conducted with three of the minority administrators.

Faculty - The faculty consists of 81 individuals, 33 who are female and 48 who are male. Though the college has a substantial number of part-time faculty members, they were not included in this research. The 81 faculty were full-time members. There was only one identifiable minority faculty member. Seventy-four of the 81 full-time faculty completed and returned an affirmative action questionnaire. An interview was concluded with the one minority faculty member.

Classified/Maintenance staff - There are 55 employees in this category at the college. These individuals perform a variety of nonprofessional jobs ranging from buildings and grounds maintenance to clerical functions. This group is made up of 37 women and 18 men.

Of the three job classifications, this group has the largest number of minority employees; there are nine minorities in this group, four of whom are female and five who are male. All 55 of these employees completed and returned an affirmative action questionnaire.

Development of questionnaire

In developing the questionnaire used in this study several issues were considered before the final form was approved, validated, and distributed. First, the diversity of the population being surveyed was considered. The instrument used had to be one which would be easily understood by all who were asked to complete it. Therefore, it was field tested. The field tests, described later in this paper, were extremely helpful. Secondly, the attitudes of all full-time employees and the subsequent results of the questionnaire are valuable to the focus of this study.

Many individuals were involved in the development of the questionnaire. A list of questions thought to be important in examining employee attitudes was developed by the researcher. Subsequent meetings with faculty at the University of Massachusetts, several affirmative action officers and members of the Statistical Consulting Center at the University resulted in many revisions, additions and deletions in the initial questionnaire. The document, at this point, consisted of 18 questions that were rated on a four point Likert scale. The field tests were conducted at two Massachusetts community colleges within a two week period. The total number of individuals involved in

the field test was 20. Of these 20 individuals, six were administrators, six were faculty members, and eight were classified/maintenance personnel. The field tests resulted in some modifications in two areas:

(1) Certain questions were reworded for clarity.

(2) Respondents to the field tests were asked to suggest additional questions which they wished asked on the questionnaire. There were nine additional questions suggested by this group. Of these nine questions two were added to the survey instrument.

The responses and subsequent changes from the field tests were reviewed with a member of the staff of the Statistical Consulting Center and with members of the doctoral committee. The final questionnaire consisted of twenty-two questions related to affirmative action. An additional section of the instrument contained biographical data about the respondents. The four-point Likert scale was used in the final instrument.

Data collection

In December, 1983 the questionnaire was distributed to all full-time employees of the college. Each questionnaire was personally delivered and explained by the researcher. The questionnaire was then returned in a sealed envelope to the researcher. A total of 167 questionnaires were distributed; 158 completed and returned for a response rate of 95 percent. Of the three groups surveyed the response was 100 percent of administrators, 100 percent of classified/maintenance personnel and 89 percent of faculty members.

The distribution and collection of questionnaires to administrators and classified/maintenance personnel were completed in a two-day period. Since this was an attitudinal survey the researcher felt it important to minimize the time in which respondents would be able to discuss the survey. This would allow each respondent to complete the survey with minimal input from co-workers and others. The questionnaire was administered to faculty members during the final examination period at the end of the semester. The questionnaire was distributed to each faculty member at the beginning of the two-hour examination period and then picked up before the end of the period. This did not allow faculty to discuss the instrument with colleagues prior to completing it. All questionnaires were distributed, completed and returned within one week.

During January, 1983, interviews were conducted with the executive administration, division chairmen, affirmative action officer, and minority employees of the college. The interviews were conducted on an individual basis. Though the interviews were not included in the appendix, they were taped and notes were made from the tapes and utilized in the research. The first group to be interviewed were the members of the executive administration. Since the college administrators meet on a daily basis, it was the contention of the researcher that the interviews would be more accurate if they were conducted in a short period of time. Therefore, they were all completed within a two-day period. Most interviews were approximately 20-30 minutes in length. The following questions were asked during interviews with members of the executive administration:

(1) Since the introduction of affirmative action at this campus in 1975, what have you seen as the major contribution or impact on recruiting, hiring and promotion?

(2) How well informed are employees of the college on the issue of affirmative action? How has that effected the implementation of affirmative action at the campus?

(3) What do you see as the future role of affirmative action on the college campus?

(4) Do the faculty, staff and administrators have a good perception of affirmative action and its role on this campus? Are you aware of any training programs about affirmative action that are available for employees?

(5) Do you feel that affirmative action is an integral part of the college or is it viewed as a federal requirement that the college is mandated to comply with?

In addition to these questions administrators were asked to express any additional information or concerns relating to the issue of affirmative action at the college. The interviews conducted with division chairmen were completed in a two-day period during the month of February. The interviews were approximately one-half hour each. The following questions were asked of each individual:

(1) As division chairperson, what is your role in the affirmative action process at the college?

(2) What role, if any, do the faculty in your division play in the affirmative action program at the college?

(3) What are the affirmative action goals and timetables for your division? For the college?

(4) Are there any specific recruitment techniques used by your division to attract women and minority candidates for positions which may be available?

(5) When full-time positions become available is there preference given to individuals who have been part-time instructors in the division?

(6) How many full-time faculty members began as part-time instructors in this division?

(7) Are you familiar with the Affirmative Action Committee at the college? What is the role of the committee at the college?

(8) How much formal or informal training have you received in terms of the affirmative action process at the college?

(9) Do you think the affirmative action program has been successful in your division? The college? Why?

Division chairmen were also given the opportunity to discuss any additional feelings or insights they might have in relation to affirmative action. Additional interviews were also conducted with minority faculty and administrators. The interviews were conducted individually and lasted approximately 30 minutes. The general focus of the interviews was on the perceptions that these individuals held concerning the implementation and level of success of the affirmative action program. All interviews were concluded by February 15, 1984.

The Affirmative Action Office at the college provided valuable material for this study. In addition to the affirmative action plans

of the college, the office provided memoranda and reports that were used in developing this research. The office was able to provide materials that dated back to the initial affirmative action directives received from the Massachusetts Board of Regional Community Colleges. A primary source of data used to construct and analyze the implementation history at the college were the EE0-6 reports submitted to the Office for Civil Rights. These reports, which were submitted every two years beginning in 1975, were provided by the Affirmative Action Office at the college. Additional reports from the Massachusetts Board of Regents of Higher Education were utilized in this study. The reports focused upon the progress made by individual institutions and the Massachusetts system of Public Higher Education.

Data analysis

Since 95 percent of the population responded to the survey, the use of inferential statistics was not necessary for analysis of the data retrieved by the questionnaire. Therefore, the analysis of these data was accomplished through the use of descriptive statistics. Frequency tables and the use of cross-tabulation were employed to accomplish a comparative analysis of the data.

While no written transcripts of the sessions were made, notes were taken from the tapes. These were combined with historical data (memoranda, reports, proposals, minutes) from the Affirmative Action Office and college archives. This procedure resulted in an accounting of the process of the implementation of affirmative action at the college. These data were then analyzed in reference to the stated

affirmative action plans (past and present) of the college. This analysis revealed whether the college was following the prescribed plan. It also indicated which issues were negatively or positively effecting the impletation process.

Data were organized historically, integrating both the written and oral evidence. It was then categorized according to previously stipulated hypotheses. All data relating to the hypotheses were examined so as to test the validity of each. Since the study is ex post facto, and since it relies on a certain amount of subjective data, all conclusions were made based on "strong inference" as supported by the data. The analysis of the results of the questionnaire were useful in measuring attitudes of college employees toward affirmative action. Its use increases as attitudes were compared with the degree of success or failure in the implementation process.

CHAPTER IV
PRESENTATION OF DATA

Setting

X Community College is a two-year public college that was established in 1961. It is one of 15 community colleges that serve the Commonwealth of Massachusetts. The college offers a variety of transfer and career programs for approximately 1,900 day and 3,000 evening students. The numbers of students enrolled in career programs and transfer programs are approximately the same. The college was founded in 1961 with 166 day students enrolled during that first year; in the fall of 1981 there were 1,697 day students attending the college (Table 2). Rapid growth was also experienced among the employees at the college. The total number of employees in 1961 was 19; by 1981 that figure had increased to 197 (Table 3).

The college is divided into five major administrative areas; academic affairs, administration, student services, continuing education and library learning resources. There are six major divisions in the area of academic affairs. These divisions are: (1) health technologies, (2) math, science and engineering, (3) history and social sciences, (4) business technologies, (5) physical education, and (6) humanities.

Table 2

X COMMUNITY COLLEGE
STUDENT STATISTICAL HISTORY
1961-1981

YEAR	NO. OF STUDENTS	NO. OF GRADUATES
1961	166	---
1962	321	---
1963	382	81
1964	454	71
1965	518	75
1966	602	83
1967	630	107
1968	671	125
1969	734	137
1970	957	155
1971	1261	185
1972	1288	232
1973	1424	300
1974	1594	382
1975	1640	390
1976	1655	434
1977	1713	502
1978	1777	536
1979	1712	514
1980	1795	454
1981	1697	449

Table 3 Employee growth at X Community College from 1961-1981.

X COMMUNITY COLLEGE

FACULTY/ADMINISTRATION STATISTICAL HISTORY

1961-1981

	1961	1964	1966	1968	1971	1972	1974	1976	1978	1980	1981
FACULTY	5	19	23	36	66	74	94	95	98	84	79
P/T FACULTY	8	*	5	8	5	4	*	36	47	43	31
ADMINISTRATION	3	6	9	8	14	16	24	26	26	21	27
CLASSIFIED/MAINTENANCE	3	9	10	14	41	43	41	53	59	60	60

*figures not available.

Each of these divisions has a chairperson and each area of administration is headed by a dean.¹ Division chairpersons report to the Dean of Academic Affairs and deans are responsible to the president of the college.

In 1983 the employees of the college consisted of 53 percent males and 47 percent females. Employees in administrative job classifications number 29 (17 percent), faculty 83 (50 percent) and classified maintenance 55 (33 percent). Of this entire group, 32 percent are 40 years of age or younger, 51 percent are between the ages of 41-55 and 17 percent are 56 years or older. Because the college is focused upon technical programs and freshman/sophomore level courses, most faculty and administrative positions do not require a terminal degree. Sixty-nine percent of the faculty/administrative group have master's degrees and 31 percent have doctoral degrees.

The organization and administration of X Community College are similar to those of the other 14 community colleges in the Commonwealth. Until the late 1970's all community colleges in Massachusetts were under the aegis of the Massachusetts Board of Regional Community Colleges (MBRCC). MBRCC provided centralized leadership in many areas of administration for the colleges; personnel

¹It should be noted that there are no minorities or women who are deans. In addition the deans, Director of the Learning Resource Center, Director of the Computer Center, and the President make up the executive council which reviews and approves implementation of all major policy issues for the college. There are no minorities or women in this group.

procedures, the setting of tuition and fees, and capital outlays were controlled by the MBRCC. When affirmative action was introduced to the community colleges in 1975, it was through a centralized affirmative action plan developed by the MBRCC (Appendix A). The MBRCC has been replaced by the Massachusetts Board of Regents of Higher Education (MBRHE). Although the MBRHE has been functioning since 1980, the affirmative action plan previously developed by the MBRCC has been utilized by community colleges. It was not until late 1983 that the MBRHE developed a new affirmative action plan (Appendix B). This plan is currently pending approval for implementation. It is very similar to the original plan with only minor changes. Consequently, the affirmative action plans of all the community colleges are basically the same. The only differences are in the utilization analysis, goals, and timetables which are established separately for each institution.

In 1975, X Community College appointed its first affirmative action officer. This individual was an administrator with full-time responsibilities outside of the affirmative action arena. This has been true for all persons who have been assigned the responsibility for affirmative action; the college has never had a full-time affirmative action officer. The responsibility for affirmative action currently rests with the Director of Personnel.

Analysis of data

This section of the chapter is devoted to the presentation and subsequent analysis of the data surrounding the hypotheses previously

stated in this study. The hypotheses have been restated and statistical and empirical data in support, or rejection of, the particular hypothesis are presented in descriptive form.

Hypothesis I

X Community College has an affirmative action plan which has been successfully implemented. The key to success or failure in the implementation of the affirmative action plan at X Community College lies in the college's ability to achieve the stated goals as outlined in the plan. The requirements of the original plan developed for the college are clearly stated. The responsibility for implementation and administration, dissemination of the plan and procedures for implementation are all included in the affirmative action plan.

Implementation and administration

The responsibility for implementation and administration rests with several administrative bodies within the community college system. Previously, the Massachusetts Board of Regional Community Colleges and currently the Massachusetts Board of Regents of Higher Education have ultimate responsibility and authority for implementation of the plan. However, the president and his/her administrative staff at each college are responsible for those implementation practices and procedures that are employed on a day-to-day basis. The affirmative action officer is responsible for the development, monitoring, implementation, and administration of the affirmative action/equal opportunity program at the college level. Indirect responsibility

rests with the administrative staff members at the college. All these individuals report directly to the president of the college on affirmative action/equal opportunity issues. Clearly, the major responsibilities for the program rest with the affirmative action officer and the affirmative action committee. Both these parties are appointed by the president of the college. These individuals are responsible for the development of pertinent goals and timetables, monitoring of the recruiting, training and upgrading practices, review of all job descriptions to ensure appropriateness, monitoring of the hiring process and generally responsible to monitor the implementation of the process campus-wide. The affirmative action committee also plays a significant role in developing, implementing, and evaluating of the colleges affirmative action program. This committee, appointed by the president of the college, advises the president and the affirmative action officer. In addition, it represents the concerns of all employees in affirmative action matters.

The affirmative action plan is required to be widely disseminated at each college. The dissemination of the plan is both internal and external. The internal dissemination is accomplished by making available a summary of the affirmative action/equal opportunity program to all employees, meeting with deans, supervisors, administrators, and department heads to explain their responsibility in the implementation of the plan, providing information on the plan to all new employees, and by posting information about the program throughout the college. External dissemination is accomplished by contacting minority and womens' organizations, schools and colleges,

and community agencies and leaders, making clear in all correspondence to prospective employees that the college is an affirmative action employer, including pictures of women and minorities as well as non-minorities in college publications, including non-discrimination clauses in union agreements and insuring all purchase orders and leases include an equal opportunity statement. The colleges may develop other methods of dissemination in addition to those prescribed by the MBRCC and MBRHE.

The procedure for implementation of the plan includes the dissemination, establishment of goals and timetables, grievance and hearing procedure, and the reporting and monitoring process. The establishment of goals and timetables is accomplished by the affirmative action/equal employment officer providing department heads and division chairpersons with appropriate work force composition and availability data. These data are used to determine whether underutilization of minorities and women exists within the department or division. When this has been accomplished appropriate goals and timetables can then be established. These goals and timetables then become the target for employment of women and minorities and are the basis for determining whether the college has made "good faith effort" in attempting to meet them. The grievance and hearing procedures are specified in detail in the affirmative action plan (Appendix A). It provides a vehicle for redressing issues of discrimination that occur on the campus. The appeal procedure allows an individual to bring an issue before the MBRHE if it is not satisfactorily resolved

at the campus level. Reporting and monitoring of the plan is the responsibility of the affirmative action officer and other administrators at each institution. This process provides a mechanism for the affirmative action officer to monitor hiring in all positions. It also enables the officer to monitor the establishment of goals and timetables which are required to be submitted for review annually.

