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# A Study of the Nature of the Relationship of Selected Administrative Policies of the State Board of Trustee's of Indiana Vocational Technical College on Regional Administration Practices

Alois Leo Lewandoski  
*Loyola University Chicago*

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A STUDY OF THE NATURE OF THE RELATIONSHIP OF SELECTED ADMINISTRATIVE  
POLICIES OF THE STATE BOARD OF TRUSTEE'S OF INDIANA VOCATIONAL  
TECHNICAL COLLEGE ON REGIONAL ADMINISTRATIVE PRACTICES

by

Alois L. Lewandoski

A Dissertation Submitted to the Faculty of the Graduate School  
of Loyola University of Chicago in Partial Fulfillment  
of the Requirements for the Degree of  
Doctor of Philosophy

July

1977

Alois L. Lewandoski  
Loyola University of Chicago

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A contemporary phenomenon in American education is the dramatic growth of the number of, and enrollment in community and junior colleges. And of this expanding community college activity, community colleges have most often developed with considerable emphasis on occupational education. Only four states however, Connecticut, Indiana, South Carolina, and Wisconsin, have developed two-year occupational college delivery systems of specifically technical institutes. Of these four states, Indiana has an organizational structure that is distinct and unique.

An examination of dissertation abstracts, journals and periodicals showed a paucity of information relating to the administration and organization of non-comprehensive two-year occupational colleges. The author thus found a need to explore a two-year occupational college administration and to conceivably provide a model for two-year occupational college organization.

Thus the stated purpose of the study was to examine the nature of the relationship of selected administrative policies of the State Board of Trustee's of Indiana Vocational Technical College on regional administrative practices.

Three sources of data were utilized in developing the study. First, a comprehensive review of literature was conducted that included a survey of applicable and appropriate legislation, economic theory, organizational and administrative theory, the characteristics of two-year college organization and administration, and the organization and

administration of Indiana Vocational Technical College. The review of literature served to pull together all the integral elements needed to fully understand the organizational and administrative make-up of an occupational education system such as Indiana Vocational Technical College. Next, certain demographic and administrative data were collected on each of the thirteen regional institutes of Indiana Vocational Technical College. This background information highlights the organizational context of each of the regional institutes and includes such data as history, enrollment, population and relevant information on key personnel. Finally, the regional directors were interviewed regarding their knowledge of, adherence to and consequence of six state-level policies, four in the personnel category and two in the capital outlay category. The interviews determined each directors knowledge of policy content, adherence to policy intent and consequence of policy intent on local-level administrative practice.

It was found from the study data that state-level policies did not deter local-level discretionary decision-making prerogatives because:

1. hierarchal relationships were congenial,
2. central and regional sharing in policy formulation, and
3. open channels of communication.

Thus, analysis of the data revealed that due to team-effort and rapport relationships - participative management - state-level administrative policies of Indiana Vocational Technical College are restrictive of local-level administrative practices. From the general conclusion that centralized policymaking power need not limit decentralized decision-making authority, recommendations were expressed in the form of two organizational models: a model emphasizing organizational philosophy and a model emphasizing organizational operation.

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To the author's especial friend, his wife Jadwiga, simply but sincerely, *JA KOCHAM CIEBIE.*

Indeed, the authors good fortune is but a reflection of his good family and his good friends.

Alois L. Lewandoski  
Chicago, Illinois  
July, 1977

## VITAE

Alois Leo Lewandoski was born March 8, 1927, in Erie, Pennsylvania.

He graduated from the Cathedral Preparatory School, Erie, Pennsylvania in 1945. He received his undergraduate education at Gannon College, Erie, Pennsylvania. He was awarded the Master of Business Administration degree from the University of Chicago in 1963 and the Master of Science in Industrial Relations degree from Loyola University of Chicago in 1974. In 1962 he was awarded the Chartered Life Underwriter designation from the American College of Life Underwriters, Bryn Mawr, Pennsylvania.

The author has held various positions in business and education. He has held management and executive positions in the insurance industry for twelve years. He was Director of the Evening MBA Program at the University of Chicago for three years. He has taught at Prairie State College, Elmhurst College, Roosevelt University, Indiana University, Loyola University and is currently Associate Professor of Management and Economics, Calumet College, Hammond, Indiana.

The author has served as a consultant to various private and public organizations and has lectured widely, is active in many professional associations, and has participated and contributed to many academic proceedings.

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## CHAPTER I

### THE PROBLEM

#### INTRODUCTION

This dissertation is a study of the nature of selected administrative policies and practices of a two-year vocational college system and is prompted by the many and rapid changes that have recently taken place in the two-year college movement.<sup>1</sup> About these changes and their impact on institutional structure behavior, David Bushnell remarked, "The key will be to evolve a results-oriented administrative system." <sup>2</sup>

Organization is one of the many functions of administration, in fact organization is the first step in the process of administration.<sup>3</sup> Policies of an organization are those definable characteristics of the structured design of an institution which can be clearly set down on paper.<sup>4</sup>

<sup>1</sup>Edmund J. Gleazer, "What Now for the Community College," Community and Junior College Journal, December/January 1973, v. 43, 4.

<sup>2</sup>David S. Bushnell, Organizing for Change: New Priorities for Community Colleges (New York: McGraw-Hill Book Co., 1973), p.130.

<sup>3</sup>Daniel E. Griffiths et al., Organizing Schools for Effective Education (Danville, Ill: The Interstate Printers and Publishers, Inc., 1964), p.8.

<sup>4</sup>Ibid.

Policy stresses direction and things as they should be while practice--the operational aspect of policy--stresses expediency and things as they are.<sup>1</sup>

To achieve an awareness and a correct field of view for the change movements and their implications for administration, the following sections of chapter one will first specify the problem under consideration together with its significance. Next some general characteristics of the problem and the development of two-year vocational college education will be sketched. Finally the development and characteristics of Indiana Vocational Technical College, the subject system of this study, in particular, will be described and the investigative procedures outlined.

#### STATEMENT OF THE PROBLEM

The organizational structure of Indiana Vocational Technical College is significantly centralized. Though centralization in and of itself is not unique, institutionally the organization of the Indiana Vocational Technical College is unique in American education.

While the 1976 Directory of Community, Junior, and Technical Colleges does not distinguish those institutions that are specifically technical, correspondence with the

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<sup>1</sup>Joseph L. Massie and John Douglas, Managing: A Contemporary Introduction (Englewood Cliffs, N.J.:

American Association of Community and Junior Colleges clarifies this point by stating:

. . . states which have organized their educational (two-year technical and vocational college) system in a way similar to Indiana . . . Wisconsin, South Carolina, and Connecticut are the only states I can identify that have a system of specifically technical institutes.<sup>1</sup>

Information received from Wisconsin, South Carolina and Connecticut indicate organizational structures distinct from that in effect in Indiana.<sup>2</sup>

Indiana is thus the only state in the nation that structures its post-secondary two-year technical college system with complete and total state level autonomy--only state level officials of Indiana Vocational Technical College have the power and authority to make and enforce policies affecting Indiana Vocational Technical College and its regional institutes--subject only to the law.

The major purpose of this study focuses on how this high degree of state-level autonomy affects the nature of administrative practices at the regional level of decision-making.

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<sup>1</sup>Sandra L. Drake, Staff Associate and Editor: 1976 Community, Junior and Technical College Directory, personal letter dated 28 February 1977.

<sup>2</sup>Dr. Robert Jensen (Connecticut), Dr. Bonnie Franke (South Carolina), Dr. Donald Brill (Wisconsin) personal conversations on 25 March 1977.



This study intends to subject selected aspects of the Indiana Vocational Technical College system to the scrutiny of graduate research. It is hoped that the results of this study will be so grounded in fact, so reasoned in theory, and so unbiased in evaluation that they will contribute to a better informed public. If this is accomplished, an improved post-secondary two-year technical college system could result, not only in the State of Indiana, but in all the states.

This study accepts the cognizance that legislative investigation, special interest groups, and professional education groups are not the exclusive media or method for reviewing the policy of such a body politic. The research of institutions of higher learning is often more factual and less biased. Among the research facilities of institutions of higher learning is graduate student research, guided by an erudite faculty. The researcher thus frequently renders valuable service to students, teachers and practitioners of, in this instance, public administration policy and practice in general, and educational administration policy and practice in particular.

An institutional arrangement as complex as the Indiana Vocational Technical College system is too large for a single graduate student research study. An acquaintance with the system and some of the individuals involved in its operation suggested the areas that appeared to be of most fetching concern. Professional interests and predilections

also assisted in determining the limited subject of this study.

Thus the study is concerned with the problem which is stated here as an interrogation: do the state-level administrative policies of Indiana Vocational Technical College support or restrict regional-level administrative practices?

Since "administration" is characterized by numerous activities by numerous scholars in the field,<sup>1</sup> it is practical to select only activities that are workable for this study. Therefore, what is meant by administrative policies vis a vis administrative practices is suggested by the following additional questions and elements:

1. Do personnel policies weaken or strengthen regional key personnel selection?
2. Do facilities and property budget approval policies at the state-level strengthen or weaken regional facilities acquisition and management?
3. What administrative restrictions or limitations are expressed as requirements, rules or regulations, and why?
4. Are policy directives enforced consistently throughout the various regions? If not, why not?

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<sup>1</sup>Stephen J. Knezevich, Administration of Public Education (New York: Harper & Tow, Publishers, 1969), pp.25-37

5. What objectives do the restrictions and limitations purport to achieve, and why?
6. Can the time lag between original application and completion of capital outlay facilities be significantly reduced?

The results obtained will define the limits of regional discretionary decision-making imposed by policy-making authority at the state-level. The value of such research is further delineated in subsequent sections of this chapter.

#### NEED FOR AND SIGNIFICANCE OF THE STUDY

There is value in knowing what and how central policy-making may support or restrict local-level administrative practices, which policy statements may be undesirable or delimiting, which ones are adequate and which ones may inhibit functional authority, and how policy presence confirms or infirms administrative arrangements.

Since the principal focus of this study is concerned with the nature of the relationship of selected administrative policies of the State Board of Trustees of Indiana Vocational Technical College on regional administrative practices, its need and significance can be justified on several counts: to the body politic studied, to organization and administration theorists and practitioners, to students and professors of educational administration, and to other states' two-year vocational college systems.

First, the Indiana Vocational Technical College system is yet in its early years of development and its administrative make-up has never been formally examined. Therefore, to the administrators of Indiana Vocational Technical College, at both the state and local level, the results of the study will offer an objective evaluation of the relationship of its administrative policies on its administrative practices.

Second, administrators are generally bound by an organizational hierarchy. This study will provide insights into knowing the limits of top level policy-making and how top level policy-making may affect lower level planning and job performance. It is incumbent upon administrators to know the limits of their discretionary and non-discretionary authority and power within the constructs of their organizational hierarchy.

Also, the two-year college movement in the United States is experiencing exceptional growth.<sup>1</sup> The two-year colleges have thus attracted a large number of their administrative personnel from the ranks of the public school systems,<sup>2</sup> and it is useful for these people to know what distinguishes the two systems. This study will provide some insight into certain organizational characteristics that may reveal noteworthy administrative similarities or differences.

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<sup>1</sup>Gerlund G. Parker, The Enrollment Explosion (New York: School and Society Books, 1971), p. 147.

<sup>2</sup>Opinions expressed to the author by two-year college officials in Indiana and Illinois.

All of the above are important considerations for professors of educational administration. Perhaps of especial importance, however, to educators, theorists, practitioners and students alike is the meaningfulness of the final rationale for this endeavor.

The capstone significance of the study is, "The wide variation of practices in . . . two-year colleges is truly indicative of the uncrystalized nature of these institutions."<sup>1</sup> Thus the decision to study the administrative policies and practices of the Indiana Vocational Technical College system - its uniqueness - may conceivably provide a model for use by other state systems.

#### BACKGROUND CHARACTERISTICS OF THE PROBLEM

A contemporary phenomenon in American education is that most citizens interested in our educational process are aware that in higher education there is a general slacking off of enrollment.<sup>2,3</sup> Another phenomenon is that in recent years community colleges have replaced municipal and city universi-

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<sup>1</sup>D. G. Morrison and S. V. Martorana, State Formulas for the Support of the Public Two-Year Colleges (Washington: U.S. Department HEW, 1966), p. 21.

<sup>2</sup>"If Enrollments are Down, It's First Drop Since 1951," Chronicle of Higher Education 13 (25 October 1976): 3.

<sup>3</sup>Edward B. Fiske, "University Systems are in a No-Growth Period," New York Times, (13 March 1977)sec. 4, p. 8.

ties as the locus of higher education.<sup>1</sup> Also, the numbers of men and women, young and old, attending community and junior colleges and technical institutes has increased dramatically. In fact, in October 1974, 3,527,340 students were enrolled in credit courses in two-year colleges, technical institutes, or two-year branch campuses of four-year colleges and universities. The comparable figure for October 1975 is 4,069,279 - an increase of 15.4 percent.<sup>2</sup> (See table 1.1.) Three areas, Oregon, Wisconsin and the Canal Zone are the only exceptions to this national trend of continually increasing enrollment in two-year colleges.<sup>3</sup>

And of this expanding community college activity, community colleges have most often developed with considerable emphasis on occupational education.<sup>4</sup> A conservative estimate of total two-year post-secondary occupational enrollment in 1972, based on data from several sources, is 2.8 million

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<sup>1</sup>Norman C. Harris, ed. Updating Occupational Education: New Directions for Community Colleges 1, no.4 (Winter 1973): vii.

<sup>2</sup>American Association of Community and Junior Colleges. 1976 Community, Junior, and Technical College Directory (Washington: American Association of Community and Junior Colleges, 1976), p.2.

<sup>3</sup>Ibid., pp. 96-97.

<sup>4</sup>Norman C. Harris, ed. Updating Occupational Education, p. viii.

TABLE 1.1

## NUMBER OF ALL TWO-YEAR INSTITUTIONS &amp; ENROLLMENT: 1960-1975

Year	Number	Enrollment	Per Cent of Increase of Enrollment over Preceding Year
1960	678	660,216	3.1
1961	678	748,619	13.4
1962	704	818,869	9.4
1963	694	927,534	13.3
1964	719	1,043,963	12.6
1965	771	1,292,753	23.8
1966	837	1,464,099	13.3
1967	912	1,671,440	14.1
1968	993	1,954,116	16.9
1969	1,038	2,186,272	11.9
1970	1,091	2,499,837	11.4
1971	1,111	2,680,762	7.2
1972	1,151	2,866,062	6.9
1973	1,165	3,144,643	9.7
1974	1,203	3,527,340	12.1
1975	1,230	4,069,279	15.4

Source: 1976 Directory of Community & Junior Colleges.

students.<sup>1</sup> Thus the moment of force for two-year post-secondary vocational education is clear: approximately two of every three students involved in community junior colleges and technical institutes are involved in two-year post-secondary vocational education.

Therefore, for the purpose of this study, three distinct characteristics of the data released by the Department of Health, Education and Welfare and others, noted above, have special significance and deserve emphasis here:

1. Two-year post-secondary education in general is growing in interest and utilization and the various states have responded to this general trend with a 'two-year college' delivery system,
2. Occupational education is at the forefront of two-year post-secondary education growth, but only four states, Indiana, Wisconsin, South Carolina and Connecticut, have a state-wide system of specifically technical institutes,
3. The occupational education delivery system provided by the State of Indiana, Indiana Vocational Technical College, is organizationally distinct.

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<sup>1</sup>Angelo C. Gillie, Sr. Principles of Post-Secondary Vocational Education (Columbus, Ohio: Charles E. Merrill Publishing Company, 1973,) p. 229



Thus, despite the efforts of some states to accommodate occupational education interests at the two-year college level - the problem still remains - how should a state vocational and technical college education system be administratively organized and what should the relationship be between state-level administrative policies and local-level administrative practices.<sup>1</sup>

To meet the vocational educational needs of its constituency, the 1961 Post-High School Education Study Commission of the State of Indiana proposed to the General Assembly:

The high school dropout and the high school graduate who does not seek admission to college may still have great need for post-high school education. This becomes particularly apparent upon examination of unemployment statistics, which display a high rate of unemployment among the unskilled. The practical and vocational programs of other states were examined, but commission members found nothing that appeared outstandingly successful. Hence the commission is setting forth a new concept, probably unique in the nation, as an approach to this most difficult problem. The commission recommends ... that there be established by the General Assembly the Indiana School for Practical Education and that this school be charged with the responsibility for developing and directing all publicly supported post-high school practical and vocational education of a non-collegiate character throughout the state.<sup>2</sup>

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<sup>1</sup>The Trustees of Indiana Vocational Technical College, Indiana Vocational Technical College, Projected Development 1972-1983 (Indianapolis: Trustees of Indiana Vocational Technical College, 1972), pp.180-1.

<sup>2</sup>Ibid, p. 201.

The current amended version of the Indiana Vocational Technical Act reads:

It shall be the primary purpose of this act to provide educational opportunities to . . . those who have graduated from high school but are either not interested in college or are more interested in and naturally equipped to continue their education in some vocational-technical type institution . . . there shall be, and hereby is created and established, a new state post-high school educational institution . . . said institution shall be called Indiana Vocational Technical College.<sup>1</sup>

As of today, the State of Indiana has established and provided for thirteen regional campuses of Indiana Vocational Technical College. (See appendix A.) A little over a decade ago none existed.

In terms of implementing and administering two-year post-secondary education, Francis C. Pray wrote in 1975:

As the newest major component in higher education, as the only segment with immediate prospects of substantial continuing growth, as the component serving, and willing to serve, a significant part of the population not hitherto served by other and more traditional institutions, it is terribly important that community colleges succeed and succeed well.

It is imperative, therefore, that the board of trustees, which substantially decide their goals and roles and approve their programs, and the chief executive officers, who administer them, work not only effectively in their respective roles but effectively together as important elements in management.<sup>2</sup>

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<sup>1</sup> Ibid, p. 256.

<sup>2</sup> Francis C. Pray, A New Look at Community College Boards of Trustees and Presidents and Their Relationship, (Washington: American Association of Community and Junior Colleges, 1975) p. 4.

A specialist in community college administration noted that:

At a meeting of Post Chief Elected Officers of the American Association of Community and Junior Colleges convened January 3-4, 1975 by Edmund J. Gleazer, Jr., one of the agenda items was entitled: "What's ahead of us on the horizon?" Past presidents from 1966 through 1972 of the AAJC and the chairman of the boards of the reconstituted AACJC from 1972 identified "the drift toward state control" as a major concern of the future.<sup>1</sup>

One of the intended outcomes of this study is a fuller understanding of the centralization-decentralization dichotomy in two-year colleges.

#### DEVELOPMENT OF TWO-YEAR POST-SECONDARY VOCATIONAL EDUCATION

Though the origins of the two-year post-secondary institution are obscure, the first public junior college in the United States was established in 1911.<sup>2</sup> The 1976 Community, Junior and Technical College Directory lists 1,230.<sup>3</sup> The Directory, unfortunately, does not distinguish between those colleges with or without a vocational orientation. However, Harris postulated that "the concept and terminology of technical education originated in engineering and industry . . . and (in the then junior colleges) got its inception in the 1930's."<sup>4</sup>

<sup>1</sup>Louis W. Bender, The States, Communities and Control of the Community College, (Washington: American Association of Community and Junior Colleges, 1975), p.3.

<sup>2</sup>C. E. Blocker, R. H. Plummer, and R. C. Richardson, Jr., The Two-Year College: A Social Synthesis, (Englewood Cliffs, N.J.: Prentice-Hall, 1965), p. 25.

<sup>3</sup>1976 Community, Junior, and Technical College Directory, p.3.

<sup>4</sup>Harris, p. ix.

Two presidential study commissions had focused their attention on a particular facet of post-secondary education, that being the growth and development of the two-year community college.<sup>1,2</sup> National attention was focused on vocational education after President Kennedy told Congress:

The National Vocational Education Acts, first enacted by Congress in 1917 and subsequently amended, have provided a program of training for industry, agriculture, and other occupational areas. The basic purpose of our vocational education effort is sound and sufficiently broad to provide a basis for meeting future needs. However, the technological changes which have occurred in all occupations call for a review and re-evaluation of these acts, with a view toward their modernization.<sup>3</sup>

President Kennedy directed the Secretary of Health, Education and Welfare to appoint a Panel of Consultant of Vocational Education. After deliberating for more than a year, panel members were convinced that two principle failures of vocational education restricted its ability to match the requirements of the fast growing economy and technology to the vocational needs and desires of individuals: (1) lack of sensitivity to changes in the labor market and (2) lack of sensitivity to the needs of various segments of the population. More specifically, the panel identified the following

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<sup>1</sup>Higher Education for American Democracy: A Report of the President's Commission on Higher Education (New York: Harper & Brother, 1948), p.67.

<sup>2</sup>The President's Committee on Education Beyond the High School, Second Report to the President (Washington:U.S. Government Printing Office, 1957),pp.44-5.

<sup>3</sup>U.S. Office of Education, "Education for a Changing World of Work," (Washington: U.S. Government Printing Office, 1963), p.v.

## limitations:

1. Compared with existing and projected needs of the labor force, enrollments of in-school and out-of-school youths and adults were too small.
2. Service to the urban population, with an enrollment of 18 percent in the high schools of the large cities, was grossly insufficient.
3. Most schools did not provide efficient placement services, and few schools had organized programs for systematic follow-up of students after graduation or placement.
4. Programs for high school youths were limited in scope and availability; about one-half of the high schools offering trade and industrial education had four or fewer programs, most of which involved a narrow range of occupations; high schools failed to provide training programs for groups or families of occupations.
5. Research and evaluation programs were neglected.
6. Adequate vocational education programs for youth with special needs were lacking, in many respects, vocational education had become as selective as academic education with regard to accepting students.
7. In many states, youths and adults did not have significant opportunities for post-secondary vocational instruction; curricula tended to concentrate on the 'popular' technologies, particularly electronics; insufficient funds and restrictive federal legislation inhibited the development of certain types of programs, such as office occupations.
8. There was a lack of initiative and imagination in exploring new occupational fields. Severe limitations existed in regard to related training and apprentices, such as adequate classrooms and appropriate instructional equipment; craftsmen used as teachers for related training and skill training of apprentices and journeymen were not afforded adequate opportunities to learn modern instructional methods.
9. Many school districts were too small to provide diversified curricula or proper supervision of vocational teaching activities.

10. Curriculum and instruction materials had not been developed for many of the new occupations.<sup>1</sup>

In its recommendations, the panel recognized that the legislation under which vocational education had been operating since 1917 was responsible, to a degree, for the slow responses to the changes in the labor market. The programs for which federal funds were available represented a very narrow part of the total spectrum of occupations. The panel also charged that the leadership in the area of vocational education had not shown sufficient imagination and initiative to adapt vocational education to the new challenges of a fast-changing economy.

The views, findings and recommendations of this panel found considerable support from vocational educators across the nation and ultimately with the Congress of the United States in new legislation. Most of the changes recommended by the panel were enacted by Congress into the Vocational Education Act of 1963.

The 1963 law provided to serve these four groups: (1) persons who attend secondary school; (2) persons who want to extend their vocational education beyond the high school level; and such persons who have left high school before completion but are available for full time vocational

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<sup>1</sup>U.S. Dept. HEW, Highlights and Recommendations from the General Report of the Advisory Council on Vocational Education, Vocation Education: The Bridge Between Man and His Work, Publication 1 (OE-2000-41), 1962, pp.17-8

education before entering the labor market; (3) persons who are already in the labor market--employed, underemployed, or unemployed--and need further training to hold their jobs, to advance in their job, or to find suitable and meaningful employment; and (4) for the first time, persons who have academic, socio-economic or other handicaps that prevent them from succeeding in the regular vocational education program. In addition, the 1963 law established a National Advisory Council on Vocational Education. It was evident that a concern was being expressed of the need to improve occupational education opportunities.

The formation of Indiana Vocational Technical College was one state's answer to that expressed need.

#### DEVELOPMENT OF INDIANA VOCATIONAL TECHNICAL COLLEGE

The citizens of Indiana have traditionally recognized the necessity for and value of a system of higher education that would meet the needs of an agrarian and industrial economy as well as the societal requirements of its people. The state's first Constitution stated:

It shall be the duty of the General Assembly as soon as circumstances will permit, to provide by law for a general system of education ascending in a regular graduation from township schools to a state university, where-in tuition shall be gratis, and equally open to all.<sup>1</sup>

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<sup>1</sup>R. G. Boone, A History of Education in Indiana (New York: Appleton Company, 1892), pp. 10-12.

In keeping with its tradition, the State of Indiana responded to the national interest in occupational education by creating, in 1963 its newest state supported post-secondary institution, the Indiana Vocational Technical College. Its creation can be attributed to the critical analysis by the Post-High School Education Study Commission in 1961 of the need for the state to maintain and broaden educational opportunities for its people in a manner consistent with Indiana conventions and philosophy.

Indiana responded to the concerns for higher education enunciated by Presidents Truman and Eisenhower<sup>1,2</sup> when Governor Harold W. Handley held a Conference on Education Beyond the High School at state level. The conference reported that:

Indiana has a variety of schools offering vocational and technical training beyond the high school level. The extent to which these schools are meeting the needs of Indiana citizens is difficult to determine. It can be said, however, that not enough attention has been devoted to making young men and women aware of the benefits of vocational and technical education.<sup>3</sup>

Because of the national focus on vocational education in the late 1950's and early 1960's (the Sputnik era),

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<sup>1</sup>Higher Education for American Democracy: President's Commission, 1948.

<sup>2</sup>President's Commission on Education Beyond High School, 1957.

<sup>3</sup>Indiana Governor's Conference on Education Beyond the High School (Indianapolis: Indiana University Medical center, 7, December 1957).



the Indiana General Assembly created the Post-High School education Study Commission.<sup>1</sup> The commission chose not to study or make recommendations concerning finance, professional, graduate or adult educational problems. In considering two-year college programs the commission stated:

Fortunately, the two state universities have been engaged in closing both the 'total numbers' gap and the 'geographical' gap for years through the development of their community campuses and extension centers system. As a result, a firm foundation of community colleges already exists in the state, offering work of high quality.<sup>2</sup>

Considering the commission's recommendations in 1963, the Indiana General Assembly did not enact legislation establishing community colleges but did enact permissive legislation creating the Indiana Vocational Technical College.<sup>3</sup> The college was designated as an official instrument of the State of Indiana for performing post-high school non-credit educational functions. The 1963 General Assembly appropriated \$50,000 for a two-year period to:

- form the new educational entity
- employ a president and necessary small staff
- defray expenses of quarters, and
- conduct a few pilot programs.

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<sup>1</sup>Indiana, General Assembly, Acts of 1961, Chapter 119, Sec. 1 (1961).

<sup>2</sup>Indiana, General Assembly, Report of the Post-High School Education Study Commission (1962).

<sup>3</sup>Indiana, General Assembly, Acts of 1963, Chapter 371 (1963).

The Vocational Education Act of 1963 provided a different and totally new orientation for vocational education and the opportunity for greater flexibility in pursuing it. With substantial amount of federal dollars being anticipated for distribution to the states in support of vocational programs as a result of the 1963 Vocational Education Act and the emergence of the new state post-secondary vocationally oriented college, it became apparent there would be disagreement and conflict over who would receive those funds.

Governor Matthew E. Welsh appointed a committee to resolve the dispute between the Department of Public Instruction and the college over federal funds.<sup>1</sup> The committee reviewed the status of vocational technical education at the secondary and post-secondary levels taking into consideration the implications and intent of state and federal studies and legislative actions.<sup>2</sup>

On the basis of the 1964 Study Committee Report the 1965 General Assembly enacted legislation which created a new State Board of Vocational Technical Education as well as amended the 1963 Act creating the college.<sup>3</sup> The new

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<sup>1</sup>Indiana, General Assembly, Report of the 1964 Committee on Post-High School Organization for Vocational Technical Education (1964)

<sup>2</sup>Ibid.

<sup>3</sup>Indiana, General Assembly, Acts of 1965, Chapter 219 (1965).

Board was created to receive, divide, and distribute federal vocational funds between the Commission on General Education and the board of trustees of the Indiana Vocational Technical College. It was also the Board's responsibility to develop, administer and supervise the state plan for vocational education in conformity with federal regulations.

The 1965 amendments to the 1963 Act which created the college altered the educational mission of the college as to program offerings and the mechanism by which these offerings could be made more widely available throughout the state.<sup>1</sup> In addition to such changes that now allowed the college to offer courses for credit and to grant diplomas or appropriate certificates of achievement, changes of significance provided by the amendments were:

- prescribed rules and regulations for the effective operation of statewide programs and regional institutes and exercise such other powers as are necessary for the efficient management of the college.
- granted the State Board of Trustees the power to operate statewide of a specialized nature, contract with other educational institutions to carry out specific programs, prepare a budget for statewide operation of programs as well as for construction of facilities.<sup>2</sup>

Thus by action of the General Assembly, the making of a two-year post-secondary vocational college system was achieved. The task of its organization was now up to a Board of Trustees appointed by the Governor.

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<sup>1</sup>Ibid.

<sup>2</sup>Ibid.

