

An
Introduction
to
Community
Colleges:

A Guide for South Africa - 1996

CREATIVE ASSOCIATES INTERNATIONAL INC
for TEPS, a Project of USAID

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 - Golden West Community College, California
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 - Cecil Community College Maryland
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PREFACE¹

This short introduction to community colleges forms part of a far larger debate regarding further education in South Africa. The aim of this book is to give a brief overview of the central issues in the debate and to examine the community college system in place in the United States in terms of its relevance to South African needs. The chapters are intended to stimulate an interest in the community college concept and give general guidelines to persons and institutions concerned with how to develop community colleges along those lines. For those requiring a more detailed insight, many documents exist which look more closely at both South African and international discourse on the subject. A short bibliography at the end of this volume lists a few.

Sections of this report are derived from a report, entitled *Community Colleges: Guidelines for a Practical, Viable & Implementable Plan for KwaZulu-Natal*² submitted to the Minister of Education & Culture in KwaZulu-Natal by a study tour team from the province. The KwaZulu-Natal Ministry has accepted the rationale for the establishment of community colleges and has endorsed the initiatives of an eight-member study team who visited the United States to gather information with respect to specific issues raised by the Minister. The team visited seven community colleges in three American states during a three-week period in November 1995.

The South African perspective and consideration of the implications of the US model was prepared by the writing team of the Tertiary Education Program Support (TEPS) a project of USAID. The team endeavored to preface the sections on the United States with a short background from a South African perspective and to look at the US models in terms of their implications and applicability. While many aspects of the US models can be used, the environment in which community colleges operate in the United States is obviously very different from South Africa.

¹ Much of this section is derived from the publication *Community Education in South Africa*. Creative Associates International Inc. TEPS publication. Johannesburg 1995.

² Report prepared by Creative Associates International Inc. Washington, US.

EXECUTIVE SUMMARY

In South Africa many attempts have been made to find ways to address the educational needs of millions of its citizens who were denied access to education and training. The concept of community colleges has been discussed as one possible mechanism to give broad access to education and training opportunities. Such mechanisms will enable communities to participate actively in government and decision-making processes. Partnerships between those already providing services can be built into community college structures to deliver adult basic education and training (ABET), further education and training and some access programs to the higher education sector.

The community college concept is important because it is fundamentally democratic and the very name suggests that it is the linchpin of community decision-making processes and the people-driven approaches of the Reconstruction and Development Program (RDP). Implicit in the concept is the demise of some of the hierarchies and statutes of institutions of the past. The community college concept is further rooted in the principle that learners at different stages of the life-long learning process learn together as a community, whether they take degree courses or literacy classes. The aim of breaking down entrenched and outmoded attitudes towards learning for the sake of it and building a culture of learning in communities across the country is central to the community college concept.

The concept of further education is in its beginning stages. The apartheid education system neglected, through its basic design, to address the country's human resource needs. A major task in the further education sector is the elimination of the inadequacies of programs at the secondary level and articulation between post-school education with further education.

One of the mechanisms for addressing the need for broad-based education and articulation is the National Qualifications Framework (NQF) which offers the potential for the development of the curriculum modules which will be available to learners irrespective of age, place and time of delivery. The NQF will guide the registration of standards and accreditation of all education and training programs offered in South Africa. It will further propose the establishment of the South African Qualifications

Authority which will direct the process of setting standards, accreditation and quality assurance

While looking at admissions procedure, standards, curriculum models and other operational factors, it is important to view community education in the context of redressing inequalities and providing education to deal with the dire need for skills development within the framework of the formal system. Community college programs should be properly accredited and well articulated to the broader system of education provision.

Community colleges should further be characterized by the comprehensiveness or multi-purpose dimensions of their curricula. This will require that the colleges offer a broad spectrum of programs within a single institutional framework, to a diverse range of students with varying abilities, levels of prior achievement and educational goals. The spectrum of courses and programs may differ from province to province, from institution to institution and from community to community.

In order to cater to the broad demands which will be made of community colleges an open admissions policy without the usual rigid academic criteria is required. Specific admission criteria should be set for each program and recognition of prior learning (RPL) and experience should be accepted for entry into the colleges.