X Community College first implemented its affirmative action plan in 1975. The plan was the one developed by the MBRCC (Appendix A). The College immediately appointed an affirmative action officer and conducted an underutilization study (Table 4: Summary of workforce). The affirmative action officer was an individual who also had full-time responsibility as an administrator. The affirmative action responsibility was designated as an additional duty. When asked if the affirmative action officer should be a full-time position, 61 percent of the respondents to the questionnaire which was administered to all full-time employees said "no". The general feeling is that the affirmative action duties do not warrant a full-time position at the college. The role of affirmative action officer at X Community College has been the responsibility of the Director of Personnel since 1979. It appears that the responsibility will remain with this individual. In addition to the appointment of an affirmative action officer a committee was appointed to assist with the implementation and monitoring of the program.

Table 4 Workforce Summary

X COMMUNITY COLLEGE

FALL 1975

DEPARTMENT/OFFICE	TOTAL F.T.E.	MIN. MALE	NON-MIN. MALE	MIN. FEMALE	NON-MINORITY FEMALE
FACULTY	95.8	0	64.7	.5	30.6
COUNSELING	7.0	1	5.0	0	1.0
COLLEGE ADMINISTRATION	12.5	0	10.0	0	2.5
FINANCIAL ADMINISTRATION	3.0	0	3.0	0	0
SERVICE/MAINTENANCE	19.1	1	16.0	2.0	0
LIBRARY	5.5	0	2.5	0	3.0
TECHNICIANS	5.0	0	2.0	0	3.0
SECRETARY/CLERICAL	39.0	1	2.0	2.0	34.0
AUDIO VISUAL	3.0	0	3.0	0	0
COMPUTER TECHNOLOGY	2.0	0	1.0	0	1.0
STUDENT PERSONNEL HEALTH	1.6	0	.2	0	1.5
CRAFTPERSONS/SKILLED	7.0	1	6.0	0	0
TOTAL	<u>200.4</u>	<u>4</u>	<u>115.4</u>	<u>4.5</u>	<u>76.6</u>
	100%	2%	57%	2%	39%

TOTAL MALE 119.4 60% TOTAL NON-MINORITY 192.0 96%

TOTAL FEMALE 81.1 40% TOTAL MINORITY 8.5 4%

Though the affirmative action committee was required to meet on a monthly basis, in the nine years since it was formed it has met approximately six times.² When asked whether the role of the affirmative action committee was clear, 78 percent of the respondents to the questionnaire felt that it was not clear. However, when asked if the committee should assist in monitoring the hiring process an overwhelming majority, 74 percent, agreed that the committee should be involved in the monitoring process. In interviews conducted with division chairmen at the college, three of the six chairmen were not aware that the affirmative action committee existed, and none was aware of the role of the committee. Interviews with the executive deans at the college revealed that there was some knowledge of the role of the committee. All with the exception of one, however, were unable to adequately describe the role of the committee. One executive dean was not aware that such a committee existed.

Dissemination of the plan

The college, as previously stated, is required to disseminate the affirmative action plan both internally and externally. The degree of success in any plan, affirmative action or otherwise, is closely related to the level of knowledge of those required to implement the plan. In this vein, it is important to look closely at the dissemination of the affirmative action plan at X Community College.

²The researcher has been a member of the affirmative action committee since its inception in 1975. The committee has only met six times and during 1977-1983 the committee was virtually inactive.

The internal dissemination of the plan has five specific steps which are detailed in the plan. The availability of the affirmative action/equal opportunity information to all employees is one of the requirements. X Community College has made the information available to employees. The college has also placed the information in catalogs and personnel policy and procedures manuals. In addition, the college has posted the information in various areas of the campus. However, some of the requirements for internal dissemination which are crucial for successful implementation have not been successfully achieved.

The plan requires that meetings be held with deans, department heads, and other administrators and supervisors to explain their responsibility and the intent of the program. After careful investigation of this specific area, it was determined by the researcher that there is no evidence to indicate that these meetings have ever taken place on the campus. The six division chairmen have never been briefed on their responsibility to affirmative action and all have indicated that they are not aware of the specific goals and timetables for their division or the college generally.³ In addition, no meetings have been held with these individuals to assess the results of implementation as required by the plan. A summary of the affirmative action program is required to be given to newly hired employees (Appendix A). However, 71 percent of the respondents

³This information was taken from the taped interviews with all division chairmen.

indicated that they felt employees were not familiar with the affirmative action program. Additionally, 73 percent indicated the grievance procedure was not understood and 53 percent felt the hiring procedure was not clear and well defined to employees.

The external dissemination of the plan requires that the college inform all agencies, organizations, contractors, and vendors of its affirmative action/equal opportunity status. A review of college publications and interviews with the affirmative action officer indicates that the external dissemination has been extensive. Inclusion of affirmative action information has been accomplished in employment advertisements, correspondence to prospective employees, union agreements, and in notices to contractors and vendors. The current affirmative action officer has been instrumental in accomplishing the extensive external dissemination of the plan.

Implementation of the plan

The procedure for implementation is outlined in the affirmative action plan of the college (Appendix A). The implementation necessarily involves those individuals who are responsible for hiring, promoting, and supervising employees. These individuals play a variety of roles in the process. Though the responsibility for the program rests with the affirmative action officer and ultimately the president of the college, operational responsibility for implementation rests with administrative officers of the college (i.e., division chairmen, deans, program directors). Several administrators including the president, the affirmative action officer

and several deans, were found to be knowledgeable about the implementation process. These individuals indicated that progress has been made in the affirmative action process. Interviews with division chairmen, however, revealed a low level of knowledge concerning the implementation process. When asked what their role is in the affirmative action process one indicated it was to attempt to hire women and minorities, two indicated that they were not sure, and the remaining three said they did not know. None of the division chairmen was aware of the specific goals and timetables for their own division or for the college generally. The affirmative action plan requires that these individuals develop the goals and timetables for the departments they oversee, but none of these individuals has ever been involved in this process. No specific recruitment efforts were employed by any of the six divisions. Every division chairperson, with the exception of one, assumed that recruitment was a function of the affirmative action office. It is important to note that three of the chairmen indicated that recruitment was important and the divisions should play a role in this task. Sixty-six percent of the chairmen felt that there were advantages to hiring part-time instructors for full-time positions when they were available. Familiarity with the individuals performance, less need for training, and familiarity with students were some of the reasons stated by the chairmen for preferring to employ these individuals. All chairmen--with the exception of one who indicated he had not been at the college long enough to make a judgment--felt that the affirmative action program at the college had not been successful.

Nor did any feel it had been successful in their division. Sixty-five percent of the respondents to the questionnaire indicated college employees should become more involved with the implementation of affirmative action, while 55 percent felt that the implementation of the program had not been successful.

Organizational structure

All public institutions of higher education in the Commonwealth of Massachusetts are under the aegis of the Massachusetts Board of Regents of Higher Education (MBRHE). This Board is responsible to the governor and the legislature for the operation of all public higher education in the Commonwealth. Affirmative action is one of the programs required by the state to be implemented by the MBRHE. The Board designates the responsibility for implementation to each campus president and affirmative action officer. The affirmative action officer provides important data on availability and utilization of women and minorities to department heads, deans, and supervisors. This information is used by these individuals to develop goals and timetables for their specific area. An overall plan is then developed by the college and submitted to MBRHE. Goals and timetables have traditionally been established for a two-year period. The monitoring of the established goals is accomplished by the affirmative action officer at the institution and the person responsible for affirmative action at the MBRHE. They do the required reporting to the Office for Civil Rights in Washington. The federal and state governments monitor the affirmative action program at each institution through analysis of

the EEO-6 reports which are submitted every two years by each institution. The affirmative action officer at X Community College monitors the implementation on the campus as a whole to insure that a "good faith effort" is being made by the college to achieve its affirmative action goals.

Implementation of affirmative action at an institution of higher education involves the cooperation and coordination of many individuals; the president, affirmative action officer, executive administrators, department heads, and division chairpersons are all a vital links to success. Faculty and staff participation in the process may also benefit an affirmative action program. A sense of knowledge of the process allows these individuals to generate an understanding and dispel myths and fears about affirmative action. A successful affirmative action program is one which is widely and clearly disseminated both internally and externally. The data gathered and analyzed reject the above-stated hypothesis concerning implementation of affirmative action at X Community College. The evidence indicates that the process as defined in the affirmative action plan of the college was not implemented in accordance with stated objectives. Dissemination, implementation, and monitoring of the plan are all areas which the college did not successfully achieve the goals of the plan.

Hypothesis II

The faculty and staff at X Community College and those individuals involved in the hiring process have sufficient knowledge of affirmative action and the specific affirmative action plan for the college to successfully apply it in the recruitment and hiring process. The data gathered in support or rejection of this hypothesis are primarily focused on the amount and depth of knowledge of those involved in the affirmative action process. It also focuses on the perception of these individuals and other full-time employees of the college about affirmative action. These data were collected through the use of the questionnaire and interviews with those who are involved with the affirmative action process. Careful analysis of these data demonstrated that faculty and staff do not have sufficient knowledge to adequately implement recruitment or hiring procedures as specified in the affirmative action plan. In addition, employee perceptions indicate that they are aware that there is not sufficient knowledge of affirmative action to successfully implement it on the campus.

Requirements of the plan

The Massachusetts Board of Regional Community Colleges, in developing an affirmative action plan, recognized the critical need to require wide dissemination of the plan. It also recognized that a significant number of college faculty and staff would have to be involved in the implementation process if it were going to be

successful (Appendix A). The MBRCC detailed the responsibility for many college employees in the affirmative action plan. The affirmative action committee, president, affirmative action officer, supervisors, deans, department heads and the remaining faculty, administrators, and classified personnel all play a role in the implementation of the affirmative action program. Without specific knowledge of affirmative action or the plan on the part of these individuals, it is highly unlikely that the program could be successfully implemented.

The plan requires that college personnel involved in recruitment, selection, upgrading, and training of employees be familiar with affirmative action principles and practices. In the case of X Community College this would mean that the president, affirmative action officer, deans, department heads, division chairmen, and supervisors must be familiar with affirmative action. In addition, the plan requires that an affirmative action/equal opportunity committee be established at the college. The committee is required to have six members consisting of faculty, administrators, non-teaching professionals, classified staff and students. These people would also be required to be familiar with the principles and practices of affirmative action. Finally, the plan specifically states that affirmative action/equal opportunity information shall be made available to all employees of the college. It is very clear that many employees of the college must have knowledge of affirmative action/equal opportunity information and the college plan if implementation and success of the program is going to be realized.

Administrative knowledge and perceptions

Interviews with administrative personnel revealed a variety of levels of knowledge concerning the affirmative action process. The affirmative action officer was the only person who had a thorough working knowledge and understanding of the affirmative action plan and program. Other executive administrators had good knowledge and understanding; however, 60 percent had little or no knowledge of the affirmative action program. Division chairmen were the least informed of all administrators. Only one was able to adequately define the affirmative action program at the college. Others, though they had been at the college for many years, were unable to define the program nor were they aware of the role that they were required to play in the affirmative action process. It is interesting to note that most administrators felt affirmative action had some effect at the college but they also felt it was not entirely successful. Several reasons were cited by administrators for the lack of success in affirmative action. Two major reasons cited by executive administrators are:

(1) The isolated geographical location of X Community College makes it difficult to attract potential minority employees to the college.

(2) The salary range offered for positions at the college is not competitive with those offered at other institutions to qualified minority applicants.

Only division chairmen cited poor implementation as reason for lack of success with the affirmative action program. Interviews with

them revealed that the affirmative action plan was not discussed with any of them nor did they have any understanding of the program. None of these chairmen was familiar with the goals and timetables for their divisions. Since the affirmative action plan views these individuals as key personnel in the implementation process it is imperative that they be involved in the development of goals and timetables.

Development of goals and timetables by the chairmen and dissemination of these established goals to faculty and staff throughout the college enhances the likelihood that a broader field of minority and female candidates will be recruited. The lack of knowledge in terms of goals and timetables not only reduces the likelihood of recruiting more qualified women and minorities; it also encourages chairmen to seek candidates without affirmative action consideration. Many faculty members in each division play a role in the hiring process. These individuals serve on search-and-screen committees when positions are available for full-time employment. However, most of these individuals are unfamiliar with affirmative action principles and procedures. Sixty-five percent of all college employees feel that they should play a more significant role in the affirmative action process. This would result in a more comprehensive affirmative action hiring process. None of the divisions employs any specific recruitment techniques when filling vacancies. One division chairman indicated that he might develop specific recruitment techniques if he were to become aware of specific goals for his division. None of the division chairmen has ever received any formal or informal training

about affirmative action at the campus. In addition, as noted earlier, none has ever seen the affirmative action plan which was developed for the college. Though the affirmative action/equal opportunity committee is a vital part of the affirmative action program, division chairmen are unfamiliar with the role and function of this committee. Four of the six division chairmen were unaware that this committee existed at all. In general, these administrators felt that the affirmative action program was not successful at the college.

The executive administration demonstrated a more detailed knowledge of the affirmative action plan. In part, this is because such administrators are required to complete and submit periodic reports to the MBRCC and the MBRHE. In addition, they played a role in the development of the plan and are not responsible for one division but have general administrative responsibility throughout the college. These administrators generally felt that the college had implemented the affirmative action program and the lack of success in employing minorities was due to recruitment, geographical, and salary issues. Only one of these administrators saw the problem as related to implementation.

The perception of administrators about affirmative action was very similar to that of the general college population in many areas; however, in some areas of great importance there were significant differences. When asked if the hiring procedure was well defined and clear, 57 percent of the faculty and 63 percent of the

classified/maintenance personnel said that it was not; however, 59 percent of the administrative staff agreed that it was clear and well defined. It is easy to conclude that administrators who work with personnel matters on a daily basis have a different perception of these matters than do other employees of the college. The difference in perception is even more striking when employees were asked whether or not the implementation of affirmative action at the college had been successful. Seventy-three percent of the faculty felt that it had not been successful; however, nearly 49 percent of the administrative staff indicated that the implementation of affirmative action had been successful at the college. The differences are attributable to the different levels of knowledge and responsibility for affirmative action. It is equally important to note that 51 percent of administrators also felt that the implementation was not successful.⁴ It is clear that executive administrators perceived the implementation process as a successful one. They saw other reasons for poor minority representation at the college, particularly in the faculty ranks. Other administrators (i.e., division chairmen, program directors, and supervisors) generally perceived the implementation process as a failure. When asked if the affirmative action officer should be full-time 69 percent of administrators answered yes while 55 percent of faculty and 52 percent of classified/maintenance personnel answered no. These differences

⁴The complete results of the questionnaire which give the percentages for every question are contained in Appendix C.

certainly indicate different perspectives on the affirmative action issue. Though executive administrators demonstrated knowledge of the plan, the apparent lack of dissemination and training of other administrators indicates that the administrators did not have sufficient knowledge to successfully implement the plan.