ORGANIZATIONAL STRUCTURE  
OF INDIANA VOCATIONAL TECHNICAL COLLEGE

Figure 1.1 depicts the organization chart for Indiana Vocational Technical College described in the Trustees Handbook.<sup>1</sup> The chart represents the structure or physical anatomy of the organization. The structure is consciously planned and designed, and as March and Simon suggest, "The structure consists of the relatively stable, established patterns of relationships among the components of the organization."<sup>2</sup> Groups of tasks, job descriptions, and channels of command are caused by the organizational structure, and result in activities that hinge upon the concepts of authority, power, responsibility and accountability.<sup>3</sup>

An Act of the Indiana General Assembly to Create and Establish the Indiana Vocational Technical College (appendix B) and the Code of By-Laws of the State Trustees of the Indiana Vocational Technical College (appendix C) are the instruments that give legal sanction to those concepts of authority, power, responsibility and accountability. The

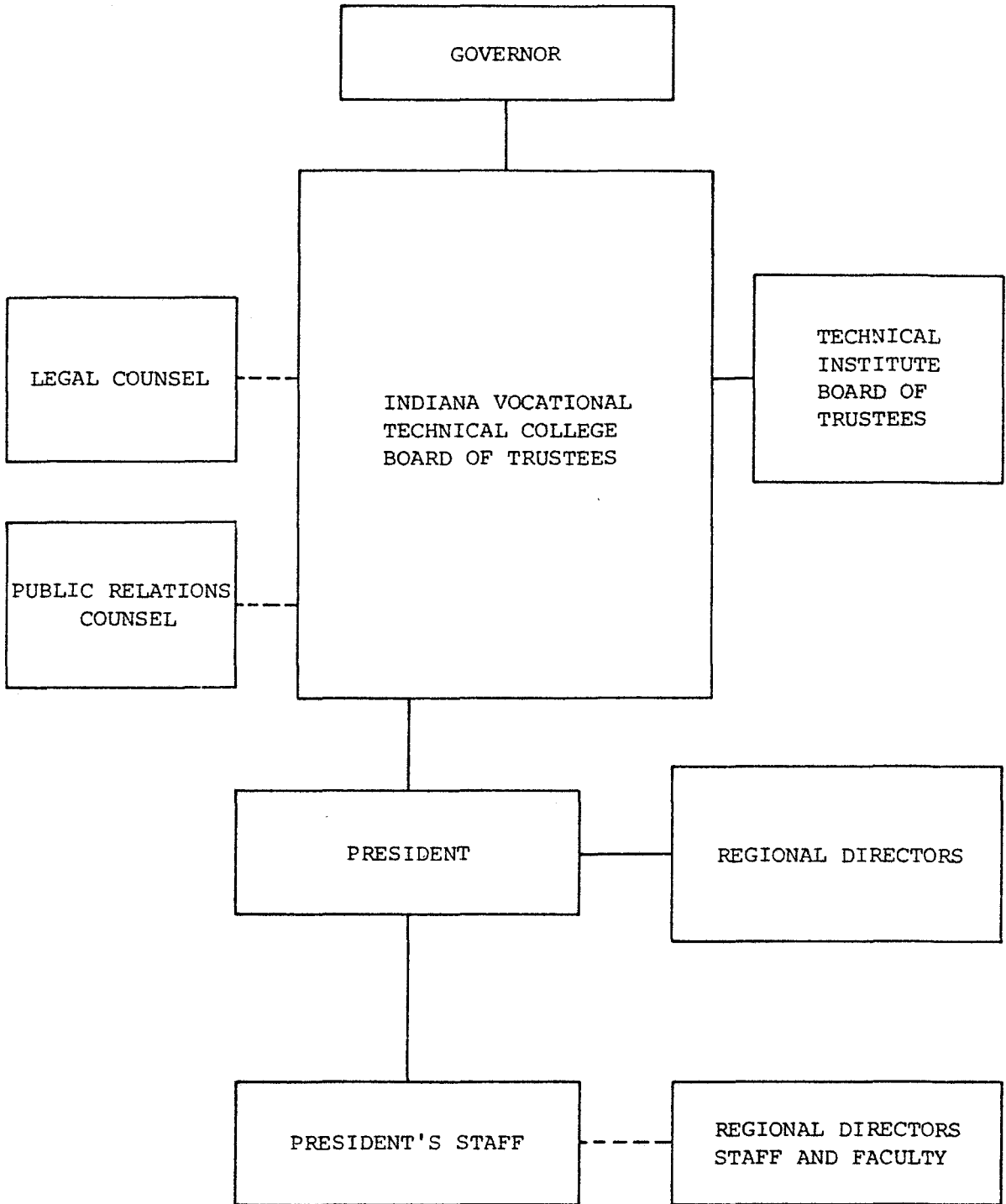
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<sup>1</sup>Indiana Vocational Technical College, Trustees Handbook, 1976

<sup>2</sup>James G. March and Herbert A. Simon Organizations (New York: John Wiley & Sons, 1958), 170.

<sup>3</sup>Gerald H. Graham, Management: The Individual, the Organization, the Process (Belmont, Ca.: Wadsworth Publishing Company, Inc., 1975), p. 115.

FIGURE 1.1  
ORGANIZATION OF THE COLLEGE



Acts and the By-Laws delineate the administrative and supervisory functions of both the state-level and regional (or local) level institutional officials.

Tracing the lines of authority defined in the table of organization (figure 1.1), it is found<sup>1</sup> that the governor of the State of Indiana has the authority by legislative act to appoint the eleven member board, the state trustees of Indiana Vocational College. Each member is appointed to a three-year term; appointments are for staggered terms. Trustees of Indiana Vocational Technical College are appointed to represent agriculture, manufacturing, commerce, labor and the public at large.

The Board elects a chairperson, vice chairperson, and secretary-treasurer. The trustees have the responsibility for the management and policies of the institution. Further, the trustees appoint a president of the college, who is the chief executive and administrative officer of the college. The president of the college is responsible to the trustees for the effective operation of the institution. The president is responsible to employ his administrative staff. The president's staff organization chart is shown in figure 1.2.

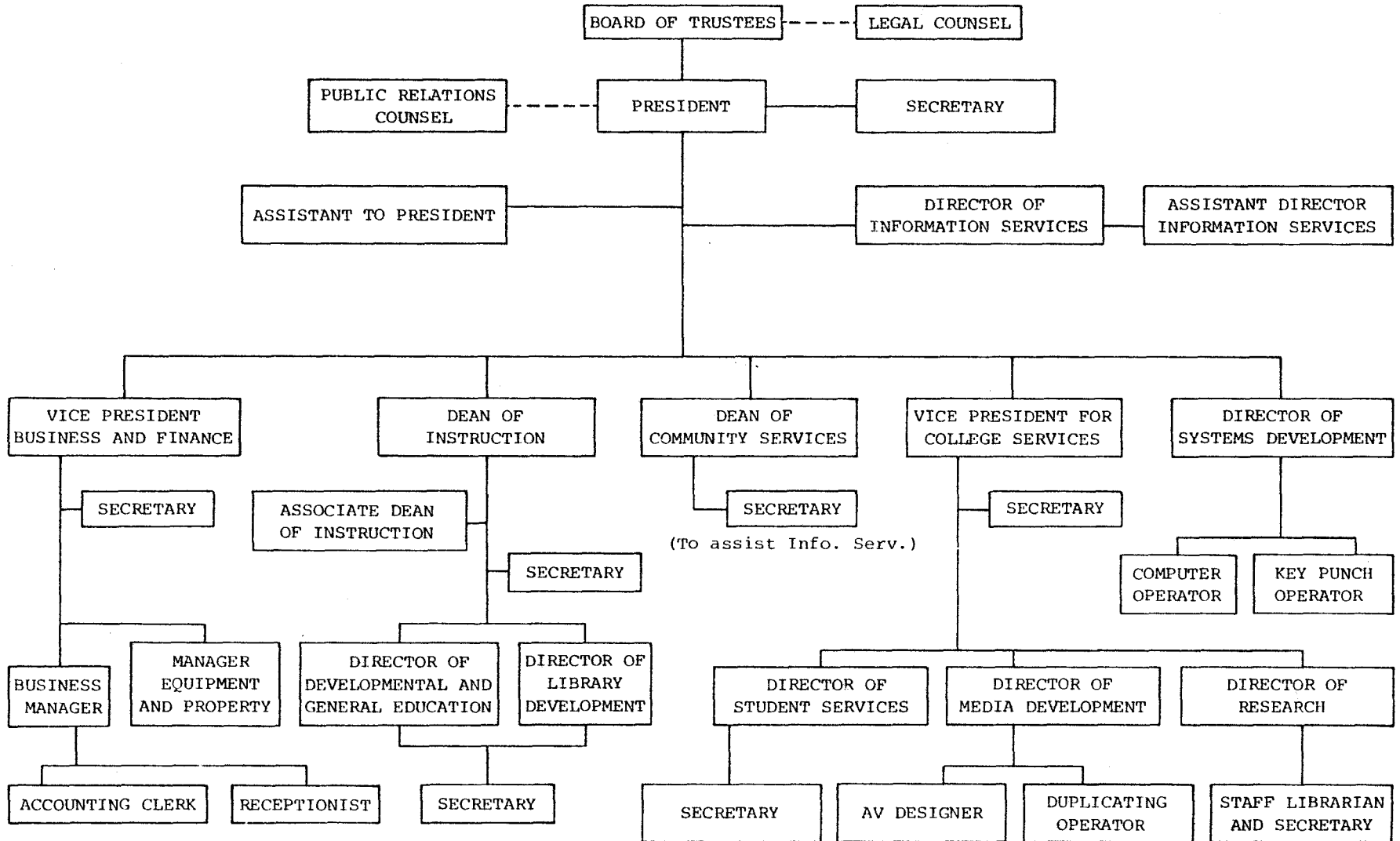
The trustees of Indiana Vocational Technical College appoint regional institute trustees and charter administrative regions as necessary. The college is currently organ-

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<sup>1</sup>Trustees of Indiana Vocational Technical College, 1972,  
pp. 1-7.

FIGURE 1.2

INDIANA VOCATIONAL TECHNICAL COLLEGE PRESIDENT'S STAFF



ized into thirteen administrative regions (appendix A) and serves through this structure all ninety-two counties of the state.. Each regional board of trustees, with the approval of the president, employs staff and faculty to carry out the various functions and programs of the technical institute within the framework of the policies of the college. A typical organization chart for a technical institute is shown in figure 1.3. The chief administrator of a technical institute is designated "Vice-President/Dean" upon the recommendation of the president.

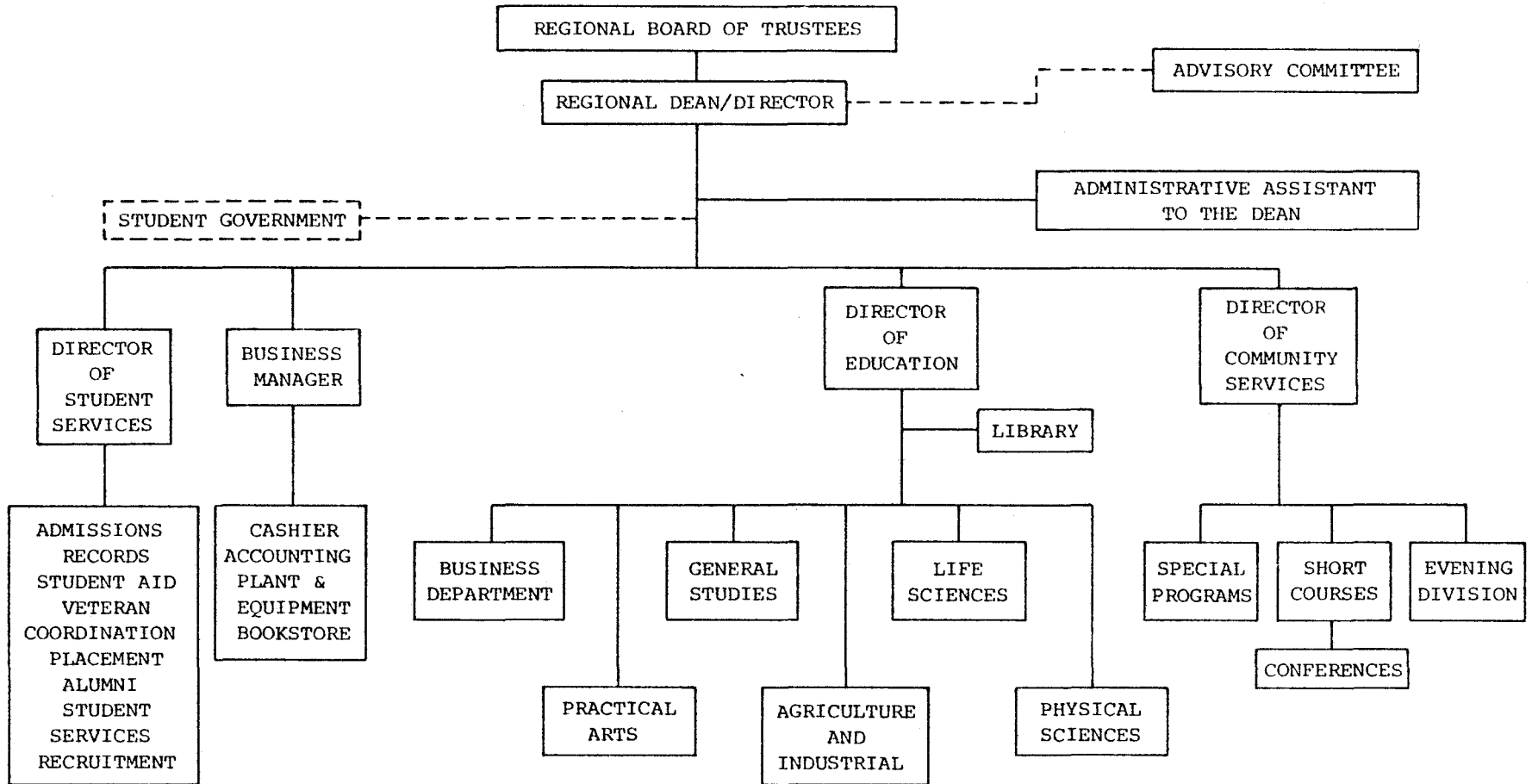
#### DELIMITATIONS OF THE PROBLEM

The policy manual of Indiana Vocational Technical College lists sixteen distinct policy categories (appendix D) and virtually dozens of sub-categories, well beyond the scope of one study. A thorough examination of policy to be considered in this study of the policy manual reduced the number to two, (1) Personnel and (2) Facilities. Further examination of the Personnel and Facilities categories resulted in the selection of six specific policy items (appendix E). The scope of investigation of this study was limited to those fixed items. The rationale for such selection rested solely on choosing items that were illustrative and characteristic of administrative policy vis a vis administrative practices, and thus practicable for research.



FIGURE 1.3

TYPICAL TECHNICAL INSTITUTE ORGANIZATION CHART



DEFINITION OF TERMS USED

COLLEGE	-Indiana Vocational Technical College executive headquarters, Indianapolis, Indiana.
STATE-LEVEL	-Indicates college executive headquarters and/or its executive officers in an hierarchical sense.
INSTITUTE	-One of the regional campus facilities of the college.
REGIONAL	-Geographically determined college educational area or sub-system.
LOCAL-LEVEL	-Indicates regional or institute locale and/or its operating officials in an hierarchical sense. (College and state-level may be used interchangeably; institute, local-level or regional may be used interchangeably).
KEY PERSONNEL	-Positions at the local-level with the following titles: Regional Vice President, Regional Director, Dean, Associate Dean, Assistant Dean, Director of, Coordinator of, Registrar, or Manager.
ORGANIZATION	-The design (rather than the operation) of the Institution. <sup>1</sup>
FORMAL ORGANIZATION	-Those definable characteristics of the structured design of an institution which can be clearly set down on paper. <sup>2</sup>
POLICY	-A guide for making decisions. Policy stresses direction and things as they should be. <sup>3</sup>

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<sup>1</sup>Daniel E. Griffiths et al., Organizing Schools for Effective Education, (Danville, Illinois: The Interstate Printers and Publishers, Inc., 1964), p.8.

<sup>2</sup>Ibid.

<sup>3</sup>Joseph L. Massie and John Douglas, Managing: A Contemporary Introduction (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1973), p. 241.

- PRACTICE -The usual mode of handling a given problem. Practice stresses expediency and things as they are.<sup>1</sup>
- CASE STUDY -That which takes into account pertinent aspects of one thing or situation. Identification of the status of the unit of attention.<sup>2</sup>
- INTERVIEW -Person-to-person interaction and communication for the purpose of obtaining information.<sup>3</sup>
- STRUCTURED INTERVIEW-Interviewer must follow a specific order and a specific set of procedures.<sup>4</sup>
- UNSTRUCTURED INTERVIEW -Interviewer is allowed to probe and attempt to follow-up leads in an attempt to get depth.<sup>5</sup>
- GUIDED OR SEMI-STRUCTURED INTERVIEW -Interviewer follows guidelines but is not rigidly bound to sequence order and procedural set.<sup>6</sup>
- TECHNICAL and VOCATIONAL COLLEGE -An institution accredited by a recognized accrediting body, offering only occupational credit and non-credit courses in which the former are transferrable.

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<sup>1</sup> Ibid.

<sup>2</sup> Carter V. Good, Introduction to Educational Research, 2nd ed. (New York: Appleton-Century-Crofts, 1963), pp. 388-93.

<sup>3</sup> John L. Hayman, Jr. Research in Education (Columbus, Ohio: Charles E. Merrill Publishing Company, 1968), p. 67.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

<sup>6</sup> Harry Levinson, Organizational Diagnoses (Cambridge, Mass.: Harvard University Press, 1972), adapted from p. 520.

## DESCRIPTION OF THE PROCEDURES

The first step in the investigation was a general study of literature which contributed to a better understanding of the problem. Some of this material appears as the stock and staple of the previous sections of this chapter. This and additional material, reviewed in chapter II, furnished a comprehensive background for a thorough study of selected administrative policies and practices of Indiana Vocational Technical College. The portions of the Acts of the Indiana General Assembly, dealing with the establishment of Indiana Vocational Technical College were reviewed as was the Code of By-Laws of the Trustees of the college. Material dealing with the college, its progress, its programs and its policies, since its beginning in 1963 were studied. The writer was invited to meet all state and regional officials of the college and heads of other educational divisions of the State of Indiana - all were sources of increased understanding of the Indiana Vocational Technical College system.

Then began the process of identifying the policy aspects of the system to be considered in the study and ultimately the substance of the study survey. Appropriate ones were identified through a study of the state-level administrative rules and regulations. This was supplemented by personal interviews with college officials.

Interview ploys were developed to (1) aid in the

matter of identification of suitable policies and practices, (2) suggest possible aspects of the system in which strengths and weakness, restrictions or limitations exist, and (3) collect some field administrative opinions and factual data about the operation of the follege. Thus the base data of the study were secured and interviews conducted.

Next, background studies were undertaken by regional institute and central office visitations, to aid in analyzing the distinction between the policies the State Board of Trustees of Indiana Vocational Technical College has and the practices the regional administrators exercise. All thirteen regional institutes made up the background studies.

Finally, administrative functions suggested by Knezevich's collation of those functions<sup>1</sup> and Griffiths' characteristics of organization<sup>2</sup> were reconciled with the distinctions analyzed and the administrative strengths, weaknesses, restrictions and limitations determined. Thus the conclusions and recommendations of this study were determined, i.e., the nature of the influence of administrative policies on administrative practices.

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<sup>1</sup>Stephen J. Knezevich, Administration of Public Education, (New York: Harpers & Row, Publishers, 1969), p. 178.

<sup>2</sup>Daniel E. Griffiths, et al, Organizing Schools for Effective Education (Danville, Illinois: The Interstate Printers & Publishers, In., 1964), p.9.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

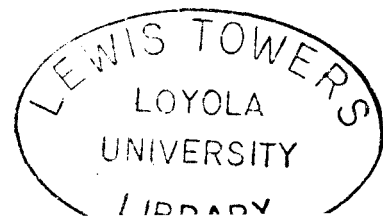
#### INTRODUCTION

The main thrust of the study was to examine the distinction between the policies the State Board of Trustees of Indiana Vocational Technical College has and the practices regional administrators exercise. The study was concerned with administrative characteristics in a specialized and unique educational setting.

An extensive examination of dissertation abstracts, journals and periodicals, and conversations with people connected with two-year post-secondary vocational education showed a distinct paucity of information related to the administration of two-year occupational colleges.

Therefore for the purposes of this study, the review of literature has a distinct definition. Because of the paucity of available appropriate literature, a study of administrative policies and practices as they apply to a public two-year post-secondary vocational and technical educational system led into the following:

1. A survey of legislation was required because the federal government has a long history of involvement in occupational education and because the management and control of public education are an ultimate responsibility of the state.



2. A survey of economic ideas as they apply to the provision of education opportunities showed that whatever measures or indices there are of growth in educational improvement, such as occupational education, are also of economic growth and improvement. Economic and education advancement regularly move together.
3. A review of general education administration was called for because it interprets administrative theory and offers guidelines for administrative practice.
4. A survey of the elements of education organization was needed because organization is an integral part of administration. Failure to consider the organization of the education system would have made the examination of administration deficient and less meaningful.
5. An inquiry into the administration of two-year colleges was needed because it addresses itself to an area of administrative responsibility different from elementary and secondary school administration and from four-year and graduate school administration.
6. An overview of the characteristics of the organization and administration of two-year occupational colleges was essential because the elements of administration that specifically concern vocational education vary in the approaches used to deliver the

curricular needs of the occupational college market.

7. The administrative organization of Indiana Vocational Technical College was necessary to show the hierarchal relationships relevant to the policies and practices considered in the study.

A review of all the areas of related literature shown above pulled together all the integral and integrating components that lead to an understanding necessary to more fully comprehend the administration of Indiana Vocational Technical College.

Therefore, the review of related literature described in the following pages was not only information, but also useful in two ways. First, the information was employed directly where particular application of administrative processes was the focus of general administration theory. Second, the information was used as supportive components of a specialized administrative system in which the central theme was not with general administrative functions but with some specific aspect of administrative structure or technique.

Consequently, each of the areas of literature described has had an influence on and has made a contribution to the process and practice of administration as it was associated with the purpose of this study.

#### SURVEY OF SELECTED LEGISLATION

An investigation of the sources of school law must begin with the United States Constitution which is the basic



law of our land. Many writers, including Reutter and Hamilton<sup>1</sup> call attention to the Tenth Amendment of the Federal Constitution. This amendment, in consequence of the fact that education was not mentioned in the Constitution, in effect reserves education to the authority of the states.

That the states recognized their constitutional positions is made evident by the records of the state constitutional conventions. Garber<sup>2</sup> analyzed the records of many of these conventions and revealed that many constitutional delegates not only looked upon education as a state function, but they even reasoned that the states sovereignty was expressed in its authority to maintain and support public education.

State sovereignty aside, the federal role in education, though indirect, has become real in matters of curriculum and finance.<sup>3</sup> Federal support for public education gained impetus from the Morrill Act (1862) which created "land grant" colleges in the states.<sup>4</sup> The second Morrill Act (1890) authorized federal appropriations to each land grant institution, and subsequent legislation (Smith Lever Act of 1914, Smith-Hughes

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E. Edmund Reutter, Jr., Robert R. Hamilton, The Law of Public Education (Mineda, New York, The Foundation Press, Inc. 1970), p. 2.

Lee O. Garber, Education as a Function of the State, (Minneapolis, Education Test Bureau, Inc., 1934), p. 10

William R. Hazard, Education and the Law, (New York, The Free Press, 1971), p. 5.

Ibid, p. 6.

Acts of 1917, and George-Dean Act of 1937) stimulated vocational training.<sup>1</sup>

During World War II, the United States Congress put more than one hundred million dollars into a program called Vocation Education for National Defense, which gave seven million war production workers pre-employment and supplementary training.<sup>2</sup> The program received much justified praise, and vocational education received its reward in 1946 when Congress supplanted the George-Dean Act with the George-Barden Act. This act provided more monies for vocational training and allowed the states greater flexibility in their programs.<sup>3</sup>

Considerable sums of money also reached vocational education programs through the G.I. bill.

In 1957 came SPUTNIK. The national spotlight was turned on apparent weaknesses posed to the nation's space and defense effort.<sup>4</sup> The result was the National Defense Education Act of 1958. The NDEA brought the first significant addition to the vocational education program since 1917.<sup>5</sup> Under title Viii, funds were made available for

<sup>1</sup>Ibid, p. 6.

<sup>2</sup>Grant Venn, Man, Education & Work, (Washington, D.C. American Council on Education, 1964), p. 61.

<sup>3</sup>Ibid, p. 61.

<sup>4</sup>Ibid, p. 114.

<sup>5</sup>Grant Venn, Man, Education & Manpower, (Washington, D.C. The American Association of School Administrators, 1970), p. 152.

training persons for employment. . . highly skilled technicians in recognized occupations requiring scientific knowledge . . . in fields necessary for the National defense.<sup>1</sup>

Vocational education needed a boost forward, but it also needed a stronger base upon which to operate and expand.<sup>2</sup> A panel of consultants appointed in 1961 by President John F. Kennedy issued a report<sup>3</sup> which was used as a basis for drafting the Vocational Education Act of 1963.<sup>4</sup> Passage of the 1963 Act was spurred by the high levels of unemployment among young people. As Venn put it, "It focused on services to people without respect to predetermined occupational grouping and, in effect, suggested that funds would be available to take care of all training needs except training for occupations requiring a baccalaureate degree."<sup>5</sup>

Somewhat parallel to the 1963 Vocational Education Act is the Manpower Development and Training Act of 1962 (MDTA). The impact of the MDTA relevant to vocational education is noteworthy.

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<sup>1</sup>Ibid, p.152.

<sup>2</sup>Ibid, p. 153.

<sup>3</sup>U. S. Office of Education, Education for a Changing World of Work, (Washington:Government Printing Office, 1963), p.5.

<sup>4</sup>U.S.Department of HEW,Office of Education,Vocational Education-The Bridge Between Man and His Work. General report of the Advisory Council on Vocational Education, (Washington D.C.,Government Printing Office 1968) 1 citation.

<sup>5</sup>Grant Venn, Man, Education & Manpower,(Washington,D.C., The American Association of School Administrators,1970)p.153.

Since the passage of the MDTA more than one million persons have enrolled in training programs, nearly 715,000 in institutional programs. . . Over 600,000 persons have completed both institutional and on-the-job training programs during the first six years of operation under the MDTA. Nearly 450,000 in this group were in institutional training, and about 85 percent of those who completed institutional training obtained jobs. This degree of success is especially remarkable in that over two-thirds of those trained were classified as disadvantaged. . .

The MDTA has been periodically amended and up-dated in an attempt to make, ". . .(it) a more effective instrument."<sup>2</sup> The 1963 Act has also changed since its inception to permit greater flexibility and to authorize larger resources to state educational agencies. Major amendments to that end are the 1968 amendments and the most recent amendment signed into law in March 1977.

The importance of such legislation is evident, for, as a result of the 1963 Act, in fiscal year 1975, "post-secondary enrollment increased 317,184 or 20.2 percent to 1,889,946; adult enrollment increased 472,994 or 13.4 percent to 4,024,104."<sup>3</sup>

The importance of such legislation is further evident in that it prompted the General Assembly of the State of Indiana

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<sup>1</sup>Grant Venn, Man, Education & Manpower, (Washington, D.C., The American Association of School Administrators, 1970), p.155-156.

<sup>2</sup>Ibid, p. 157.

<sup>3</sup>U. S. Department of HEW Office of Education, Summary Data, Vocational Education Fiscal Year 1975, Vocational Education Information No.1, Washington D.C., Government Printing Office, 1976), p. 1.

to put into law H.1420, "an Act to create and establish the Indiana Vocational Technical College,"<sup>1</sup> to fulfill, maintain and broaden educational opportunities for the people of the State of Indiana.

#### ECONOMIC RATIONALE FOR OCCUPATIONAL EDUCATION

To investigate the economic value of education is not to claim priority for economic ends or to approve the vocational aims of education. Blaug states, "What draws it (education and economics) all together is the basic idea that the acquisition of education in a modern economy provides opportunities for individuals to invest in themselves."<sup>2</sup> Many aspects of education do come within the orbit of economic analysis. For example: (1) There is a demand for education from students and their families; (2) There is a supply, produced mainly by public authorities but partly by private institutions; (3) there are costs of production, which include the cost value of the students time.<sup>3</sup>

Over two centuries ago Adam Smith observed that the capital stock of a nation consists partly in -

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<sup>1</sup>Indiana, Acts of 1963, General Assembly, State of Indiana.

<sup>2</sup>Mark Blaug, An Introduction to the Economics of Education, (Middlesex, England, Penguin Books Ltd. 1972) p.19.

<sup>3</sup>Lloyd G. Reynolds, Microeconomics: Analysis and Policy, (Homewood, Illinois, Richard D. Irwin, Inc. 1976) p. 250

...the acquired and useful abilities of all the inhabitants or members of the society. The acquisition of such talents, by the maintenance of the acquirer during his education, study, or apprenticeship, always costing a real expense, which is a capital fixed and realized, as it were, in his person. Those talents, as they make a part of his fortune, so do they likewise of that of the society to which he belongs. The improved dexterity of a workman may be considered in the same light as a machine or instrument of trade which facilitates and abridges labour, and which, through it costs a certain expense, repays that expense with a profit.<sup>1</sup>

Some economists claim that Smith's insight was forgotten,<sup>2,3,4</sup> but, "American society was clearly an achieving society... reinforced by three sources...(one of which was) ...in the North and West before 1860, and in the South after 1875, Americans were persuaded that investment in human capital - in education - paid big dividends."<sup>5,6</sup>

Charles Benson offers an instructive note on how economists currently view education:

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<sup>1</sup>Adam Smith, The Wealth of Nations, Book II, Chapter I 1776,(Reprinted: New York,The Modern Library,1937),p.265-266.

<sup>2</sup>Douglas M. Windham, The Economics of Education: A Survey In,(Contemporary Economic Issues, Neil W. Chamberlain, ed. Homewood, Inc.,Richard D. Irwin Inc.,1973) p.160.

<sup>3</sup>Lloyd G. Reynolds, Microeconomics: Analysis and Policy, (Homewood,Illinois, Richard D. Irwin,Inc.,1976) p.251.

<sup>4</sup>Mark Blaug, An Introduction to the Economics of Education,(Middlesex,England, Penguin Books Ltd.,1972),p. 19.

<sup>5</sup>Ross M. Robertson, History of the American Economy,3rd Ed. (New York: Harcourt Brace Jovanovich, Inc.,1973),p.450.

<sup>6</sup>Albert Fishlow, "Levels of Nineteenth-Century Investment in Education",Journal of Economic History XXVI,4,(Dec.1966) p. 418-426.