The question of who should control the accreditation of community colleges is not resolved. This may be best placed in the regions as this would allow for a variety of agencies engaged in delivery to participate and also for community needs to be reflected in the curricula. A national structure is nonetheless required to provide accreditation guidelines for courses leading to national qualifications. Institutions should be developed in close cooperation with regional structures and maintain these links once in operation.

Community colleges will not be successful if developed in a vacuum. The process will require a new approach to education with the development of new kinds of skills. Re-orientation courses for officials and teachers should be pursued so that a total paradigm shift and a change of mind-sets can be achieved. This is crucial for the success of the colleges, for the radical improvement in the status of South Africa's human resources and for the empowerment necessary to the realization of participatory democracy.

For community colleges to succeed, substantial financial resources are obviously essential. It is argued that budget allocations to the school, college and higher education sectors should be made separately and that community colleges should be funded as part of the college sector with funding coming from government, the private sector and communities.

While in terms of immediate priorities ABET needs the most urgent funding, adult education and training will in the long run provide the focus of community college programs. Sources of funding can include local and international donors, fund-raising events or campaigns, existing government allocations, student, community and employer contributions.

In conclusion, the following summary describes some of the principles discussed in this book. Some of the major points coming out of the community college debate can be outlined as follows, although many of these remain contentious.

- the colleges should form an integral part of the further education system,
- community colleges should be based on sound educational values such as equity, democracy, effectiveness and development,
- consideration should be given to the development of a community education sector from existing institutions and structures,
- staff at selected institutions should be retrained and their skills expanded to take on the new roles of transfer education, developmental education and community/continuing/career-oriented adult education.
- community colleges should be maximally accessible in terms of admission requirements,
- curricula should in order to fulfill the transfer function be articulated in a way that bridges the gap between the years of compulsory schooling on the one hand and tertiary education on the other,
- there should be no unnecessary duplication of subjects and courses at existing colleges in a specific region/location,
- the maintenance of standards is of utmost importance.
- attention should be given to the potential of distance education (open learning) based on active collaboration among institutions,
- sufficient funding (state/regional subsidy, private sector funding and in-kind contributions) should be found for the establishment of colleges,

- colleges should be widely accepted by the community, they should be legitimate and should render a real service to the community
- colleges should not develop as second-class institutions or institutions designed only for a disadvantaged sector of the South African population,
- the role of the national government should be to develop an overarching national framework for the establishment of the colleges. This should allow for sufficient local autonomy for the colleges to be directly accountable to the communities they serve (the roles of provincial and local governments are still being debated)
- college governance should be in conjunction with community structures and stakeholder groups while conforming to national policy frameworks

INTRODUCTION: WHAT IS A COMMUNITY COLLEGE?

A community college is a public comprehensive institution offering general education, including academic transfer technical-vocational education and training compensatory remedial and community education. The institution has its foundation in the community (local population, business and industry), and responds to the needs of that community.

Community colleges are characterized by the diversity of their curricula so that they can provide persons from the community in which the college is situated with a wide range of subjects, courses and opportunities. Different persons will use the community college for different reasons. Apart from the obvious economic incentives and concomitant curricula, the concept of life-long learning for the sake of learning itself and for self improvement, cannot be dispelled.

Community colleges should be established in collaboration with the community within which it is situated. This involves the community as part of the governance, administration and management systems to be applied in the community college.

The community college system is predicated on the assumption that some students have academic and/or vocational skills which need to be developed further, while the colleges will provide for open access, in terms of numeracy, oracy and literacy skills. The community college's responsibility, therefore, is to nurture and develop these skills.

The nucleus of the community college is embedded in the following major principles:

- Developmental to ensure that the student acquires transitional skills to be able to perform college level work
- Transfer / articulation to ensure that the school's curriculum is comparable to that of four-year colleges so credits are transferable to these institutions
- Vocational to ensure that students are able to acquire vocational training which will enable them to secure employment

Community colleges may, depending on where they are situated and what the community demands are, fulfill some of the following criteria:

- To provide the first two years of a college education for those students who plan to continue studies towards a bachelor's degree
- To provide students with developmental education and services which will assist them in making personal academic and career decisions
- To provide educational opportunities to community members of all ages, including programs for those not seeking degrees or who are uncertain of their educational goals, to acquaint themselves with several broad areas of learning
- To provide occupationally oriented programs for those students who wish to pursue work in a vocational technical and business sphere
- To provide programs for those people in business, industry or in the professions who wish to study for advancement in a current occupation or to enter a new area of employment
- To provide programs for basic and adult education leading to a high school diploma or equivalent qualification
- To provide programs and activities which address significant community problems (e.g. environmental and governmental concerns, health, safety, child-rearing and education, consumer economics and human relations, etc.)
- To provide a cultural and social environment to enable students to further develop their social competence, interests, and talents
- To promote economic development by forming business and industry educational partnerships
- To provide remedial programs
- To provide occupational training facilities for adults on a part-time basis
- To provide open-door access to persons from the communities to attend courses for self improvement
- To provide flexible attendance schedules to employed adults
- To provide an outlet for leisure learning

In the United States community colleges form a crucial component in post-secondary education as well as vocational-technical education and training. It is the linchpin for the transfer of education and training for commerce and industry. Approximately 50 per cent of US citizens go through the community college system at some point in their lives. It is apparent that the economic development of the different regions is greatly

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influenced by the participation and output of community college graduates. There is very close liaison between the community, commerce, industry and the community colleges for the development of skills at all levels from shop floor to boardroom.

Community colleges, more than any other institution, make a substantial contribution towards the realization of the principle of life-long learning and offer continuing education for people at all levels.

Material and human resources vary widely from state to state but are always utilized to the fullest. This ensures that the community colleges function in the most cost effective manner and draw substantially from the resources available locally. The colleges therefore make a considerable contribution to community development.

The community college movement in the United States is characterized by an open access policy and emphasis is placed on recognition of success on the exit level rather than lack of qualifications on the entry point. Instead of labeling people who have not been academically successful prior to entry as drop-outs and failures, the system accommodates students irrespective of their prior achievements. This boosts the self-image and self-worth of individuals who may not have been successful in their earlier years and who carry the stigma and burden of failure on their shoulders. Community colleges provide meaningful and relevant opportunities to those who need training prior to entering other post-secondary institutions.

While the American system of community colleges cannot be simply transferred to South Africa, it is necessary to analyze how that model can be drawn upon to fulfill real needs for education and training in South Africa which are not catered to through existing institutions. In the first instance, the current post-school system in South Africa does not take into account the needs of communities and the applicability of existing courses in the quest for equity. Nor does it consider the utilization of the human potential in communities in relation to the needs of business and industry.

It will be important to lobby national and provincial government structures to consider using existing as well as unused infrastructures, such as colleges of education, technical colleges, schools, skills training centers and community center facilities for the delivery of education and training in keeping with the community college concept.

Economic impact on institutions³

'Entitlement' is a concept that is fast becoming *passé*. The thinking that South African institutions are entitled to support by the state, that individuals are entitled to support for their tuition and that graduates are entitled to a job is not a 'given' at all. The massive problem of inequity in South Africa cannot easily be solved by a state that is under-resourced. The importance of the development of a state-led partnership between state, the community and private sector cannot be over-emphasized. The state must, however, take overall responsibility for developing a workable framework for the restructuring of education and the provision of genuine learning opportunities to all South Africans.

While the post-apartheid state can be seen as disengaging from many areas of public control, selective, constructive and more focused engagement by central and provincial authorities is essential for the successful implementation of the Reconstruction and Development Program. The redistribution of wealth and movement towards equity cannot take place outside of the framework of state involvement.

While community colleges will have to operate within the parameters of national policy and provincial or national direction, it is essential that they retain a reasonably high level of autonomy. A fine balancing act is required of the colleges which must have some freedom to respond to the needs of its particular student/community-base whilst also satisfying other major investing stakeholders.

The ability of the institutions to be flexible in terms of responding to the community relates directly to the level of accountability to that community. In the past, institutions reported to central government agencies far removed from the communities. In the future institutions must have the freedom to act effectively at local level while working within the standards set by national government.

Social contribution

Perhaps one of the most important social contributions community colleges can make is in giving people access. For many South Africans the feeling of exclusion from working life or the formal sector has created a

³ Derived from Community Education in South Africa, Creative Associates International Inc. Publication, TEPS Johannesburg 1995

pessimism about the future. Lack of job opportunities for those who do have skills and qualifications further adds to a feeling of hopelessness. Through defining adult education broadly, inclusive of literacy, self-development and re-engagement with economic activity, the colleges can inspire confidence in the future for individuals and communities. Economic growth must be viewed as synonymous with relevant skills training and job-creation. A national human resources development strategy must link an appropriate supply of new skills with industries.