Faculty knowledge and perceptions

Many faculty at X Community College are involved in the hiring process. They serve on search-and-screen committees and make recommendations about hiring. Therefore, knowledge of the affirmative action plan is essential to them. However, they are not knowledgeable about affirmative action at X Community College, nor are they familiar with the role they are assigned by the affirmative action plan. When asked if employees were familiar with the affirmative action plan 82 percent indicated that they did not feel that employees were familiar with it. However, 89 percent felt that the program was important and implementation should be monitored. Faculty members certainly understood the importance of affirmative action, however, they are not knowledgeable enough to implement it. General understanding of affirmative action practices was not apparent among faculty. For example, 85 percent of faculty felt that the role of the affirmative action committee was not clearly understood. Ninety percent said that the grievance procedure in the affirmative action plan was not clearly understood. These two issues are important to the success of affirmative action if it is going to play a meaningful role on the campus. It is evident that the plan was not widely distributed among

the faculty. Administrators felt that they provided strong support for affirmative action (65 percent), however, faculty felt that administrators did not provide strong support (55 percent). Again, the difference in perception on the issue is clear when the data are analyzed. Faculty indicated that there were not enough minorities employed at the college. Fifty-four percent said there were not enough minorities on the classified maintenance staff, nearly 85 percent indicated that there were insufficient numbers of minorities on the faculty, and 80 percent felt there needed to be more minority administrators. It is interesting to note that faculty were the only group who felt there needed to be more minorities on the classified/maintenance staff.⁵ Sixty-two percent said minorities should be recruited as applicants for every position that is available, and 88 percent said no when asked if the affirmative action program should be eliminated. This certainly indicates strong, if focused, support for the affirmative action concept.

Faculty, like their administrative counterparts, demonstrated strong support for the affirmative action program. However, this group was found to have little or no knowledge about the implementation of the program. There was strong evidence that there was not enough knowledge among this group to successfully implement the affirmative action plan.

⁵The largest number of minorities are employed in the classified/maintenance area. Sixty-six percent of minority employees are in this category.

Classified/Maintenance knowledge and perceptions

The classified/maintenance group have a different role at the college than the faculty or administrative staff in terms of affirmative action. First, they do not have a significant role in the governance structure of the college, and as such have limited impact on the development of college policy or regulation. Secondly, most employees in this area are not hired through the committee structure. Their role in the affirmative action process is not as broad as that of faculty and administrators. There is certainly a need, however, to be informed about affirmative action as a means of redressing grievances and staying abreast of college policy and regulation. These employees were included in the research because the largest number of minorities are employed in this area and because their perception of affirmative action may help in understanding the dynamics of affirmative action campus-wide. Though no structured interviews were conducted with any individuals, many classified/maintenance persons participated in discussions with the researcher. Only one demonstrated any knowledge of the affirmative action process, though there may have been others who did not participate in discussions. However, all personnel working in this area of the college completed a questionnaire. The perceptions of affirmative action on the part of this group were slightly different than that of faculty or administrators.

Sixty-seven percent of these employees felt that there were enough minorities working in this area.⁶ Forty-five percent of faculty and 62 percent of administrators agreed. When asked if this group provided strong support for affirmative action, an overwhelming majority of the respondents said that they did not provide support. (Ninety-three percent of administrators, 96 percent of faculty and 98 percent of classified/maintenance). It is evident that this group of employees is seen as the least supportive of the affirmative action effort. This may be due to the minimal role played in the governance structure of the college by these employees. When asked if affirmative action has resulted in less qualified people being hired, 54 percent of classified/maintenance said "yes" as compared with 28 percent of faculty and 18 percent of administrators. They also indicated (66 percent) that individuals should be hired based upon merit and their ability to do the job with no affirmative action considerations. Forty-nine percent of faculty and 36 percent of administrators agreed. The difference in this perception is significant because a larger percentage of minorities work in these classifications. It is interesting to note that 51 percent felt the implementation of affirmative action had been successful. Forty percent of the administrative staff agreed while only 27 percent of the faculty believed this to be true. The higher the percentage of minority employees in each job classification corresponds with the

⁶ Sixty-six percent of all minorities on the campus work in classified/maintenance positions.

level of success in implementation as seen by that particular group. Consequently, the faculty, with almost no minorities, sees implementation as unsuccessful. Any other perception would be surprising. Administrators, who have a higher percentage of minorities, see implementation as somewhat successful. Classified/maintenance personnel with the highest percentage of minorities see the implementation of affirmative action as most successful.

Minority perceptions

There were 15 respondents to the questionnaire who classified themselves as minorities. Four were administrators, two faculty, and the remaining nine were in the classified/maintenance area. The perception of minorities tended to be similar among all three levels of employees. The perceptions of minority administrators and faculty were almost unanimous, of the 22 questions asked on the survey, 15 of them resulted in unanimous agreement regardless of grouping. In addition to the questionnaire, interviews were conducted with the minority faculty and administrators. Since these groups were involved in the hiring process it was necessary to explore their perspective of the affirmative action process. Interviews showed clearly that minorities viewed the affirmative action process as one which was totally ineffective. One minority interviewed said:

We, like everybody else, advertise ourselves as an affirmative action employer, yet we lack the funds and the personnel to actively implement any affirmative action plan. I also believe that we do

not have the will at the executive administration level to actively pursue affirmative action in hiring at the faculty level.⁷

Another minority responding when asked if affirmative action had been successful at the college said:

"Affirmative action is non-existent. I've never heard anything about affirmative action. I don't know of a committee having met around issues of affirmative action. I don't feel that the faculty are aware of affirmative action, not only are they not aware, my feeling is that they would be offended by it if the college took a strong stance on trying to fill its [affirmative action] goals."⁸

This type of comment was typical throughout the interviews. All minority employees felt that the situation was hopeless unless the commitment for affirmative action was realized from the executive administrative level of the college. A feeling that most faculty members were unaware or apathetic about affirmative action issues was a consensus of those minority employees interviewed. One individual expressed a concern that the administration of the college had tried to make minority employees responsible for the affirmative action program. This, contends the interviewee, "would [also] make us responsible for the inevitable failure of the program."

Responses to the questionnaire revealed some significant differences between minority and non-minority employees. There were also differences between those minorities

⁷Quote taken from a taped interview conducted at the college on March 15, 1984.

⁸Quote taken from a taped interview conducted at the college on February 9, 1984.

employed in the classified/maintenance area and other minority employees. Fifty-three percent of all employees felt that the hiring process was not clear and well defined, 83 percent of minority administrative and faculty personnel and 56 percent of minority classified/maintenance personnel felt the process was not clear. This type of difference was not unusual. When asked if there were enough minorities employed in the classified/maintenance area, 78 percent of minority classified personnel and 66 percent of minority administrators and faculty disagreed; however, 61 percent of non-minority employees agreed that there were enough. Most minority administrators and faculty (83 percent) felt that administrators had not provided strong support for affirmative action. Fifty-six percent of minority classified/maintenance personnel agreed with this opinion while 52 percent of non-minority employees disagreed. When asked if individuals should be hired on the basis of their skills with no consideration given to affirmative action 53 percent of non-minorities agreed, while 87 percent of minority employees disagreed. Eighty-seven percent of minority employees feel that the affirmative action officer should be a full-time position. Sixty percent of non-minority employees disagree with the concept of a full-time affirmative action officer. On the question of whether or not affirmative action has been successfully implemented at the college, 55 percent of all employees disagree; however, all minority administrators and faculty disagree. It is significant to note that 56 percent of minority classified/maintenance also disagree.

These results indicate that a significant difference exists in the perspective of minority employees on the issue of affirmative action. Differences are also evident between professional and non-professional minority employees. The differences between minority employees appear to be rooted in different perspectives which relate to job classifications. As noted earlier, the majority of these employees are in the classified/maintenance area. Though this group is more positive on the issues surrounding the affirmative action program, minorities as a whole overwhelmingly agree that affirmative action has not been implemented in any significant sense. One hundred percent of minority respondents agree that college employees should be more involved in the affirmative action process.

Hypothesis III

The affirmative action plan at X Community College has had a significant effect on the hiring of minority faculty and staff members. The data used to support or reject this hypothesis are primarily from the various reports submitted by the college to federal and state agencies. These reports consist of (1) EEO-6 reports which summarize affirmative action efforts and analyze employee distribution by race and income, (2) annual reports submitted to the Board of Regents of Higher Education (MBRHE) in the Commonwealth and to the Massachusetts Board of Regional Community Colleges (MBRCC), and (3) the utilization analysis reports which were submitted to the MBRCC and MBRHE from 1975 to 1983. Information from the affirmative action plan

and interviews with the affirmative action officer, administrators, division chairmen and minority administrators and faculty are also used in this discussion. The total number of minorities employed at the college has increased since the introduction of affirmative action (Table 5). It also traces the history of minorities on the campus through analysis of the EEO-6 reports. The role of the affirmative action committee and division chairmen in the recruitment process is also a focus of this section. The use of part-time employees in filling full-time vacancies when they are available is also analyzed as well.

The affirmative action plan

The ultimate goal of any affirmative action plan is to increase the opportunity and employment of those groups which have traditionally been underrepresented because of discriminatory practices. The plan utilized by the Massachusetts Community College System undoubtedly was intended to attain these goals. In order to achieve this goal, the plan must be implemented with purpose and commitment. Each detail of the plan and its ultimate effect on the hiring of minorities must be carefully considered during implementation. Following the plan and its goals during implementation is important because the hiring of minorities and women at all levels of employment will determine the success or failure of the plan. The fact that an institution or employer increases its minority population at one level of employment does not constitute success. An institution may boast of significant increases in its

Table 5 Minority and non-minority employees by year at X Community College

	1975	1977	1979	1981	1983
	MIN. NON-MIN.	MIN. NON-MIN.	MIN. NON-MIN.	MIN. NON-MIN.	MIN. NON-MIN.
FACULTY	0 85	1 85	1 82	4 75	3 78
ADMINISTRATORS	1 23	1 28	3 28	3 24	4 29
CLASS./MAINT.	2 27	5 36	9 55	7 52	8 69
TOTAL	3 135	7 149	13 165	14 151	15 176

minority population; however, if all of the increase is attributed to one specific area of employment which offers lower salaries and less prestige, does this constitute success? Is this not in fact a perpetuation of discriminatory practice? These are difficult questions to answer because implementing affirmative action is more than simply increasing the number of minority employees at any or all levels of employment.

In fact, successful implementation is not determined by the number of new minority hires at an institution. The success or failure of the plan is measured by examining the "good faith effort" of an employer. Good faith effort is determined by reviewing the affirmative action plan and determining to what extent the institution has implemented the plan and what effort was made to reach the goals of the plan within the stated timetable. Conceivably, an institution could successfully implement its affirmative action plan with every good faith effort and never hire a single minority or woman. While the measure for successful implementation on the legal level is the "good faith effort" of an institution, the measure on a moral level is the number and distribution of minorities and women at the institution. The questions to be explored here are: (1) whether or not the affirmative action plan at X Community College has resulted in the hiring of minorities since its implementation, and (2) what forces determined such an outcome?

The affirmative action committee

The affirmative action committee of X Community College is designed to advise the president of the college on affirmative action/equal opportunity matters. The committee, as described in the plan (Appendix A), is comprised of at least six members who are representative of all employment areas of the college. Student and minority representation is also required in the composition of the committee. As an advisory body the committee assists in the implementation, evaluation, and development of the plans, goals, and timetables for the college. This committee is also instrumental in the grievance procedure for those individuals with affirmative action or equal opportunity complaints. It is evident that the committee is intended to play a significant role in the affirmative action process. It provides a vehicle for all employees to be educated about affirmative action/equal opportunity, and to have a voice in the affirmative action program. The committee is required to meet on a monthly basis; yet, the committee at X Community College has only met six times in nine years. In essence, the committee has met once every 18 months since its inception. Each time the committee has met its composition has changed due to staff, faculty, and student turnovers; therefore, the committee has had no continuity. It is evident that the committee has never had the opportunity to perform any of the functions described in the affirmative action plan. To this extent, the committee has never affected the employment of minorities or women on the campus. A key role of the affirmative action committee is to

recommend changes in the program or policy at the college. It is not only conceivable, but likely, that a strong affirmative action committee at X Community College could influence recruiting, dissemination, implementation, and evaluation in the affirmative action process. This would undoubtedly increase the potential minority candidates for positions at all levels of employment. There would also be a greater likelihood that minorities would be employed in larger numbers at all levels of employment. In its 1983 report to the State Office of Affirmative Action, the college indicated that the College Committee for Equal Opportunity and Affirmative Action would take a more active role in training workshops. This researcher is a member of that committee and no training workshops have been conducted or planned as of this writing.

Division chairmen's roles in recruitment and employment of minorities

The division chairmen are instrumental to the success of the affirmative action plan at X Community College. As the immediate supervisor of the division, the chairman is responsible for the overall operation of the division. This would include the employment of new division members. Currently, recruitment is done by word-of-mouth in the division, and by extensive advertising by the personnel office. The personnel office has also developed an advertising method of recruitment for minority candidates. This essentially involves advertising in minority and non-minority newspapers, professional journals, and agencies. Interviews with division chairmen revealed that though they may recruit in various

ways, they are many times unaware of methods in recruiting minority applicants. A key issue in recruitment in the division is the goals and timetables established in the affirmative action plan for each division. When asked whether or not they were aware of the specific goals and timetables for their division, each division chairmen indicated he was not aware of these goals and timetables. All division chairmen indicated that they, in fact, have neither seen the affirmative action plan nor received any formal or informal training about affirmative action. However, the 1983 annual report submitted to the State Office of Affirmative Action by the college states:

The affirmative action officer meets on a regular basis with division and department heads to review affirmative action program and goals.⁹

If division chairmen are unaware of goals and timetables, it will decrease the likelihood that minorities or women will be effectively recruited for positions. It is significant to note that five of the six division chairmen indicated they felt affirmative action had not been successful at the college. However, all felt that affirmative action was an important program which should be implemented.

⁹ This quote was taken from the 1983 annual report submitted to the State Office of Affirmative Action. The specific quote is from page four, Item M of that report.

Part-time faculty

There are currently 55 part-time faculty employed at X Community College.¹⁰ The faculty is the only area of employment where a significant number of people are employed part-time. There are few administrators or classified/maintenance personnel who work part-time. Many of the part-time faculty find part-time employment as convenient since they are involved in other full-time professions outside of the college. Still others view it as a means of "getting their foot in the door" for future full-time employment as a faculty member. This latter notion is of significant interest to this research because it affects the affirmative action process. Many of the newly hired full-time faculty at X Community College are individuals who have been hired from the part-time ranks. A review of faculty hired in the past five years reveals that nearly 40 percent of these individuals were formerly part-time employees. The hiring of these individuals has certain advantages for the college. The new employee has a proven record of teaching. He/she also has, in most cases, established credibility and visibility with other faculty in the division and at the college. There is little or no need to train the new employee since he/she is already familiar with the day-to-day operations of the division and its personnel. This type of relationship is a good one for the college and the new employee. The process, however, has certain effects on the affirmative action

¹⁰See table 2 for a detailed review of the growth in the number of part-time faculty from the beginning of the college to present.

program as it relates to the employment of minorities. This type of practice tends to reduce the possibility of minorities being hired at the faculty level. This, coupled with a lack of knowledge of the affirmative action goals for the division on the part of the division chairperson, significantly reduces the possibility of hiring minorities within the premise of the affirmative action plan. The college follows the affirmative action procedure in seeking to fill new full-time faculty vacancies. However, the number of part-time employees who were hired to fill full-time vacancies has had a negative effect on affirmative action at the college.