Like civilized men everywhere, they (economists) appreciate primarily the contribution that education makes to man's enjoyment of reading, his appreciation of art and music, his ability to communicate in the languages of other nationalities, his sense of man's history and scientific achievements, and his ability to converse with others who are educated. But they have now realized that education is also a major, if not a dominant, factor in our achievement of a high standard of living. The share of our economic growth that can be attributed to education varies from about a quarter to a half of the total (my emphasis). Education has had enormous effects on the improvement of the productivity of our population. But aside from the advantages, economists admit that education has also brought us definite social benefits; the preservation of the democratic order, the maintenance of social mobility, and the stimulation of the arts, as well as the satisfaction that the individual student derives from his education. As educators and economists join forces more and more to shape educational policy, educators will become aware that economists are highly cognizant of all these contributions that education is making to our national life.<sup>1</sup>

What contribution can economists make to the study of education? After all, not just professional educators but sociologists, psychologists, political scientists and others have evidenced a long standing interest in educational phenomena.<sup>2</sup> If the economist is going to make a unique contribution he should show some area of comparative advantage. Most economists agree that the production of education - such as work skills developed in a vocation-technical college - are similar to the production of physical capital goods: "Both

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<sup>1</sup>Charles S. Benson, The School and the Economic System, (Chicago, Science Research Associates, 1968), p.7.

<sup>2</sup>Douglas M. Windham, The Economics of Education: A Survey in, (Contemporary Economic Issues, Neil W. Chamberlain, ed. Homewood, Inc., Richard D. Irwin Inc., 1973) p.160.

require the use over a period of time and facilities such as buildings, materials and equipment, and labor skills. Both necessitate the sacrifice of goods and services that might otherwise have been produced. Both will yield 'services' over some subsequent period."<sup>1</sup>

Frequently, economics main purpose is to describe and explain. Sometimes, however, it seeks to prescribe and recommend. Hence the economist can begin a systematic analysis of, for example, state laws and societal desires of an educational nature, and single out the functions that social organization must perform to "bring human nature into social harness."<sup>3</sup>

It was stated in Chapter I that Indiana was committed by its state constitution to "foster and support higher education."<sup>4</sup> The Commission for Higher Education in stating that, "every citizen of Indiana ultimately will be served by the array of skills and talents these (over 200,000) students

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<sup>1</sup>Richard S. Eckaus, Education and Economic Growth, in Economics of Higher Education, (Selma Mushkin, ed. Washington: Government Printing Office, 1962), p. 103.

<sup>2</sup>Mark Blaug, An Introduction to the Economics of Education, (Middlesex, England, Penguin Books Ltd., 1972), p. 19.

<sup>3</sup>Robert L. Heilbroner, The Making of Economic Society, 3rd Ed. (Englewood Cliffs, N.J., Prentice-Hall, Inc., 1970) p. 6.

<sup>4</sup>R. G. Boone, A History of Education in Indiana, (Appleton Company, New York, 1892.) p. 10-12.



perfect through education,"<sup>1</sup> utilized economic analysis as suggested above.

Though a large amount of analysis was done, only a few examples will be shown to illustrate how educational interests and economic know how can be drawn together to achieve a common purpose - ongoing planning for higher education generally and for Indiana Vocational Technical College in particular.

"The needs and demands for educational opportunities beyond the high school as well as the specific kinds of programs which should be provided depend upon the demographic and economic characteristics of Indiana and of its various regions. Indiana must be examined . . ."<sup>2</sup>

Indiana examined population characteristics as indicated by Table 2.1 and Table 2.2:

Table 2.1 Indiana and U.S. Population by Residence

	<u>UNITED STATES</u>		<u>INDIANA</u>	
	% Urban	% Rural	% Urban	% Rural
1950	64.0	36.0	59.9	40.1
1960	69.8	31.2	62.4	37.6
1970	73.5	26.5	64.9	35.1

Source: U.S. Bureau of the Census.

<sup>1</sup>The Indiana Plan for Post-Secondary Education: Vol. I, (Indianapolis: Commission for Higher Education of the State of Indiana, September 29, 1972), p.1.

<sup>2</sup>Ibid, p. 16.

Table 2.2 Indiana and U.S. Population Trends

	INDIANA	% Change	U.S.	% Change
1950	3,934,224	14.8	151,325,798	14.9
1960	4,662,498	18.5	179,323,175	18.5
1970	5,193,669	11.4	203,184,772	13.3

Source: U.S. Bureau of the Census

By the use of such data on a very precise level, the state could, (and did) for example, pinpoint areas of maximum growth potential and plan educational facilities accordingly.<sup>1</sup> Similarly data indicating that basic metals production accounted for about a fifth of Indiana's total annual output and electrical manufacturing about a sixth, were an aid to occupational curriculum planning.<sup>2</sup>

Table 2.3 shows the correlation between educational attainment and unemployment and is used to stimulate legislative action toward providing job-oriented educational opportunities. Table 2.4 is the final illustration and shows levels of income obtainable by pursuing educational objectives:

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<sup>1</sup>The Indiana Plan for Post-Secondary Education: Vol. 1, (Indianapolis: Commission for Higher Education of the State of Indiana, September 29, 1972), p. 17.

<sup>2</sup>Ibid, p. 17-18

T A B L E 2 . 3

Unemployment rates of workers by educational attainment, sex, race, and age. March, 1975.

1975

<u>Years of school completed, race, and sex</u>	<u>Total 16 years and over</u>	<u>16 to 24 years</u>	<u>25 to 54 years</u>	<u>55 years and over</u>
<u>BOTH SEXES,</u>				
Total	9.2	17.1	7.1	5.3
Elementary: Less than 8 years	12.4	30.4	13.3	7.7
8 years	11.3	31.2	11.6	6.7
High School: 1 to 3 years	15.2	24.6	11.1	5.9
4 years	9.1	16.1	7.1	5.5
College: 1 to 3 years	6.9	10.8	5.7	3.3
4 years or more	2.9	6.4	2.5	1.7
<u>MEN,</u>				
Total	9.0	18.2	6.8	5.4
Elementary: Less than 8 years	12.7	29.8	13.5	8.0
8 years	11.4	33.5	10.8	7.1
High School: 1 to 3 years	14.7	24.2	10.9	5.3
4 years	9.1	17.3	6.8	5.9
College: 1 to 3 years	6.6	11.7	5.2	2.4
4 years or more	2.5	6.9	2.2	1.8
<u>WOMEN,</u>				
Total	9.5	15.9	7.8	5.3
Elementary: Less than 8 years	11.7	32.6	12.7	6.9
8 years	11.2	27.0	13.1	6.1
High School: 1 to 3 years	15.9	25.1	11.6	5.4
4 years	9.1	14.7	7.5	5.0
College: 1 to 3 years	7.4	9.8	6.5	4.9
4 years or more	3.6	6.0	3.3	1.6

<u>Years of school completed, race and sex</u>	<u>Total 16 years and over</u>	<u>16 to 24 years</u>	<u>25 to 54 years</u>	<u>55 years and over</u>
<u>WHITE,</u>				
Total	8.5	15.6	6.6	5.1
Elementary: Less than 8 years	11.9	27.6	12.9	7.1
8 years	10.8	28.9	11.4	6.6
High School: 1 to 3 years	14.0	22.3	10.4	5.7
4 years	8.4	14.4	6.8	5.5
College: 1 to 3 years	6.6	10.6	5.3	3.0
4 years or more	2.8	6.1	2.5	1.8
<u>BLACK AND OTHER,</u>				
Total				
Elementary: Less than 8 years	13.6	39.0	14.3	8.9
8 years	15.3	43.2	13.1	7.0
High School: 1 to 3 years	22.0	39.8	14.7	7.4
4 years	15.2	28.5	10.5	4.0
College: 1 to 3 years	10.1	13.5	8.9	-
4 years or more	4.0	10.2	3.3	-

SOURCE: U. S. Department of Labor, Bureau of Labor Statistics

Table 2.4Income Characteristics of Educational Attainment: 1975

<u>Educational Attainment</u>	<u>Median Income</u>	<u>Mean Income</u>
Elementary: total	5,473	6,722
less than 8 yrs.	4,665	5,845
8 years	6,642	7,785
High School: total	10,942	11,496
1 to 3 years	8,825	9,534
4 years	11,834	12,354
College: total	14,782	16,925
1 to 3 years	13,060	13,972
4 or more years	16,682	19,111

Source: U.S. Department of Census

Thus, by bringing economics to bear upon educational situations, ". . . the commission adopted a planning framework within which to analyze the current post-secondary educational opportunities in Indiana and within which to develop the future plan for Indiana higher education."<sup>1</sup>

The creation and continuation of Indiana Vocational Technical College is the fulfillment of the "planning framework" and provides the occupational education needs for Indiana citizens.

#### OVERVIEW OF GENERAL SCHOOL ADMINISTRATION

Just as the economics of education is a distinct branch of the field of economics<sup>2</sup>, so too is the administration of education a separate division within the broad field

<sup>1</sup>Ibid,p.1

<sup>2</sup>Mark Blaug, An Introduction to the Economics of Education,(Middlesex,England, Penguin Books Lts.,1972),p.17.

of administration.<sup>1</sup>

Generally speaking, the world of administration encompasses several bodies of thought and research.<sup>2</sup> The formulation of a doctrine of administration, what it is and how it is to be defined spans a significant period of time.<sup>3</sup> From classical and medieval times when administration suggested "to assist,"<sup>4</sup> to the Cameralist's when administration suggested "public service,"<sup>5</sup> the field of administration found its roots in the United States expressed in the ideas of Alexander Hamilton.<sup>6,7</sup> Hamilton viewed administration as something that, ". . .comprehends all of the body politic.. ..executive."<sup>8</sup> Later, Woodrow Wilson expressed the idea that administration is outside the sphere of politics and

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<sup>1</sup>R.F. Campbell, Russell T. Gregg,(Eds.)Administrative Behavior in Education, (New York: Harper & Brothers,1957), Forward IX-X.

<sup>2</sup>R.K. Ready, The Administrator's Job:Issues & Dilemmas, (New York:McGraw-Hill Inc.,1967),p.viii.

<sup>3</sup>Eugene L. Belisle, and Cyril G.Sargent, The Concept of Administration in Administrative Behavior in Education. (R.F.Campbell, & R.T.Gregg,(Eds.)(New York:Harper & Bros.1957) p.84.

<sup>4</sup>Ibid, p.85.

<sup>5</sup>Ibid, p.85.

<sup>6</sup>Ibid, p.85.

<sup>7</sup>Albert Lepawski, Administration,The Art & Science of Organization and Management,(New York:Alfred A.Knopf,1949).

<sup>8</sup>Alexander Hamilton,The Federalist, No. 72,(New York Packet, March 18,1788).

". . . as a field of business." <sup>1</sup>

Between about 1900 and World War II a number of contributions were made to the theory and practice of administration generally. Some major contributions were the writings of Max Weber, Frederick Taylor, Henry Fayol, Mary Parket Follett, Elton Mayo, Chester Barnard, Luther Gulick and Lyndall Urwick, F. J. Roethlisberger and W.J. Dickson, and Kurt Lewin.

An indication of the vigor with which the field of administration was developing during this period can be illustrated by the growth of colleges and universities that offer courses and degrees in administration. For example, in 1911 only 19 universities had schools or departments of administration in business.<sup>2</sup> Public administration, including educational administration is more difficult to trace because much of the teaching was done within established departments of Political Science.<sup>3</sup>

Culbertson noted however, that, "By 1913, efficiency and education were effectively married and the honeymoon

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<sup>1</sup>Woodrow Wilson, "The Study of Administration", Political Science Quarterly (June 1887), Vol.2, p.97

<sup>2</sup>Robert B. Buchele, The Management of Business and Public Organizations, (New York -McGraw-Hill Book Company 1977), p.9.

<sup>3</sup>Ibid, p.9-10.

lasted longer than anyone might have guess. It was in that year that the National Society for the Study of Education published a yearbook devoted to efficient education. This paper . . . probed the applications of the Taylor principles to school administration." <sup>1</sup>

Most formal studies of administration paralleled the increasing complexity of both public and private institutions. School administration as a unique area of formal study and research is a twentieth-century phenomenon.<sup>2</sup> Moreover, interest in and emphasis upon school administration as a field of professional study have been on the increase since World War II.<sup>3</sup> Much research as well as attempts to apply this research to problems in the field have both influenced and accompanied this increased interest in school administration. <sup>4</sup> "By the late 1960's, 250 institutions in the United States were offering graduate programs to train education administrators." <sup>5</sup>

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<sup>1</sup>Jack A. Culbertson, Perspectives on Educational Administration and the Behavioral Sciences, in "Foundations of Educational Administration: A Behavioral Approach". W.W. Charters, Jr. (New York, The MacMillan Company), p 12-13.

<sup>2</sup>Stephen J. Knezevich, Administration of Public Education, 2nd. Ed. (New York: Harper & Row, Publishers, 1969) p.4.

<sup>3</sup>Daniel E. Griffiths, et al, Organizing Schools for Effective Education (Danville, Ill., The Interstate Printers & Publishers, Inc., 1964), p. 8.

<sup>4</sup>Andrew W. Halpin, Theory & Research in Administration, (New York: The MacMillan Company 1966), p.vii.

<sup>5</sup>The Encyclopedia of Education Vol.1 (New York: The MacMillan Company & The Free Press, 1971), p.88



Even so, the subject matter of educational administration, John Walton suggested:

"... is not a thing of intellectual beauty. Borrowing fragments from several diverse disciplines - law, political science, social psychology, sociology, economics, business education, engineering, architecture, and statistics - it lacks a well defined, highly organized body of subject matter; it has no elegant and simple theoretical structure: and as literature it is singularly devoid of aesthetic qualities."<sup>1</sup>

These, then, are the salient features of the matrix in which educational administration must perform. The practice of administration is old. Educational administration is of comparatively recent development. Administration as it applies to education can be defined as "the total of the processes through which appropriate human and material resources are made available and made effective for accomplishing the purposes of an enterprise."<sup>2</sup>

Given the diversity of educational administration and the need for effectiveness its definition demands the question: What activities characterize the work of the administrator?

Gregg wrote that "the process of administration cannot be conceived in a vacuum. It cannot actually exist

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<sup>1</sup>John Walton, "The Theoretical Study of Educational Administration", Harvard Educational Review (Summer 1955), Vol.25, No.3. p. 169.

<sup>2</sup>American Association of School Administrators Staff Relations in School Administration, Washington D.C.: The Association, 1955, p.17.

apart from the job to be done, the situation in which the job is to be done - the people who are involved. For purpose of study and analysis, however, it is possible, and probably desirable, to center attention as much as possible on the process itself."<sup>1</sup>

A study of the literature relating to the administrative process reveals a long list of action words and phrases.<sup>2</sup> A variety of methods have been advanced to identify the components of the administrative process. Some of the more popular descriptive words and methods of identifying the elements of the administrative process have been summarized by Knezevich and are reproduced in Table 2.5.<sup>3</sup>

Summarized this way, the administrative process represents an abstract picture of administration. It is the result of distilling the essence of administration from the many activities of the administrator,<sup>4</sup> that is, the way the administrator does his job, and that "is at the very heart of the administrative process."<sup>5</sup>

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<sup>1</sup>Russell T. Gregg, The Administrative Process, in R.F. Campbell, & R.T. Gregg, (Eds), Administrative Behavior in Education, (New York: Harper & Brothers, 1957), p.269.

<sup>2</sup>Ibid, p.273.

<sup>3</sup>Stephen J. Knezevich, Administration of Public Education, 2nd Ed. (New York: Harper & Row, Publishers, 1969), p.27-28.

<sup>4</sup>Ibid, p.55.

<sup>5</sup>Bertram M. Gross, Organizations & Their Managing, (New York - Free Press 1968), p.169.

T A B L E 2.5

Descriptive terms used by various writers to suggest the functions of the administrator

<u>FAYOL</u> <u>(1916)</u>	<u>GULICK</u> <u>AND URWICK</u> <u>(1937)</u>	<u>NEWMAN</u> <u>(1950)</u>	<u>SEARS</u> <u>(1950)</u>	<u>AASA</u> <u>(1955)</u>
1. Planning	1. Planning	1. Planning	1. Planning	1. Planning
2. Organizing	2. Organizing	2. Organizing	2. Organizing	2. Allocating resources
3. Commanding	3. Staffing	3. Assembling resources	3. Directing	3. Stimulating
4. Coordinating	4. Directing	4. Directing	4. Coordinating	4. Coordinating
5. Controlling	5. Coordinating	5. Controlling	5. Controlling	5. Evaluating
	6. Reporting			
	7. Budgeting			
<u>GREGG</u> <u>(1957)</u>	<u>CAMPBELL, et</u> <u>al</u> <u>(1958)</u>	<u>NEWMAN</u> <u>AND SUMNER</u> <u>(1961)</u>	<u>JOHNSON,</u> <u>et al</u> <u>(1967)</u>	
1. Decision making	1. Decision making	1. Planning	1. Planning	
2. Planning	2. Programming	2. Organizing	2. Organizing	
3. Organizing	3. Stimulating	3. Leading	3. Communicating	
4. Communicating	4. Coordinating	4. Measuring and controlling	4. Controlling	
5. Influencing	5. Appraising			
6. Coordinating				
7. Evaluating				

\* SOURCE: Stephen J. Knezevich, Administration of Public Education, New York; Harper & Row Publishers, 1969, p.30.

From the foregoing overview of general school administration, the contributions of administrative theory to educational administration were noted, and the processes of administration, as interpreted by recognized authorities, expressed. Some of those processes served as guidelines in the analysis and interpretation of the administrative policies of Indiana Vocational Technical College.

### CHARACTERISTICS OF EDUCATION ORGANIZATION

This study focuses on the administration of a specialized educational system and organization. Therefore, an awareness of the association between organization and administration was needed to reveal their relationship so as to refine the investigatory capabilities of examining the policies and practices of Indiana Vocational Technical College.

Griffiths notes that organization is basic to that of administration, and in fact of the many functions of administration.<sup>1</sup> Organization is the design of operation, based on institutional purposes, through which individuals can work together to achieve individual and institutional purposes. Organization is, therefore, "The first step in the process of administration."<sup>2</sup>

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<sup>1</sup>Daniel E. Griffiths, et al, Organizing Schools for Effective Education (Danville, Ill., The Interstate Printers & Publishers, Inc., 1964), p.8.

<sup>2</sup>Ibid, p.8.

As indicated in the previous section, many scholars, over time, have made significant and lasting contributions to the body of administration and organization knowledge. Never-the-less, perhaps the first social scientist to show how organization works and the purpose it serves was Max Weber.<sup>1</sup> According to Weber, the following principal elements are found in all large organizations:<sup>2</sup>

1. The activities required to achieve the purposes of the organization.
2. The assignment of duties, including assignment of commensurate authority to carry them out.
3. Measures adopted to ensure that only those qualified on the basis of generally accepted standards are employed.
4. There is an official hierarchy.
5. The management of the organization is based on written documents and follows general rules.
6. The chief executive's work is based on a philosophy of service.

While Weber's ideal organization, in which men at the top can make a decision with certainty that the groups below them will move with precision and speed to carry it out

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<sup>1</sup>Ernest Dale, Management: Theory & Practice, (New York: McGraw-Hill Book Company, 1965), p.226.

<sup>2</sup>H.H. Gerth & C. Wright Mills, From Max Weber; Essays in Sociology, (Fair Lawn, J.J., Oxford University Press, 1958), p.196-239.

is still the goal of many practical administrators, they are aware that Weber overlooked a great many facets of the matter. Thus modern organization specialists, while they still see the need for specialization and an orderly arrangement of jobs, are coming more and more to believe that something more than an impersonal system, completely logical on paper, is needed to produce an organization that moves not only swiftly and with precision, but in the right direction.<sup>1</sup>

The earlier stages of the development of educational administration produced a type of organization that tended to follow Weberian principals.<sup>2</sup> In contemporary terms, studies by Halpin<sup>3</sup> and Skogsberg,<sup>4</sup> though conducted some years ago, revealed that administrators have attempted successfully to overcome the limitations which had been recognized in the earlier bureaucratic and authoritarian education organizations.

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<sup>1</sup>Ernest Dale, Management: Theory & Practice, (New York: McGraw-Hill Book Company, 1965), p.227.

<sup>2</sup>Russell T. Gregg, The Administrative Process, in R.F.Campbell & R.T. Gregg, (Eds.), Administrative Behavior in Education, (New York: Harper & Brothers, 1957), p.291.

<sup>3</sup>Andrew W. Halpin, "The Leader Behavior & Leadership Ideology of Educational Administrators & Aircraft Commanders" Harvard Educational Review (Winter, 1955,) Vol.25, No.1, p.18.

<sup>4</sup>Alfred Skogsberg, Administrative Operational Patterns, (New York: Bureau of Publications, Teachers College, Columbia University 1950)

Regarding the nexus between earlier education organization principals and current trends, Ross notes that:

1. The education enterprise is bigger and more expensive than ever.<sup>1</sup>
2. Education is a more complicated process with greater promise than ever dreamed of before.<sup>2</sup>
3. Education is expected to serve more people.<sup>3</sup>
4. More informal operational democracy is demanded by education administration.<sup>4</sup>

In brief, institutional complexity has changed both the elements (administrative positions) and the patterns (hierarchal arrangements) of education organization.<sup>5</sup> Therefore, for the purpose of providing an orderly arrangement of jobs and duties, it is necessary to chart the hierarchy of positions, to graphically represent the authority structure of the organization.<sup>6</sup> But since organization structure is

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<sup>1</sup>Donald H. Ross, Some Arguments for Regarding a More Rigorous Professional Preparation for Chief School Administrators. (Albany, N.Y., Cooperative Development of Public School Administration, 1954), 4. p.18.

<sup>2</sup>Ibid, p.6.

<sup>3</sup>Ibid, p.p.9.

<sup>4</sup>Ibid, p.18.

<sup>5</sup>Daniel E. Griffiths, et al, Organizing Schools for Effective Education (Danville, Ill., The Interstate Printers & Publisher, Inc., 1964), p.12.

<sup>6</sup>Ernest Dale, Management: Theory & Practice, (New York: McGraw-Hill Book Company, 1965), p.228.

determined by the institutions objectives and the work entailed in reaching them, organization structure and its graphical representation will differ according to the objectives.<sup>1,2</sup>

"In the case of the community junior colleges, the character of the institution must be stamped on it from its very inception. Since these colleges vary in size, location, type of support, purpose and philosophy, it is expected that widely differing institutions can and should be established."<sup>3</sup>

In post-secondary two-year vocational colleges specifically, the organization and "administration of occupational programs should result in a desirable stabilizing effect on the expectations toward which educators and educational institutions strive to be responsive in meeting goals and objectives."<sup>4</sup>

<sup>1</sup>Ernest Dale, Management: Theory & Practice, (New York: McGraw-Hill Book Company, 1965), p. 312.

<sup>2</sup>Russell Robb, Organization as Affected by Purpose and Conditions in Merrill, H.F. (Ed.) Classics in Management (New York: American Management Association, 1960)

<sup>3</sup>B. Lamar Johnson, Starting a Community Junior College, (Washington, D.C., American Association of Junior Colleges, 1964) p. 1.

<sup>4</sup>Ivan E. Valentine, Administration of Occupational Education, (Sacramento, California, California State Dept., of Education, Vocational-Technical Education Curriculum Laboratory), p. 1.



Finally, "maintenance of a logical and effective plan of organization is not a matter of chance, of 'letting nature take its course.' It requires continuous study, development, adjustment to changing conditions, and review of actual practice to see that the plan is properly understood and working effectively."<sup>1</sup>

### OVERVIEW OF TWO-YEAR COLLEGE ORGANIZATION AND ADMINISTRATION

Administratively and organizationally, the two-year college in America developed with elements of both secondary school and university structures incorporated in it. From the secondary schools it inherited a focus on the teacher-learning process, primary interests in students and an administrative structure that saw the president (principal) at the top of a chain of command. Faculty ranking systems, an emphasis on subject matter specialization, and major curriculum emphasis came from the universities.<sup>2</sup>

To grasp the montage of concepts underlying the American community college, one may relate it to the dynamic

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<sup>1</sup>J. Holden, C. Fish, & W. Smith, Top Management Organization and Control, (Stanford, California, Stanford University Press, 1941), p. 91.

<sup>2</sup>Richard C. Richardson, Jr., Clyde E. Blocker, & Louis J. Bender, Governance for the Two-Year College, (Englewood Cliffs, N.J., Prentice-Hall, Inc., 1972) o, 5,

nature of American society itself.<sup>1</sup> The early community colleges developed with autocratic leaders in a context of rigid bureaucracy. Today's community college administrator operates in a sphere of what Cohen calls "compromise and reconciliation between contending forces."<sup>2</sup> The contending forces are national, state and local influences as they impinge on the structure of two-year colleges, together with emerging patterns of governance that concern their organization and administration.

From the national perspective, there has been an almost endless succession of committees, commissions, task forces, and self-appointed critics suggesting fundamental redefinitions of the roles of higher education.<sup>3,4,5</sup> The issues raised of direct import to two-year colleges indicate a wide range of concerns:

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<sup>1</sup>Joseph Foresi, Jr., Administrative Leadership in the Community College, (Jericho, New York: Exposition Press, 1974), p. 3.

<sup>2</sup>Richard C. Richardson, Jr., Clyde E. Blocker, & Louis J. Bender, Governance for the Two-Year College, (Englewood Cliffs, N.J., Prentice-Hall, Inc., 1972), p. 5.

<sup>3</sup>A+B+C, 3 Separate 'report' citations Report on Higher Education, (Washington D.C.: USOE, 1971)

<sup>4</sup>Open-Door Colleges: Policies for Community Colleges, (New York: McGraw-Hill, 1970)

<sup>5</sup>Report of the Commission on Tests, (New York: College Entrance Examination Board, 1971)

1. What services should these colleges perform which will meet the general requirements of an educated citizenry?
2. Who will provide financial support and in what proportion of the total cost?
3. Should community colleges be agents of social change or should they confine themselves to the transmission of culture and the vocational preparation of students?
4. Who will determine the educational objectives of colleges and what will they be?
5. How much flexibility is necessary for higher education to respond effectively to changing social needs?
6. To whom will professionals be accountable for economy and effectiveness of educational programs?

The confusion in the public mind relative to what two-year college education should be and what it should do, has encouraged colleges to appeal to national and state governments for policy direction and financial support. In 1962 Morrison and Martorana observed the predominate trend of that time to be the "recognition of a partnership of the state, the locality, and the students sharing in current operational costs, and of the state and locality sharing costs for capital construction of the public two-year colleges."<sup>1</sup> Within a decade, however, the executive director of the American Association of Junior Colleges, Edmund J. Gleazer, had perceived a very different shift in the locus of support and power from the local to the state level. In 1971,

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<sup>1</sup> D. G. Morrison & S. V. Martorana, State Formulas for the Support of Public Two-Year Colleges, Bulletin 1962, No. 14, (Washington, D.C., U.S. Department of HEW, OE57004,) p.32.

Gleazer observed:

In a search for some relief from steeply mounting property taxes the trail leads to the state capital. More money from the state seems almost inevitably related to a greater demand for accountability by the state in the use of these funds. Thus, state level boards are created. They call upon local institutions to present ten-year plans; then ask them for justification of the addition of any new programs. Soon the issue develops, "Who calls the shots?" Students and faculty are calling for more decisions to be made locally and the community calls for greater responsiveness by the colleges. Whether state systems or multi-campus districts, questions are being asked about the sensitivity and responsiveness of the institution to the varied needs of the communities. Although a degree of local autonomy seems called for to enhance the development of the college community itself and the relationship of the college with the community it serves, trends toward increased power at the state level are clearly evident.<sup>1</sup>

State regulations range from highly detailed prescriptive roles and requirements to those which are primarily philosophical in nature. Some states have developed systems of community colleges governed and administered at the state level. Policies are formulated with the entire state viewed as a community, and the multi-college systems functioning as a large single unit. Community colleges of a few states are governed and administered through the state university system, with the board of trustees of the parent institution establishing policies for the colleges. At the opposite end of the spectrum are states where the community colleges are viewed as autonomous with respect to overall direction and

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<sup>1</sup>Richard C. Richardson, Jr., Clyde E. Blocker & Louis J. Bender, Governance for the Two-Year College, (Englewood Cliffs, N.J., Prentice-Hall, Inc., 1972), p.8.

operation, although some state control exists.<sup>1</sup>

Regarding the organizational and administrative aspects of the community college movement, it can be said that in moving from its antecedent role as post-secondary 'junior college' institutions, it has attempted to serve the total community and, in the process, has become the 'public community college,' governed, controlled and financed by legislation which has grown out of customs, traditions, and public demands for increasing accessibility to higher education.<sup>2</sup>

In terms of governances, the picture varies from state to state but the trend is for increased involvement by state-level officials.<sup>3</sup> Singer and Grande<sup>4</sup> have chronicled the trends of public community college legislation in the United States (Appendix F). The trend toward the creation of a state board for the exclusive governance of the public community college is noted by the frequency with which legislative enactments during the period between 1965 and 1969 established this form of control. Seven of the ten states

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<sup>1</sup>Edmund J. Gleazer, Project Focus: A Forecast Study of Community Colleges, (New York: McGraw-Hill Book Company, 1973) pp. 179-195.

<sup>2</sup>C. E. Blocker, R. H. Plummer & R. C. Richardson, Jr., The Two-Year College: A Social Synthesis, (Englewood Cliffs, N. J., Prentice-Hall, 1965), p. 76.

<sup>3</sup>Edmund J. Gleazer, Project Focus: A Forecast Study of Community Colleges, (N. Y.: McGraw-Hill Book Co., 1973) p. 153.

<sup>4</sup>Donald L. Singer & John A. Grande, Emerging Patterns of Governance, Junior College Journal, March 1971, Vol. 41 #6.

which enacted community college legislation after 1965 created a body which exercised the responsibility for the supervision and administration of this level of higher education.<sup>1</sup>

Gleazer summarizes:

The reason for this increased involvement is the mounting investment the states are being asked to make in community college education. State officials want to know, and must know, how state funds are being spent. Review of educational programs at this level can be advantageous. The kind of coordination that prevents unnecessary duplication and promotes efficiency and cooperation within a state can benefit the institution and the public. A key element here will be the development of a new kind of professional: the state-level administrator who understands community college education, the educational needs within his state, and the political process in which he works and possesses the abilities to facilitate sound growth and development.<sup>2</sup>

Since this thesis is a study of administrative policies and practices of a two-year college system, the main advantage of the foregoing information is that it aided in discerning whether the thrust of state-wide governance, particularly that of Indiana Vocational Technical College, proves to be a panacea for problems besetting two-year college systems, or creates greater problems than it solves.<sup>3</sup>

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<sup>1</sup> Ibid, p. 38.