Life-long learning

A system built on front-end skills in which individuals are trained for the first twenty years of life and then spend the rest of their lives working until retirement is an inappropriate and outdated concept. For an economy to function in a rapidly-changing technological age, resources must be spread over lifetimes and a culture of life-long learning promoted.

This emphasis on the spreading of resources is of crucial importance to the development and implementation of national human resources development strategies. People must also develop a sense of the need for self-investment. For example, while people are working, a portion of income can be added to a portion of company profit and earmarked for investment in learning, much as an employer and employee each contribute to a pension plan or medical aid scheme. A general trend in the *modus operandi* of private sector companies is to externalize the cost of training and make it someone else's responsibility. Investment in human capital is more important than investment in any other sector and must be factored into the equation of national economic survival. Recognition of prior learning, of particular importance to adult learners, is essential in this regard.

Accountability

Accountability for the success of an institution rests with the institution itself rather than the government or external funding agencies. Management, teaching staff and students within institutions must take control of its destiny and have the autonomy to significantly control its day-to-day operations. As stated above a community college is ultimately accountable to the community which it serves.

Pros and Cons

What will South Africa gain from a community college system?

- The enhancement of human resource development
- Relieving tertiary institutions from the extremely difficult process of access course provision and developing students for independent learning
- Provision of learning opportunities not available elsewhere (e.g. instance leisure learning and certain skills training, etc.)
- Locally-based facilities easily accessible to women, parents, the disabled or immobile, the elderly, the employed, etc. and significantly less expensive than 'traditional' institutions due to lower transport, course and accommodation costs, etc.
- Colleges can offer skills training which is often workplace-based to those who are not working and enhance their possibilities to find employment

One possible potential problem with the community college system is that private sector employers could shift responsibility for in-house training to the community college sector

Another is the possible rejection on the part of many prospective students if the community colleges are seen as the 'poor relative' of tertiary institutions with a concomitant problem of legitimacy

The recommendations made throughout this document need to be given serious consideration and one would expect that the proposed Further Education Commission will concern itself with the debate as well as these recommendations and give attention to submissions on the subject made by the community college sector

The situation of educational, economic and social inequality, poverty and low economic growth, together with the demands of South African citizens for redress make the implementation of plans for delivering learning opportunities through institutions similar to community colleges a critical issue. It is imperative that the relevant government and stakeholder structures look at practical and sustainable plans for the establishment of community colleges in all provinces and ensure these are implemented as soon as possible.

The following chapters discuss the operational models for community colleges

GOVERNANCE

The 'governance' of community colleges refers to the policy making and ultimate authority which in some cases comprises a two-tier structure. Management involves the day-to-day operation and administration of a specific institution in line with prescribed policy. Both the management and governance of community colleges are pivotal in determining and providing adequate and relevant education and vocational training. These structures constitute the driving force of the institutions; a great deal of thought must therefore be given to the establishment, composition and functions of those who serve on the management and governance bodies.

The community to be served by a college must be fully involved in the whole spectrum of issues relating to management and governance, ensuring that the college adequately serves the needs of a particular community. Members of management and governing bodies must identify with the community's needs. Many South African communities may not have the skills capacity to fulfill these roles and it may be important to consider professional training for community representatives who might serve on these bodies.

Decisions taken by those involved in the governance of community colleges will have profound implications for the college as well as the community, local business, industry and commerce. Sound partnerships with relevant stakeholders must therefore be established.

The governance body should ensure the instruction and training imparted at the college are up-to-date and relevant. Those charged with this task must develop strategies to ensure that the college provides instruction and training that is accredited by other institutions. This is critical for the legitimacy of the college and will contribute to the acknowledgment that the college is indeed serving the community.

The governance body of the college should be accountable to all stakeholders. However, the respective role functions of the governors and managers should be defined precisely and unambiguously and transparency and openness should characterize all deliberations. This will develop confidence and trust on the part of both community and management as well as the members of the governance body.