Affirmative action officer

The affirmative action office at any institution of higher education has as its primary function the monitoring of the affirmative action plan. Insuring that proper recruiting, interviewing, hiring, and training take place is inherent in the role of the affirmative action office. This role requires that the affirmative action office be independent of the hiring process to avoid any conflicts of interest. The Director of Personnel at X Community College is also responsible for affirmative action. This creates a situation in which the affirmative action officer must monitor himself as director of personnel. For example, when a vacancy becomes available at the college the director of personnel, with the guidance of the appropriate administrators, develops a job description and vacancy notice. The director of personnel is involved in the

recruiting, screening, and hiring process. At the same time, as affirmative action officer, he is required to monitor this entire process. Therefore, he is required to constantly view this process from two different and often conflicting, perspectives. An interview with the affirmative action officer revealed that he felt that the dual responsibility for affirmative action and personnel matters is a conflict of interest. When a situation arises which creates a conflict between personnel and affirmative action matters, he is forced into an extremely difficult situation which renders any decision suspect. In addition, the reports that are submitted to federal and state agencies on affirmative action matters are all completed by the Director of Personnel/Affirmative Action Officer. There can be no doubt that the strength or weakness of the affirmative action office will have significant impact on the implementation of the plan and the ultimate hiring of minority personnel.

Executive Administration

The extent to which executive administrators have effected the hiring of minority employees is difficult to measure. Interviews revealed a resounding verbal commitment to the principles of affirmative action.

Every executive administrator emphasized the importance of affirmative action as an institutional policy and practice.¹¹ However, there is no evidence that any have discussed the affirmative action plan with subordinates or have in any way attempted to implement the plan within their own area of administration. All, with the exception of one, were unaware of specific goals and timetables for their area. Every executive administrator expressed concern for the lack of minorities in the faculty ranks. They generally agreed that the classified/maintenance and the administrative areas have adequate numbers of minorities employed. Two individuals felt that the concept of affirmative action was not well understood by faculty or administrators throughout the campus. They both felt that training seminars were necessary to inform staff on this issue. The administrators indicated that affirmative action had been somewhat successful and it would take time to realize more successes. One administrator indicated that there has been no continuity to the recruitment effort and that affirmative action issues only surfaced when there were pressures placed on the administration by minority employees.

¹¹The executive administration is responsible to the president of the college for the overall operation of the institution. This body is also advisory to the president on all matters concerning policy and practices of the college. There have been no women or minorities as members of the executive administration throughout the period covered by this research (1975-1984).

Minority classified/maintenance personnel

The largest number of minority employees work in the classified/maintenance area of the college. Minorities now constitute 14 percent of such employees. They also account for 60 percent of all minorities employed at the college and 31 percent of full-time college employees. An historical review of classified/maintenance employees is helpful in understanding the growth of minority employees at X Community College (Table 6). Prior to the implementation of the affirmative action program at X Community College five of the employees in the classified/maintenance area were minorities; they represented 9 percent of the workforce in that area. In 1983 there were nine employees who represented the 14 percent mentioned above. Most of the increased number of minorities were hired between 1978 and 1981. Based upon a review of the goals established by the college for employment in this area, the college has adequately met those goals. Sixty-two percent of the respondents to the questionnaire agree there appears to be an adequate number of minorities employed in the classified/maintenance department. In addition to the number of employees there is a significant diversity of ethnic groups among these employees. These ethnic groups consist of Black, Hispanic, Cape Verdean, and American Indian. The diversity in ethnic groups is complemented by the fact that 55 percent of these minorities are women.

Table 6 Minority employees as a percentage of total college employees from 1975-1983. Information taken from EEO-6 reports

	1975	1977	1979	1981	1983
Administrators	23 (96%)	28 (97%)	28 (90%)	24 (89%)	29 (88%)
Minority Administrators	1 (4%)	1 (3%)	3 (10%)	3 (11%)	4 (12%)
Faculty	85 (100%)	85 (99%)	82 (99%)	75 (95%)	78 (96%)
Minority Faculty	0 (0%)	1 (1%)	1 (1%)	4 (5%)	3 (4%)
Classified/Maintenance	27 (93%)	36 (88%)	55 (86%)	52 (88%)	69 (90%)
Minority Class./Maint.	2 (7%)	5 (12%)	9 (14%)	7 (12%)	8 (10%)
TOTAL Employees	138	156	178	165	191
TOTAL Minority Employees	3 (2%)	7 (4%)	13 (7%)	14 (8%)	15 (8%)

Minority administrators

X Community College has four minorities in administrative positions. Minorities represent 12 percent of the administrative staff. Minorities hold positions as division chairman, director of financial aid, counselor, and program coordinator. All are full-time employees of the college. The program coordinator is employed through a federal grant. In 1975 there was one administrator who represented four percent of the administrative staff. By 1979 there were two administrators who accounted for 8 percent of the administrative staff; in 1983 four administrators represented the 12 percent mentioned above. The minority administrative staff has grown at a steady rate over the past decade at the college. During this same period there has been no minority or female representation at the executive administration level. One of the goals of the affirmative action plan in 1977 was to hire a female executive administrator. The utilization analysis did not anticipate any openings at this level by 1980. Between the time the goal was established in 1977 and 1980 there were two members hired at the executive administration level. Both of these individuals were white males.

Minority faculty

The faculty at X Community College have the lowest representation of minorities on the campus. The 1983 EEO-6 report states that there are 4.8 percent minority faculty. This translates to four full-time faculty. The minority faculty consist of one Black and three Native Americans.

A review of the EE0-6 reports for 1979 and 1981 reveals some unusual circumstances surrounding the 4.8 percent minority faculty mentioned above. In 1979 the EE0-6 report indicates that there was only one minority (black male) employed on the faculty. In 1981 the EE0-6 report indicates that there were four minorities on the faculty. One would assume that three additional minorities were hired between 1979 and 1981. A further investigation of the EE0-6 report indicates that there were no new hires in two of the specific departments that listed the three new minority employees. Two of the American Indians were identified through the affirmative action office and the third had since left employment at the college. Since there were no new hires in these departments it became important to investigate the situation. Interviews with the two individuals who were classified as American Indian revealed different circumstances. One individual indicated that he had changed his classification from white male to Native American in 1980. When asked why the change was implemented he indicated that he had been encouraged to make the change by a colleague. He indicated that he did have a Native American background and therefore made the change in classification. This change took place five years after his initial appointment to the faculty. The second individual, when questioned about the circumstances surrounding her change in classification indicated that she was not aware of her classification as a Native American or of any change in classification since her initial appointment. She was originally classified as a white female. Her change in classification

took place in 1980 also. Although she did have some Native American background she considered herself to be a white female. Aside from these changes in classification the college has only employed one minority in the faculty ranks for the duration of time covered by this research. Prior to 1975 one other minority was employed (1970). These appear to be the only two minority faculty hired by the college in its 23-year history. Most of the faculty and staff (78 percent) indicated that there were not a sufficient number of minorities employed on the faculty of the college. A close review of the goals and timetables reveals that the college had established goals for hiring minority faculty.

Summary

The concept of affirmative action is based on the premise that it is not enough to end discriminatory practices in employment. There is a societal obligation to improve the status of those groups which have traditionally experienced discrimination to improve their ability to compete for positions at all levels of society. Federal regulations, laws, and statutes were developed to ensure that this concept was enforced by those institutions which were obligated to employ it. Colleges and universities are required to implement this concept by developing a plan, and appointing an affirmative action officer and committee to assist in the implementation of this concept.

This study is concerned with the issues surrounding the delivery of this concept at one institution of higher education. The three

major premises in the research are concerned with the knowledge of those involved with implementation, whether or not the plan was successfully implemented, and if the plan has resulted in the hiring of additional minorities in faculty, administrative, and classified/maintenance areas. The analysis of these major premises have involved a review of several issues. The results of the questionnaire and interviews and various reports have all been utilized in the analysis of these issues.

CHAPTER V
FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Findings

Implementation and Administration

The data presented clearly show that the affirmative action plan developed for X Community College was never effectively implemented. The individuals responsible for implementation at the operational level (deans, division chairmen, program directors, supervisors) were never involved in the development of goals and timetables for their immediate area of supervision. Other areas of implementation such as staff and faculty training or widespread dissemination of the affirmative action plan were never fulfilled. In addition, close monitoring of goals and timetables that were established was not evidenced. The affirmative action committee has never been established with enough continuity to make it an effective tool for implementation. Without an established affirmative action committee, effective monitoring of the plan is virtually impossible. It is even more difficult at X Community College since the affirmative action officer also acts in the conflicting role of director of personnel.

Dissemination of the plan

As previously stated, the success of any affirmative action plan is closely linked to the effective dissemination of that plan. Though the college is required to disseminate the plan both internally and externally, it is evident that the college has not successfully

disseminated the plan internally. External dissemination has been accomplished as described in the plan. The necessary training of supervisors, division chairmen, deans, and department heads has never taken place. Almost all persons responsible for the successful implementation of the plan are aware neither of their role in the affirmative action program nor of their responsibility for its implementation. Follow-up meetings to assess the results of implementation were not conducted with division chairmen and other administrators. However, the college did publish affirmative action information in its catalogs, handbooks, and brochures. The college has also posted affirmative action information in various areas of the campus.

The college has been successful in disseminating affirmative action information externally. The affirmative action policy has been included in all vacancy notices, contracts, and correspondence. In all advertisements the college has included affirmative action information and has clearly identified itself as an affirmative action/equal opportunity employer. Consequently, while the college has effectively disseminated affirmative action information externally, this same aggressive dissemination of information concerning the affirmative action plan has not taken place internally. This is a primary reason for the lack of success in implementation.

Affirmative action committee

The affirmative action committee has not played a role in the implementation of affirmative action at the college. This committee

is vital to the effective implementation of the plan. Its role as an advisory body and a monitor of the plan is crucial. The committee has existed for nine years and has met only several times. This lack of continuity and structure has rendered the committee ineffective in the affirmative action program. A functioning, viable committee would be the vehicle for formal and informal dissemination of the plan. However, committee members have never received training and therefore cannot perform this vital function. Consequently it has never become a focus of the affirmative action program as intended by the plan. Thus, the affirmative action committee has been totally ineffective.

Affirmative action officer

This research found that the conflicting roles of affirmative action officer and personnel director, performed by the same person, have made the implementation of affirmative action extremely difficult and suspect. Monitoring of affirmative action progress should be done by someone who is not involved in the personnel or hiring processes of the college. This was not the case at X Community College.

Division chairmen

Division chairmen do not possess sufficient knowledge to play an effective role in the implementation of affirmative action. It is apparent from the data that they are willing to play a role in the process and they indicate a sense of commitment to affirmative action. However, they are not familiar with the affirmative action plan nor of their role in the affirmative action process. As previously stated, goals and timetables have been established for each

division and department of the college. Yet, the division chairmen have neither been involved in the development of the goals and timetables nor are they even aware of them. Without knowledge of goals and timetables the division chairmen are unable to effectively recruit for their division or for the college generally. In addition to recruiting and hiring for the division the chairmen are unable to consider affirmative action in matters of promotion, training, and resolutions of grievances through the use of the affirmative action plan. The evidenced lack of knowledge about the affirmative action plan on the part of division chairmen combined with the preference for hiring former part-time employees has a deleterious effect on the affirmative action program. This combination significantly reduces the likelihood that minorities will be hired for faculty positions. It is evident that division chairmen do not have adequate knowledge of affirmative action or the affirmative action plan.

Faculty and staff attitude and knowledge

Faculty and staff generally voiced concern and commitment to the affirmative action program. The data indicate that there is a sense of concern which is shared by a majority of college employees. The voiced commitment, however, has not translated into concrete actions which would enhance the development or implementation of affirmative action campus-wide. The failure to translate commitment into action may be due to a lack of knowledge concerning the affirmative action program. It is difficult, however, to determine whether inaction is a result of lack of knowledge or of lack of interest or commitment.

Those individuals involved in the employment process do not have sufficient knowledge to employ affirmative action in a regular or systematic way. This is a result of poor internal dissemination and lack of communication concerning the affirmative action plan and its specific goals and timetables. The deans, department heads, and other administrators are generally unfamiliar with the specific items in the plan to be effective affirmative action employers.

Effects of the plan on minority hiring

To effectively report on the findings of minority hiring we must look at these findings as they relate to the three classifications of employment at the campus:

1. Classified/maintenance employees. Minority employment in this classification has been significant. An analysis of goals and timetables for this area indicates that X Community College has met and exceeded the goals that were originally established. Minorities in this classification constitute most (60 percent) of all minorities employed at the college. In addition to the significant number of minorities a majority of them are females.

2. Minority administrators. The hiring of minorities in this classification is not a direct result of the affirmative action plan. Some of the goals and timetables for this area were met. However, minorities were hired when positions were available and not as a direct result of the plan. The minority administrators represent 12 percent of the administrative staff. There are no minorities (or women) at the executive administrative level.

3. Minority faculty. It is difficult to determine the number of minority faculty because of the change of ethnic classification mentioned in Chapter IV for two of the faculty members. In any event, only one minority has been hired as a full-time faculty member since the introduction of the affirmative action plan in 1975. It should be noted that the faculty union at X Community College attempted to legally bar this minority person from teaching at the college. It did so in an attempt to have one of its members from another Massachusetts Community College appointed to the position. It should also be noted that both individuals from the division who interviewed the minority faculty member recommended that he not be appointed. He was appointed despite their objections and has proven to be one of the finest faculty members at X Community College. The employment of minorities at the faculty level has been an extremely unsuccessful venture at X Community College. A review of the goals and timetables indicates that the college has not met some goals that have been in the plan for a number of years. The hiring of the above mentioned minority faculty member was not as a result of the plan.

The affirmative action plan for the college was not successfully implemented. Therefore, even though minorities were hired at the college during the period of the study, it was not as a direct or indirect result of the affirmative action plan. Hiring may have been coincidental or intentional in specific areas; it was, however, not a result of systematic approach to affirmative action.

Conclusions

The following conclusions have been drawn based upon the findings of the study:

1. The college failed to match its legal obligation with a moral commitment. The lack of commitment to the implementation of the affirmative action plan raises questions about the college's actual commitment to affirmative action. All the data seem to indicate that the college has attempted to meet the legal requirements of the affirmative action program without a moral commitment. This is evidenced by the fact that affirmative action has not become an integral part of the college structure, but has been viewed as a burdensome legal requirement which must be fulfilled. This is further evidenced by the fact that the dissemination of the plan, the effective use of the affirmative action committee and the appointment of an appropriate affirmative action officer have not taken place. In addition to this, the establishment of goals and timetables has been ineffective because it has occurred without the participation of division chairmen, department heads, and supervisors. Therefore, it is fair to conclude that the college has not demonstrated a moral commitment to the principles and practices of affirmative action.

2. The lack of knowledge concerning the affirmative action program and plan has prohibited effective implementation from taking place. Unless the college undertakes a widespread, systematic dissemination of the affirmative action program and plan, it is unlikely that affirmative action will ever be successful. The lack of knowledge about affirmative action allows gross misconceptions to

exist about the program. It allows an unfounded fear to grow from ignorance about the program. Based upon the results of the questionnaire (Appendix C) college employees are clearly interested in becoming involved in the affirmative action process. However, unless X Community College capitalizes upon the interest of its employees and educates them about the process, it is unlikely that the situation will change. Dissemination of the affirmative action plan is instrumental to any success the college may hope to experience in the future.

3. The college has made an effort to increase the number of minority employees. However, that effort has been in the area of classified/maintenance employees, with only one full-time minority being hired in the faculty or professional ranks in the past five years. The increase in minority employees has been significant in the classified/maintenance area, more than 60 percent of all minority employees are now employed in this classification.