<sup>2</sup> Edmund J. Gleazer, Project Focus: A Forecast Study of Community Colleges, (N.Y.: McGraw-Hill Book Co., 1973) p. 153-154.

<sup>3</sup> Donald L. Singer & John A. Grande, Emerging Patterns of Governance, Junior College Journal, March 1971, Vol. 41 #6, p. 39.

## OVERVIEW OF TWO-YEAR OCCUPATIONAL COLLEGE ADMINISTRATION

The community college represents only one type of post-secondary school center.<sup>1</sup> A wide variety of career education programs has emerged in recent years as the legitimate offering of the community college.<sup>2</sup> The Vocational Education Act of 1963 stimulated formation of vocational-technical programs which serves the needs of post-secondary students and adults. Whether there shall be one or several two-year post-secondary vocational-technical institutions to satisfy the needs of American society has yet to be resolved.<sup>3</sup> The multipurpose community college, providing college-parallel, adult education and technical education programs represents one approach while the area vocational-technical college represents another.

Most of the general characteristics of the organization and administration of two-year colleges, chiefly of the state and local nature, discussed in the previous section, also apply to two-year occupational colleges. There are however, some elements of administration, mostly at the federal level, that have a particular bearing on vocational

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<sup>1</sup>Stephen J. Knezevich, Administration of Public Education, 2nd Ed. (New York: Harper & Row, Publishers, 1969), p. 294.

<sup>2</sup>David S. Bushnell, Organizing for Change: New Priorities for Community Colleges. (New York: McGraw-Hill Book Co., 1973), p. 99.

<sup>3</sup>Stephen J. Knezevich, Administration of Public Education, 2nd Ed. (New York: Harper & Row, Publishers, 1969), p. 294.

education. It is these special elements of vocational education administration that are discussed here.

The Advisory Council on Vocational Education states:

The major principle underlying administrative responsibility is helping to create the optimum environment for the most efficient and effective teaching-learning process to take place. The structural organization established for purposes of administration will determine, to a great degree, how effective an agency will be in discharging its responsibility.

Responsibility for administration of vocational education comes from both Federal and State legislation, and . . . the local level. In addition, . . . administration is also responsible for coordination, supervision, solution of operational problems, and program planning and development.

The structure of the organization for (vocational education) administration should reflect the responsibility for each level of administration in order to avoid conflict over rights and responsibilities, and yet, it should be related closely enough to establish maximum communication and cooperation between each level.<sup>1</sup>

For many years vocational education has enjoyed successful administration through the Federal - State - local relationship. The relationship and administrative practice which developed was consistent with the intent and spirit of the earlier Federal legislation.<sup>2</sup>

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<sup>1</sup>General Report of the Advisory Council on Vocational Education, U.S. Department of HEW, Office of Education, 1968. p. 48.

<sup>2</sup>U.S. Department of HEW, Office of Education, Vocational Education - The Bridge Between Man and His Work: General Report of the Advisory Council on Vocational Education. (Washington, D.C., Government Printing Office, 1968) 1 Citation - No Page #.



The Vocational Education Act of 1963 called for re-direction of the scope and practices of vocational education. Implementation of the newly established purposes required rather extensive changes in administration and program practices at all levels.

In response to the need for new directions set forth in the act, the Division of Vocational and Technical Education was reorganized. The division structure was changed from the specific occupation program orientation to one oriented to comprehensive programs and supporting services. These changes were designed to recognize the new responsibilities and to expand the services and leadership role growing out of the new legislation.

The changes in the administrative structure for vocational education were also due, in part, to a series of organizational changes in the U.S. Office of Education.<sup>1</sup> Through these reorganizations, the Division of Vocational and Technical Education was placed within the Bureau of Adult, Vocational, and Library Programs. The branch responsible for vocational education research was placed within the Bureau of Research.

Another major change in the administrative structure of the U.S. Office of Education was the initiation of a decentralization plan through the establishment of regional

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<sup>1</sup> Ibid, 1 citation-No Page #

offices. Regional offices are intended to help the Federal agency to be more responsive to regional, state, and local needs. The Vocational Education Act of 1963, and subsequent amendments to the Act, has made it possible for state and local agencies to significantly augment their administrative staffs.<sup>1</sup>

Influence of governmental agencies on the administration of vocational education varies with the level of the agency. Federal level influence reflects the policies of the President and the congressional delegations. State direction reflects the policies of the governor and reveals the position and posture of the state legislature. Local area governing agencies will have many areas of influence that have impact on the administrative role. If the institution derives revenue from an area tax base, this may be the agency or agencies exerting the greatest influence on administrative decisions and processes.<sup>2</sup>

Political parties, organized labor, professional associations, and lobbyists operate from the national to

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<sup>1</sup> Grant Venn, Man, Education & Manpower, (Washington, D.C. The American Association of School Administrators, 1970) p. 114.

<sup>2</sup> Ivan E. Vaientine, Administration of Occupational Education, (Sacramento, California, California State Dept. of Education, Vocational-Technical Education Curriculum Laboratory), p.1.

and through local levels. The policies and viewpoints of these special groups may not be consistent at each level, but they may influence educational decisions, and they may be compatible or in conflict with the strategies of the administrator of vocational education.<sup>1</sup>

In addition to the power structure of government and other agencies noted above, economic and social conditions must also be considered by educational administrators. The economic condition in a given institution is the base for decision making and provides direction for determining the purpose of the organization. Key factors in administering a program for occupational education are inflation, tax payer's attitudes and community demands for more and better educational opportunities. These factors have made an impact for increasing the requirements on a limited number of scarce resources to meet these needs. One of the greatest responsibilities of the administrator is to secure adequate resources to accomplish the assigned mission of the institution.

The internal and external social forces in the environment apply pressure that influence the operation of the educational delivery system. Civil rights, social movements, and other worthy social and civic groups are an essential

<sup>1</sup> Ibid.

part of the democratic process and the present-day administrator must be well versed in the degree of change processes which a community and modern society will tolerate.<sup>1</sup> The administrator of occupational education must devise a viable strategy for determining priorities and alternatives for meeting the needs of the community as he plans for educational change and satisfying the needs of the organization. Occupational education and those responsible for the management tasks should not isolate nor insulate their responsibilities from the environment responsible for its existence.<sup>2</sup>

The ultimate success of two-year vocational-technical college administrators relative to planning adequate programs will influence the course of action taken by Congress and state legislatures and community groups. To achieve success, the administrative responsibilities for occupational education programs must be clearly defined and understood.

The succeeding sections of this study, particularly those sections dealing with data presentation, conclusions, and recommendations, incorporated many of the various thoughts expressed above in attempting to determine whether the Indiana Vocational Technical College system of organization and administration was indeed successful or not in delivering its occupational college programs to its occupational

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<sup>1</sup>Ibid.

<sup>2</sup>Ibid.

college market-place.

### ADMINISTRATION OF INDIANA VOCATIONAL TECHNICAL COLLEGE

Indiana Vocational Technical College is governed by an eleven-member State Board of Trustees, and each regional institute has a seven-member board of trustees.

The eleven member State Board of Trustees is appointed by the Governor, and creating legislation requires that membership include two representatives from each of four economic areas - agriculture, commerce, labor, manufacturing - and three members representing the public-at-large. Responsibility is vested in the State Board for:

1. Policy development and management of the institution, within the legislative framework, and
2. Employment of a president and such other employees as required.<sup>1</sup>

As specified in the legislation, the powers and duties of the State Board of Trustees include:

1. Initiating, promoting, inaugurating, and developing vocational-technical programs consistent with the legislative mission,
2. Contracting with other public and private educational institutions to carry out programs,
3. Defining regional areas and providing for orderly development of regional programs within a coordinated state college development plan, encompassing all areas of the state and within the mission of the college,

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<sup>1</sup>Indiana Vocational Technical College, Vol.1,(Indianapolis:Indiana Vocational Technical College 1977). p.14

4. Issuing and amending charters for regions and appoint-regional boards of trustees, supervising the development of regional planning, and coordinating regional programs, and
5. Surveying the biennial budget needs of the entire college and making budget requests of the General Assembly.<sup>1</sup>

Seven member regional boards of trustees are appointed by the State Board. The creating legislation requires that membership include representatives of agricultured, commerce, education, labor, and manufacturing interests within the region. Two responsibilities are vested in regional boards:

1. Careful analysis of regional educational needs, and under coordination of the State Board, development of a plan for providing vocational and technical education for the people of the region, and
2. Within the framework of State Board coordination, operation of the region within the mission of the college.<sup>2</sup>

State and regional boards, within the framework of statewide coordination, are granted several concurrent authorities:

1. Hold, encumber, control, acquire by donation or purchase, construct, own, lease, use and sell real and personal property as is necessary for the conduct of its program of operation, on whatever terms and for whatever consideration may be appropriate.
2. Accept gifts, grants, bequests and devises absolutely and in trust for support of the institute or program during the existence thereof.
3. Provide for an institute or program the necessary lands, buildings or other structures, equipment, means and appliances.

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<sup>1</sup> Ibid, p. 15

<sup>2</sup> Ibid, p. 15

4. Develop and adopt the appropriate programs to be offered, to employ the necessary personnel, determine their qualifications and fix their compensation, including therein provision with regard to employee group insurance and benefits.
5. Grant diplomas or appropriate certificates of achievement including technical and associate degrees to students who complete prescribed and authorized courses or series of courses.
6. Prescribe rules and regulations for the effective operation of a statewide program or regional institute, as the case may be, and exercise such other powers as are necessary for the efficient management of such program or institute.
7. Establish schedule of fees or charges for students and to provide scholarships and remission of fees in proper cases, provided that the fees or charges of a regional institute shall be subject to the approval of the board of trustees of the Indiana Vocational Technical College. The fees or charges may be of various amounts depending upon the residence of the student.
8. Authorize, approve, enter into, ratify or confirm with approval of the board of trustees of the Indiana Vocational Technical College any agreement relating to any such program, or institute with the United States Government, acting through any agency of such government designated or created to aid in the financing of such projects, or with any person, organization or agency offering contracts or grants-in-aid financing such educational facilities or the operation of such facilities and programs.<sup>1</sup>

Representation of major statewide economic interests on trustee boards is an inherent concept in the creating legislation. As evidenced by meeting attendance, by participation in special workshops, and by individual trustee efforts with legislators and with influence centers, Indiana Vocational Technical College trustees are interested, active, and committed. The structure of the boards, with

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<sup>1</sup>Ibid, p.16.

required cross-sections of interests, provides continuing opportunities for broad-based expressions of need, priorities, and evaluation necessary for effective college programming.<sup>1</sup>

A second concept embodied in the legislation - regional powers exercised under overall coordination of the State Board - provides a structure for one college, regionally responsive to training needs. However, in operation this concept has been the source of varying interpretations by state and regional trustees regarding their respective roles.

To address this problem, the president continues to meet with regional boards to discuss the governance structure. Annual trustee workshops, which bring together state and regional trustees, provide forums for direct communication.

Responsibility for college administration is vested in the president, selected and appointed by the State Board of Trustees. Throughout college development, relative relationships and roles of the president and the regional vice-presidents have been evolving. Each president has used a management structure assigning duties and responsibilities to regional and executive staff as deemed to fit circumstances of the time. Each method has contributed to Indiana Vocational Technical College's maturation.

Currently, the administration is structured in line with philosophy embodied in the creating legislation as

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<sup>1</sup>Ibid, p. 18



amended: that Indiana Vocational Technical College is a coordinated statewide system, yet responsive to community and regional needs. Delegation of administrative responsibility by the president to college vice-presidents serves that philosophical concept.

Each of the thirteen regions has a vice-president with dual responsibilities: as a vice-president of the college, he represents the president and the entire college in a region, and as a vice-president/dean, he administers college operations within a region. In this latter role, regional vice-presidents/deans exercise administrative authority, under coordination of the president, for the broad range of college functions within a region. Regional vice-presidents/deans form the administrative structure for responsiveness to regional educational needs.

Delegation of responsibility to vice-presidents as executive headquarters is made for specific groups of functions, college-wide in scope. Collectively, these vice-presidents provide the administrative structure for college-wide coordination.

Through its structure of governance and administration, Indiana Vocational Technical College intends to achieve a level of awareness by the general public in Indiana with emphasis on employers, prospective students, and key business, agricultural, labor, civic and government leaders such

that an increasing number of the general public is cognizant of Indiana Vocational Technical College, its mission, scope and general areas of program offerings.<sup>1,2</sup>

<sup>1</sup>Ibid, p.21.

<sup>2</sup>Ibid, p.27

## CHAPTER III

### PROCEDURE FOR THE STUDY

#### INTRODUCTION

The purpose of the study was to examine the nature of the relationship of selected state-level administrative policies of the State Board of Trustees of Indiana Vocational Technical College on regional-level administrative practices.

To achieve the purpose, Chapter I set the stage by overviewing the problem including background characteristics, the development of two-year post-secondary vocational education, and delimitations of the problem.

Chapter II presented a review of related literature and sustained the focus of the study by supplying information that was (1) applicable directly to the study problem or (2) supportive of the concerns of the study problem. Thus the review of literature contributed to the study by considering related legislation, economic ideas and educational administration and organization.

The purpose of this chapter is two-fold. Chapter III first recounts and reaffirms the extent of background information necessary as general preparatory knowledge to eruditely examine and analyze the stated problem of the study. Second, Chapter III presents the methodology of the study, i.e., the step by step procedure that was followed to prepare and implement the case studies, and the interviews and

the nature of the analyses employed in the course of examining and then reaching the goal of discerning those characteristics that set apart administrative policies and administrative practices.

#### NEED FOR EXTENSIVE BACKGROUND INFORMATION

This study engaged in analyzing the distinction between selected policies the State Board of Trustees of Indiana Vocational Technical College has and the respective practices the regional administrators exercise.

Thus, while under ordinary circumstances justifying the significance of a study of an organization's administrative policies and practices might be an arduous task, this study does claim significance on various counts.

First, two-year post-secondary education represents a relatively recent occurrence from an historical perspective. The first such institution in the United States was founded in Joliet, Illinois in 1911.<sup>1</sup>

Second, the existence of two-year post-secondary, specifically technical or vocational colleges, granting associate level degrees, is limited. In the United States, only four states offer such programs of instruction, namely

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C. E. Blocker, R. H. Plummer, & R. C. Richardson, Jr., The Two-Year College: A Social Synthesis, (Englewood Cliffs, N.J.: Prentice-Hall, 1965), p. 25.

Connecticut, Indiana, South Carolina and Wisconsin.<sup>1</sup>

Third, of the four states providing non-comprehensive occupational associate degree programs, only one state, Indiana, is organizationally unique. Only Indiana structures its program delivery via an autonomous state-level system. In terms of this study, state-level autonomy means that only state-level officials have the power and authority to make and enforce policies affecting Indiana Vocational Technical College and its regional institutes - subject only to the law.

Therefore, because Indiana Vocational Technical College is part of an educational trend of limited heritage, and because of the College's organizational uniqueness, the significance of studying certain administrative aspects finds value and justification in whatever useful information it provides in an area of educational administration just emerging:

1. to the body politic studies;
2. to organization and administration theorists and practitioners;
3. to professors and students of educational administration;
4. to other states' two-year vocational college systems;
5. for the possible development of a recommended model for two-year occupational college organization and administration.

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<sup>1</sup>Sandra L. Drake, Staff Associate & Editor: 1976 Community, Junior & Technical College Directory, Personal letter dated 28 February 1977.

Therefore, to achieve a well-grounded perspective and a fuller understanding of the various elements of administration that ultimately came to bear on the examination and analysis of selected administrative policies and practices of Indiana Vocational Technical College, Chapter I, in addition to introducing the nature of the study, briefly but carefully highlighted meaningful background information.

Chapter I showed that as enrollment in many institutions of higher learning tended to decrease, enrollment in two-year colleges experienced significant growth and continuing growth potential. Even more graphic was the vivid interest shown by students nationwide in those two-year colleges with occupational programs. Response to interest in occupational education was evidenced by reports of special commissions appointed by post World War II presidents and governors of many states. The outcome of all this activity caused vocational education acts to be passed at the national and state levels of government. In summary, Chapter I showed evidence that serious concern was being expressed about the need to provide occupational educational opportunities. Each state, as is customary in America, provided for the occupational education needs of its citizenry. Each state's occupational education system reflected its own particular educational philosophy and organizational design. The design of the organizational structure of Indiana Vocational Technical College, albeit unique, was but one state's

response to a new, vigorous, growing national two-year post-secondary educational trend. Out of the milieu enunciated in Chapter I, and noteworthy here, was Bushnell's remark that, "the key will be to evolve in two-year colleges a results-oriented administrative system,"<sup>1</sup> balanced against the assertion of Morrison and Martorana that, "The wide variation in practices in . . . two-year colleges is truly indicative of the uncrystallized nature of these institutions."<sup>2</sup>

These two unsettling quotes take on particular importance as they relate to the concerns of this study. Bushnell and Morrison and Martorana were referring to two-year colleges generally, a type of institutional arrangement that has been in existence, and thus observable, for over sixty-five years. This study, on the other hand, is concerned with certain aspects of a form of institutional arrangement - non-comprehensive occupational education - that is, by comparison and as already noted above, relatively new. As a matter of fact, the American Association of Community and Junior Colleges, a national organization concerned with two-year post-secondary education exclusively, does not

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<sup>1</sup>David S. Bushnell, Organizing for Change: New Priorities for Community Colleges. (New York: McGraw-Hill Book Company, 1973), p.130.

<sup>2</sup>D. G. Morrison and S.V. Martorana, State Formulas for the Support of Public Two-Year Colleges (Washington; U.S. Department HEW, 1966), p. 21.

yet distinguish between those two-year degree granting colleges that are comprehensive in design or strictly occupational, as is Indiana Vocational Technical College. Herein lies the major rationale for the need for extensive background information which is enunciated in Chapters I and II.

Chapter II was a survey of related literature, widespread in nature for the reasons stated above. A review of appropriate legislation showed the extent that the federal government influenced national as well as state level activity in occupational education. Such national interest hurried state authorities in providing post-secondary occupational education programs and facilities for housing those programs, more often than not as adjuncts to existing public higher education institutions. Next, economic analysis showed that providing occupational education programs enhanced personal welfare which in turn contributed to state and national economic growth and well-being. Showing the compatibility of economics and education gave evidence that providing occupational educational opportunities was consistent with national economic goals and objectives and therefore worthy of investment of time, money, and human resource allocation by state and local educational agencies.

The organization and administration of two-year colleges differs somewhat from public elementary and secondary school administration. In Chapter II, the review of general educational administration and organization theory, together



with the review of two-year college administration, provided insight into the administration and organization of institutions providing two-year post-secondary occupational programs.

Information sources are available in most areas of education administration and organization. Information sources for two-year non-comprehensive occupational education administration and organization are extremely limited.

Therefore a review of all the above diffuse material was necessary because the organization and administration of two-year occupational college systems needs to relate to some point of reference - a benchmark of sorts - and none really exists. Thus the substance of Chapter II draws together ideas and concepts that are known in attempting to comprehend as fully and as adequately as possible the administrative policies and practices of Indiana Vocational Technical College.

### STUDY METHODOLOGY

Following the approval of the State Board of Trustees and the President of Indiana Vocational Technical College for the purpose of studying that institution's administrative policies and practices, a general plan and procedure was developed consisting of six distinct steps:

(1) determination of the focus of the study; (2) specific identification of policies to be examined; (3) purpose of

and review of related literature; (4) field research, utilizing interview and case study techniques; (5) presentation of data and analysis of data, and (6) conclusions and recommendations.

1. Most institutional arrangements, including Indiana Vocational Technical College, are too large or complex for a single graduate research study. Consultation with faculty advisors at Loyola University of Chicago and officials of Indiana Vocational Technical College yielded the topic: A Study of the Nature of the Relationship of Selected Administrative Policies of the State Board of Trustees of Indiana Vocational Technical College on Regional Administrative Practices. Thus the focus of the study was concerned with the problem which is stated here as an interrogation: Do the state-level administrative policies of Indiana Vocational Technical College support or restrict regional-level administrative practices?

2. The policy manual of Indiana Vocational Technical College lists sixteen distinct policy categories (Appendix D) and virtually dozens of sub-categories, well beyond the scope of a single graduate research study. An examination of the policy manual together with further consultation with faculty advisors reduced the number to two general categories, (1) Personnel and (2) Facilities. Further examination and consultation resulted in the selection of six specific items (Appendix E) and limited the scope of investigation

to those fixed items. The rationale for the selection rested solely on choosing items that were illustrative and characteristic of the various administrative processes isolated by such well-known administrative scholars as Luther Gulick and others. (See Table 2.5).

3. The review of literature provided several types of data which furnished a comprehensive background for a thorough study of selected administrative policies and practices of Indiana Vocational Technical College. Some of the material reviewed appeared in Chapter I to familiarized the reader with the background characteristics of the problem and the development of two-year post-secondary occupational education in America. The review of literature described in Chapter II was useful in that it provided information which was directly applicable to an understanding of general administration and organization theory and supportive of the specialized characteristics which made up the components of occupational education administration and organization. In addition, portions of the Acts of the Indiana General Assembly dealing with the establishment of Indiana Vocational Technical College were reviewed as was the Code of By-Laws of the Trustees of the College. Material dealing with the College, its progress, its programs and its policies, since its beginning in 1963 were studied. As was described in the previous section, the review of literature was necessarily extensive, but as a consequence, each of the

areas of literature described has had an influence on and has made a contribution to a comprehensive understanding of the process and practice of administration as it was associated with the purpose of this study.

4. Field research included the case study method and the interview technique. The case study method was utilized in order to examine the organizational context of each of the thirteen regional campuses of Indiana Vocational Technical College. Each case study included such demographic and administrative data as: brief history, enrollment, population, enrollment as a percent of population, and relevant background information on key personnel and each regional director.

The interview technique was employed in two distinct ways: - an unstructured interview format was utilized at the state-level and a semi-structured interview guide was utilized at the regional level. At the state-level various officials were interviewed to acquire a clear understanding of the organizational and administrative environment of Indiana Vocational Technical College. In addition, answers to a few basic questions relevant to the study were sought:

- a. What policies are expressed as restrictions or limitations, and why?
- b. What objectives do the policies purport to achieve, and why?
- c. How are state-level policies developed?

Interviews at the regional-level provided data that were indicative of each regional directors apprehension toward the selected policies being examined. Since the interview responses needed to be standardized and since flexibility was also needed to deal with the individuality of each of the regional directors a semi-structured interview guide was developed (Appendix G). The interview guide was validated by an academically well-trained and experienced social science field interviewer, Professor Philip Nyden of the Sociology Department of Calumet College. The interview guide was field tested at the South Bend and Fort Wayne Regional Campuses of Indiana Vocational Technical College. The field test was concerned with determining whether the wording of the questionnaire conveyed the same message to all interviewees, and whether the instrument solicited the replies that it was stipulated to request. After the pilot test, the instrument was revalidated as to construct, readability, standardization and flexibility, and was followed by interviews with the regional vice-presidents with the exception of the Kokomo Region, which was vacant at the time interviewing took place.

5. The presentation of data and the analysis of data was the joint function of Chapter IV. The data was presented by the use of narrative, charts and summary tables. Specifically, each of the case studies was presented by offering a narrative description of each region. At

the end of each case study a summary comment concerning administrative relevancy was made so that any distinguishing characteristics that had a specific bearing on analysis was highlighted. The results of the interviews were presented by using charts and narrative. Specifically, responses to interview questions were so shown that responses of all regional directors to each question for each policy being examined are found on one chart, in outline form. Utilization of such a format made the analysis of data easier and clearer.

The analysis of the data presented was dealt with in stages. For example, after the responses for each question concerning a particular policy was charted or outlined, an inference was made on the results of just that portion of the data. The advantage of this form of "running account" made the final analysis of each set of questions a more fluid process. The final analysis for each policy being examined took into account and utilized all the data generated in the study: the review of literature, case studies and interviews. Specifically noted were consistency in responses in each area of questioning compared to compatibility of responses given to questions in other areas. Consistency and compatibility were then collated and analyzed utilizing such case study data as personal background of the director, stability of key-personnel, length of service and the like.

6. The final study procedure is the basis of Chapter V. Considering the review of literature, accepted administrative theory and analysis of data, a conclusion was submitted regarding the objective of the study presented here as this interrogation: What is the nature of the relationship of selected administrative policies of the State Board of Trustees of Indiana Vocational Technical College on the administrative practices of regional directors? Also presented were other conclusions drawn from all the study inputs as well as recommendations for further study.

#### SUMMARY

The purpose of Chapter III was to outline the procedures used in determining the relationship between the policies the Trustees of Indiana Vocational Technical College have to the practices the regional institute administrators exercise. To achieve that purpose the chapter justified the need for acquiring an extensive array of background information and presented step by step, the methodology employed in reaching the objectives of the study.

## CHAPTER IV

### PRESENTATION AND ANALYSIS OF THE DATA

#### INTRODUCTION

The purpose of the study was to examine the nature of the relationship of selected administrative policies of the State Board of Trustees of Indiana Vocational Technical College on the administrative practices of regional directors.

To achieve the purpose, the study methodology utilized background data of the various regions and interviews with their respective directors. Thus two types of data were generated:

1. Certain demographic and administrative data were collected which provide background information on each of the thirteen regions.
2. Certain research data were collected in the form of answers to questions asked of the regional directors utilizing a semi-structured interview guide.

Research data were analyzed with reference to the prime focus of the study which is stated here as an interrogation: Do the state-level administrative policies of Indiana Vocational Technical College support or restrict regional-level administrative practices?

Chapter IV presents the data for analysis as follows:

1. A preface to the background data indicating background data make-up and format used.



2. Presentation of the background data for the thirteen regions.
3. A summary of the background data including a composite chart of the regional vice-presidents.
4. A preface to the interview survey including the selected policy statements, format of the interview guide and identification of the variables used for analysis.
5. Presentation of the interview survey data with appropriate exhibits and analysis.
6. A summary of the interview survey data.

Thus Chapter IV provided the complete package of material needed to examine the nature of the relationship of selected state-level administrative policies on regional-level administrative practices. The substance of Chapter 4, together with the material presented in Chapters 1, 2, and 3 leads to the recommendations and conclusions that are presented in Chapter 5.

#### PREFACE TO PRESENTATION OF BACKGROUND DATA

In addition to a central state-level office, the Indiana Vocational Technical College system is made up of thirteen regional institute campuses located throughout the state. It is therefore appropriate to present the reader with certain background information on each regional institute so that the problem of the study can be better appreciated. These background data serve to delineate each region's

respective similarities and differences. It is only through looking at the state as a whole and its component parts can the magnitude of the problem be analyzed.

The demographic data of each region reflects the needs of each region in terms of institute size, staff, faculty, and curricula offerings and thus emphasize the need for certain regional level discretionary decision-making autonomy. Case studies (background data) are defined as "that which takes into account pertinent aspects of one thing or situation," and "identification of the status of the unit of attention."<sup>1</sup>

Thus the intent of employing the case study (background data) methodology here is to show each Indiana Vocational Technical College's regional make-up. Each background datum includes some demographic and administrative data individually and as part of the entire college system. All data were current at the time of the study. Material for the background data was acquired by research in the College archives in Indianapolis together with interviews with some state and regional level officials. For easy reference, a composite of much of the data mentioned in each region's background can be found in Tables 4.1, 4.2 and 4.3.

Table 4.1 shows region by region population, student

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<sup>1</sup>Carter V. Good, Introduction to Education Research, 2nd. edition, (New York: Appleton-Century-Crofts, 1963), pp. 388-393.

TABLE 4.1

REGION BY REGION DEMOGRAPHICS

Region	Population (1)	Population (2)	Enrollment	Population(2) Enrollment Ratio	Staff		
					Administrative	Faculty(3)	Faculty(4)
1	802,558	705,715	788	.217	6	18	47
2	454,687	269,885	1,209	1.110	7	25	98
3	492,780	368,463	1,392	.568	8	13	45
4	250,808	218,174	939	.499	7	25	27
5	232,087	159,685	1,132	.722	6	16	27
6	472,606	364,522	875	.431	5	10	30
7	296,675	205,316	868	.686	8	24	32
8	1,109,882	856,344	2,390	.402	8	49	156
9	201,805	135,484	408	.312	3	11	19
10	244,891	189,795	618	.413	4	22	11
11	107,623	66,275	214	.474	3	3	16
12	407,419	352,975	941	.550	5	15	52
13	213,344	110,175	601	.722	6	12	23

(1) Actual 1970 Census Population

(2) Population Age 15 or Over

(3) Full-time Faculty

(4) Part-time Faculty

TABLE 4.2

TOTAL ENROLLMENT AS A PERCENT OF POPULATION (AGE 15 AND OVER)  
BY REGION: 1976

<u>Region</u>	<u>Population</u>	<u>Rank</u>	<u>Total Enrollment as A % of Population</u>	<u>Rank</u>
1	705,715	2	.217	13
2	269,885	6	1.110	1
3	368,463	3	.568	5
4	218,174	7	.499	7
5	159,685	10	.772	2,3
6	364,522	4	.431	9,10
7	205,316	8	.686	4
8	856,354	1	.402	11
9	135,484	11	.312	12
10	189,795	9	.431	9,10
11	66,275	13	.474	8
12	352,975	5	.550	.6
13	110,175	12	.772	2,3
TOTAL	4,002,818		.492	

Source: Enrollment trends and forecast: 1971-1989, Indianapolis, Indiana Vocational Technical College, 1977.

TABLE 4.3

## ENROLLMENT BY INSTRUCTIONAL PROGRAM AND BY REGION: 1976

<u>Region</u>	<u>Total Enrollment</u>	<u>Rank by Enrollment</u>	<u>Business Division</u>	<u>Graphics Division</u>	<u>Health Division</u>	<u>Trades Division</u>
1	788	9	.34*	.00*	.20*	.38*
2	1209	3	.29	.09	.18	.37
3	1392	2	.39	.00	.07	.44
4	939	6	.32	.00	.25	.42
5	1132	4	.22	.06	.03	.62
6	875	7	.33	.00	.14	.52
7	868	8	.12	.04	.15	.57
8	2390	1	.42	.01	.11	.40
9	408	12	.22	.00	.16	.40
10	618	10	.29	.11	.24	.34
11	214	13	.31	.00	.10	.53
12	941	5	.11	.18	.03	.68
13	601	11	.14	.15	.09	.61

\*Percentage may not equal 100% due to non-divisional, noncredit course offerings.

Source: Enrollment trends and Forecast: 1971-1989, Indianapolis, Indiana Vocational Technical College, 1977.

enrollment, student enrollment as a percent of population, number of administrative staff and faculty.

Table 4.2 ranks each of the regions according to population and student enrollment as a percent of population.

Table 4.3 ranks each of the regions according to total enrollment and enrollment percent in the various curricular divisions of each institute.

The information contained in the background data was an integral component of the overall analysis of this study of the nature of the relationship of state-level administrative policies on regional-level administrative practices. A summary comment concerning administrative relevancy was made at the end of each background datum. The comments were empirical in nature and were not intended to be judgemental.

#### BACKGROUND INFORMATION FOR REGION ONE

The region one institute, located in Gary, was chartered February 28, 1968. The region serves seven counties, has a total population of 802,558 and is the second largest region in the state. Current total enrollment is 788 students. The institute has a population-enrollment ratio of .217, the lowest ratio in the state. Institutionally, region one ranks ninth in the state in total enrollment. Highest enrollment is in the Trade and Technical Division, followed by the Business Science and Health Occupations Divisions. The Graphic and Media Division is in the planning stage.

Region one has a total instructional staff of sixty-five instructors, eighteen of which are full-time, and six administrators. One administrator has an earned Ed.D., four have masters degrees and one a baccalaureate. Five have public education backgrounds and one a commerce background. Average length of service of the administrative staff exceeds five years.

The current Regional Vice-President is the second director this region has had. He has held this position for about two years after ten years with the College at the state-level. His experience prior to that was in secondary education.

The above information reveals that the administrative staff is well-experienced and stable. The most notable features are the regions very low population-enrollment ratio given its total population and the assignment of a relatively new director with extensive experience at the state-level office.

#### BACKGROUND INFORMATION FOR REGION TWO

The region two institute, located in South Bend, was chartered September 12, 1967. The region serves four counties, has a total population of 454,687 and is the fifth largest region in the state. Current total enrollment is 1,209 students. The institute has a population-enrollment ratio of 1.110, the highest ratio in the state. Institutionally, region two ranks third in the state in total enrollment.

Highest enrollment is in the Trade and Technical Division, followed by the Divisions of Business Science, Health Occupations, Graphic and Media. Program enrollment reflects employment potential in the region.

Region two has a total instructional staff of one hundred twenty-three of which twenty-five are full-time, and seven administrators. Two administrators have no earned college degrees, four hold master's degrees, and one has an Ed.D. Average length of service of the administrative staff exceeds five years. Five had backgrounds in public education and two had business backgrounds prior to employment at the Institute.

The current Regional Vice-President is the second director this region has had. He has held the position for a little less than two years and had no prior experience with the College, education or business. Just prior to his appointment as regional vice-president he retired from the U.S. Army with the rank of colonel.

The above information reveals that the administrative staff is experienced and stable. The most notable features are the region's high population-enrollment ratio, the very high administration-instructional staff ratio, and the fact that the regional vice-president had no previous experience in education.



### BACKGROUND INFORMATION FOR REGION THREE

The region three Institute, located in Fort Wayne, was chartered June 24, 1968. The region serves nine counties, has a total population of 492,780 and is the third largest region in the state. Current total enrollment is 1,392 students and the institute has a population-enrollment ratio of .568. Institutionally, region three ranks second in the state in total enrollment. Highest enrollment is in Trade and Technical Division followed by the Business Science Division, and Health Occupational Division. The Graphic and Media Division is currently in the planning stage and is expected to be operational in the next academic year. Program enrollment reflects employment potential in the region.

Region three has a total instructional staff of fifty-eight instructors of which thirteen are full-time and eight administrators. Four administrators have masters degrees, three have baccalaureates and one has no earned college degree. Average length of service of the administrative staff exceeds five years, and all had backgrounds in public education prior to employment at the Institute.

The Regional Vice-President is the founding director of the Institute. His prior experience includes teaching vocational education at the secondary level, service with governmental agencies at the federal and state level, and in industry. He is the principle architect of one of the few new institute facilities in the state.

The above information reveals that the administrative staff is well-experienced and stable. The Regional Vice-President has experience at both the state and local level. The fact that the region three institute ranks tenth in enrollment while third in population is explained by the presence of regional campuses of two major universities and three private technical colleges. The full-time instructional staff is very low given the high total enrollment.

#### BACKGROUND INFORMATION FOR REGION FOUR

The region four institute, located in Lafayette, was chartered February 7, 1968. The region serves eight counties, has a total population of 250,808 and is the sixth largest region in the state. Current enrollment is 939 students. The institute has a population-enrollment ratio of .499 and ranks seventh in this statistic. Institutionally region four ranks sixth in the state in total enrollment. Highest enrollment is in the Trades and Technical Division followed by the Health Occupations and Business Science Divisions. There is no Graphics and Media Division.

Region four has a total instructional staff of fifty-two instructors, of which twenty-five are full-time, and seven administrators. Two administrators have no academic degrees, one has a baccalaureate, three have master's degrees and one a Ph.D. Average length of service of the administrative staff exceeds five years. Two have commercial experience and five have backgrounds in education, one

of which is in higher education.

The regional vice-president is the founding director of the Institute. Before joining the Indiana Vocational Technical College staff he was associated with a private vocational college for three years and before that was a labor relations specialist.

The above information reveals that the administrative staff is experienced and stable. The most notable feature is the high number of full-time instructors to student population. The number of key-personnel to full-time instructional staff is well balanced.

#### BACKGROUND INFORMATION FOR REGION FIVE

The region five institute, located in Kokomo, was chartered February 19, 1968. The region serves five counties, has a total population of 232,087 and is the ninth largest region in the state. Current total enrollment is 1,132, the fourth largest in the state. The institute has a population-enrollment ratio of .772 the second best in the state (shared with region thirteen.) Highest enrollment is in the Trades and Technical Division followed by the Business Science, Graphics and Media, and Health Occupations Divisions.

Region five has a total instruction staff of forty-three instructors of which sixteen are full-time, and six administrators. Four administrators have master's degrees,

two have no degrees. Average length of service exceeds five years. Four have previous experience in public education, two in education administration.

The vice-presidency of this region is currently vacant, but will be filled on May 16, 1977 by a person who was the president of a community college in another state. The previous vice-president of the Kokomo region has shifted laterally to region ten.

Despite the regional vice-presidency situation, the administrative staff is experienced and stable. The most notable feature is the region's high population-enrollment ratio given its population rank.

#### BACKGROUND INFORMATION FOR REGION SIX

The region six institute, located in Muncie, was chartered June 24, 1968. The region serves seven counties, has a population of 472,606 and is the fourth largest region in the state. Current total enrollment is 876 students. The institute has a population-enrollment ratio of .431, ranking tenth in this statistic along with region ten. Institutionally, region six ranks seventh in the state in total enrollment. Highest enrollment is in the Trades and Technical Division, followed by the Business Science and Health Occupations Division. There is no Graphics and Media Division.

Region six has a total instructional staff of forty

instructors of which ten are full-time, and five administrators. Five administrators have earned master's degrees and one the baccalaureate degree. Average length of service exceeds five years and all have backgrounds in public education.

The Regional Vice-President is the founding director of the institute. He has a master's degree and prior to joining the Indiana Vocational Technical College staff has extensive experience as a vocational training director with a large manufacturing company and also taught in a technical high school.

The above information reveals that the administrative staff is well-experienced and stable. There are no distinguishing characteristics.

#### BACKGROUND INFORMATION FOR REGION SEVEN

The region seven institute, located in Terre Haute, was chartered December 14, 1966. The region serves eight counties, has a total population of 296,675 and is the seventh largest region in the state. Current total enrollment is 868 students. The institute has a population-enrollment ratio of .686, ranking fourth in the state in this statistic. Institutionally, region seven ranks eight in the state in total enrollment. Highest enrollment is in the Trades and Technical Division, followed by the Business Science, Health Occupations and Graphics and Media Divisions.

Region seven has a total instructional staff of fifty-six instructors of which twenty-four are full-time, and eight administrators. One administrator has a doctorate, six have masters degrees and one a baccalaureate. Average length of service exceeds five years and all have backgrounds in public education.

The founding director of the region seven institute is retired. He was succeeded by the present regional vice-president, a ten-year veteran of the Indiana Vocational Technical College system. His entire career has been in public education.

The above information reveals that the administrative staff is well-experienced and stable. There are no distinguishing characteristics.

#### BACKGROUND INFORMATION FOR REGION EIGHT

Located in Indianapolis, the region eight institute was chartered June 23, 1969. Region eight serves eight counties and has a total population of 1,109,882, the largest in the state. Current enrollment is 2,390. The institute has a population-enrollment ratio of .402 and ranks eleventh in this statistic. Institutionally, region eight ranks first in the state in total enrollment. Highest enrollment is in the Business Science Division, followed by the Trade and Technical Division, Health Occupations Division and Graphics and Media Division.

The total faculty of region eight numbers two hundred and five, forty-nine of which are full-time. The region eight institute is administered by eight key personnel, four of which have master's degrees, three with baccalaureate degrees and one administrator has no degree. All administrators have backgrounds in public education and average more than five years of service at the regional institute.

The regional vice-president is the founding director of the institute with an extensive background in secondary vocational education prior to joining the Indiana Vocational Technical College system.

The above information reveals that the administrative staff is experienced and stable. The most notable feature is the low number of key personnel to total instructional staff.

#### BACKGROUND INFORMATION FOR REGION NINE

Region nine is located in Richmond and chartered April 10, 1968. The region nine institute services seven counties with a total population of 201,805. Current total enrollment is 408 students, the second lowest in the state. The Institute has a population-enrollment ratio of .312, also the second lowest in the state. Institutionally, region nine ranks twelfth in the state in total enrollment. Highest enrollment is in the Trade and Technical Division, followed by Health Occupations and then Business Sciences. The Graphics

and Media Division is not operative at this time.

Region nine's total faculty numbers thirty of which eleven are full-time, and three administrators. One administrator holds the doctorate, one a master's degree and one an associate degree. All have been with the Indiana Vocational Technical College system more than five years and have backgrounds in the field of education.

The founding director of the institute is retired. The current vice-president has an earned doctorate and is the only regional vice-president in the system with previous administrative experience in higher education.

The above information reveals that the administrative staff is experienced and stable. There are no distinguishing characteristics.

#### BACKGROUND INFORMATION FOR REGION TEN

Region ten is located in Columbus and was chartered September 12, 1967. Seven counties with a total population of 244,891 are serviced by the region ten institute. Current enrollment is 618 students, ranking tenth in the state. The institute has a population-enrollment ratio of .431. Highest enrollment is in the Trade and Technical Division, followed by the Business Science, Health Occupations and the Graphics and Media Divisions.

Region ten has a full-time faculty of twenty-two instructors, a part-time instructional staff of eleven instructors, and four administrators. One administrator has



a bachelor's degree, the other three have master's degrees. All have more than five years of service and all have backgrounds in education.

The founding director of this institute was also the founding director of the region eleven institute and for a time served as director of both regions simultaneously. He recently left the Indiana Vocational Technical College system to become president of a vocational college in another state. The current regional vice-president recently moved to Columbus from the Kokomo Institute, where he was the founding director in 1968. His background prior to joining Indiana Vocational Technical College was in Public education.

The above information reveals that the administrative staff is experienced and stable. The main distinguishing characteristic is the high number of full-time faculty to total student enrollment.

#### BACKGROUND INFORMATION FOR REGION ELEVEN

Region eleven is located in Madison and was chartered June 24, 1968. Region eleven serves five counties with a total population of 107,623. Its low population and its enrollment of 214 students makes the region eleven institute the smallest in the state in both categories. However, with a population-enrollment ratio of .474, it ranks eighth in the state in that statistic. Highest enrollment is in the Trade and Technical Division followed by the Business Science and Health Occupations Divisions. The Graphics and Media

Division is not operative at this time.

Out of a total instructional staff of nineteen, only three are full-time. There are three administrators, two with master's degrees and one with a baccalaureate. All have more than five years service and all have backgrounds in the field of education.

As was pointed out in the region ten case study, regions ten and eleven were founded by the same director who has since left the system. The present regional vice-president, who had served previously as dean, is the first regional vice-president to "come up through the ranks." His experience prior to joining Indiana Vocational Technical College was in secondary education.

The above information reveals that the administrative staff is experienced and stable. Other than the situation with the regional vice-president, region eleven has no distinguishing characteristics.

#### BACKGROUND INFORMATION FOR REGION TWELVE

The region twelve institute was the initial Indiana Vocational Technical College institute. It is located in Evansville and was chartered March 18, 1966. The Evansville institute serves eleven counties with a total population of 407,419, the sixth largest in the state. The institute has an enrollment of 941 students, and a population-enrollment ratio of .550, the sixth best in the state. Highest enroll-

ment is in the Trade and Technical Division (the highest in the state), followed by Graphics and Media (the highest in the state), Business Science (the lowest in the state) and then the Health Occupations Division (the lowest in the state).

Region twelve has a faculty of fifteen full-time instructors and fifty-two part-time instructors. Of five administrators, four have master's degrees and one the baccalaureate. All have more than five years of service and backgrounds in public education.

The regional vice-president is the founding director of the institute. He has a master's degree and prior to joining the Indiana Vocational Technical College staff was a secondary school principal.

The above information reveals that the administrative staff is experienced and stable. Other than the polarized division enrollment figures, there are no distinguishing characteristics.

#### BACKGROUND INFORMATION FOR REGION THIRTEEN

The region thirteen institute was chartered Junr 24, 1968 and is located in Jeffersonville. The institute serves seven counties with a total population of 213,344. Despite the region's rank of eleven in total population, 601 students are enrolled and the region's population-enrollment ratio is .772, the second highest in the state (together with the Kokomo region). Highest enrollment is in the Trade and Technical Division, followed by the Graphics and Media, Business

Science and Health Occupations Divisions.

The region thirteen faculty numbers thirty-five, of which twelve are full-time and twenty-three part-time. Of six administrators, two have master's degrees, two have bachelors degrees and two have no degrees. The administrative staff averages more than five years service and have backgrounds in education.

The regional vice-president is the founding director of the institute. He has a master's degree and was in public education prior to joining the Indiana Vocational Technical College staff.

The above information reveals that the administrative staff is experienced and stable. There are no distinguishing characteristics.

#### SUMMARY OF BACKGROUND DATA

The major generalizations that can be advanced regarding the administrative staff's of all thirteen regions are that of stability and experience both on the job in the various regional institutes and in the field of education.

Of the twelve original founding directors (until recently, one regional vice-president directed both regions - ten and eleven), seven remain as regional vice-presidents today. Only one (from region ten) has left the Indiana Vocational Technical College system to seek employment elsewhere, and only one (the vice-president of region eleven) was promoted through regional ranks. Four founding regional

vice-presidents have retired, two being replaced by persons with state-level experience, one being replaced by a director with previous higher education experience and one being replaced by a retired military officer.

All regional vice-presidents have masters degrees and one an earned doctorate. As with the administrative staffs generally, the chief regional administrators are directors with stable backgrounds with broad educational experience. A summary of the above information regarding the regional vice-presidencies is depicted in Table 4.4.

The intent of presenting the background data was to highlight certain demographic and administrative information relating to the regional make-up of each of the Indiana Vocational Technical College institutes. All data were current at the time of the study and though the information contained in the background data were an integral component of the overall analysis of this study of the nature of the relationship of state-level administrative policies on local-level administrative practices, the real evidence of that relationship is found in the following pages - in the presentation of analysis of the survey data.

TABLE 4.4

## SUMMARY OF REGIONAL VICE-PRESIDENCIES

Region	Founding Director	Other	Regional Vice-Presidencies			
			Education		Background	
			Doctorate	Master's	Education	Other
1	(1)	X		X	X	
2	(2)	X		X		X
3	X			X	X	X
4	X			X	X	X
5	(3)					
6	X			X	X	X
7	(4)	X		X	X	
8	X			X	X	
9	(5)	X	X		X	
10	(6)	X		X	X	
11	(7)	X		X	X	
12	X			X	X	
13	X			X	X	

- (1) Replaced retired founding director from a state-level position.  
(2) Replaced retired founding director from a military position.  
(3) Vacant as of May, 1977. The founding director of Region 5 is now director of Region 10.  
(4) Replaced retired founding director from a state-level position.  
(5) Replaced retired founding director from a higher-education position.  
(6) Founding director of Region 5 now director of Region 10. Founding director of Region 10 has left the system.  
(7) Only director to be promoted through regional ranks.

PREFACE TO PRESENTATION AND ANALYSIS OF SURVEY DATA

The purpose of this section is to present the data collected by use of the interview guide and to analyze and interpret the data collected. The analysis presents the six selected policy statements to be examined, one policy statement at a time and draws inferences from the responses of the regional vice-presidents.

The six selected policy statements are:

1. The Policy on Performance appraisal: the performance of all employees shall be reviewed at least once a year by their supervisor and that such appraisal will be reviewed with the employee in a personal interview.
2. The policy on Probationary Period: newly employed administrative personnel will be considered as being in probationary status for the first 90 days of employment. All probationary employees will be evaluated regarding their work performance by their immediate supervisor prior to the conclusion of the probationary period. All appraisals must be in writing, discussed with the individual employee, and the supervisors superior. A copy of the appraisal must be sent to the Personnel Director at the Central Office.
3. The Policy on Performance Period: All administrative personnel who are promoted or transferred to different jobs will be required to complete a performance period of sixty days. The immediate supervisor will be required to evaluate the employee's work prior to the expiration of the sixty days.

All appraisals must be in writing, discussed with the individual employee, and the supervisor's superior. A copy of the appraisal must be sent to the Personnel Director.

4. The Policy on Administrative Vacancy Posting: As a vacancy occurs, or a new administrative position created, the qualifications and availability of the job is to be posted at all regional offices so that all existing personnel might declare their interest in the position.

5. The Policy on Repair and Rehabilitation: Projects five thousand dollars (\$5,000) or under may be authorized by the Vice-President/Facilities under his "emergency" project authority delegated by the State Board if the President approves.

6. The Policy on New Construction: New construction requires approval of the State Board of Trustees of Indiana Vocational Technical College and that Regional Board's of Trustees must recommend the project after it is reviewed by the regional vice-president and the vice-president/facilities office.

In order to present a complete portrayal of the nature of the relationship of state-level administrative policies on regional-level administrative practices at each region, the research data are presented on a policy by policy basis. To preserve anonymity, neither the regional institutes nor their respective vice-presidents are specifically identified but rather labelled "A" through "L". To insure



consistency throughout the presentation of data, the labeling remains constant, i.e., "A" is always "A", "B" is always "B", and so on.

Because the research data were analyzed with reference to the prime focus of the study, the six selected policy statements were examined according to three variables relevant to the policy:

1. The knowledge variable, designed to assess the respondent's knowledge of the policy content and intent.
2. The adherence variable, designed to assess the degree to which the policy was held to.
3. The consequence variable, designed to assess whether the policy supported or limited discretionary authority.

The survey guide, shown below, was used during the interview process and was constructed in such a way as to be self-validating. For example, the question, "Are you aware of the nature of the policy regarding. . .?" required a "yes" or "no" response, but was followed by the question, "How do you interpret the policy?" clarifying the degree to which the respondent did or did not validate his knowledge of the nature of the specific policy. In similar fashion, question B.2 validated question B.1 and question C.2 validated question C.1. The reader will note that questions B.3 and B.4, and questions C.3 and C.4 serve as cross-checks for the adherence and consequence variables and add additional reliability to the instrument. As was noted in Chapter 3, the

survey instrument was professionally judged and field tested. The format of the interview guide is:

A. Knowledge of the policy

1. Are you aware of the nature of . . . ?
2. How do you interpret the policy?

B. Adherence to the policy

1. Do you adhere to . . . ?
2. Can you give me an example?
3. Are there times when you don't adhere to . . . ?
4. Can you give me an example?

C. Consequence of the policy

1. Do you find that the policy supports you . . . ?
2. Can you give me an example?
3. Do you find that the policy restricts your . . . ?
4. Can you give me an example?

All odd numbered questions were answered by a yes or no response. All even numbered questions were judgmental and based on criteria provided by modifying the "random probe" technique.<sup>1</sup> For example, a point value of 5 was awarded when the respondent was able to support his yes or no answer very well, a point value of 4 for good support, 3 for marginal support, 2 for low support and 1 for no support. The data for all the above appears in exhibits 4.5 through 4.10.

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<sup>1</sup>Howard Schuman, The Random Probe: A Technique for Evaluating the Validity of Closed Questions, American Sociological Review, Vol.31 (1966), p. 218-22

The analysis of the data is a narrative description involving reporting the data, revealing the meaning of the data, a commentary on any side-effects that are inherent in the data but not obvious, or qualifications, and conclusions inferred by the reporting, revealing, and side-effect qualifications.

A summary analysis closes the section on presentation and analysis of research data.

#### I. Policy on Performance Appraisal

The Policy on Performance Appraisal states that the performance of all employees shall be reviewed at least once a year by their supervisor and that such appraisal will be reviewed with the employee in a personal interview.

Table 4.5, the knowledge variable, reveals that all respondents know the policy and that eight of the twelve regional vice-presidents have an excellent awareness of the literal content of the policy and four had a satisfactory awareness of the policy. Table 4.5.B, the adherence variable, indicates that all the regional vice-presidents adhere to the policy and that seven follow the guides set forth in the policy very faithfully, and that the other five also follow the policy, but with a lesser degree of faithfulness.

Table 4.5.C, the consequence variable shows that all regional directors view the policy as highly supportive of

TABLE 4.5

## THE POLICY ON PERFORMANCE APPAISAL

<u>Region</u>	<u>A. Knowledge Variable</u>		<u>B. Adherence Variable</u>				<u>C. Consequence Variable</u>			
	Response	Points	Adhere	Points	Don't Adhere	Points	Supports	Points	Restricts	Points
A	Yes	5	Yes	5	No	5	Yes	5	No	5
B	Yes	5	Yes	4	No	5	Yes	5	No	5
C	Yes	5	Yes	5	No	5	Yes	5	No	5
D	Yes	4	Yes	4	No	5	Yes	5	No	5
E	Yes	4	Yes	4	No	5	Yes	5	No	5
F	Yes	5	Yes	5	No	5	Yes	5	No	5
G	Yes	5	Yes	5	No	5	Yes	5	No	5
H	Yes	4	Yes	4	No	5	Yes	5	No	5
I	Yes	4	Yes	4	No	5	Yes	5	No	5
J	Yes	5	Yes	5	No	5	Yes	5	No	5
K	Yes	5	Yes	5	No	5	Yes	5	No	5
L	Yes	5	Yes	5	No	5	Yes	5	No	5

their discretionary decision making prerogative - there was no variance.

Regarding the knowledge variable, four regional vice-presidents, specifically the directors of Regions D,E,H, and I, deviated from a literal awareness of the policy. This resulted from such responses as, "I believe it means . . ." or "the way I look at it is . . ." as opposed to "This policy says that . . ." Even the personalizing of the interpretation of the policy by these four vice-presidents did not, however, distort their awareness of the intent of policy. This means that the policy on performance appraisal is not ambiguous and is clear in its intent as viewed by the regional vice-presidents.

A similar interpretation applies to the adherence variable as did to the knowledge variable. That is, the same vice-presidents that scored "4" on one scored "-4" on the other. This is more than likely due to the manner in which the policy is subjectively interpreted and not objectively reiterated rather than any lesser lack of knowledge or adherence to the policy intent. Only one vice-president scored "5" on knowledge and "4" on adherence, the director of Region B. Again, this is explained by the manner of the response and not the substance of the response.

All regional vice-presidents looked upon the performance appraisal policy as supportive of their decision making authority. None of the respondents felt that their authority

or autonomy was in any way inhibited or restricted by the presence of this policy. Various conclusions can be drawn here. The knowledge variable responses indicate that the policy is clear and communicable. That it is adhered to indicates that the policy is well-conceived and important. That it is supportive not only indicates and attests to the significance of the policy by regional-level administrators but also reveals the rapport relationship that apparently exists between regional and state level officials. This latter observation is likely to be due to the overall stability and experience of the regional vice-presidents, their loyalty to the institution and its mandated mission.

In summary, the analysis of the policy on performance appraisal was straight forward and uncomplicated with no noticable side effects or hidden properties. The regional vice-presidents are well aware of the policy and its intent, they adhere to it within well-defined terms and there is nothing about the policy that is surreptitious or ambiguous - the policy neither restricts nor limits their capacity to involve themselves in the practice of administration in accord with their position at the regional-level and in union with these policies at the state-level.

## II. The Policy on Probationary Period

The policy on probationary period states that "Newly employed administrative personnel will be considered as being in probationary status for the first ninety days of employment. All probationary employees will be evaluated regarding their work performance by their immediate supervisor prior to the conclusion of the probationary period. All appraisals must be in writing, discussed with the individual employee, and the supervisor's superior. A copy of the appraisal must be sent to the Personnel Director at the Central Office.

Table 4.6 shows the results of the interview survey for the probationary period policy survey. Overall, the data indicates a high degree of conformity to the letter and the intent of this policy.

Specifically, Table 4.6.A, the knowledge variable, reveals that exactly one-half of the regional vice-presidents were very aware of the policy's presence and cognizant of its content. The remaining one-half scored a "4" out of a possible "5" in awareness. This was not caused by their lack of content knowledge of the policy but rather by their hesitancy in reacting to questioning by such responses as, "Oh yes, that's the policy that . . .etc. . .isn't it?" Having once identified the policy in their minds however, there was no lack in knowing its content. The main reason for the hesitancy on the part of the vice-presidents that scored "4"

TABLE 4.6

## THE POLICY ON PROBATIONARY PERIOD

<u>Region</u>	<u>A. Knowledge Variable</u>		<u>B. Adherence Variable</u>				<u>C. Consequence Variable</u>			
	Response	Points	Adhere	Points	Don't Adhere	Points	Supports	Points	Restricts	Points
A	Yes	5	Yes	5	No	5	Yes	5	No	5
B	Yes	4	Yes	5	No	5	Yes	5	No	5
C	Yes	5	Yes	5	No	5	Yes	5	No	5
D	Yes	4	Yes	5	No	5	Yes	5	No	5
E	Yes	4	Yes	5	No	5	Yes	5	No	5
F	Yes	5	Yes	5	No	5	Yes	5	No	5
G	Yes	4	Yes	5	No	5	Yes	5	No	5
H	Yes	4	Yes	5	No	5	Yes	5	No	5
I	Yes	4	Yes	5	No	5	Yes	5	No	5
J	Yes	5	Yes	5	No	5	Yes	5	No	5
K	Yes	5	Yes	5	No	5	Yes	5	No	5
L	Yes	5	Yes	5	No	5	Yes	5	No	5



was apparently due to the fact that stability of key-personnel throughout the entire Indiana Vocational Technical College system is evident from the case study analysis and since the policy was so infrequently invoked, there was a momentary lapse of recall of the policy. It was nevertheless apparent that all regional vice-presidents had an excellent grasp of this policy.

As can be noted from Table 4.6.B, the adherence variable, all regional directors strictly employed the policy as stated - there was no variance. It can be similarly noted from Table 4.5.C, the consequence variable, that no variance was evident in terms of the policies support of regional decision making prerogatives. All regional directors felt that a probationary period policy made sense. They all felt that regardless of a candidates background and credentials, a stipulated period of time, in this instance ninety days, gave supervision adequate time for performance feed back and appraisal "on-the-job." They felt that not only did the performance period policy support their authority it actually enhanced and protects their position relevant to the appointment of regional key-personnel by aiding what could conceivably be "errors in judgement" due to its specific nature.

Thus it can be concluded that the probationary period policy does not in any way restrict regional autonomy and that due to clarity and communicability of the policy

itself, the regional vice-presidents backgrounds in administration and experience with the institution, a rapport relationship with state-level directives and guidelines results.

In summary, the analysis of the policy on probationary period was straight forward and uncomplicated with no apparent side effects or hidden properties. The regional vice-presidents are well aware of the policy and its intent, they adhere to it without qualifications and there is nothing about the policy that is covert or uncertain - the policy is supportive of their function as administrative practitioners.

### III. The Policy on Performance Period

The policy on performance period states that, "All administrative personnel who are promoted or transferred to different jobs will be required to complete a performance period of sixty days. The immediate supervisor will be required to evaluate the employee's work performance prior to the expiration of the sixty days. All appraisals must be in writing, discussed with the individual employee, and the supervisor's superior. A copy of the appraisal must be sent to the Personnel Director."

The interview survey data relevant to the performance period policy appears in Table 4.7. The analysis of the data for this policy will treat the adherence and consequence variables first and then the knowledge variable. The reason for this procedure is that none of the regional vice-presidents

TABLE 4.7

## THE POLICY ON PERFORMANCE PERIOD

<u>Region</u>	<u>A. Knowledge Variable</u>		<u>B. Adherence Variable</u>				<u>C. Consequence Variable</u>			
	Response	Points	Adhere	Points	Don't Adhere	Points	Supports	Points	Restricts	Points
A	Yes	3	Yes	5	No	5	Yes	5	No	5
B	Yes	3	Yes	5	No	5	Yes	5	No	5
C	Yes	3	Yes	5	No	5	Yes	5	No	5
D	Yes	3	Yes	5	No	5	Yes	5	No	5
E	Yes	3	Yes	5	No	5	Yes	5	No	5
F	Yes	3	Yes	5	No	5	Yes	5	No	5
G	Yes	3	Yes	5	No	5	Yes	5	No	5
H	Yes	3	Yes	5	No	5	Yes	5	No	5
I	Yes	3	Yes	5	No	5	Yes	5	No	5
J	Yes	5	Yes	5	No	5	Yes	5	No	5
K	Yes	5	Yes	5	No	5	Yes	5	No	5
L	Yes	5	Yes	5	No	5	Yes	5	No	5

could ever recall utilizing this policy. Analyzing the knowledge variable last led the author to comment on and make certain judgements concerning side effects pertaining to this policy.