4. This study concludes that the affirmative action responsibility should not rest in the office of the Personnel Director. This association constitutes an extreme conflict of interest. The Personnel Director is necessarily involved in all employment matters at the college. As such, he/she is acting on behalf of the college administration and cannot possess the independence necessary for sound judgments concerning affirmative action. Affirmative action requires an independent review of all personnel actions. This process cannot effectively take place if the

personnel office is also responsible for affirmative action. It cannot truly investigate itself. The Director of Personnel at X Community College agrees that this is indeed an extreme conflict of interest.

5. We have found that the hiring of minority employees is not the result of an effective affirmative action plan. At X Community College there is no correlation between the implementation of affirmative action and the hiring of minority employees. The disproportionately large number of minorities working in the classified/maintenance area indicates that the college has made an effort to employ minorities. However, this has not resulted in an increase in the number of minorities employed in the professional ranks (faculty and administration). The increase in minority professionals at the college from 1979 to 1981 was not the result of hiring new minority employees. Instead, it constituted the changing of classification for two faculty members from white female and white male to American Indian female and American Indian male.

6. As previously mentioned in this research, the college is part of a 15 community college system in the Commonwealth of Massachusetts. Administrators from these institutions meet with their counterparts on a regular basis to discuss issues of common interest. The presidents, deans, directors, affirmative action officers, and other administrators from the community colleges are involved in these regular meetings. Since the issues discussed are of common interest and the affirmative action plan was developed for the system as a

whole, this raises questions about similarity in their affirmative action programs. Other community colleges may have similar experiences in the affirmative action programs at their campuses. However, the limitations of this study are such that those questions cannot be answered here.

Recommendations

1. The college should disseminate the affirmative action plan to all employees, particularly those involved with the hiring process. Training sessions should be conducted for division chairmen, deans, supervisors and others involved in the hiring process.
2. The responsibility for affirmative action should be removed from the personnel office of the college. Affirmative action should be the responsibility of someone not directly involved in the hiring, training or promotion process.
3. The affirmative action committee should meet on a regular basis to establish its identity and to become involved in affirmative action matters. This committee should be the focal point of the affirmative action program and act in an advisory capacity to the affirmative action officer and the president of the college.
4. Division chairmen should be involved in the developing of goals and timetables for their division. Lack of knowledge of these goals and timetables reduces the likelihood of hiring minorities in professional positions.
5. Recruiting should be decentralized and become the task of

those involved in the hiring process and not the affirmative action officer.

6. Reports concerning the affirmative action program should be completed by someone not responsible for personnel matters.

Recommendations for Further Study

This study should be replicated at other Massachusetts Community Colleges to determine whether the findings are universal or unique to one institution. This would be valuable research which would contribute significantly to affirmative action.

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APPENDICES

APPENDIX A

AFFIRMATIVE ACTION/EQUAL OPPORTUNITY PROGRAM

of the

MASSACHUSETTS BOARD OF REGIONAL COMMUNITY COLLEGES

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A. RESPONSIBILITY FOR ADMINISTRATION AND IMPLEMENTATION

1. Organization Structure of Segment and/or Institution

a. Massachusetts Board of Regional Community Colleges

Chapter 605 of the Acts of 1958 established the Massachusetts Board of Regional Community Colleges and authorized and directed this Board to determine the need for education at the community college level as well as to develop and execute an overall plan to meet this need by establishing and maintaining regional community colleges at appropriate locations throughout the Commonwealth. As set forth in the enabling legislation, specifically Chapter 15, section 28 of the General Laws, each regional community college is governed solely by the Board of Regional Community Colleges. In exercising the authority, responsibility, powers and duties specifically conferred upon it in Chapter 15, sections 28-37, the Board has all the authority, responsibility, rights, privileges, powers and duties customarily and traditionally exercised by governing boards of institutions of higher education. In exercising such authority, responsibility, powers and duties, the Board is not in the management of the affairs of the colleges subject to, or superseded in any such authority by any other state board, bureau, department or commission, except the Board of Higher Education to the extent any such exercise might be inconsistent with

Chart 1

ORGANIZATION CHART OF THE COLLEGE

determinations of the BHE delineating functions and programs for institutions and segments of institutions of public higher education.

b. Board Office

The Board appoints the President of the Board to serve as its chief administrative officer. Other personnel as authorized by the legislature and approved by the Board work under the direction of the President of the Board. In support of the Board of Regional Community Colleges and its standing committees, the Board Office serves the constituent colleges by performing functions in the areas of planning, administration, coordination, evaluation, and by providing operational leadership for the community college system in accordance with Board policy and the laws of the Commonwealth. Specific functional responsibilities of the Board Office are described in Appendix I.

c. The College

The Board appoints the President of each community college. Within the laws of the Commonwealth of Massachusetts and policies, rules, and regulations of the Massachusetts Board of Regional Community Colleges, the President of a community college has authority over all phases of the college operation and is responsible to the Board for all phases of the college operation.

The organizational structure of the College is shown on Chart 1.

2. Organization Structure of Those Responsible for Personnel Policies and Practices

a. Massachusetts Board of Regional Community Colleges

The Massachusetts Board of Regional Community Colleges is responsible for establishing policy in the broad area of personnel, including the affirmative action/equal employment opportunity program. The Personnel and Affirmative Action Standing Committees of the Board prepare and review recommendations for Board action.

b. Board Office

The President of the Board is ultimately responsible to the Board for the implementation of the Board's personnel policies and procedures and for the implementation of the affirmative action program within the community college system. Immediate and continuing responsibility for personnel matters rests with the Director of Personnel; immediate and continuing responsibility for the affirmative action program rests with the Affirmative Action/EEO Officer.

c. The College

Administration within the College of personnel policies and procedures, including the affirmative action/equal employment opportunity program, is the responsibility of the College President. The President has delegated

immediate and continuing responsibility for personnel matters to appropriate Deans and administrative officers consistent with their line authority.

The College Affirmative Action/EEO Officer reports directly to the President and is responsible for the development, administration, and monitoring of all activities necessary to assure effective implementation of the affirmative action program. The relationship of the Affirmative Action/EEO Officer to other staff with personnel responsibilities and the specific duties of the Affirmative Action/EEO Officer are delineated in section 3 which follows.

The organizational structure for personnel and affirmative action policy development and administration in the community college system is shown on Chart 2.

3. Designation and Responsibilities of the Affirmative Action Officer

a. Designation

The President of the College is responsible for administration and control of the affirmative action/equal opportunity program. The responsibility and authority to direct the program has been delegated to the Affirmative Action/EEO Officer who will report directly to the President on all Affirmative Action/EEO matters.

b. Responsibilities

The Affirmative Action/EEO Officer is responsible for development, administration, and monitoring of all activities necessary to assure the accomplishment of the affirmative action/equal opportunity. Specifically, the Affirmative Action/EEO Officer's duties include, but are not limited to, the following duties:

- (1) Communicate to all other staff persons involved in the recruitment, selection, training and upgrading of employees the policy, principles and practices of affirmative action/equal opportunity for all classifications of employment within the College.
- (2) Review with the academic dean and chairpersons of academic departments/divisions the female and minority ethnic representation in departments/divisions to determine whether the composition reflects the pool of qualified persons in each discipline. Provide assistance in establishing goals and timetables for achieving the goals set to rectify any deficiencies found.
- (3) Assist the appropriate non-academic department supervisors in analyzing their staff make-up to determine whether the composition of their departments reflects the numbers of female and minority persons in the recruiting area. Provide

assistance in establishing goals and timetables for achieving the goals set to rectify any deficiencies found.

(4) Confer with administrative officers of the College on issues related to the College's compliance with Civil Rights legislation and government regulations pertaining to equal employment opportunities.

(5) Review the job descriptions for all position openings at the College to determine: 1) if the delineation of duties and responsibilities for each position reasonably represents the actual duties and responsibilities performed in that position; 2) if the credentials required for each position are necessary for satisfactory performance in that position; and 3) if there is anything in the language or format of the description that might possibly dissuade any group of the population from applying for that position. The Affirmative Action/EEO Officer will work with the appropriate staff and/or the President to secure the revisions in any position descriptions that fail to meet the above review standards.

(6) Maintain a list of local, state, and national recruitment sources, insure that the appropriate sources are used each time a position is filled, and

monitor the effectiveness of these sources as a means of generating minority and female applicants.

(7) Monitor the hiring process each time a position is filled and insure that records are including but not limited to the Recruitment-Summary forms (Appendix 2).

(8) Determine if reasonable efforts were made to recruit minority and female candidates for a position, especially in areas where minorities and females are underutilized. In cases where the Affirmative Action/EEO Officer determines that a reasonable effort has not been made to recruit minority and/or female candidates in a classification where there is underutilization, he/she shall recommend to the President that the President postpone filling the position until such an effort has been made.

(9) Insure that prospective employees are informed of the College's affirmative action/equal employment opportunity policy and program.

(10) Insure that employees of the College are informed on available training and advancement opportunities.

(11) Insure that the appropriate equal opportunity provisions are included in every bid, contract,

purchase order, and lease made or entered into by the College.

(12) Serve as liaison between the College and the Board Office on affirmative action/equal opportunity matters.

(13) Serve as liaison between the College and minority organizations, women's organizations and community action groups concerned with employment opportunities of minorities and women.

(14) Investigate complaints regarding alleged discrimination in accordance with the College's procedures for resolution of employee grievances (see I, C, 3).

4. Designation and Responsibilities of the Affirmative Action/Equal Opportunity Committee

a. Designation

An affirmative action/equal opportunity committee shall be established consisting of at least six members representative of faculty, administrators and non-teaching professionals, classified staff, and students. The Committee shall include minority and female representation. The members shall be appointed by the President, in accordance with College policy, for terms of one year beginning October 1. Committee members may be reappointed for additional terms. The Committee shall

elect one member to serve as Chairperson. The AA/EEO Officer shall be an ex officio member of the Committee.

b. Responsibilities

The Affirmative Action/Equal Opportunity Committee shall act as a policy advisory body to the President in all matters concerning affirmative action and equal opportunity. Specific responsibilities of the Committee shall be:

- (1) To advise and assist the President and the AA/EEO Officer in developing, implementing, and evaluating the College's affirmative action/equal opportunity program.
- (2) To recommend changes in the program or policy.
- (3) To represent the concerns and problems of all employment areas of the College as these problems relate to equal opportunity.
- (4) To be informed about the rules and procedures of the College as well as federal and state laws and regulations governing affirmative action and equal opportunity.
- (5) To make recommendations to the President regarding the disposition of grievances in accordance with the procedures set forth within the affirmative action/equal opportunity program (see I, C, 3).
- (6) To meet at least once a month during the academic year.

B. DISSEMINATION OF THE PLAN

The affirmative action/equal opportunity policy and program will be widely distributed and discussed within the College community. Supervisors and department heads will be informed of the College's commitment to affirmative action/equal opportunity and of their responsibility for making supervisory and managerial judgments consistent with this policy.

The manner by which the policy will be disseminated is detailed under (1) and (2) below:

1. Internal Dissemination

(a) A summary of the affirmative action/equal opportunity program will be made available to all employees of the College.

(b) Appropriate sections of the affirmative action/equal opportunity program will be included in College personnel policy and procedure manuals and the College catalog.

(c) Meetings will be held with deans, department heads, and other administrators and supervisors to explain the intent of the program and their individual responsibilities for implementation and to assess the results of implementation.

(d) Equal employment opportunity information will be posted in areas convenient to the employees.

(e) A summary of the program will be provided to each newly-hired employee.

(f) All other plans for internal dissemination not specifically referred to in this section are authorized.

2. External Dissemination

(a) All recruiting sources utilized will be informed in writing that the College is an affirmative action/equal opportunity employer.

(b) Contact will be made with minority and womens' organizations, community agencies and leaders, secondary schools and colleges to inform them of the College's affirmative action/equal opportunity policy and program.

(c) In all correspondence to prospective employees, it will be made clear that the College is an equal employment opportunity institution.

(d) In all employment advertisements, an equal employment opportunity statement will be included. Application forms for prospective employees will also carry this statement.

(e) Major publications with pictures will include pictures of minority as well as non-minority men and women.

(f) The College will include an equal opportunity statement in all purchase orders and leases. The full statement of policy will be written into all

invitations to bid issued by the College and all contracts let by the College.

(g) Nondiscrimination clauses will be included in all union agreements, and all current contractual provisions will be reviewed to make sure they are nondiscriminatory.

(h) All other plans for external dissemination not specifically referred to in this section are authorized.

C. PROCEDURES FOR IMPLEMENTATION

1. Establishment of Goals and Timetables

a. Definitions

Underutilization exists when the number of minority group persons and/or women employed is significantly fewer than would reasonably be expected based on the availability of qualified persons for employment. When underutilization is identified for appropriate organizational units and occupational categories, goals and timetables are established as a means of increasing the employment of minority group persons and women at the earliest possible time.

Goals are targets for increasing the employment of minority group persons and women in appropriate organizational units and occupational categories of the college work force. Goals are not rigid targets nor are

they quotas. They are reasonable estimates of what is attainable and are established separately for minority group persons and women.

Timetables are estimates of the time required to meet specific goals. In formulating timetables account shall be taken of anticipated appointments each year for each occupational category.

b. Operating Statement

Data on college work force composition and on the availability for employment of minority group persons and women, in the relevant recruiting market, shall be provided by the Affirmative Action/EEO Officer to the appropriate administrative officers. These officers shall then analyze data related to their departments to determine if underutilization of minority group persons and women exists and develop goals and timetables to correct any existing underutilization. Although the basic responsibility for implementation of the affirmative action/EEO program necessarily rests with the administrative officers of the College, the Affirmative Action/EEO Officer is responsible for providing advice and assistance.

c. Identifying and Analyzing Underutilization

(1) Work Force Data

Each October the appropriate administrative officer

shall receive through the Affirmative Action/EEO Officer a work force data document. Data elements will include sex, ethnic code, salary, and additional elements as necessary for development, revision, and implementation of the affirmative action/EEO program.

(2) Availability Data

Each October the Affirmative Action/EEO Officer shall provide the appropriate administrative officers of the College data setting forth the availability for College employment of minority group persons and women in the relevant labor market. The data shall cover each Federal Primary Occupational Activity (see Appendix 3) and major subcategories.

(3) Utilization Analysis and Underutilization Criteria

A utilization analysis of each Federal Primary Occupational Activity will be undertaken each October using the College work force data and the data on availability of minority group persons and women.

The procedure for analysis of utilization shall be as follows:

- Employees shall be grouped according to the Federal Primary Occupation Activity classification system. Faculty will be placed in subcategories by discipline. Other subcategories may be established when the number of employees in the subcategory is

- sufficiently large to permit statistical validity.
- The percentage of College employees in a specific job category who are minority males will be calculated. From this percentage will be subtracted the availability percentage figure for minority males in that job category. Underutilization exists when a negative percentage figure results and this figure represents .5 or more persons, in terms of the total number of College employees in that job category.
 - This process will be repeated for non-minority males, minority females, and non-minority females in that same job category.

Appendix 4 is an example of this utilization analysis procedure.

d. Establishing Goals

- (1) When underutilization of substantial disparity exists, a goal to eliminate such underutilization or substantial disparity must be established. Goals are expressed as a planned increase in the number of minorities and/or women in that job category under consideration.
- (2) In order to meet established goals and timetables, the College shall not eliminate or dilute standards which are necessary to the successful performance of the institution's educational function, and shall not

employ or promote any persons who are unqualified. Neither will the College fire, demote, or displace persons on grounds of race, color, religion, sex, or national origin in order to fulfill the affirmative action plan. Affirmative action goals are to be sought through recruitment and hiring for vacancies created by normal growth and attrition in existing positions.

e. Establishing Timetables

(1) Timetables for the achievement of affirmative action goals are based upon the degree of underutilization or substantial disparity and projected appointment opportunities. Such opportunities should be derived from estimating the annual turnover within the occupational category adjusted for any reduction or addition of positions.

(2) A timetable shall not exceed two years. The timetable in the initial plan shall not extend beyond January 1, 1978.

2. Reports and Monitoring Process

a. Recruitment and Hiring

Officers of the College who are responsible for submitting recommendations for appointments to the President, shall append a summary of the recruitment process to the appointment documents and forward them to the Affirmative

Action/EEO Officer for evaluation. These reports identify the recruitment sources utilized in filling the vacancy. These reports also identify qualified applicants for the position by sex and race, and the person nominated for the position by name, sex, and race. If qualified minorities and/or females applied for a position in a discipline or classification for which underutilization has been identified, an explanation must be available to the Affirmative Action/EEO Officer as to the reasons the applicant was not hired. Appropriate forms (see Appendix 2) for keeping these records are available from the Affirmative Action/EEO Officer.

The Officer reviews each report and signs it to verify compliance with affirmative action procedures. If the Officer does not find that the recruitment and selection process satisfied affirmative action requirements, he/she submits the reservations in writing to the President along with the appointment documents.

All nominations for appointment approved by the President of the College and forwarded to the Board for approval shall be accompanied by the recruitment report. The report is reviewed by the Board Office Affirmative Action/EEO Officer prior to Board action. When the Board Office Affirmative Action/EEO Officer does not find evidence of reasonable recruitment effort, the Officer

shall promptly so notify the College and indicate the corrective action to be taken.

b. Goals and Timetables

1. Goals and timetables shall be submitted in writing by November 1 each year to the Affirmative Action/EEO Officer who will evaluate them in conjunction with the Affirmative Action/EEO Committee.
2. When approved, the College goals and timetables shall be submitted to the College President for review and approval. Upon approval of the President, they shall be forwarded to the Affirmative Action Committee of the Board for review and approval. Once approved, the goals and timetables shall be considered an integral part of the College Affirmative Action Plan.
3. Progress toward attaining goals will be reviewed at least once a year, early in the Fall semester.

c. Other Components of the Audit System

1. Personnel procedures shall be continuously reviewed to identify any practices which are unnecessarily inhibiting the selection of qualified minority and women employees. Specific areas for this review shall include, but not be limited to, job descriptions, experience requirements, and interview procedures.
2. Applicant flow shall be reviewed to determine adequacy of recruitment sources.

3. A Basic Data File has been set up in cooperation with the Massachusetts State College System Computer Network. The system shall be updated on a regular basis so as to facilitate efficient auditing and reporting.
 4. Each October the Higher Education Staff Information Report, EEO-6, shall be prepared by or under the direction of the Affirmative Action/EEO Officer and submitted to the President of the College. On or before November 15, 1976, and annually thereafter, the EEO-6 Report shall be submitted to the Affirmative Action Committee of the Board for review.
3. Grievance and Hearing Procedure

Any employee who believes that he or she is the victim of discrimination by the College in violation of the Board's policy stated in Section II may institute the grievance procedure as follows:

a. EEO Grievance Procedure for Employees

Step 1. When an employee feels that he/she has been discriminated against in employment because of his/her race, color, religion, national origin, age, or sex, the employee should bring his/her complaint to the attention of the appropriate supervisor. The employee should inform the supervisor of his/her complaint within a reasonable period of time. Normally, this is

thirty (30) calendar days from the date of the alleged discriminatory action of from the date of the employee's first knowledge of the alleged discriminatory action. Every effort should be made to resolve the complaint informally.

Step 2. When discussion with the supervisor does not resolve the complaint to the satisfaction of the employee within five (5) working days, he/she should bring the problem to the attention of the Affirmative Action/EEO Officer. It shall be the Affirmative Action/EEO Officer's responsibility to determine within five (5) working days whether the complaint is properly classified as a possible instance of discrimination based on the employee's race, color, religion, national origin, age, or sex. If not properly classified, the Affirmative Action/EEO Officer shall recommend to the employee in writing the appropriate process by which to have the complaint addressed.

Step 3. If the Affirmative Action/EEO Officer determines that the complaint should be considered under EEO procedures, the Affirmative Action/EEO Officer will discuss the complaint with the employee and the supervisor for the purpose of finding an acceptable resolution of the complaint. This

discussion should take place within ten (10) working days from the date the Affirmative Action/EEO Officer was informed of the complaint.

Step 4. If this discussion does not dispose of the problem to the satisfaction of the employee, he/she may file a grievance in writing within three (3) working days with the Affirmative Action/EEO Officer. A form for the employee's statement of grievance is available from the Affirmative Action/EEO Officer (see Appendix 5).

Step 5. Upon receipt of the written complaint, the Affirmative Action/EEO Officer will again discuss the written grievance with the employee and the appropriate supervisor within three (3) working days. Should this discussion result in agreement upon the disposition of the case, the terms of the agreement should be recorded and signed by the employee, supervisor, and Affirmative Action/EEO Officer. (See Appendix 5.)

Step 6. If the results of the discussion are not satisfactory to the employee, he/she may make a written request within five (5) working days for a hearing by letter to the President.

Step 7. Within five (5) working days following receipt of request for a hearing, the President shall

notify the Hearing Board, constituted according to the procedure outlined in the following section b, and direct the employee and the supervisor involved to put their full comments in writing for evidence. The Affirmative Action/EEO Officer, upon request, shall provide assistance in the preparation of written evidence.

b. EEO Hearing Board: Rules of Procedure

1. Jurisdiction of the Hearing Board: The Hearing Board shall have jurisdiction only for causes arising under the Affirmative Action/Equal Employment Opportunity Policy of the Board of Regional Community Colleges.
2. Membership: The President shall designate at least three (3) members of the College's Affirmative Action/EEO Committee to constitute the Hearing Board. The Affirmative Action/EEO Officer shall be a non-voting member. A voting member shall be designated by the President to serve as presiding officer.
3. Disqualification: No member of the Affirmative Action/EEO Committee shall be appointed to the Hearing Board who is a party to the issue or who is to testify in behalf of any party to the issue.
4. Establishment of Hearing Date: The Affirmative Action/EEO Officer shall set a hearing date which is

reasonably convenient to all parties. Such date shall normally be not less than three (3) working days or more than fifteen (15) working days from the time of filing the request for hearing unless unusual circumstances require otherwise.

5. Evidence: The written evidence submitted by the complainant and the charged party and all information developed by the Affirmative Action/EEEO Officer in his/her investigation of the facts of the case shall be made available to the Hearing Board at least twenty-four (24) hours in advance of the hearing. Hearsay evidence shall be admissible, but the Hearing Board shall determine the weight of such evidence.
6. Rights of Parties: Any employee who is a party to a hearing shall have the following rights:
 - A. right to be heard
 - B. right to present evidence
 - C. right to present witnesses
 - D. right to representation of their own choosing
 - E. right to cross-examine witnesses
 - F. right to have official time off to attend the hearing without loss of pay

The members of the Hearing Board may question the complainant, charged party, and any witnesses presented. The order of the proceeding shall be

determined by the presiding officer of the Hearing.

7. Type of Hearing: The hearing shall be a closed meeting.
8. Records of the Proceedings:
 - (a) The Hearing Board shall arrange for a record to be made of the hearing.
 - (b) Any party to the issue may request copies of the record of the proceedings and may be expected to bear the cost.
9. Hearing Board Determination:
 - (a) The Hearing Board shall rule only on the basis of facts or evidence presented at the hearing.
 - (b) All members present must vote, except the Affirmative Action/EEO Officer, and the decision is made by simple majority. The vote count is to be reported in the written Recommendation.
 - (c) The Recommendation of the Hearing Board must be made in writing to the President within three (3) working days following final adjournment of the hearing. The Hearing Board may conclude that a claim lacks merit and recommend dismissal of the claim. The Hearing Board may conclude that there is merit to the claim, in which case its Recommendation shall state the findings that support its conclusion and shall specify the action or actions it recommends to remedy

the violation of the policy against discrimination. It should be understood that the purpose of the Recommendation is to remove the effects of the discrimination and/or prevent its continuation or repetition.

(d) The President shall evaluate the Recommendation and make a final decision within ten (10) working days of the receipt thereof. A copy of the President's decision shall be provided to the complainant, charged party, the Affirmative Action/EEO Officer and the members of the Hearing Board.

10. **Withdrawal of Appeal:** At any time prior to a decision by the Hearing Board, the principal parties may mutually agree to withdraw the request for a hearing. All parties shall sign a written agreement to withdraw and the matter shall be considered closed.

c. Appeal Process

1. The President, in the case of an adverse decision, shall include with the decision a notification to the employee of his/her right to request a review by the Board of Regional Community Colleges of the grievance and the decision of the President.
2. If the aggrieved employee feels that appeal is justified, the employee shall notify the President in writing to that effect. This notification must be

submitted to the President within ten (10) working days of receipt of the President's decision on the grievance.

3. Upon receipt of such notification from the employee, the President shall submit a copy of the record of the hearing, a copy of the President's written decision, and all other papers pertaining to the grievance to the Affirmative Action/EEO Officer of the Board.
4. The Affirmative Action/EEO Officer of the Board shall review the facts presented. If necessary, he/she shall discuss the grievance with the complainant and the President of the College and any other appropriate parties.
5. Upon conclusion of the review of the case, the Affirmative Action/EEO Officer of the Board shall prepare a written statement of findings and recommendations. This statement shall be submitted to the Affirmative Action Committee of the Board, along with other materials pertaining to the grievance.
6. After review of the statement, the Affirmative Action Committee may endorse the statement or choose to hold a fact-finding meeting with the complainant and the President of the College. If the statement is endorsed by the Committee, the complainant and the President of the College shall be promptly informed of

the Committee's action. If the Committee elects to hold a fact-finding meeting, the Affirmative Action/EEO Officer of the Board shall make arrangements for such a meeting with the complainant and the President of the College.

7. The findings and recommendations reached by the Affirmative Action Committee as a result of the fact-finding meeting will be communicated to the Board in executive session. The action of the Board will be promptly reported to the complainant and to the President of the College.
8. Every effort shall be made to complete the review of a grievance appealed to the Board within sixty (60) calendar days following receipt of the request for review.

d. Administration of the Procedure

1. All records pertaining to an active grievance shall be kept in a file maintained by the Affirmative Action/EEO Officer and shall be separate from any employee's personal folder. The complainant shall have access to his/her file. Once a grievance is resolved to the satisfaction of the complainant, all documents developed as a result of the complaint shall be destroyed. The only record which shall be maintained is the statement of the grievance and the

description of the disposition of the grievance, duly signed by the principal parties. (See Appendix 5.)

2. When any party cannot meet the time limit for action required at a given step of the grievance procedure, he/she may so notify the parties to whom the response will be directed so that an extension of the deadline is necessary. The request for an extension of the deadline is sufficient to secure the extension. Except in unusual circumstances, the extension in time will be equal to the original time limit.

e. Other Procedures for Addressing Complaints of Discrimination

1. Filing a grievance in accordance with the procedure set forth above in no way abrogates the employee's right to file complaints of discrimination with the appropriate state and federal enforcement agencies or with the courts.
2. Contracts with official bargaining units shall not be altered or abrogated by the procedural requirements of this EEO/Affirmative Action Plan. When the complaint of discrimination is not an item for grievance as defined within the collective bargaining agreement, the employee may file a complaint according to the procedures set forth in this Grievance and Hearing Procedure, subsections A, B, and C.
3. Other procedures already established within the

College for the purpose of resolving employee grievances may, under the following conditions, be used to resolve complaints of discrimination:

- the employees are informed of their right to file complaints of discrimination under the general grievance procedure
- the procedure provides opportunity for appeal to the Board of Regional Community Colleges, in accordance with subsection C, Appeal Process
- the procedure produces a written record
- a copy of the procedure is filed with the Board Affirmative Action/EEO Officer

f. Reprisals

No reprisals of any kind will be taken against any employee for participating in any grievance proceeding.

FUNCTIONAL RESPONSIBILITIES OF THE BOARD OFFICE

In support of the Massachusetts Board of Regional Community Colleges and its standing committees, the Board Office serves the constituent colleges by performing the following functions:

- a. Plan, administer, coordinate, evaluate and provide operational leadership of the community college system in accordance with Board policy and the laws of the Commonwealth.
- b. Implement the administrative, academic, curriculum and instructional, budget and fiscal, and personnel policies as established by the Board.
- c. Provide for the design, development, and implementation of a totally integrated management information system to assess service needs, to evaluate the system and its constituent colleges, and to analyze and document information and requests to the appropriate government agencies.
- d. Provide educational research services to include project design and implementation and support of inter-institutional and inter-agency research projects.
- e. Provide for a comprehensive, systemwide planning and evaluation of educational program and facility needs.
- f. Develop, coordinate, and recommend administrative, academic, curriculum and instructional, budget and fiscal, and personnel policies and procedures for adoption by the Board and provide for their continuous review and evaluation.
- g. Provide continuous liaison between the Board Office, the

legislature and its committees, and the executive agencies of state government and to supply and interpret to them information about the community colleges and the needs of the system.

- h. Maintain liaison and joint planning relationships with other groups, agencies and boards; state, federal, regional and national; public, quasi-public, and private, which are engaged in activities related to or affecting the community colleges and post-secondary education.
- i. Inform the Board and the colleges of the activities and actions of the legislature, executive, and other appropriate agencies, boards and groups.
- j. Develop guidelines for the preparation of operating and capital budgets of the system; review and revise these budget requests and justify them before the executive and legislative branches of state government.
- k. Review, evaluate, coordinate, and recommend appropriate Board action on the various program curriculum proposals of the colleges; submit and justify them before the Board of Higher Education.
- l. Provide for the identification and evaluation of prospective sites and submit site acquisition recommendations to the Board for approval.
- m. Maintain continuous supervision and approval authority of construction projects to include educational specifications,

bid documents, site master planning, preliminary and working drawings, and construction; to provide coordination in these areas among the Board Office staff, the colleges and the Bureau of Building Construction.

- n. Initiate and review proposed legislation relating to or affecting the community colleges and higher education; provide information and testimony before legislative committees relative to the Board's position on proposed legislation.
- o. Provide liaison and system inputs to the state agency for vocational education relative to the allocation of Federal funds to the system and its constituent colleges.
- p. Provide leadership and information relating to Federal and State legislation and funding programs applicable to community colleges; develop projects and proposals for the system and assist constituent colleges in obtaining eligible funds and services.
- q. Administer a personnel management system to include personnel actions and personnel accounting, staffing patterns, and wage and salary classification programs.
- r. Develop and implement pre-service and in-service professional development programs for the orientation and upgrading of the system's staff and faculty.
- s. Administer the collective bargaining program to include the development and implementation of policies and procedures in accordance with Board policy and the laws of the Commonwealth;

- provide technical and legal assistance to the Board and represent it in collective bargaining and arbitration hearings at the colleges, before appropriate state agencies and in the courts.
- t. Develop and implement an affirmative action/equal employment opportunity program for the Board Office and assist in the development of similar programs in the colleges; monitor programs throughout the system to assure compliance and program effectiveness and serves as liaison with state and Federal compliance agencies.
 - u. Provide public information services.
 - v. Supervise the expenditure of maintenance and capital appropriation accounts systemwide.
 - w. Provide budgetary control, financial accounting, accounts payable, real property, purchasing, and payroll services.
 - x. Sign official documents for the Board as authorized by the Board, relating to consultants, 03 personnel, contracts, leases and other documents relative to property to be used for community colleges whose acquisition the Board shall have authorized.