Both the adherence variable, Table 4.7.B, and the consequence variable, Table 4.7.C indicate full accord with the tenets of this policy. All the regional vice-presidents adhere to the policy and find it supportive of their authority. Examination of the knowledge variable, Table 4.7.A is not clear-out. Three regional vice-presidents, the directors of Regions J, K, and L had no problem in its meaning. The only apparent reason for this is that these particular vice-presidents have, for whatever reason, kept themselves very well informed of the policy manual contents. The other nine regional vice-presidents on the other hand, while indicating they were somewhat knowledgeable of this policy, expressed awareness and content knowledge only after a moment or two of prodding. The apparent explanation for this seems to be lack of application of this policy, as previously noted. Another explanation seems to be due to some confusion between "probationary period" and "performance period." As indicated above, the policy on probationary period was void of problems or any ambiguity; and the conclusions drawn of the probationary period policy addressed itself to "newly employed administrative (key) personnel" and was thus understandably clear,

i.e., the element of "newness" alone promoted the obvious need for "probation" and "appraisal." The performance period policy, however, applies to persons already employed who are promoted or transferred. Herein lies a side-effect or hidden property concerning the analysis of this policy that does not show up in Table 4.7. A few unusual characteristics require some explanation and indeed some extrapolation.

First, each of the regional vice-presidents indicated they would adhere to the policy if ever they had to utilize it, but since they never had to - they claimed - the question and the answers not moot. Hence the data for Table 4.7.B.

Second, each of the regional vice-presidents indicated that the policy would not restrict their decision making prerogatives - again a seemingly moot point, and hence the data for Table 4.7.C.

However, in the course of meeting and questioning the various vice-presidents, particularly in informal discussions, it came to light that every region at one time or another had had a "promotion" within their key personnel ranks. It is true that the promotion may have been due to an institution-wide change of "job-title" or due to expansion of duties and/or responsibilities as each of the regions experienced growth in students, curricula and instructional staff, but in the eyes of the author, a change in job status and/or job title should have been accompanied by a "performance period," as directed by policy.

An example of the above would be when an individual serves a dual post such as "Director of Student Services and Assistant Director of Instruction, and then, due to expansion becomes "Director of Instruction." When questioned of such situations, the regional vice-presidents replied that the performance period policy did not apply. The author was unable to discover the reason behind this arrangement at either the regional or state-level offices. There was agreement that perhaps it should apply, but since it was not utilized at the regional-level or challenged at the state-level the matter was overlooked and remains overlooked. The above is not offered as an admonishment of practice. If mutual agreement exists between state and local level administrators that a particular policy "does not apply" or shall not be enforced, it is the privilege of policy makers to do so - or in fact exclude the policy from the manual should they choose.

In summary, the analysis of the performance period policy was seemingly straightforward in part, but in the final analysis was shown to be somewhat affected by side-effects. Specifically, the policy can be said to be ambiguous as to whom it applies and is apparently easily confused with and non-differentiable from the probationary period policy.

#### IV. The Policy on Administrative Vacancy Posting

The policy on administrative vacancy posting is quite lengthy and is reproduced in its entirety in Appendix E. In abbreviated form the policy states that as a vacancy occurs, or a new administrative position created, the qualifications and availability of the job is to be posted at all regional offices so that all existing personnel might declare their interest in the position.

The interview survey data for this policy appears in Table 4.8. The knowledge variable data, Table 4.8.A, indicates that all regional vice-presidents possessed excellent awareness of the policy and its content - there were no exceptions. Table 4.8.B, the adherence variable, reveals that all regional vice-presidents apply the intent of the policy, and Table 4.8.C, the consequence variable, shows that all regional vice-presidents indicate that the administrative vacancy posting policy is supportive of their administrative function and in no way limits or hampers their decision-making prerogatives.

One major underlying reason stands behind the data and the unanimity of the responses - the Equal Employment Opportunity Act of 1972. Title VII of the Act covers all public and private educational institutions and since the 1972 amendment regional litigation centers were established with substantial legal staff to provide more rapid and

TABLE 4.8

## THE POLICY ON ADMINISTRATIVE VACANCY POSTING

<u>Region</u>	<u>A. Knowledge Variable</u>		<u>B. Adherence Variable</u>				<u>C. Consequence Variable</u>			
	Response	Points	Adhere	Points	Don't Adhere	Points	Supports	Points	Restricts	Points
A	Yes	5	Yes	5	No	5	Yes	5	No	5
B	Yes	5	Yes	5	No	5	Yes	5	No	5
C	Yes	5	Yes	5	No	5	Yes	5	No	5
D	Yes	5	Yes	5	No	5	Yes	5	No	5
E	Yes	5	Yes	5	No	5	Yes	5	No	5
F	Yes	5	Yes	5	No	5	Yes	5	No	5
G	Yes	5	Yes	5	No	5	Yes	5	No	5
H	Yes	5	Yes	5	No	5	Yes	5	No	5
I	Yes	5	Yes	5	No	5	Yes	5	No	5
J	Yes	5	Yes	5	No	5	Yes	5	No	5
K	Yes	5	Yes	5	No	5	Yes	5	No	5
L	Yes	5	Yes	5	No	5	Yes	5	No	5



effective court action.<sup>1</sup> When queried in any manner regarding this policy, either at regional offices or at the state office, all respondents, without exception, clearly indicated that Indiana Vocational Technical College always followed EEOC guidelines. Thus in cases of new position vacancies at the various regions, the administrative vacancy posting policy was followed to the letter.

In summary, the analysis of the policy on administrative vacancy posting was straight forward and brief, with no obvious side effects or qualifications. The regional vice-presidents are well aware of the policy and its intent, they adhere to it without qualification and there is nothing about the policy that is covert or uncertain. The policy does not inhibit administrative practices.

#### V. The Policy on Repair and Rehabilitation

##### Internal Process

The policy on repair and rehabilitation, internal process, states that, "Projects five thousand dollars (\$5,000) or under may be authorized by the Vice-President/Facilities under his "emergency" project authority delegated by the State Board if the President approves."

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<sup>1</sup>Herbert J. Chruden, and Arthur W. Sherman, Personnel Management, 5th Ed. (Cincinnati, Ohio, South-Western Book Company, 1976), p. 124.

The interview survey data for this policy appears in Table 4.9. The knowledge variable data, Table 4.9.A indicates that all regional vice-presidents know the policy and its intent very well, Table 4.9.B, the adherence variable reveals that all regional vice-presidents practice what the policy says, and Table 4.9.C, the consequence variable, shows that all regional vice-presidents feel that the policy does not restrict their decision-making authority.

The reasons for the unanimity of responses that are not manifest in the data has its roots in the following saying the author heard repeatedly throughout the entire term of the study, at the regional level and the state-level, from the president on down: "Many campuses, but only one college." There is a need for a subjective interpretation of the obvious rapport that exists between state-level and regional level officials in the area of "policy." All the executive personnel of Indiana Vocational Technical College have a long standing relationship with the institution. In addition, most have a public education background and thus should possess good insight into educational organizational behavior. The combination of the latter two points understandably can lead to the probable conclusion that the regional vice-presidents have a strong inclination toward a relatively high degree of centralization. This is likely to be the case relevant to the unanimity expresses by Table 4.9

TABLE 4.9

## THE POLICY ON REPAIR AND REHABILITATION-INTERNAL PROCESS

Region	A. Knowledge Variable		B. Adherence Variable				C. Consequence Variable			
	Response	Points	Adhere	Points	Don't Adhere	Points	Supports	Points	Restricts	Points
A	Yes	5	Yes	5	No	5	Yes	5	No	5
B	Yes	5	Yes	5	No	5	Yes	5	No	5
C	Yes	5	Yes	5	No	5	Yes	5	No	5
D	Yes	5	Yes	5	No	5	Yes	5	NO	5
E	Yes	5	Yes	5	No	5	Yes	5	No	5
F	Yes	5	Yes	5	No	5	Yes	5	No	5
G	Yes	5	Yes	5	No	5	Yes	5	No	5
H	Yes	5	Yes	5	No	5	Yes	5	No	5
I	Yes	5	Yes	5	No	5	Yes	5	No	5
J	Yes	5	Yes	5	No	5	Yes	5	No	5
K	Yes	5	Yes	5	No	5	Yes	5	No	5
L	Yes	5	Yes	5	No	5	Yes	5	No	5

data. To the extent that the "one college - many campuses" philosophy exists, and it apparently does, it is not difficult to understand the unchallenged need that central headquarters must operate as the budgetary focal point. Since the financial resources are limited and channeled to the regional campuses through the state-level office, it is desirable and perhaps even necessary that monetary matters be controlled by written policy directives. For institutional efficacy and equality, regional and state-level officials alike whole-heartedly accept the "one college - many campuses" philosophy and its resultant ramifications. Hence the repair and rehabilitation policy data.

There is another reason why this policy is not considered restrictive in terms of regional autonomy. There is enough flexibility apparently built-in into the use of the repair and rehabilitation policy so that in the event of an emergency at a local facility, the regional vice-president can and does exercise his authority by contracting for emergency repairs for example, and then after the fact goes through the policy procedure. This is an accepted maxim, has never posed a problem and thus the regional vice-president is able to exercise his discretionary decision-making power while at the same time the central office maintains its budgetary prerogatives.

In summary, the analysis of the repair and rehabilitation policy did require some qualifications to fully under-

stand its interpretation at the regional level. The regional vice-presidents are aware of the policies nature and intent, they adhere to it and they do not view the policy as being restrictive or limiting. The rationale of the policy is accepted and understood by college officials primarily due to their background and experience, and the overall cooperative nature of state and local level administrators.

#### VI. The Policy on New Construction - Internal Process

The procedures for the Policy on New Construction are lengthy and are reproduced in their entirety in Appendix E. In abbreviated form, the policy states that new construction requires approval of the State Board of Trustees of Indiana Vocational Technical College and that Regional Boards of Trustees must recommend the project after it is reviewed by the regional vice-president and the vice-president/facilities office.

Table 4.10 shows the interview survey data for the new construction policy. Table 4.10A shows that each of the regional vice-presidents are well aware of the policy and its intent. Table 4.10B and 4.10C shows that the policy is strictly adhered to and does not restrict their regional authority.

Much of the reasoning that gave a rationale for the policy on repair and rehabilitation similarly applies to the

TABLE 4.10

## THE POLICY ON NEW CONSTRUCTION-INTERNAL PROCESS

<u>Region</u>	<u>A. Knowledge Variable</u>		<u>B. Adherence Variable</u>				<u>C. Consequence Variable</u>			
	Response	Points	Adhere	Points	Don't Adhere	Points	Supports	Points	Restricts	Points
A	Yes	5	Yes	5	No	5	Yes	5	No	5
B	Yes	5	Yes	5	No	5	Yes	5	No	5
C	Yes	5	Yes	5	No	5	Yes	5	No	5
D	Yes	5	Yes	5	No	5	Yes	5	No	5
E	Yes	5	Yes	5	No	5	Yes	5	No	5
F	Yes	5	Yes	5	No	5	Yes	5	No	5
G	Yes	5	Yes	5	No	5	Yes	5	No	5
H	Yes	5	Yes	5	No	5	Yes	5	No	5
I	Yes	5	Yes	5	No	5	Yes	5	No	5
J	Yes	5	Yes	5	No	5	Yes	5	No	5
K	Yes	5	Yes	5	No	5	Yes	5	No	5
L	Yes	5	Yes	5	No	5	Yes	5	No	5

policy on new construction. All the college officials, including the regional vice-presidents, are aware of the limitations of the financial resources allocated for the total operation of Indiana Vocational Technical College. That being the case, all college officials know and apparently accept the fact that a need exists at the central office level to make and control allocations of funds to regional offices. In addition to the matter of budgeting, the regional vice-presidents apparently accept the need for a policy that supports some measure of uniformity in college-wide facilities by requiring project clearance. The regional vice-presidents feel that the interaction of their individual inputs, together with recommendations by the regional boards and state-level advice and counsel makes administrative sense and eliminates favored treatment. All regional vice-presidents are aware of each others facilities needs and priorities for meeting those needs. Thus they feel that the policy on new construction is justified and hence the unanimity of response indicated by Table 4.10.

In summary, the analysis of the new construction policy indicated a need for qualifying side-effects. By explaining the side-effects it can be concluded that executives of Indiana Vocational Technical College operate as a team recognizing the "one college - many campuses" administrative behavior philosophy. The regional vice-presidents understand

and adhere to the new construction policy and do not feel it thwarts their decision-making prerogatives.

### Summary Analysis of Survey Data

The foregoing detailed analysis of the six selected policies as, put to the various regional vice-presidents and based on the variables of knowledge, adherence and consequence can be summarized as follows:

1. The policy on performance appraisal -
  - a. knowledge of policy was substantiated.
  - b. adherence to policy was substantiated.
  - c. consequence of the policy was supportive.
  - d. policy is clear, there were no complications and side-effects were not evident.
2. The policy on probationary period -
  - a. knowledge of policy was substantiated.
  - b. adherence to policy was substantiated.
  - c. consequence of the policy was supportive.
  - d. policy is clear, there were no complications and side-effects were not evident.
3. The policy on performance period -
  - a. knowledge of policy was mostly marginal.
  - b. adherence to policy was substantiated with qualification.



- c. consequence of policy was substantiated with qualification.
  - d. policy is unclear, explanation of side-effects required.
4. The policy on administrative vacancy posting -
- a. knowledge of policy was substantiated.
  - b. adherence to policy is clear, there were no complications and side-effects were not evident.
5. The policy on repair and rehabilitation -
- a. knowledge of policy was substantiated.
  - b. adherence to policy was substantiated.
  - c. consequence of the policy was supportive.
  - d. policy is clear, but side-effects were evident and required explanation.

In analyzing all six policies, the data substantiated that with the exception of the policy regarding performance period, all regional vice-presidents had good knowledge of the policies, adhered to the policies as stated, and found the policies supportive of their decision-making prerogatives.

These results were probably due to the fact that in most instances, the regional directors - who had the responsibility for implementing policy - had an opportunity to provide inputs in the development of policies. It seems apparent that administrators will respond favorably to directives which they helped form. The implication here is that it

behooves Boards of Trustees and Administrators to work hand in hand, participatively, as suggested by F. C. Pray on page 13.

Another implication that can be drawn here is that participative decision-making might result in lower turnover among administrative personnel as is the case in the Indiana Vocational Technical College system.

Both above implications augur well with the findings of such well known scholars in the field as Maslow, McGregor and Herzberg.

#### Chapter Summary

The purpose of the study was to examine the nature of the relationship of selected administrative policies of the State Board of Trustees of Indiana Vocational Technical College on the administrative practices of regional directors.

The purpose of Chapter 4 was to present all the research data that could ultimately be combined with the inputs of previous chapters to reach final conclusions and make worthwhile recommendations. Thus Chapter 4 presented case studies of all the regional campuses of Indiana Vocational Technical College and survey data of selected state-level policies as posed to regional vice - presidents in interviews.

The next chapter, Chapter 5, draws conclusions based on the knowledge gained from the review of literature and the insight gained from analysis of the case studies and the interviews to viably address the problem stated as the purpose of this study: do the state-level administrative policies of Indiana Vocational Technical College support or restrict regional-level administrative practices? Thus, conclusions are drawn and recommendations made.

## CHAPTER V

### CONCLUSIONS AND RECOMMENDATIONS

#### INTRODUCTION

The purpose of this study was to examine the nature of the relationship of selected administrative policies of the State Board of Trustees of Indiana Vocational Technical College on the administrative practices of regional directors.

An ordered plan or sequence was carefully designed and followed to reach an answer to the major question of this study: what is the distinction between the policies state-level administrators have and the practices local-level administrators exercise?

Chapter I developed the design of the study by presenting the problem, by distinguishing between organizational policy and practice, by stating the rationale for the study and justifying its significance by noting its usefulness to the body politic studied, to organization and administration theorists and practitioners, to professors and students of educational administration and to other states' two-year vocational college systems.

Chapter 2 comprehensively reviewed literature related to the study including applicable legislation, economics, organization and administration theory, the characteristics of two-year college organization and administration generally,

and the organization and administrations of Indiana Vocational Technical College specifically.

Chapter 3 affirmed the extent of background information necessary as preparatory knowledge to eruditely examine the stated problem of the study, and the study methodology, i.e., the step by step procedure that was followed to present and implement the study inputs.

Chapter 4, presented and analyzed two kinds of data. First, certain demographic and administrative data were presented - the results from case studies of each of the thirteen regional campuses of Indiana Vocational Technical College. Second, certain research data were presented - the results from interviews with regional directors utilizing a semi-structured interview guide.

Chapter 5 provides the final outcome of this study, i.e., a presentation of the conclusions and recommendations resulting from (1) the review of literature as it applied to the study problem and (2) the analysis of the case studies and research data.

### CONCLUSIONS

1. From the examination of a diverse range of topics it can be concluded that:
  - a. there is an interest and a need for occupational education expressed by the variety of legislation passed at national and state levels of government,

by the comments of presidents and governors, by national and state level study commissions, and by the establishment of vocational educational systems in all the states;

- b. there is value and need in occupational education as expressed by the variety of data correlating occupational education achievement and socio-economic well-being in personal terms as well as in societal terms;
- c. there is opportunity for occupational education as expressed by the growth patterns of the provisioning of post-secondary vocational and technical training;
- d. it is incumbent upon professional educational administrators to study and resolve issues that will ameliorate the supply of occupational education and the demand for occupational education;
- e. the Indiana Vocational Technical College system is in compliance with the expressed factors of occupational education.

II. To the question, "do personnel policies support or restrict personnel selection?" it can be concluded from the data that this state-level policy supports local-level practices.

III. To the question, "do facilities budget approval policies support or restrict regional facilities

acquisition?" it can be concluded from the data that this state-level policy supports regional-level practice.

- IV. To the question, "what administrative restrictions or limitations are expressed as rules or regulations?" it can be in part concluded from the data that in the absence of ambiguity that all policies are expressed as requirements in the form of guidelines for administrative practice. In areas where ambiguity does exist, the regional-level practice prevails over the policy with the consent of state-level authorities.
- V. To the question, "are policy directives enforced consistently throughout the various regions?" it can be concluded from the data that policy compliance is uniform throughout the system.
- VI. To the question, "what objectives do policy limitations purport to achieve?" the data is inconclusive. Interviews with officials of Indiana Vocational Technical College revealed however, that the policy manual of the College is probably more comprehensive than policy manuals of most organizations. The level of comprehensiveness is more than likely a function of the stage of the life-cycle of the institution. Specifically, the policy manual was developed over time and currently reflects many policies that were

developed when the College was new and the personnel at all levels were also new. In the beginning the policies went beyond guidelines and frequently included rules and regulations outlining the way the guidelines were to be procedurally followed simply because it was felt tight control over college level activities were necessary as a function of newness. As institutional maturity set in the policy manual was updated, i.e., the manual is constantly being revised, in piecemeal fashion, because the experience and experiences of the regional directors now permit greater flexibility in administrative behavior that heretofore was felt unwise by the policy-makers.

VII. To the question, "can the time lag between application and completion of capital facilities be reduced?" the data is inconclusive. However, as was pointed out in Chapter 4, the "one-college" philosophy reveals that in matters of sizeable financial commitment (as for facilities) all regional vice-presidents are aware of each others needs and realize college-wide priorities. There were no complaints in this area of investigation and thus it can be assumed and concluded that for the way the Indiana Vocational Technical College system is organizationally put together and administratively arranged, matters of capital outlays are satisfactory and not felt to be



restrictive of discretionary authority at the regional level.

The data presented in Chapter 4 and the conclusions suggested above lead to the overall conclusion that state-level and regional-level officials of Indiana Vocational Technical College cooperate as a team. This is true. It is further true that due to viewing themselves as a team, regional-level administrators do not interpret state-level policies as restricting their decision-making prerogatives and indeed suggest that administrative policies are supportive of administrative practices. This high degree of rapport relationship begs the question, "why?" and "how?"

The answer to the "why?" part of the question would require an investigation of attitudes and motivation which are beyond the scope of this study. It can be empirically stated, nonetheless, that all the officials the author met, at the state and regional level, appeared to possess an attitude and sense of motivation that would be positively correlated to such characteristics as team-play and rapport.

The answer to the "how?" part of the question, is relevant to the study and easier to grasp. The answer lies in the kind of leadership Indiana Vocational Technical College has experienced. Specifically, Indiana Vocational Technical College has had four presidents to date. Whether by design or due to an act of good fortune, each president has brought to the helm of the College a quality blend of

experience, interest and expertise that was quite precisely what the College needed at the time each was president, and the wisdom to pass the helm to the next president when that particular blend was used up or no longer required.

The first president, a man with broad business and educational executive experience, was an organizer. He organized the available resources that gave a sound base to the Indiana Vocational Technical College system, when in its infancy, it needed organizing. The second president's interest was in academic quality, due to his many years of experience and background in education. On a solidly organized foundation, he added needed curricular inputs and initiated accreditation procedures with North Central Association of Colleges and Schools. The third president of the College had previously been president of one of the nation's largest educational corporations. He was a builder of organizations and during his term of office the Indiana Vocational Technical College system planned and built many of the fine physical facilities currently in use. The fourth and current president, had previously been a member of the original State Board of Trustees of the College and at one time its president. He came to the College following a successful career as chief executive officer of a major private concern. His contributions to the College were in the area of organizational behavior and stability. Under his leadership the regional directors became full vice-presidents of the

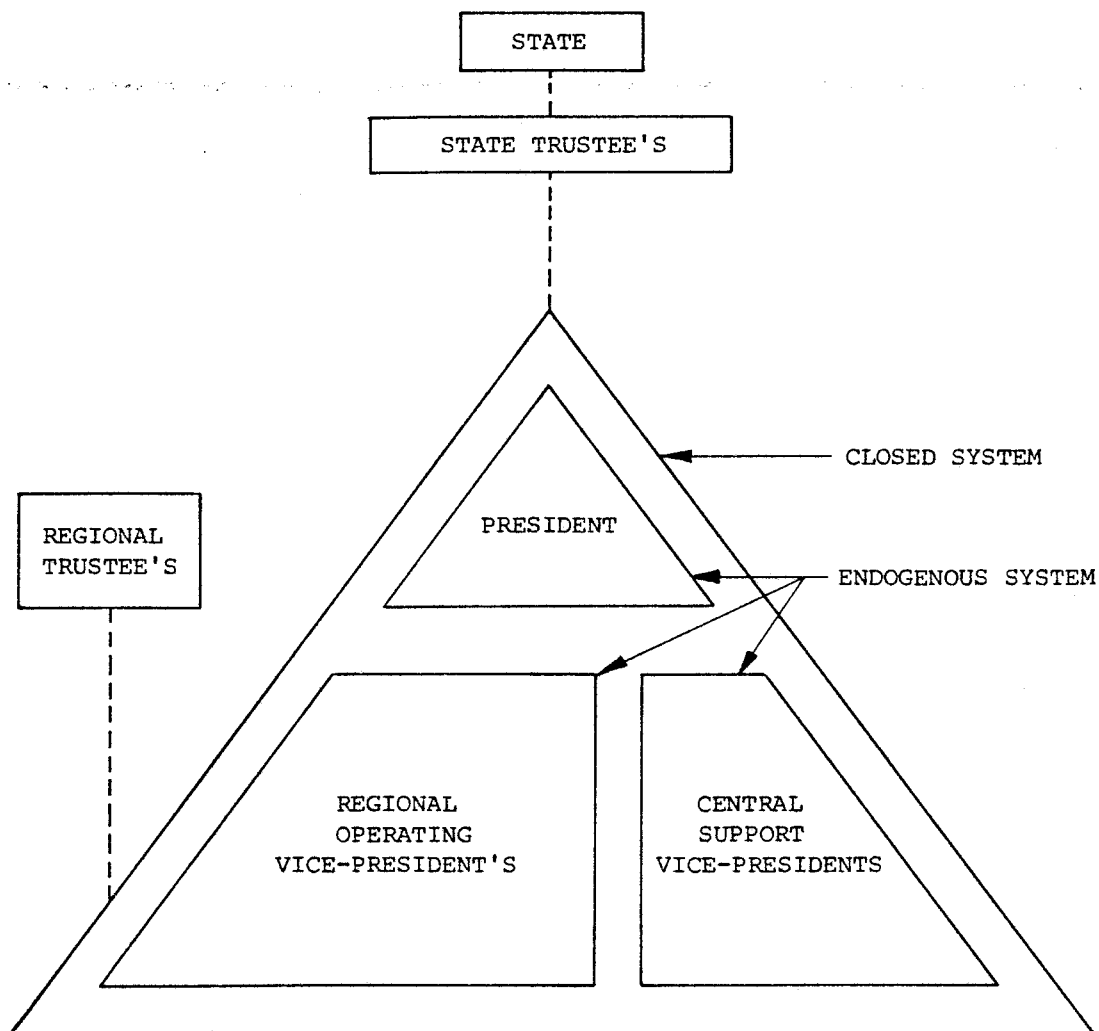
College on an equal plane with central office vice-presidents. It is this latter point that has apparently engendered the spirit of cooperative effort and rapport relationship. As a matter of fact one major conclusion of this study has its roots in the current president's use of all executives within the system as equal partners in the decision-making process for the institution as a whole. The major conclusion of this study is that the administrative policies of the State Board of Trustees of Indiana Vocational Technical College are supportive of regional-level administrative practices. The conclusion is sustained by the research data and empirical evidence.

### Recommendations

The major recommendations of this study are based on the conclusion that team-effort and rapport relationship exists among members of the Indiana Vocational Technical College executive staff, a conclusion derived from the research data and noted above. The recommendations are expressed in the form of two organizational models: (1) a model emphasizing organizational philosophy, Figure 5.1 and (2) a model emphasizing organizational operation, Figure 5.5.

1. A conclusion of this study infers that those individuals who make up the human resource element of Indiana Vocational Technical College have a philosophy expressed as "many regions, but only one college"

FIGURE 5.1  
IVY TECH ENDOGENOUS ORGANIZATIONAL MODEL



The Ivy Tech Endogenous Organizational Model perceives the institution as a system made up of distinct internal and external influences. Though the internal workings of the system are not immune to external influences, for the purpose of sustaining its operating equilibrium, it chooses a philosophy independent of extra-relationships. From mutual inter-relationships it functions toward organizational goals in relative accord.

and that this philosophy is a major contributing factor to the observation that state-level policies find mutual support within and throughout the system. This suggests a closed system portrayed by the outer triangle in Figure 5.1. The fact that the system is closed is not meant to indicate that outside influences are non-existent or ignored. It does mean that regardless of external influences (within reason), e.g. amounts of federal funding, state legislative decisions, or board of trustees directives, that external influences do not affect inter-relationships within the system. In other words, within the system the philosophy of "oneness" is endogenously maintained. The results of the ability of the college officials to accept and relate to such a simple philosophic principle are unity of effort toward organizational goals and freedom from interpersonal organizational conflict - a relatively homogeneous public occupational education enterprise. The research data and empirical evidence support such a model. Thus the recommendation is made clear: The administrators of two-year post-secondary occupational education should seek to develop a group spirit and a sense of unity shared by all those involved in the same undertaking. The IVY TECH endogeneous organizational model is a way of perceiving the recommended

concept.

2. Another conclusion of this study infers that in addition to the acceptance of the philosophy of "many regions, but only one college," the principle is workable or able to be made to operate within the constructs of the philosophy. It was noted above that the present president of Indiana Vocational Technical College views all college executives as partners in the decision-making process. Mr. Glenn W. Sample, President of the College, refers to this process as "changing the center of gravity of decision-making." Mr. Sample, since assuming the presidency of Indiana Vocational Technical College late in 1975 has made the principle of "many regions but only one college" operable by two noteworthy administrative ploys:

- a. by elevating regional directors to equal rank and institutional status with central office vice-presidents.
- b. by inaugurating a bi-weekly meeting terms the the "Presidents Council" comprised of all vice-presidents.

These two ploys have been remarkably successful in making the "oneness" philosophy operable and with minimal conflict as indicated by the study research data. The elevation of regional directors to equal rank and status as

central office vice-presidents has eliminated the usual admonishment of the line-staff dichotomy.<sup>1</sup> This drastically alters the traditional organization chart with its downward hierarchal authority flow, as shown in figures 5.2, 5.3, 5.4, and 5.5, representing the organizational charts for the two-year college campus systems of Virginia, Hawaii, Pennsylvania and a composite pattern for State Junior Colleges respectively.

The IVY TECH organizational operation model is shown in figure 5.6 and reflects the interrelationship of the chief executive (president), support executives (central vice-presidents, formerly considered staff only) and operational executives (regional vice-presidents, formerly considered line only). The lines joining the various executive levels in figure 5.6 are inter-connecting to reflect Mr. Sample's second administrative ploy - the bi-weekly presidents' council. At council meetings, which are closed meetings, no minutes are taken and no issues left unsettled. Whatever the topic of discussion, e.g., construction of a new facility, the decision is in the hands of the vice-presidents collectively to determine needs, priorities, etc., but the responsibility for deliverance of the decision is incumbent upon the president. The end result is that indeed "the center of

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<sup>1</sup>Daniel E. Griffiths, et al, Organizing Schools for Effective Education, (Danville, Illinois: The Interstate printers & Publishers, Inc., 1964), p. 25.