MASSACHUSETTS BOARD OF REGIONAL COMMUNITY COLLEGES
 RECRUITMENT - SUMMARY

NAME OF COLLEGE: _____

1. Position Title: _____

2. Status of Position:	3. Source of Funding:
Full-time _____	01 _____ Voc. Ed. _____
Part-time _____	02 _____ Cont. Ed. _____
	03 _____ Other _____

4. Total Number of Qualified Applicants: _____
 Males: _____ Females: _____

Black _____	Black _____
Spanish-surnamed _____	Spanish-surnamed _____
Asian American _____	Asian American _____
American Indian _____	American Indian _____
Portuguese _____	Portuguese _____
Caucasian _____	Caucasian _____
Not Known _____	Not Known _____
Total _____	Total _____

5. Recruitment Sources Utilized:

6. Person Recommended for Appointment:

Name: _____ Sex: _____ Race: _____

Salary: _____ Group: _____ Step: _____

7. Attachments:

1. Resume of individual recommended for appointment
2. Job description

Report prepared by: _____ Date: _____

Compliance with affirmative action procedures verified by:

_____ Date: _____
 Affirmative Action/EEO Officer

AFFIRMATIVE ACTION FILE*

Name of Applicant: _____

Race**: _____ Sex: _____

Date Applicant Contacted College: _____

Date of Interview: _____

Name(s) of Interviewer(s): _____

If not hired, give reason:

Attach Resume

*This type of report must be prepared for each qualified female and/or minority applicant interviewed for a position in a discipline or classification for which underutilization has been identified. These reports will be available to the College Affirmative Action/EEO Officer and to the Board Office Affirmative Action/EEO Officer.

**Black, Spanish-surnamed, Asian American, American Indian, Portuguese, Caucasian

Employee Statement of Grievance

Date:

Name:

Description of Grievance:

Signature of Employee

Disposition of Grievance:

Date

Signature of Employee

Date

Signature of Supervisor

Date

Signature of EEO Officer

A P P E N D I X B

COMMONWEALTH OF MASSACHUSETTS

COMMUNITY COLLEGES

AFFIRMATIVE ACTION PLAN

January 1984

Berkshire Community College
Bristol Community College
Bunker Hill Community College
Cape Cod Community College
Greenfield Community College
Holyoke Community College
Massachusetts Bay Community College
Massasoit Community College
Middlesex Community College
Mount Wachusett Community College
North Shore Community College
Quinsigamond Community College
Roxbury Community College
Springfield Technical Community College

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OVERALL POLICY STATEMENT

The public community colleges of the Commonwealth of Massachusetts recognize that a vital part of their mission is the promotion and active support of Affirmative Action and its societal and educational goals. The Board of Regents, in accepting these materials, accept the policies and procedures.

The community colleges affirm the commitment to affirmative action and equal opportunity rules and regulations. The efforts are in behalf of women, minorities, handicapped, and persons at least forty years of age, known as the "protected group." Affirmative action will include those with veteran status when such status is considered part of the "protected group."

Nondiscrimination requires the elimination of all existing discriminatory conditions, whether purposeful or inadvertent. The College will carefully and systematically examine all policies and procedures to be sure that they do not, if implemented as stated, operate to the detriment of any persons on grounds of race, color, religion, age, sex, handicap, veteran status, or national origin. The College must also ensure that the practices of those responsible in matters of employment and education, including all supervisors and faculty, are nondiscriminatory.

Affirmative Action requires the College to do more than ensure employment and education neutrality. As the phrase implies, affirmative action requires the College to make positive efforts to educate, recruit, employ, and promote qualified members of the

protected group formerly excluded, even if that exclusion cannot be traced to particular discriminatory actions on the part of the College. The premise of the affirmative action concept is that unless positive action is undertaken to overcome the effects of systemic institutional forms of exclusion and discrimination, a benign neutrality in employment and education practices will tend to perpetuate the status quo ante indefinitely.

The following specific policies are established:

-Affirmative action and equal opportunity shall apply to all segments of the College: full- and part-time employment; day and continuing education; the curriculum and offerings of the College.

-Equal opportunity and affirmative action shall be applied to the recruitment process for employment and/or access to education.

-Students will have access to the College, programs of study, activities, and other resources intended to serve them, according to the policies of the individual colleges.

-Affirmative action and equal employment opportunity will be realized in all personnel employment, including recruitment, application for employment, hiring, compensation, training, promotion, and termination.

-All policies, procedures, privileges, and conditions of the College will follow and incorporate affirmative action and equal opportunity rules and regulations.

The above stated policies are intended to be broad in behalf of the protected group and the goal of promoting diversity in community

colleges. The community colleges pledge to apply all policies consistently, fairly, and vigorously. Attempts to subvert or abuse these policies will not be tolerated. Appropriate action will be taken in the case of infraction.

All policies are made in compliance with laws and executive orders promulgated by the federal and state governments and other appropriate agencies and authorities.

SPECIFIC POLICIES

Regarding Sexual Harassment

Sexual harassment of a student, an employee, or any other person in the College is unacceptable, impermissible, and intolerable.

Sexual harassment is a form of sex discrimination. It occurs in a variety of situations which share a common element: the inappropriate introduction of sexual activities or comments into the work or learning situation. Often, sexual harassment involves relationships of unequal power and contains elements of coercion - as when compliance with requests for sexual favors becomes a criterion for granting work, study, or grading benefits. However, sexual harassment may also involve relationships among equals, as when repeated sexual advances or demeaning verbal behaviors have a harmful effect on a person's ability to study or work in the academic setting.

For general purposes, sexual harassment may be described as unwelcome advances, requests for sexual favors, and other physical conduct and expressive behavior of a sexual nature WHEN (1)

submission to such conduct is made either explicitly or implicitly a term or condition of an individual's employment or education; (2) submission to or rejection of such conduct by an individual is used as the basis for academic or employment decisions affecting that individual; or (3) such conduct has the purpose or effect of substantially interfering with an individual's academic or professional performance and creating an intimidating, hostile, or demeaning employment or educational environment.

Such behavior is expressly forbidden by federal and state regulations; and recent action by the federal government has established that such behaviors are actionable under provisions of Title VII of the 1964 Civil Rights Act and the provisions of Title IX of the 1972 Educational Amendments.

In keeping with these regulations, a concerted effort will be made to protect employees, students, and others from sexual harassment as defined. The final authority and ultimate responsibility for the prevention of sexual harassment will rest with the President of each community college. The President will take all reasonable measures to prevent sexual harassment and will act positively to investigate alleged harassment and to effect remedy when an allegation is determined to be valid. However, the Director of Affirmative Action/Affirmative Action Officer will have the responsibility for the overall development, administration, and monitoring of all programs, policies, procedures, and regulations related to sexual harassment. Complaints about sexual harassment should be registered with the

Director of Affirmative Action/Affirmative Action Officer.

Regarding Handicapped Persons

Handicapped (or disabled) persons will receive full and fair consideration and support for employment and/or access to education, as appropriate. The recruitment policy previously stated in this document shall be applied to this group with careful consideration given to notifying organizations that serve as information centers for handicapped persons. Reasonable efforts will be made to accommodate all handicapped persons in every segment of the College, recognizing that all facilities may not be available and accessible at a particular time.

Regarding Contractors, Vendors, and Suppliers

The community colleges will promote affirmative action and equal opportunity in transacting business with contractors, vendors, and suppliers by including in their contracts a statement requiring contractors, vendors, and suppliers to commit themselves to equal opportunity and affirmative action.

The colleges will identify businesses primarily operated by members of the protected group, including women, with the help of agencies such as the State Office of Minority Business Assistance (617-727-8692) in order to solicit bids from potential contractors, vendors, and suppliers.

RESPONSIBILITY FOR IMPLEMENTATION OF AFFIRMATIVE ACTION

The final authority and ultimate responsibility for the

implementation of affirmative action will rest with the President of each community college. However, the Director of Affirmative Action/Affirmative Action Officer will have the responsibility for the overall development, administration, and monitoring of all affirmative action programs, policies, procedures, and regulations. The Director of Affirmative Action/Affirmative Action Officer will report directly to the President and will bear responsibility for the preparation and execution of all affirmative action policies and programs. A further explanation will be found in the Director's/Officer's responsibilities and duties.

The Board of Regents and the Regents' staff will necessarily be an integral part of the development of affirmative action/equal opportunity as related to and conveyed through personnel policy in collective bargaining agreements. The Regents will be mindful of community college policies to ensure that collective bargaining agreements are developed in a manner consistent with matters of affirmative action and equal opportunity previously established.

Each supervisor will be accountable for ensuring that affirmative action and equal opportunity are integrally tied to all aspects of any recruitment, hiring, training, or advancement-related decisions to which they are party. They will be aware of goals and will consult with the Director of Affirmative Action/Affirmative Action Officer prior to and in the course of such actions. In the event that a supervisor and the Director of Affirmative Action/Affirmative Action Officer identify problem areas which are impeding the College's

efforts to meet its goals, they will develop an action plan designed to move the college toward successful attainment of its objectives.

The Director of Affirmative Action/Affirmative Action Officer will review student admissions to the College and to the programs.

RESPONSIBILITIES AND DUTIES

Title: Director of Affirmative Action/Affirmative Action Officer

Statement of Responsibilities: The Director of Affirmative Action/Affirmative Action Officer shall have the task of infusing affirmative action into other aspects of the College. The Director/Officer shall be responsible for the development, administration, and evaluation of affirmative action policies, procedures, programs, and goals. The Director/Officer shall serve as monitor of local, state, and federal laws and regulations relating to affirmative action and equal opportunity and compliance thereof. The Director/Officer shall administer to all segments of the College - students and employees.

Reporting Line of the Position: The Director/Officer shall report directly to the President of the College.

Examples of Duties: (not exhaustive)

1. Submit a written report to the President at least once a year.
2. Recommend steps to develop and implement the College Affirmative Action Plan.
3. Recommend related policy and procedures.
4. Coordinate the development of goals and timetables.

5. Review and/or initiate recruitment, hiring, and maintenance procedures, including approval of all job descriptions, vacancy notices, and advertisements prior to posting and dissemination. Exercise necessary authority in the processes of personnel actions, including signing personnel action forms certifying that the action is consistent with all college policies and procedures regarding equal opportunity and affirmative action, as required by law.
6. Develop employment recruitment strategies for the protected group.
7. Assist and monitor the development of student recruitment for the protected group.
8. Respond to system, state, and federal audits and/or reports, as appropriate.
9. Serve as ex-officio member of the College Affirmative Action Committee.
10. Provide technical assistance and consultation to all segments of the College regarding affirmative action and equal opportunity.
11. Advise groups and individuals at the College of the laws, regulations, and rights of affirmative action and equal opportunity.
12. Serve as receiver and administrator of alleged affirmative action and equal opportunity complaints and grievances.

13. Advise others on issues and practices of affirmative action.
14. Inform the College community, on a regular basis, of the affirmative action office and its function.
15. Provide a network for persons in the protected group.
16. Serve as College liaison with the Board of Regents and Directors/Officers in other colleges to ensure appropriate uniformity throughout the Commonwealth.
17. Implement special projects, e.g., minority recruiting programs, special training, and awareness programs.

DISSEMINATION OF PLAN

The affirmative action and equal opportunity policies and procedures will be widely distributed both internally and externally and discussed in the college community. Supervisors and department heads will be informed of the College's continued commitment to affirmative action and equal opportunity and of their responsibility for making supervisory and managerial judgments consistent with the policy. Copies of the entire policy and the affirmative action plan will be made available upon request to any student, employee, applicant for student status or for employment, or member of the community. Copies will also be distributed to all appropriate state and federal agencies.

The college will apprise minority organizations, women's organizations and community groups concerned with employment of its equal opportunity and affirmative action policies. Copies will be

mailed to any agency, institution, or individual upon request.

In accordance with state and federal regulations, a notice will be included in all vacancy postings and other appropriate college publications, contracts, solicitations for bids, purchase orders, and leases.

Example:

X community college is an affirmative action/equal opportunity employer and does not discriminate on basis of race, color, religion, national origin, age, sex, or handicap status in its education programs or in admission to, access to, treatment in, or employment in its programs or activities as required by Title VI, Civil Rights Act of 1964; Title IX, Education Amendments of 1972; and Section 504, Rehabilitation Act of 1973 and regulations promulgated thereunder, 34, C.F.R. Part 100 (Title VI), Part 106 (Title IX), and Part 104 (Section 504). All inquiries concerning application of the above should be directed to XXXXXX, the College's Director of Affirmative Action/Affirmative Action Officer or XXXXXX, the College's Coordinator of Title IX and Section 504.

AFFIRMATIVE ACTION PLAN OF ACTION

Program Purpose and Intent

The community colleges are committed to a policy of affirmative action. The purpose of this program is to establish programmatic objectives which will provide for the access and advancement of minorities, women, handicapped, and persons who are restricted because

of age, with respect to both employment and education. (Affirmative action for "persons who are restricted because of age" is permissible but not required by law.) The intent of this program is to acknowledge and responsibly resolve the effects of societal discrimination and its impact on the protected group. The program shall be reflected in the curricular offerings of colleges to ensure an awareness of the value of diversity in American society.

Scope

Affirmative action and equal opportunity shall be viewed as an integral part of the mission and purpose of each community college. The Affirmative Action Program, by its very nature, shall affect and apply to all aspects of recruitment, employment, and education.

The opportunity for education for students in the protected group will be an imperative. Affirmative action programs should support not only student admissions to the College but also its programs.

In employment, affirmative action will affect recruitment, terms and conditions of employment, administrative procedures, and relevant policies and practices of the College.

Work Force and Utilization Analysis

A procedure for implementation of the plan will be undertaken, and it will include opportunities for maximum communication between the responsible parties, i.e., supervisors, the Director of Affirmative Action/Affirmative Action Officer, and the President.

Underutilization exists when the number of persons in the protected group is fewer than would reasonably be expected based upon

the availability of qualified persons for employment. Where the means of determination of underutilization is based upon a percentage of the actual work force, a disparity will be said to exist when the percentage is equal to one or more members of the work area being studied. When underutilization is identified for appropriate organizational units and occupational categories, goals and timetables are established as a means of increasing the employment of persons from the protected group at the earliest possible time.

Goals are targets for increasing the employment of persons from the protected group in appropriate organizational units and occupational categories of the college work force. Goals are neither rigid targets nor are they quotas. They are reasonable estimates of what is attainable and are established separately for each protected group.

Operating Statement - Data on college work force composition, on the availability for employment of the protected group in the relevant recruiting market, and on the racial and sexual composition of relevant populations shall be provided by the Director of Affirmative Action/Affirmative Action Officer to the appropriate administrative officers. Staff shall then analyze data relevant to their divisions or work areas to determine if underutilization of the protected group exists and develop goals and timetables to correct any existing underutilization. Although the basic responsibility for implementation of the affirmative action/equal opportunity program necessarily rests with the administrative officers of the College, the

Director of Affirmative Action/Affirmative Action Officer is responsible for providing advice and assistance.