FIGURE 5.2  
MULTICAMPUS COLLEGE UNDER VIRGINIA  
STATE DEPARTMENT OF COMMUNITY COLLEGES -  
STATE AND LOCAL JURISDICTION SUPPORT

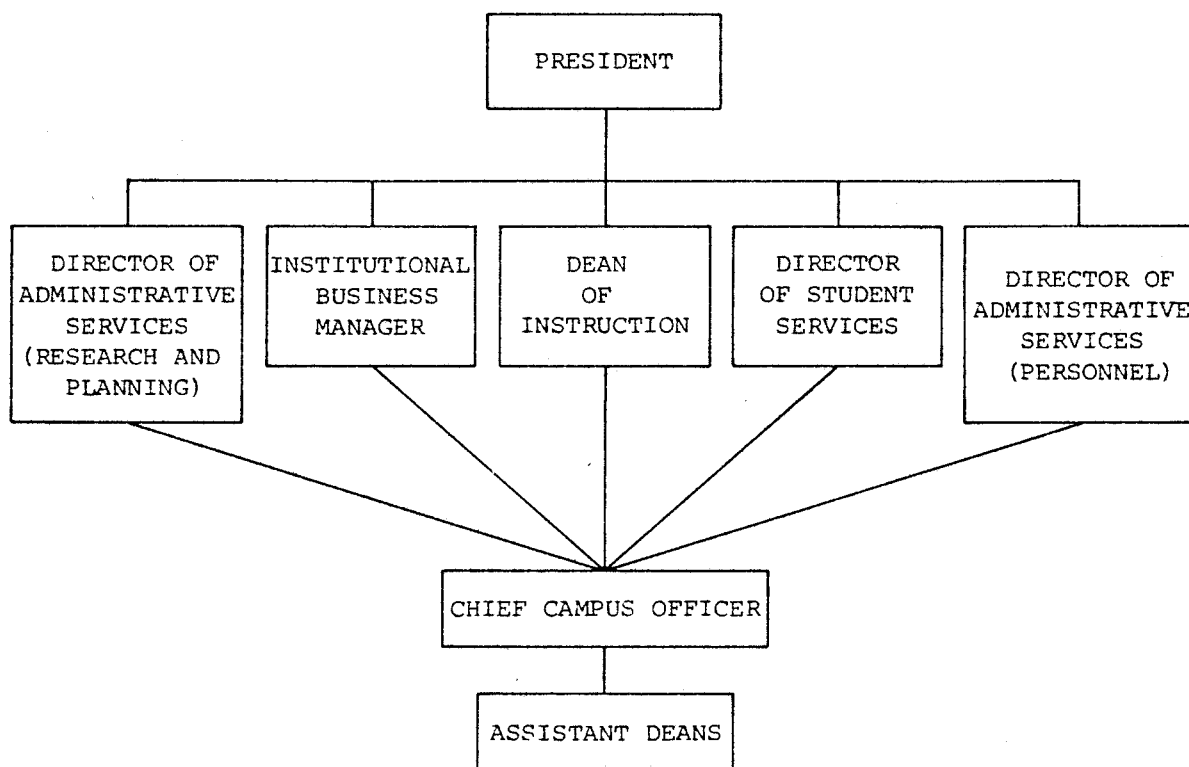




FIGURE 5.3  
 ADMINISTRATIVE ORGANIZATION PATTERN FOR THE  
 HAWAII COMMUNITY COLLEGE SYSTEM

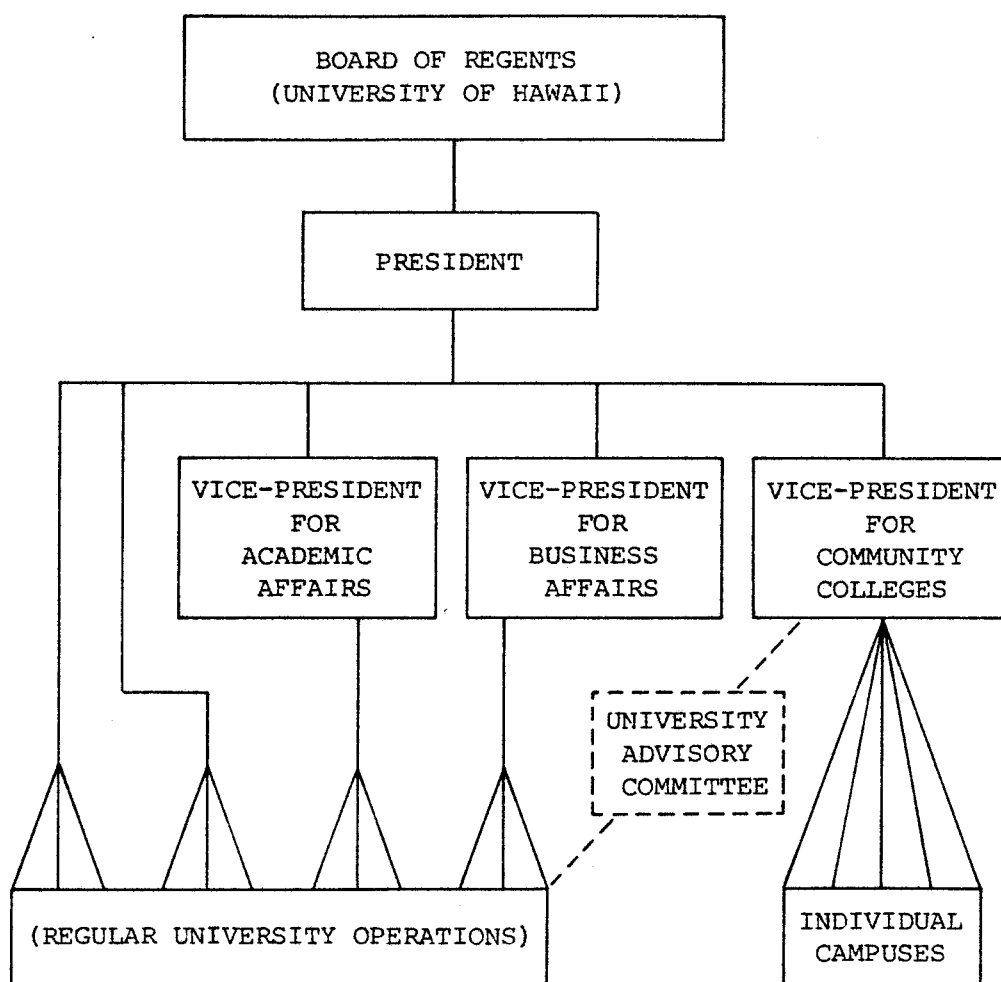


FIGURE 5.4  
ADMINISTRATIVE ORGANIZATION PATTERN  
FOR THE PENNSYLVANIA STATE COMMONWEALTH  
CAMPUS SYSTEM

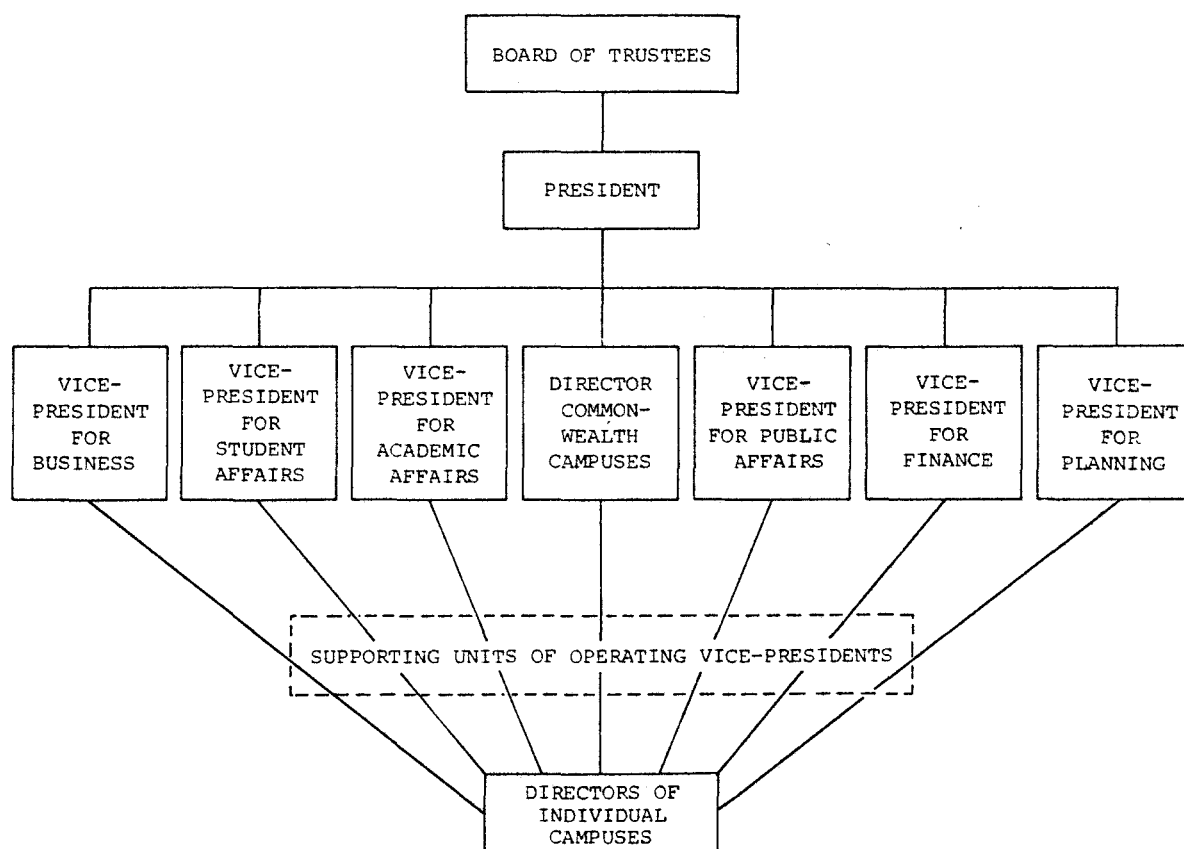


FIGURE 5.5  
ADMINISTRATIVE ORGANIZATION PATTERN  
FOR STATE JUNIOR COLLEGES  
A COMPOSITE

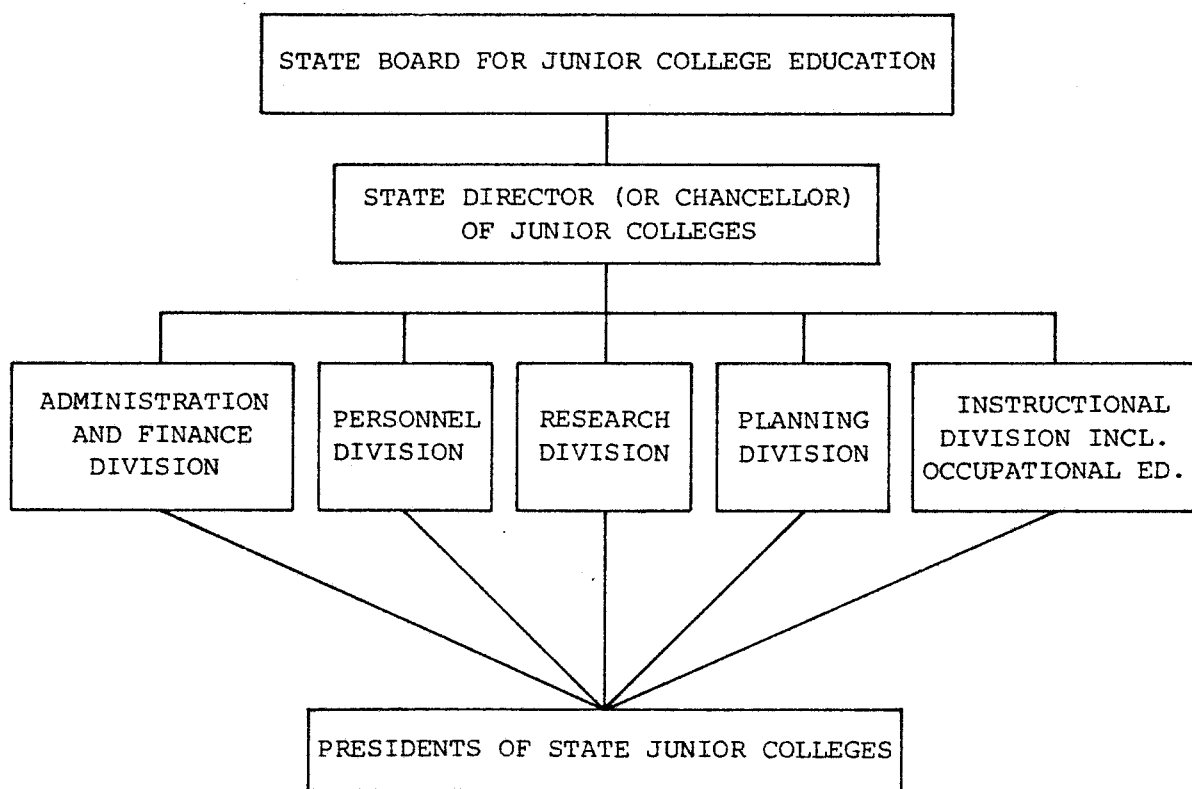
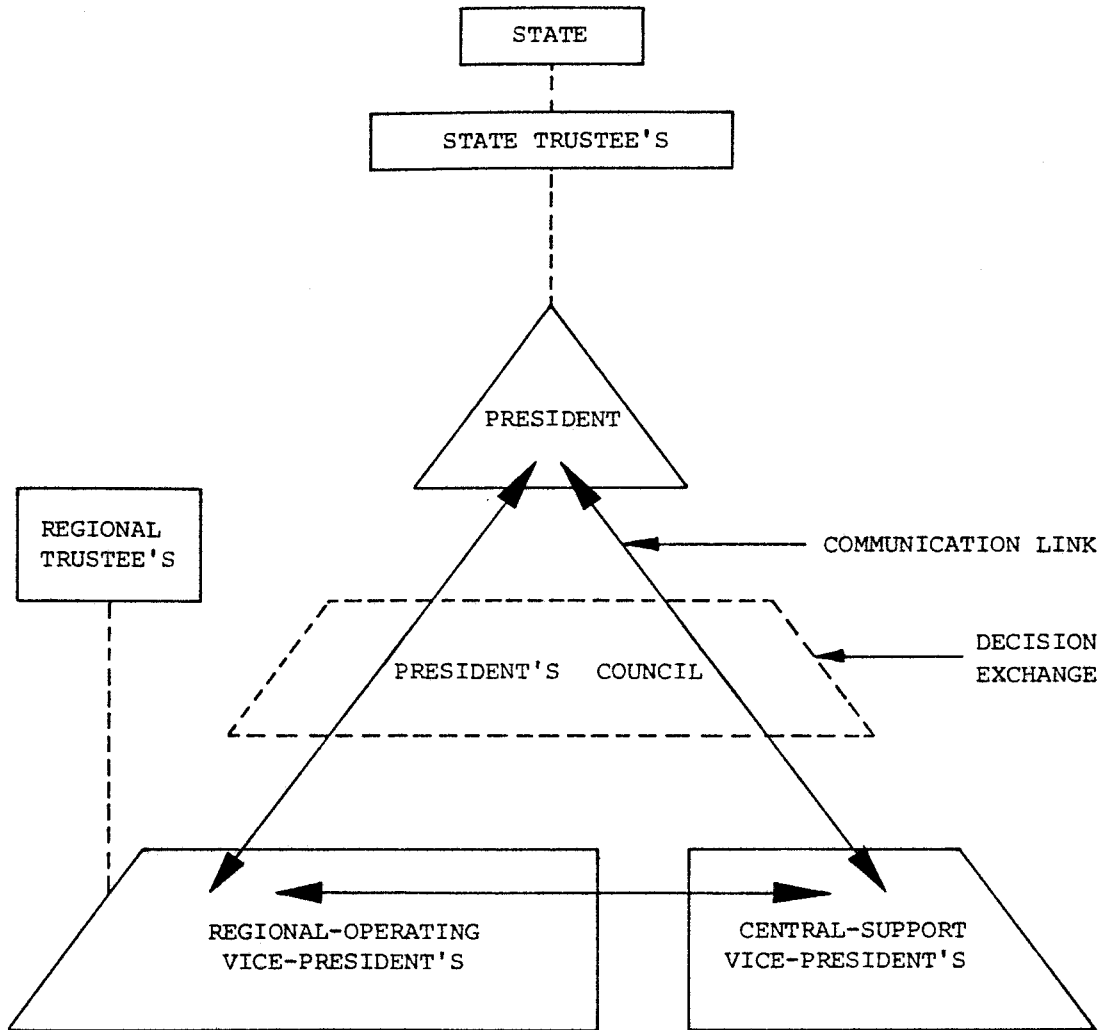


FIGURE 5.6

IVY TECH ORGANIZATIONAL OPERATION MODEL



The Ivy Tech Organizational Operation Model perceives the institution as inter-related and inter-connecting between the various levels of management. The resultant environment provides for a communication and idea exchange that permits the system to operate democratically and in a participative manner. Decision-making is cooperative and synergistic.

gravity of decision-making is changed," as Mr. Sample put it. Thus a management team is truly utilized in a democratic, participative sense. The IVY TECH organizational operation model is designed to incorporate these principles and concepts. The research data and empirical evidence support such a model. Thus the second major recommendation is made clear: The administrators of two-year post-secondary occupational education should seek to develop a communication link and decision-making atmosphere that incorporates democratic and participative principles mutually, by all those involved in the same undertaking. The IVY TECH organizational operation model is a way of perceiving the recommended concept.

#### Summary of Conclusions and Recommendations

It is concluded that:

1. There is a demonstrable interest and need for two-year post-secondary occupational education.
2. There is a demonstrable value in two-year post-secondary occupational education.
3. There is a demonstrable opportunity for two-year post-secondary occupational education.
4. The State of Indiana, through its Indiana Vocational Technical College system is in compliance with the above expressed occupational education factors.

5. The state-level policies of the State Board of Trustees of Indiana Vocational Technical College are administratively supportive of regional-level practices.

It is recommended that:

1. The IVY TECH endogeneous organizational model, Figure 5.1, be considered to illustrate that the administrators of two-year post-secondary occupational education should seek to develop a group spirit and a sense of unity shared by all those involved in the same undertaking.
2. The IVY TECH organizational operation model, Figure 5.6, be considered to illustrate that the administrators of two-year post-secondary occupational education should seek to develop a communication link and decision-making atmosphere that incorporates democratic and participative principles mutually by all those involved in the same undertaking.

#### Recommendations for Further Study

The number of research studies concerned with two-year post-secondary occupational education is extremely limited. In non-comprehensive college level occupational education, research is virtually non-existent - this study of

administrative policies and practices in such an institutional arrangement lays claim to being the first. Thus any additional research contributions would be of value.

Recommendations for further study might address themselves to the following list that would provide a more extensive base for examining future developments in two-year post-secondary occupational education:

1. The IVY TECH organizational models should be further examined and compared with organizational models of occupational education of other states.
2. The effectiveness of the IVY TECH organizational models should be studied using such an instrument as the Likert Table of Organizational Variables.
3. A study of personal characteristics (morale, leadership, etc.) of administrators of occupational education.
4. A cost-benefit analysis of occupational education from both the supply side and the demand side.
5. A correlation analysis of administrative style given the life-cycle stage of the occupational education institution or system.
6. A study of future needs and delivery systems for two-year post-secondary occupational education.
7. Development of a model of administrative functions in occupational education organizations similar to the IVY TECH organizational models.

8. A correlation analysis of occupational education administrative philosophies, policies and practices.



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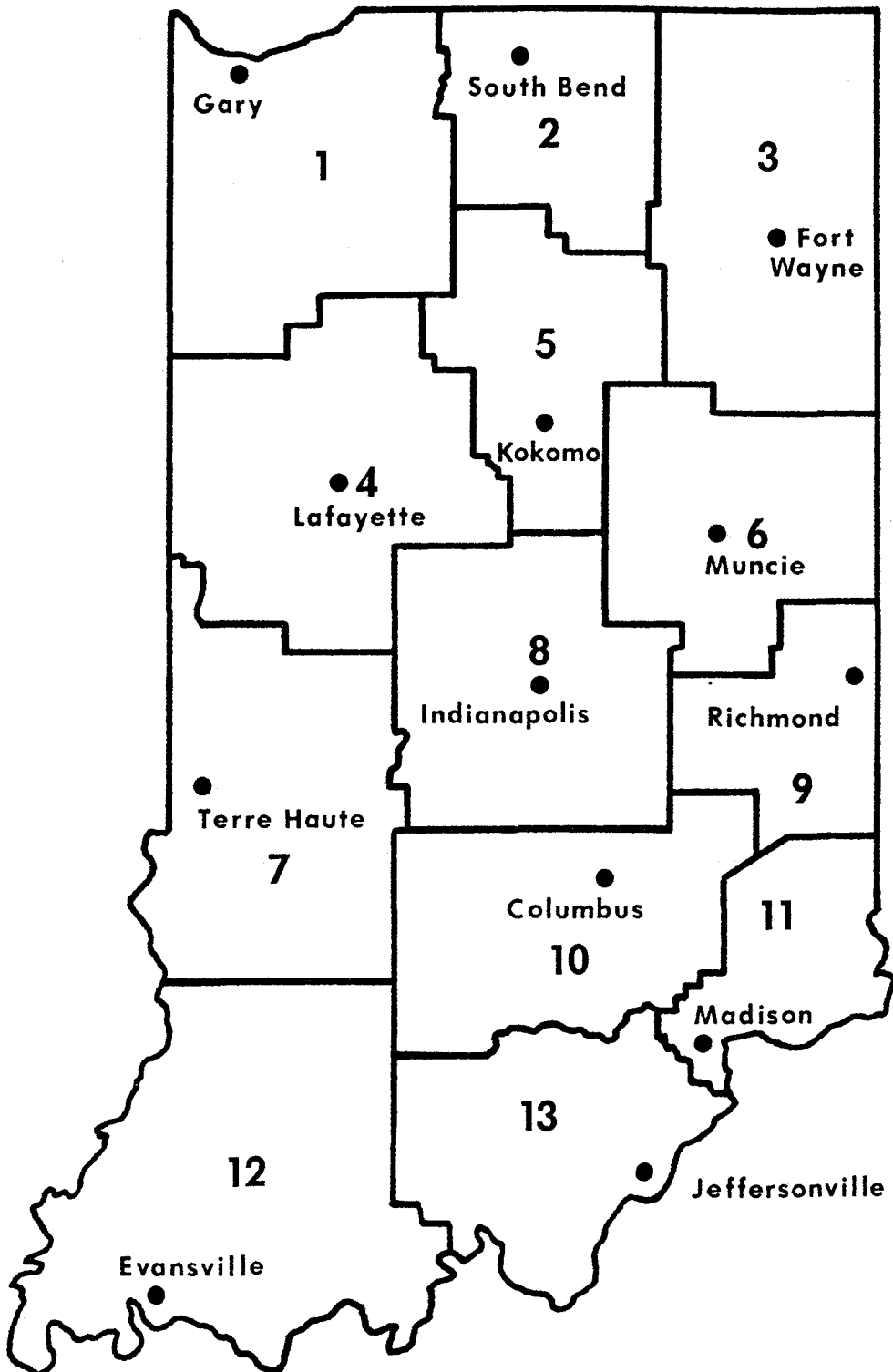
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APPENDIX A

INDIANA VOCATIONAL TECHNICAL COLLEGE REGIONS

# INDIANA VOCATIONAL TECHNICAL COLLEGE REGIONS



APPENDIX B

AN ACT OF THE INDIANA GENERAL ASSEMBLY  
TO CREATE AND ESTABLISH THE  
INDIANA VOCATIONAL TECHNICAL COLLEGE

AN ACT OF THE INDIANA GENERAL ASSEMBLY  
TO CREATE AND ESTABLISH THE  
INDIANA VOCATIONAL TECHNICAL COLLEGE

Amended Version

Sources: Chapter 371, Acts of 1963  
Chapter 219, Acts of 1965  
Indiana Code 1971, 20-12-61  
Public Law 340, Acts of 1971

SECTION 1. It shall be the primary purpose of this act to provide educational opportunities to: (1) students who have not graduated from high school; (2) those who have graduated from high school but are either not interested in college or are more interested in college or are more interested and naturally equipped to continue their education in some vocational-technical type institution, of shorter duration than four or more years that college work requires; (3) those students who do not complete their college work; (4) those students who complete their college work but would like to supplement their college education with some vocational-technical training to improve their usefulness as citizens; and (5) those adults needing and desiring retraining or additional training of a vocational or technical type.

SECTION 2. There shall be, and hereby is created and established, a new state post-high school educational institution to be devoted primarily to occupational training of a

SECTION 1. Definition of students to be served by IVTC.

SECTION 2. Mission and purpose of IVTC.

practical, technical and semi-technical nature for the citizens of Indiana.

SECTION 3. Said educational institution shall be called "Indiana Vocational Technical College," but authority is hereby given to its governing board of trustees, as hereinafter described, to change the name of the institution, with the approval of the Governor of the State of Indiana.

SECTION 4. Said education institution shall be governed by a board of trustees, composed of eleven (11) members, appointed by the Governor of the State of Indiana as hereinafter described. Appointments shall be for three (3) year terms, on a staggered basis and all trustees shall be citizens of the State of Indiana. The Governor shall appoint eight (8) of the trustees as follows: two (2) from manufacturing, two (2) from labor, two (2) from commerce, two (2) from agriculture. In addition, the Governor shall appoint three (3) citizens, not more than two (2) of whom shall be of the same sex, representing the public at large. Appointed members of the present board as constituted on the date of the enactment of this amendment shall continue to serve during the term of their appointment: provided, however, that no one who holds an elective or appointed office of the State of Indiana shall be eligible to serve as trustee of this institution.

Amended 1965  
(Ch. 219, Sec. 1) and 1971 (P. L. 340, Sec. 1)

SECTION 3. Name of IVTC and authority for change of name.

SECTION 4. Provision for appointment of the State Board of Trustees, terms of appointment and constituencies represented. Trustees may not hold elective or appointed office of State.

Amended 1971 (P.L. 340, Sec. 2)

SECTION 5. Said duly appointed trustees shall constitute a body corporate and politic and shall be known by the name of "The Trustees of the Indiana Vocational Technical College," except when said name is altered, as provided elsewhere in this act. In their said corporate name and capacity they may sue and be sued, plead and be impleaded, in any court of record, and by that name shall have perpetual succession.

The board shall have responsibility for the management and policies of the said educational institution, within the framework of laws enacted by the General Assembly of the State of Indiana. The board shall have the responsibility to select and employ a president of the institution, with qualifications set out, and such other staff and professional employees as required.

SECTION 6. The Governor shall fill all vacancies on the board of trustees. Each trustee appointed to fill a vacancy shall represent the same economic or general group as his predecessor.

SECTION 7. The eleven (11) members of the board of trustees shall elect from their own number a chairman, and a vice-chairman. The board may select from their number a secretary and a treasurer of the college but are not prohibited from appointing employees to serve as secretary and treasurer, and are authorized to appoint employees as assistant secretary and treasurer.

SECTION 5. State Board of Trustees constitutes a body corporate and politic.

State Board of Trustees responsible for management and policies of the institution and employment of president.

SECTION 6. State Board vacancies filled by Governor.

SECTION 7. Election of officers of the Board, selection of Secretary and Treasurer and appointment of Assistant Secretary and Assistant Treasurer.

Amended 1971 (P.L. 340, Sec. 3)



The board of trustees shall meet regularly four (4) times a year, and at other times upon call by its chairman.

Trustees shall serve without compensation, but shall be reimbursed from college funds for necessary expenses in the conduct of business of the board.

SECTION 7.5. The duties of the treasurer of the college include the following: (1) Keep true accounts of all money received into the treasury of the college, and of the expenditure thereof. (2) Pay out the same on order of the board of trustees. (3) Collect the tuition and fees due to the college as well as gifts, grants, bequests, and devises. (4) Submit a full statement of the finances of the college, and his receipts and payments, at each annual meeting of the board of trustees. (5) Invest and reinvest such funds as shall come into his possession to the benefit of the college.

SECTION 7.6. The treasurer of the college shall give a bond in a penalty and with surety to be approved by the board, payable to the state, conditioned upon the faithful discharge of his duties.

SECTION 7.7. The secretary of the trustees of the college shall keep, or cause to be kept, a true and complete record of the proceedings of the meetings of the trustees, which record shall be kept in the headquarters of the institution. In addition, the secretary shall perform such other duties as the board of trustees shall determine.

Mandatory Board meetings.

Reimbursement of Trustees for expenses.

Amended 1971, (P.L. 340, Sec. 3)

SECTION 7.5. Duties of Treasurer.

Section added, 1971 (P.L. 340, Sec. 4)

SECTION 7.6. Bonding of Treasurer.

Section added, 1971 (P.L. 340, Sec. 5)

SECTION 7.7. Duties of Secretary.

Section added, 1971 (P.L. 340, Sec. 6)

SECTION 8. Said educational institution and its board of trustees shall have its headquarters in Marion County in the State of Indiana.

SECTION 9. The board of trustees of the Indiana Vocational Technical College shall have the following powers and be charged with the following duties: (1) It shall have the policy-making responsibility of initiating, promoting, inaugurating and developing vocational-technical programs in a manner consistent with Section 1 and Section 2a of this act. (2) It shall have the operating responsibility for operating, either through committee or through subordinate corporate entities, state-wide vocational-technical programs, which in its opinion should be established due to the specialized nature of the programs, the limited number of students involved, or other unique features requiring special attention. (3) It shall have the power to contract with appropriate educational institutions, including, but not limited to local public schools or other agencies, to carry out specific programs which can best and most economically be provided through this approach. (4) The board of trustees, after the necessary surveys, shall divide the state into appropriate regions, the state into consideration, but not limited to, such factors as population, potential enrollment, tax bases, and driving distances, and shall develop an overall state plan which provides for the orderly development of regional technical institutes encompassing, ultimately, all parts of the state

SECTION 8. College headquarters located in Marion County.

SECTION 9. Powers of the State Board of Trustees.

Amended 1965 (Ch. 219, Sec. 2)

Policy-making responsibilities for vocational-technical programs.

Operating responsibility for state-wide vocational-technical programs.

Contracting responsibility for programs.

Responsibility to define regional areas and to develop an overall state college development plan.

into a coordinated system providing a comprehensive program of post-high school vocational technical education. (5) Whenever a regional institute is established as hereinafter provided, the board of trustees shall be empowered to issue a certificate of incorporation and a charter, in such forms as the board of trustees shall provide, to said regional institute, shall assist in and supervise the development of a regional plan and shall have the continuing duty of coordinating regional programs to avoid unnecessary and wasteful duplication. (6) The board of trustees shall make biennial studies of the budget requirements of the regional institutes and of its own programs, and shall proceed in the manner prescribed by law in the preparation of a budget, including therein for the construction or contracting for facilities requisite to carrying out the needs of the college, the equipping, staffing, operating and maintaining same.

SECTION 10. Whenever the board of trustees of the Indiana Vocational Technical College shall determine to establish an institute within any region, it shall procure the appointment of a regional board of trustees constituted as hereinafter provided, and shall issue a charter to such regional institute one (1) copy of which shall be filed with the Secretary of State. Said regional institute shall be known as "\_\_\_\_\_ Technical Institute," the blank to be filled in with such name as the regional board of trustees shall determine. Upon the issuance of said charter, the regional institute shall become a body politic

Responsibility to establish regional institutes.

Responsibility to make biennial budgets.

SECTION 10. Appointment of Regional Board of Trustees and issuance of regional charter.

Amended 1965 (Ch. 219, Sec. 3) and 1971 (P.L. 340, Sec. 7)

and corporate which shall have perpetual succession and may sue and be sued in its corporate name as set out in said charter. The trustees of the Indiana Vocational Technical College shall have the power to amend the provisions of the charter, including, but not limited to, the name of the regional institute.

SECTION 11. The regional board of trustees of a regional institute shall consist of seven (7) members who are representative of the manufacturing, commercial, agricultural, labor and educational groups of the region, all to be appointed by the board of trustees of the Indiana Vocational Technical College. All members of the regional board of trustees shall be residents of the region. Appointments shall be for three (3) year terms, on a staggered basis and all trustees shall be citizens of the State of Indiana.

A vacancy shall be filled by appointment for the unexpired term of such vacant position and each trustee appointed to fill a vacancy shall represent the same economic or general group as his predecessor.

Immediately after the appointment of the original board of trustees, and annually thereafter, the members of the regional board shall elect a chairman, a vice-chairman and a secretary. Meetings of the regional board shall be called in such a manner and at such times and shall operate under such rules as the regional board may prescribe, but the regional board shall meet at least four (4)

SECTION 11. Composition of Regional Boards and terms of office.

Amended 1965 (Ch. 219, Sec. 4) and 1971 (P.L. 340, Sec. 8)

Filling a vacancy in a Regional Board.

Amended 1971 (P.L. 340, Sec. 8)

Election of officers of Regional Boards.

Mandatory Board meetings.

times annually, and a majority of the regional board, appointed and serving, shall constitute a quorum. Members of the regional board shall serve without pay but shall receive reimbursement for necessary expenses incurred in the conduct of business of the regional board.

SECTION 12. The regional board of trustees shall make a careful analysis of the educational needs and opportunities of the region and shall, under the supervision and coordination of the board of trustees of the Indiana Vocational Technical College develop a plan for providing vocational and technical education for the people of that region. Thereafter said regional board of trustees shall, within the framework of statewide coordination by the board of trustees of the Indiana Vocational Technical College, operate said regional institute, offering such programs and courses of less than baccalaureate degree level as shall be appropriate to said region. Said regional board of trustees shall keep said institute vocationally oriented, but shall not be prohibited from offering academic courses, if in its opinion such courses are in demand and needed for the vocational-technical education of the people of that region.

SECTION 13. The board of trustees of the Indiana Vocational Technical College, and regional board of trustees of regional institutes within the framework of statewide coordination shall have the authority to: (1) Hold, encumber, control, acquire by donation, or purchase,

Reimbursement for expenses.

SECTION 12. Responsibilities of Regional Boards.

- Analysis of educational needs of the Region.
- Under supervision and coordination of State Board of Trustees, develop regional education plan.
- Within the framework of statewide coordination by the State Board of Trustees, operate the regional institute.

Amended 1965 (Ch. 219, Sec. 4) and 1971 (P. L. 340, Sec. 9)

Educational programs vocationally oriented but academic courses not prohibited.

SECTION 13. Authorities of State Board of Trustees and Regional Boards of Trustees within the framework of statewide coordination.

construct, own, lease, use and sell real and personal property as is necessary for the conduct of its program of operation, on whatever terms and for whatever consideration may be appropriate. (2) Accept gifts, grants, bequests, and devise absolutely and in trust for support of the institute or program during the existence thereof. (3) Provide for an institute or program necessary lands, buildings or other structures, equipment, means and appliances. (4) Develop and adopt the appropriate programs to be offered, to employ the necessary personnel, determine their qualifications and fix their compensation including therein provision with regard to employee group insurance and benefits. (5) Grant diplomas or appropriate certificates of achievement including technical and associate degrees to students who complete prescribed and authorized courses or series of courses. (6) Prescribe rules and regulations for the effective operation of a statewide program or regional institute, as the case may be, and exercise such other powers as are necessary for the efficient management of such program or institute. (7) Establish a schedule of fees or charges for students and to provide scholarships and remission of fees in proper cases, provided that the fees or charges of a regional institute shall be subject to the approval of the board of trustees of the Indiana Vocational Technical College. The fees or charges may be of various amounts depending upon the residence of the student. (8) Authorize, approve, enter into, ratify or confirm with approval of the board of trustees of the Indiana Vocational Technical

Amended 1965 (Ch. 219, Sec. 6) and 1971 (P. L. 340, Sec. 10)

Real and personal property.

Gifts, grants, etc.

Provide land, buildings, equipment, etc.

Develop programs and employ personnel.

Amended 1971 (P.L. 340, Sec. 10)

Grant diplomas and certificates.

Amended 1971 (P.L. 340, Sec. 10)

Prescribe rules and regulations.

Establish schedule of students fees and provide scholarships.

Making agreements with the United States Government.

College any agreement relating to any such program or institute with the United States government, acting through any agency of such government designated or created to aid in the financing of such projects, or with any person, organization or agency offering contracts or grants-in-aid financing such educational facilities or the operation of such facilities and programs.

SECTION 14. The expenses of the board of trustees of the Indiana Vocational Technical College and of the statewide programs operated by it for constructing of facilities, procurement of equipment and operating expenses shall be financed by appropriations from the General Assembly of the State of Indiana and federal funds, together with such fees and charges, contractual income, gifts, grants and bequests as may become available.

SECTION 14. Sources of funds for the College.

Amended 1965 (Ch. 219, Sec. 7)

APPENDIX C

CODE OF BY-LAWS OF THE STATE  
TRUSTEES OF THE INDIANA VOCATIONAL  
TECHNICAL COLLEGE



CODE OF BY-LAWS OF THE STATE  
 TRUSTEES OF THE INDIANA VOCATIONAL  
 TECHNICAL COLLEGE (Adopted by the  
 State Board of Trustees, August 18, 1972.)\*

ARTICLE I

Definitions

SECTION 1. Act. The term "Act," as hereinafter used, shall mean "An act to create and establish the Indiana Vocational Technical College," (Acts 1963, Ch. 371, as amended from time to time by the General Assembly of the State of Indiana).

Definition of  
"Act".

SECTION 2. Corporation. The word "Corporation," as hereinafter used, shall mean the body corporate created by the General Assembly of Indiana under the name "The Trustees of the Indiana Vocational Technical College."

Definition of  
"Corporation".

SECTION 3. Board. The word "Board," as hereinafter used, shall mean the Board of Trustees of the Trustees of the Indiana Vocational Technical College.

Definition of  
"Board".

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\*In addition to the Act creating the College, enacted by the Legislature, and the Code of By-Laws of the State Trustees, as adopted by the State Board of Trustees appointed by the Governor, each Regional Institute has been granted a Charter by the State Board of Trustees and each Regional Board of Trustees has adopted a code of by-laws. Neither the regional charters nor the regional trustees' by-laws may contain provisions that conflict with the Act creating the College or resolutions of policy positions on functional aspects of College operations.

SECTION 4. College. The word "College," as hereinafter used, shall mean the educational institution created by the Act, Governed by the Board, and known as Indiana Vocational Technical College.

Definition of  
"College".

SECTION 5. Institute or Institutes. The words "Institute" or "Institutes," as hereinafter used, shall mean the body or bodies corporate, as the case may be, established pursuant to the Act by the Board as regional technical institutes.

Definition of  
"regional technical institutes".

## ARTICLE II

### Meetings of the Board

SECTION 1. Regular Meetings. Regular meetings of the Board shall be held four times a year, with one of the regular meetings to be held in each calendar quarter of each year. Regular meetings of the Board shall be held at such time, date and place as may be specified by the Chairman of the Board at least ten (10) days prior to the date of the meeting. The regular meeting of the Board held in the third quarter shall be the annual meeting. Written notice of the time and place of all regular meetings shall be given by the Secretary of the Board to each member of the Board at least ten (10) days prior to the date of the meeting.

Regular meetings  
mandatory four  
times a year, one  
in each calendar  
quarter.

SECTION 2. Special Meetings. Special meetings of the Board may be called by the Chairman of the Board at any time. A special meeting of the Board shall be called by the Chairman upon the written request of three (3) or more members of the Board. Written notice of the time and place of a special meeting of the Board shall be given by the Secretary of the Board to each member of the Board at least ten (10) days prior to the date of the meeting.

Special meeting called by Chairman or upon a written request of at least three Board members.

SECTION 3. Form of Notice. Any written notice required to be given of any meeting of the Board shall be proper if given to each member of the Board either personally, by regular United States mail, or by telegram.

Proper notice - by mail, in person or by telegram.

SECTION 4. Waiver of Notice. Notice of any meeting may be waived in writing or by telegram. Attendance at a meeting shall constitute a waiver of any notice thereof.

Waiver of notice.

SECTION 5. Action at Regular and Special Meetings. At all regular and special meetings of the Board, it shall be valid for the Board to act on any subject within the power of the Board and the Corporation.

Board may act on any subject within its powers.

## ARTICLE III

### Procedure at Meetings

SECTION 1. Quorum. A majority of the Board shall constitute a quorum for the transaction of business. In the absence of a quorum, a majority of those present at the time and place set for the meeting take an adjournment from time to time until a quorum shall be present.

A majority of the Board constitutes a quorum.

SECTION 2. Order of Business. The business at each regular or special meeting of the Board shall be conducted in the following order unless changed by the Board:

Normal order of business.

- A. Roll call;
- B. Report of Secretary on giving notice of meetings;
- C. Approval of minutes of prior meetings of the Board;
- D. Report of officers;
- E. Reports on Board committees;
  - (1) Permanent committees,
  - (2) Special committees.
- F. Old business;
- G. New business.

## ARTICLE IV

### Officers of the Board

SECTION 1. Election. At the annual meeting of the Corporation in the third quarter of each year, the Board shall elect from among its members a Chairman and a Vice-Chairman. In order to provide for appropriate rotation of the offices of Chairman and Vice-Chairman among the various interests

Election of Board Officers annually in third calendar quarter.

Amended October 26, 1963, Item #35.

represented by the Trustees, a Trustee shall not be elected Chairman for more than two (2) consecutive terms in any three year period, nor Vice-Chairman for more than two (2) consecutive terms in any three year period. The Board may elect from its members a Secretary and a Treasurer, or either such officers or the Board may appoint a Secretary or Treasurer or Assistant Secretary or Treasurer who are not members of the Board. The offices of Secretary and Treasurer or Assistant Secretary and Treasurer of the College may be held by the same person. All officers shall serve for a term of one (1) year and until their successors have been duly chosen and qualified.

SECTION 2. Chairman of the Board. Except as hereinotherwise provided, the Chairman of the Board shall call and preside at all meetings of the Board and shall have such other powers and duties as this Code of By-Laws or the Board may prescribe.

SECTION 3. Vice-Chairman. The Vice-Chairman of the Board shall have all the powers and perform all the duties incumbent upon the Chairman of the Board during his absence or disability and shall have such other powers and duties as this Code of By-Laws or the Board may prescribe.

SECTION 4. Secretary. The Secretary or an Assistant Secretary of the Board shall attend all meetings of the Board and keep, or cause to be kept, in a book provided for the purpose, a true and complete record of the

Chairman and Vice-Chairman not serve more than two consecutive terms in any three year period.

Chairman presides.

Vice-Chairman acts in absence of Chairman.

Duties of Secretary.

proceedings of such meetings, and shall perform a like duty, when required, for all committees appointed by the Board. The Secretary or an Assistant Secretary shall attest the execution by the Corporation of all deeds, leases, agreements and other official documents and shall affix the corporate seal thereto; shall attend to the giving and serving of all notices of the Corporation required by this Code of By-Laws or by law; shall have custody of the books (except books of account), records and corporate seal of the Corporation, and in general shall perform all duties pertaining to the office of Secretary of the Board and such other duties as this Code of By-Laws or the Board may prescribe.

#### SECTION 5. Treasurer.

The Treasurer of the Board shall be the chief financial and business officer of the Corporation. He shall keep correct and complete records of account, showing accurately at all times the financial condition of the Corporation. He shall have charge and custody of, and be responsible for, all funds, notes, securities, and other valuables which may from time to time come into the possession of the Corporation. He shall deposit, or cause to be deposited, all funds of the Corporation with such depositories as the Board shall designate. He shall furnish at meetings of the Board, or whenever requested by the Chairman of the Board, a statement of the financial condition of the Corporation, and in general shall perform all duties pertaining to the office of Treasurer of the Board and

Duties of Treasurer.

such other duties as this Code of By-Laws or the Board may prescribe.

SECTION 6. Bond of Treasurer. The Treasurer of the Board shall give a bond in a penalty and with surety to be approved by the Board, which approval shall be recorded by the Secretary of the Board and shall be placed in the official records of the College.

Bonding of Treasurer.

SECTION 7. Assistant Officers. The Assistant Secretary and the Assistant Treasurer of the Board shall have such powers and duties as the officers whom they are appointed to assist shall specify and delegate to them and such other powers and duties as this Code of By-Laws or the Board may prescribe. The Assistant Secretary of the Board may, in the absence or disability of the Secretary of the Board, attest the execution of all documents in the name of the Corporation and affix the corporate seal thereto.

Appointment and duties of Assistant Secretary and Assistant Treasurer.

SECTION 8. Compensation of Members of Board. No member of the Board shall receive any monetary compensation for serving as such member, but each member of the Board or of any committee of the Board shall be reimbursed for all necessary expenses incurred by him in attending official meetings of the Board or said committee.

Reimbursement of Board members for expenses.

ARTICLE V

Officers, Faculty and Staff of the College

SECTION 1. President of the College. The President of the College shall be selected and employed by the Board upon receiving not less than seven (7) affirmative votes of members of the Board. The Board shall fix the length and term of his employment which may be indeterminate. The President of the College, or a member of his staff whom he nominates, shall attend all meetings of the Board and shall report upon the affairs of the College.

Selection and employment of President.

President provides reports on affairs of the College.

The President of the College shall be the chief executive officer of the College, and subject to the control of the Board, he shall manage, direct, and be responsible for the conduct of all affairs of the College, except those which by law or these By-Laws are made the specific responsibility of the Board, the Chairman of the Board, another officer of the Board, or other persons.

Responsibilities of President as Chief Executive Officer.

The President of the College shall have the power, in the name of the Corporation and/or the College, to make and execute all contracts and written instruments made in the ordinary course of the operations of the College except those which must be specifically approved and authorized by the Board or executed by the Chairman or Vice-Chairman of the Board as provided in Article VIII hereof.

Authority of President for contracts and written instruments.



SECTION 2. Other Officers of the College. The Board may appoint such other officers of the College as it desires and may prescribe their responsibilities and duties.

Appointment of other officers of the College.

SECTION 3. Faculty and Administrative Staff. All appointments to the faculty or administrative staff of the College shall be made by the President, or his designee, subject to such rules and policies as may from time to time be established by the Board.

Appointment of faculty and administrative staff.

## ARTICLE VI

### Committees of the Board

SECTION 1. Permanent Committees of the Board.

- A. Executive Committee.  
 The Executive Committee of the Board shall consist of the Chairman of the Board and two (2) members of the Board as may be designated by the Board from time to time, If, at any time between the regular meetings of the Board, immediate Board action is required to further or safeguard the best interest of the Corporation and/or the College, the Chairman of the Board shall cause each member of the Board to be given notice in person, by telephone, telegram, or in writing of the action so required, and, if a special meeting of the Board cannot be called and held in time to take such

Provision for, authority of and composition of the Executive Committee of the Board.

action, the Executive Committee of the Board shall have and may exercise all the powers of the Board with respect to the matter necessitating such immediate action. All actions taken by the Executive Committee of the Board under this Section 1.A shall be reported to the Board at its next meeting and shall be entered in full upon the minutes of said meeting of the Board.

- B. Other Committees. At any regular or special meeting thereof, the Board may designate such other permanent Committees of the Board as the Board may, from time to time, deem necessary or desirable, which committees shall have such members and functions as the Board may prescribe and shall operate under the general supervision of the Board.

Designation of other permanent Board Committees.

SECTION 2. Special Committees of the Board. At any regular or special meeting thereof, the Board may designate such special committees of the Board as the Board may, from time to time, deem necessary or desirable, which committees shall have such members and functions and shall exist for such period of time as the Board may prescribe and shall operate under the general supervision of the Board.

Designation of special Board Committees.

ARTICLE VII

## Rules and Regulations

The Board may cause to be prescribed and promulgated rules and regulations concerning the conduct and coordination of programs in carrying out the mission of the College, of post-high school and out of school technical and vocational education throughout the State of Indiana and the manner of conducting said programs by the College and by any institute.

Promulgation of rules and regulations for the College.

ARTICLE VIII

## Execution of Contracts and Other Documents

- A. Approval and Authorization of the Board. Except as otherwise expressly authorized by resolution of the Board of these written instruments relating to By-Laws, all contracts and other written instruments relating to the acquisition or disposition of real estate or any interest therein (other than leases or licenses for two (2) years or less), all contracts for new capital plant improvements and additions or for major alterations, repairs and rehabilitation to property owned by the Corporation and all change orders increasing the amount of such contracts by ten (10%) per cent or more, any certificate of incorporation issued to an Institute, (and) all

Specific authority reserved by the Board for approval and authorization of certain contracts and written instruments.

contracts imposing financial obligations on the part of the Corporation of the College in excess of Fifty Thousand Dollars (\$50,000) unless the obligation was previously approved by the Board through the allocation of funds or otherwise, shall be specifically approved and authorized by the Board. All such contracts and written instruments shall be executed in the name of the Corporation by the Chairman or Vice-Chairman of the Board and attested by the Secretary or Assistant Secretary.

- B. Other Instruments. All contracts and written instruments not requiring the specific approval and authorization of the Board shall be executed in the name of the Corporation and/or the College by the President of the College or a person duly authorized by the President of the College.

President or his designee authorized to approve and execute contracts and other written instruments not reserved by the Board.

## ARTICLE IX

### Amendments

This Code of By-Laws may be changed or amended and additional by-laws may be adopted at any regular or special meeting of the Board by a vote of two-thirds (2/3) of all of the members of the Board present, provided that notice of intention to change, amend, or add to the Code of By-Laws, in whole or in part, and

Changes may be adopted by a two-thirds vote.

the exact test of such change, amendment, or addition, shall have been given in the notice of the meeting.

By-Laws as initially adopted  
August 18, 1972.

Article IV, Section 1, Election,  
amended at the meeting of the  
Board on October 26, 1973.

APPENDIX D

INDIANA VOCATIONAL TECHNICAL COLLEGE  
POLICY AND PROCEDURE MANUAL  
CONTENTS

INDIANA VOCATIONAL TECHNICAL COLLEGE  
POLICY AND PROCEDURE MANUAL  
CONTENTS

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APPENDIX E

SELECTED POLICIES



PERSONNEL POLICY IPerformance Appraisal

Employee - The performance of all employees will be reviewed at least once a year by their supervisor and such appraisals will be reviewed with the individual employee in a personal interview.

PERSONNEL POLICY IIPerformance Period

All administrative personnel who are promoted or transferred to different jobs will be required to complete a performance period of sixty days. The immediate supervisor will be required to evaluate the employee's work performance prior to the expiration of the sixty days. All appraisals must be in writing, discussed with the individual employee, and the supervisor's superior. A copy of the appraisal must be sent to the Personnel Director.

PERSONNEL POLICY III

Newly employed administrative personnel will be considered as being in probationary status for the first ninety days of employment. All probationary employees will be evaluated regarding their work performance by their immediate supervisor prior to the conclusion of the probationary period. All appraisals must be in writing, discussed with the individual

employee and the supervisor's superior. A copy of the appraisal must be sent to the Personnel Director at the Central Office.

#### PERSONNEL POLICY IV

##### Administrative Vacancy Posting Policy

Whereas all employees have a desire to grow in their position and develop their skills and talents, it is essential that a path for career development and promotion be developed. Additionally, the College must take full advantage of its many well trained employees in order to maximize the accomplishment of its missions. For these reasons, the following system has been developed. This system, as described, must be used prior to filling any Administrative vacancy in the College. (Procedures follow)

#### FACILITIES POLICY I

##### New Construction - Internal Process

1. Always requires specific State Board approval whether to be financed by lease-purchase arrangement, bonding, or cash appropriation.
2. Regional Board recommendation after review and preparation of a project by the Regional Vice President and the Vice President/Facilities office is a prerequisite.

FACILITIES POLICY IIRepair and Rehabilitation - Internal Process

1. Projects five thousand dollars (\$5,000) or under may be authorized by the Vice President/Facilities under his "emergency" project authority delegated by the State Board if the President approves.

APPENDIX F

LEGISLATIVE ENACTMENTS, EXISTENCE OF MASTER PLANS AND NUMBER  
OF PUBLIC COMMUNITY COLLEGES IN THE UNITED STATES

LEGISLATIVE ENACTMENTS, EXISTENCE OF MASTER PLANS AND NUMBER OF PUBLIC COMMUNITY COLLEGES  
IN THE UNITED STATES

State	Legislative Basis <sup>1</sup>	Number of Colleges		Type of State-Level Governance <sup>1</sup>	Master Plan <sup>1</sup>	
		1965 <sup>2</sup>	1970 <sup>3</sup>		Yes	No
Alabama	Alabama Trade School and Authority Acts, 92-94, 1963	10	17	State Board of Education; Alabama Trade School and Junior College Authority		X
Alaska	Legislative Enactment, 1962	4	7	University Board of Regents		X
Arizona	Junior College Law, 1960	8	10	State Board of Community Colleges	X	
Arkansas	Legislative Enactment, 1967	0	2	Commission on Coordination for Higher Education		X
California	Community College Act, 1968	74	91	Board of Governors of Community Colleges	X	
Colorado	Community College and Occupational	5	10	State Board for Community College and Occupational Education		X
Connecticut	Public Act, 1930	5	8	State Board of Trustees for Regional Community Colleges	X	
Delaware	Legislative Enactments, 1967	0	1	State Board of Education		
Florida	Legislative Amendment, 1968 SCR 1537, HCR 2876	29	28	State Junior College Board	X	
Georgia	Junior College Act, 1958	4	9	University of Georgia	X	

State	Legislative Basis <sup>1</sup>	Number of Colleges		Type of State-Level Governance <sup>1</sup>	Master Plan <sup>1</sup>	
		1965 <sup>2</sup>	1970 <sup>3</sup>		Yes	No
Hawaii	Community College Act, 1964	0	5	University of Hawaii	X	
Idaho	Legislative Enactment, 1939	2	2	State Board of Education		X
Illinois	House Bill 1710, 1965	33	36	Junior College Board	X	
Indiana	No Legal basis	1	1	State Board of Education		X
Iowa	Senate File 550, 1965	16	15	State Department of Public Instruction		
Kansas	Community Junior College Act, 1965	19	21	State Department of Public Instruction		
Kentucky	Legislative Enactment	10	16	University of Kentucky		X
Louisiana	Legislative Enactment	0	5	State Department of Education		X
Maine	No legal basis	0	0	None		X
Maryland	General Assembly Act, 1968	11	14	State Board for Community Colleges	X	
Massachusetts	Lee Bill, 1952	5	13	Board of Regional Community Colleges	X	
Michigan	Constitution, 1961	24	29	State Board for Public Community and Junior Colleges	X	
Minnesota	Junior College Act, 1963	17	17	State Junior College Board	X	
Mississippi	Junior College Commission Law, 1928	19	19	Junior College Commission		X

State	Legislative Basis <sup>1</sup>	Number of Colleges		Type of State-Level Governance <sup>1</sup>	Master Plan <sup>1</sup>	
		1965 <sup>2</sup>	1970 <sup>3</sup>		Yes	No
Missouri	Junior College Law, 1961	6	12	State Department of Education		
Montana	Legislative Enactment, 1965	3	3	State Board of Education		X
Nebraska	Legislative Enactment, 1967	5	6	University of Nebraska and Department of Education		X
Nevada	Legislative Enactment, 1967	0	1	State Department of Education		
New Hampshire	No legal basis	0	0	None		X
New Jersey	County College Law, 1962	5	12	State Board of Education		
New Mexico	Legislative Enactment, 1963	0	1	State Board of Educational Finance		X
New York	Public Community College	28	44	State University of New York	X	
North Carolina	Community College Act, 1957	24	50	State Board of Higher Education	X	
North Dakota	Legislative Enactment, 1931	2	2	State Board of Higher Education		X
Ohio	Community College Act, 1961	6	5	Ohio Board of Regents or State Department of Education	X	
Oklahoma	State System of Higher Education, Article XII-A	23	25	Oklahoma State Regents for Higher Education	X	
Oregon	Legislative Enactment, 1957	11	13	State Board of Education	X	
Pennsylvania	Community College Act, 1963 #484	4	14	State Board of Education Council for Higher Education	X	

State	Legislative Basis <sup>1</sup>	Number of Colleges		Type of State-Level Governancel	Master Plan <sup>1</sup>	
		1965 <sup>2</sup>	1970 <sup>3</sup>		Yes	No
Rhode Island	Individual Enactments, local	0	1	Board of Trustees of State Colleges		X
South Carolina	Local initiative measures	0	0	None		X
South Dakota	Legislative Enactment, 1967	0	0	None		X
Tennessee	Individual Enactments, local	0	3	State Board of Education		
Texas	Community College Act, 1965	32	40	Coordinating Commission for Higher Education	X	
Utah	Legislative Enactment, local	2	3	Utah Board of Regents Utah State University Board of Trustees- - State Board of Education		X
Vermont	no legal basis	0	0	None	X	
Virginia	Community College Act, 1966	12	13	State Board for Community Colleges	X	
Washington	Community College Act, 1961; Legislative Amendment, 1967	17	22	State Board of Community College Education	X	
West Virginia	No legal basis	0	0	None		X
Wisconsin	No legal basis	0	0	None		X
Wyoming	Individual Enactment; local	5	6	Community College Commission		X

Source: Donald L. Singer & John A. Grande. "Emerging Patterns of Governance". Junior College Journal; March 1971, vol. 41, no. 6, p. 40-41.



APPENDIX G

INTERVIEW GUIDE

## INTERVIEW GUIDE

A. Knowledge

1. Are you aware of the nature of the policy regarding . . . ?
2. How do you interpret the Policy?

B. Adherence

1. Do you adhere to the policy regarding . . . ?
2. Can you give me an example?
3. Are there times when you don't adhere to the policy?
4. Can you give me an example?

C. Consequence

1. Do you find that the policy supports your decision-making authority?
2. Can you give me an example?
3. Do you find that the policy restricts your decision-making authority?
4. Can you give me an example?

## APPROVAL SHEET

The dissertation submitted by Alois Leo Lewandoski has been read and approved by the following committee:

Dr. Robert L. Monks  
Assistant Professor of Administration  
Director of the Dissertation

Dr. Melvin P. Heller  
Professor and Chairman of Administration

Dr. Max A. Bailey  
Associate Professor of Administration

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

August 3, 1977  
Date

Dr. Robert L. Monks  
Director's Signature

A STUDY OF THE NATURE OF THE RELATIONSHIP OF SELECTED ADMINISTRATIVE  
POLICIES OF THE STATE BOARD OF TRUSTEE'S OF INDIANA VOCATIONAL  
TECHNICAL COLLEGE ON REGIONAL ADMINISTRATIVE PRACTICES

by

Alois L. Lewandoski

A Dissertation Submitted to the Faculty of the Graduate School  
of Loyola University of Chicago in Partial Fulfillment  
of the Requirements for the Degree of  
Doctor of Philosophy

July

1977

Alois L. Lewandoski

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A contemporary phenomenon in American education is the dramatic growth of the number of, and enrollment in community and junior colleges. And of this expanding community college activity, community colleges have most often developed with considerable emphasis on occupational education. Only four states however, Connecticut, Indiana, South Carolina, and Wisconsin, have developed two-year occupational college delivery systems of specifically technical institutes. Of these four states, Indiana has an organizational structure that is distinct and unique.

An examination of dissertation abstracts, journals and periodicals showed a paucity of information relating to the administration and organization of non-comprehensive two-year occupational colleges. The author thus found a need to explore a two-year occupational college administration and to conceivably provide a model for two-year occupational college organization.

Thus the stated purpose of the study was to examine the nature of the relationship of selected administrative policies of the State Board of Trustee's of Indiana Vocational Technical College on regional administrative practices.

Three sources of data were utilized in developing the study. First, a comprehensive review of literature was conducted that included a survey of applicable and appropriate legislation, economic theory, organizational and administrative theory, the characteristics of two-year college organization and administration, and the organization and

administration of Indiana Vocational Technical College. The review of literature served to pull together all the integral elements needed to fully understand the organizational and administrative make-up of an occupational education system such as Indiana Vocational Technical College. Next, certain demographic and administrative data were collected on each of the thirteen regional institutes of Indiana Vocational Technical College. This background information highlights the organizational context of each of the regional institutes and includes such data as history, enrollment, population and relevant information on key personnel. Finally, the regional directors were interviewed regarding their knowledge of, adherence to and consequence of six state-level policies, four in the personnel category and two in the capital outlay category. The interviews determined each directors knowledge of policy content, adherence to policy intent and consequence of policy intent on local-level administrative practice.

It was found from the study data that state-level policies did not deter local-level discretionary decision-making prerogatives because:

1. hierarchal relationships were congenial,
2. central and regional sharing in policy formulation, and
3. open channels of communication.

Thus, analysis of the data revealed that due to team-effort and rapport relationships - participative management - state-level administrative policies of Indiana Vocational Technical College are restrictive of local-level administrative practices. From the general conclusion that centralized policymaking power need not limit decentralized decision-making authority, recommendations were expressed in the form of two organizational models: a model emphasizing organizational philosophy and a model emphasizing organizational operation.