Goals and Timetables (an option)

Affirmative action employment goals are established as a result of the work force and utilization analysis. The purpose of the goals is to provide a structure for recruitment based on the utilization analysis. The intent is to inform the employee(s) who will be involved in the process of recruiting and hiring.

Affirmative action goals are realistic and attainable, given the availability of prospective employees and probability of vacant positions.

Timetables are the determined period of time in which goals may be accomplished. The time period shall normally be between two (2) and five (5) years.

Identification of Problem Areas and Remedial Approaches

At least once year, the Director of Affirmative Action/Affirmative Action Officer shall submit a written report to the College President and to the Executive Director of Affirmative Action at the Board of Regents. This report will include an analysis of problem areas and possible solutions. While not limited to problems, it may be considered as the comprehensive annual report and may cover such issues as curricular concerns, employment and student recruitment, hirings, maintenance of employees, resignations, and College activity and program availability. It will also consider and give an analysis of the established goals and timetables.

The College Presidents shall respond in writing to the report, particularly to the problem areas and recommended solutions.

HIRING PROCEDURES

Proper hiring procedures are crucial to the success of affirmative action. The procedures will begin with recruitment strategies which support the affirmative action goals and will include the use of the mailing list of contacts and the resume file developed and maintained by the Executive Director of Affirmative Action at the Board of Regents. Goals will be reviewed at the time of recruitment.

Not infrequently, elapsed time between the initial public announcement of an available position and the deadline for submission of applications has not allowed for adequate selective recruitment of minorities, women, and handicapped persons. The effectiveness of personal contacts and other sources is dependent upon the mail and telephone calls. This approach, therefore, requires more time than traditional newspaper advertisements. Thus:

- A. For any vacancy, the Director of Affirmative Action/Affirmative Action Officer will negotiate with the staff member(s) conducting the hiring to determine an appropriate recruitment time frame which will allow sufficient time to recruit underutilized persons while simultaneously meeting the organization's need to fill the position as soon as possible.
- B. Deans will be encouraged to plan ahead and schedule all

searches so as to allow sufficient time to conduct effective affirmative action searches.

If the recruitment process fails to yield sufficient numbers of qualified candidates from the designated protected group, serious consideration will be given to readvertisement and TO other avenues that may help to ensure success.

The Director of Affirmative Action/Affirmative Action Officer shall have access to all applications for the purpose of reviewing and certifying the process and the outcome. Additionally, the Director/Officer may make recommendations for interviewing affirmative action candidates. Normally, a proportionate number of protected group candidates of the total applicant pool will be interviewed.

The interview process will include a face-to-face meeting between the candidate and the supervisor and may include other appropriate persons who have responsibility in the work area. An interview form will be completed by the supervisor on all persons interviewed. One summary sheet will be completed on each search process. The Director of Affirmative Action/Affirmative Action Officer will review each recommendation for appointment and sign it to verify compliance with affirmative action procedures. If the Director of Affirmative Action/Affirmative Action Officer finds that the recruitment and selection process does not satisfy affirmative action requirements, he/she should submit his/her reservations, in writing, to the President along with the appointment papers.

In regard to promotions, the College will seek to provide the

opportunity for in-house advancement as long as affirmative action is taken into consideration.

GRIEVANCE PROCESS

When employees or applicants feel their affirmative action and/or equal opportunity rights have been breached, the grievance process is a mechanism for resolution.

The informal process will encourage the affected person to discuss the concern or breach with any involved College official who may be helpful in resolving the matter. The College official may be the Director of Affirmative Action/Affirmative Action Officer, a division chair, a counselor, a supervisor, or any other official who might help the affected person with an informal resolution. The purpose of the informal grievance process is to allow for any misunderstandings to be aired and resolved and to provide an opportunity for the aggrieved person and the perpetrator to attempt to resolve the concern prior to the formal grievance process.

The aggrieved person will be encourage to use the informal process as a means of clarifying the problem, seeking counsel for self, and deciding course of action. College officials will be available to assist the persons through the informal process.

The College will publicize the informal grievance process in an effort to encourage persons to talk through their concerns with College officials who will be empathic and sensitive to affirmative action/equal opportunity issues.

Grievance and Hearing Procedure

Any employee who believes that the College's Affirmative Action/Equal Employment Opportunity (AA/EE0) Policy has been breached in its application to him/her may institute a grievance as follows:

I. Step 1

When any employee believes that he/she has been discriminated against in employment because of his/her race, color, religion, national origin, age, sex, or handicapped status, the employee shall initiate the informal grievance process by informing the appropriate supervisor of his/her complaint within twenty (20) calendar days from the date the employee knew or should have known of the alleged discriminatory action. Within seven (7) calendar days of the initial complaint, the employee, his/her supervisor, and other involved persons shall meet to discuss the complaint, with the intention of finding a satisfactory solution. Within seven (7) calendar days from the date of discussion, the supervisor shall offer the proposed initial resolution to the employee in writing. Every effort should be made to resolve the complaint informally at this level.

II. Step 2

If the initial resolution does not resolve the complaint to the satisfaction of the employee, he/she may, within seven (7) calendar days from the date the resolution was offered, initiate the formal grievance procedure by filing a grievance

in writing with the Director of Affirmative Action/Equal Employment Opportunity (AA/EEO)/Affirmative Action Officer. The grievance shall contain a statement of all known facts pertaining to the alleged violation and shall be filed on the AA/EEO grievance form (see Attachment A), which shall be available from the AA/EEO Director/Officer. Within seven (7) calendar days from the date the formal grievance is filed, the AA/EEO Director/Officer shall discuss the complaint with the grievant, the supervisor, and other involved persons.

III. Step 3

A. If the complaint is not resolved within seven (7) calendar days after filing, the grievant may request a hearing before the EEO Hearing Board by filing a written request within seven (7) calendar days with the AA/EEO Director/Officer. The AA/EEO Director/Officer shall notify the Hearing Board and shall set a hearing date which is not less than five (5) calendar days or more than twenty (20) calendar days after notification of grievant's request for hearing. The grievant and the supervisor(s) involved shall submit position statements and any supporting documentation to the AA/EEO Director/Officer at least twenty-four (24) hours prior to the hearing.

B. EEO Hearing Board: Rules of Procedure

1. Jurisdiction of the Hearing Board: The Hearing Board shall have jurisdiction only for complaints arising

under the AA/EEO Policy.

2. **Membership:** The President shall designate at least three (3) members of the College's AA/EEO Committee to constitute the Hearing Board. The AA/EEO Director/Officer shall be a non-voting member. A voting member shall be designated by the President to serve as presiding officer.
3. **Disqualification:** No member of the AA/EEO Committee shall be appointed to the Hearing Board who is party to the issue or who is to testify on behalf of any party to the issue.
4. **Establishment of Hearing Date:** The AA/EEO Director/Officer shall set a hearing date which is not less than five (5) calendar days or more than twenty (20) calendar days after notification of the grievant's request for hearing.
5. **Evidence:** The position statements and supporting documentation submitted by the GRIEVANT and the supervisor(s) and all information developed by the AA/EEO Director/Officer in his/her investigation of the facts of the case shall be made available to the Hearing Board at least twenty-four (24) hours in advance of the hearing. Hearsay evidence shall be admissible, but the Hearing Board shall determine the weight of such evidence.

6. Rights of Parties: Any grievant who is a party to a hearing shall have the following rights:
- a. right to be heard
 - b. right to present evidence
 - c. right to present witnesses
 - d. right to representation of his/her own choosing
 - e. right to cross-examine witnesses
 - f. right to have official time off to attend hearing without loss of pay

The members of the Hearing Board may question the grievant, charged party, and any witnesses presented. The order of the proceeding shall be determined by the presiding officer of the Hearing.

7. Type of Hearing: The hearing shall normally be a closed meeting at the discretion of the President of the College or his/her designee.
8. Records of the Proceedings:
- a. The Hearing Board shall arrange for a record to be made of the hearing.
 - b. Any party to the issue may request copies of the record of the proceedings provided that he/she pay for the cost of such copy. The cost of such copy shall be waived for the grievant.
9. Hearing Board Determination:
- a. The Hearing Board shall rule only on the basis of

- facts or evidence presented at the hearing.
- b. All members present must vote, except for the AA/EEO Director/Officer, and the decision shall be made by simple majority.
 - c. The recommendation of the Hearing Board shall be made in writing to the President within seven (7) calendar days following final adjournment of the hearing. The Hearing Board may conclude that a claim lacks merit and recommend dismissal of the claim. The Hearing Board may conclude that there is merit to the claim in which case its recommendation shall state the findings that support its conclusion and shall specify the action or actions it recommends to remedy the violation of the policy against discrimination. It should be understood that the purpose of the recommendation is to remove the effects of the discrimination, including redress to the grievant when appropriate, and to prevent its continuation or repetition.
 - d. The President shall evaluate the recommendation and make a final decision within fourteen (14) calendar days of the receipt thereof. A copy of the President's decision shall be provided to the grievant, supervisor(s), the AA/EEO

Director/Officer, and members of the Hearing Board. The grievant and the supervisor(s) shall be provided with a copy of the Hearing Board's recommendation.

IV. Step 4

- A. If the complaint is not resolved at Step 3, the grievant may appeal to the Board of Regents of Higher Education by submitting a written notice of appeal to the Chancellor or his/her designee within seven (7) calendar days after receipt of the President's decision. The Chancellor shall then notify the President of the appeal.
- B. Upon receipt of such notification, the President shall submit a copy of the record of hearing, a copy of the written decision, and all other papers pertaining to the complaint to the Chancellor or his/her designee.
- C. The Chancellor or his/her designee shall conduct a hearing on the complaint and issue a written decision within the time frame established by the Regents' appeal procedures. The decision of the Chancellor or his/her designee will be the final level of appeal within the public system of higher education. However, grievants maintain their right to file a complaint with the appropriate State or Federal enforcement agencies and authorities.

AFFIRMATIVE ACTION COMMITTEE

An Affirmative Action Committee shall be established consisting of at least seven (7) members representative of faculty, administrators, non-teaching professionals, classified staff, and students. The Committee shall include protected group representation. The members shall be selected or appointed in accordance with college policy. The Director of Affirmative Action/Affirmative Action Officer shall be an ex-officio member of the Committee.

The Committee shall act as a policy advisory body to the President in all matters concerning affirmative action and equal opportunity.

Specific responsibilities of the Committee shall be:

1. To advise and assist the President and the Director of Affirmative Action/Affirmative Action Officer in developing, implementing, and evaluating the College's affirmative action program.
2. To recommend changes in the program or policy.
3. To represent the concerns and problems of all employment areas of the College as these problems relate to equal opportunity.
4. To be informed about the rules and procedures of the College as well as federal and state laws and regulations governing affirmative action and equal opportunity.
5. To meet as necessary, but not fewer than two times a year.
6. To serve on the employee grievance hearing board as requested by the President.
7. To help sensitize and educate the College community regarding

the affirmative action issues facing higher education and the larger society and to help broaden understanding of diversity in our society as well as to encourage behaviors appropriate to a pluralistic society.

INTERNAL AUDIT

The Director of Affirmative Action/Affirmative Action Officer shall conduct periodic audits of the utilization analysis and goals. The purpose of the audit will be to assess progress toward established goals and to apprise other persons responsible for recruitment of the findings. Continuous monitoring is important to the success of the plan.

The findings, while utilized throughout the year, will be reported formally in the annual report. Problem areas and successes will be reported.

Additionally, compliance reports requested by other agencies should be included as an internal audit mechanism.

Employee Statement of Grievance

Date:

Name:

Description of Grievance:

Signature of Employee

Disposition of Grievance:

Date

Signature of Employee

Date

Signature of Supervisor

Date

Signature of Director of
Affirmative Action

APPENDIX C

PART ONE - STATEMENTS ABOUT AFFIRMATIVE ACTION

The statements below describe a wide range of opinions related to affirmative action at the college.

To what extent do you agree or disagree with each statement below? Circle the number of your answer.

STATEMENTS	STRONGLY		AGREE	
	DISAGREE	DISAGREE	DISAGREE	AGREE
1. The process by which individuals are hired at the college is a very clear and well defined process.	12%	41%	5%	7%
2. The role of the affirmative action committee is clear and understood by most employees.	22%	56%	18%	0.6%
3. The affirmative action plan for the college is one with which college employees are familiarized at the time they are hired.	20%	51%	20%	1%
4. The college has an adequate number of minorities employed in classified and maintenance positions.	9%	28%	44%	7%
5. The college has an adequate number of minorities employed in faculty positions.	35%	44%	13%	1%
6. The college has an adequate number of minorities employed in administrative positions.	35%	33%	20%	2%
7. Affirmative action is an important process which should be carefully monitored.	1%	7%	48%	39%

8. Grievance procedures under the affirmative action plan are clearly understood by most employees.	20%	54%	15%	2%
9. The college must have an affirmative action committee to assist in monitoring the hiring process.	3%	18%	51%	23%
10. The administrators at the college have provided strong support from affirmative action.	11%	34%	39%	5%
11. The faculty have provided strong support for affirmative action.	5%	44%	37%	2%
12. The classified/maintenance staff have provided strong support for affirmative action.	35%	44%	3%	.6%
13. The Board of Trustees should be actively involved in the college's affirmative action program.	8%	23%	47%	17%
14. Minority applicants should be recruited for every position that becomes available at the college.	7%	25%	46%	16%
15. College employees should become more directly involved with the implementation of affirmative action.	3%	27%	53%	12%
16. The affirmative action process has resulted in less qualified individuals being hired at the college.	15%	43%	27%	5%
17. The affirmative action program should be abolished.	42%	44%	7%	2%

18. Individuals should be hired on their ability to perform the job without affirmative action considerations.	13%	33%	30%	20%
19. Most employees at the college are supportive of the affirmative action program.	4%	29%	51%	3%
20. The affirmative action officer should be a full-time position at the college.	10%	51%	27%	6%
21. The affirmative action officer should report directly to the president.	8%	36%	38%	9%
22. The implementation of affirmative action has been successful at the college.	10%	45%	34%	3%

PART TWO

Please respond to each of the items below. This information will help to better describe those responding to the survey.

1. Age: (check one)

<u>5%</u>	25 - 30	<u>18%</u>	41 - 45	<u>16%</u>	56+
<u>10%</u>	31 - 35	<u>15%</u>	46 - 50		
<u>16%</u>	36 - 40	<u>18%</u>	51 - 55		

2. Are you 45% female? 55% male? (check one)

3. Job classification: (check one)

18% Administrator
45% Faculty
35% Classified/maintenance

4. Years at the college: (check one)

<u>13%</u>	less than 2 yrs	<u>27%</u>	11 - 15
<u>22%</u>	2 - 5	<u>10%</u>	16 - 20
<u>23%</u>	6 - 10	<u>3%</u>	21+

5. Ethnic background: (check one)

<u>2%</u>	American Indian	<u>2%</u>	Black American
<u>89%</u>	White American	<u>2%</u>	Hispanic American
<u>0%</u>	Asian American	<u>4%</u>	Cape Verdean American

6. Educational background: (check one)

<u>18%</u> High school diploma	<u>2%</u> C.A.G.S.
<u>11%</u> Associate degree	<u>16%</u> Doctoral degree
<u>9%</u> Bachelor degree	<u>.6%</u> Other - specify _____
<u>41%</u> Master's degree	