Models from the US

In the United States the governance structures for community colleges differ from state to state, for instance in one state, a consortium exists of state universities community colleges and technical colleges, while in another community colleges are divided into districts In some cases a community college may serve one district while in others they may serve two or three districts

The governance structure of the Compton Community College is typical of most colleges in the United States (See Appendix 4) This model closely resembles the existing governance and management structures of South African tertiary institutions

Community College Board of Governors/Board of Trustees

The powers and duties of the Board of Governance should be clearly defined Generally these Boards consist of the following

Between 7 and 20 members (depending on the size and scope of the institution) are appointed by the state Governor with the advice and consent of the Senate These members are appointed for a four-year term

One or more voting student (depending on the size of the college) enrolled in the college and having a minimum of five semester units The student member is appointed to serve for a period of one year

Two or more voting tenured faculty members from the college (depending on college size) who shall be appointed by the state Governor for a period of two years

The powers and duties of the Board of Governors are clearly defined The Board is primarily responsible for the following

- Accountability for the performance of the community college in meeting the post-secondary educational needs of students,
- Data collecting and reporting
- Providing leadership and direction in the development of California community colleges as an effective and integral element in the structure of higher public education in the state
- Provide general supervision over the community college districts
- Establish minimum standards for credit and non-credit classes, graduation requirements, probation, dismissal and re-admission, employment of staff, governing procedures, etc

- Evaluate and issue annual reports on the fiscal and educational effectiveness of the community college districts
- Conduct effective system-wide research on community colleges and provide appropriate information services
- Provide representation, advocacy and accountability for the community colleges before the state and federal legislative and executive agencies
- Administer state support programs that are both operational and capital
- Establish minimum conditions entitling districts to receive state aid for support of community colleges
- Coordinate and encourage inter-district, regional, and state-wide support and development of community college programs, facilities and services
- Facilitate articulation with other sectors of higher education
- Review and approve comprehensive plans for each community college district
- Review and approve all educational programs offered by each community college district and all courses that are not offered as part of an educational program approved by the Board of Governors
- Exercise general supervision over the formation of new community college districts and the re-organization of existing districts, including the approval or disapproval of plans thereof
- Establish, maintain revise and update the budget and accounting structures and procedures for the state's community colleges
- Establish practices and policies for inter-district attendance of students

Community College Participatory Governance Structures

It is important to note that the governance structures of community colleges in the US follows a participatory model. A good example of a participatory governance structure is the Inver Hills Community College. The participation of college constituencies in decision-making processes is essential to the advancement of the college. The college administration is firmly committed to a participatory governance model which is designed to ensure bi-directional communication, input in policy development and broad collaboration in ongoing efforts to improve services.

The participation of college personnel, students and community members, takes place within organized governance groups, each with its own leadership. The model calls for group leaders of a governing body to

- Organize and facilitate the requisite level of communication among all members of the group both full and part time. This includes serving as a liaison person and as a representative of the group in relation to interaction with the college administration and other governance groups of the college to ensure the bi-directional flow of information.
- Facilitate the appropriate representation of group interests in the processes of the college and to coordinate participation of the group in policy analysis and input.
- Coordinate and communicate the resource requirements -- human, financial, technical and physical -- and the professional development needs of the group, as a participant in the resource allocation procedures of the college.
- Coordinate the planning, design and evaluation input of the group towards promoting the continuous improvement of services.

An important mechanism to involve the local community is through needs assessments conducted by the community college.

College governance structures are acutely aware of the need to satisfy the specific requirements of the community. The relevance of the college to community needs is considered to be critical. On-going needs assessment of the college is therefore a priority. For example, at Inver Hills Community College, needs assessments are executed in partnership with the St. Paul Technical College.

The goal is primarily to acquire detailed information to enable the governance structures to make appropriate decisions about educational program development. To accomplish this task, which is in reality a complex one, management must carefully identify those whose needs require assessment.

Rather than conducting a random sample of the population as a whole, the governance structures first define the community structure. This is achieved through prior studies and demographic data. The community structure is then used to conduct and interpret a survey, using a varied sample. Residents and non-residents of the community college district, the unemployed, under-employed and lower-income residents are included in a sample group. A sample group is broken down into three main categories:

- Students demographic and class survey data provide the sample
Random sampling and phone surveys are conducted
- Potential students from social service agencies such as displaced workers under-employed and unemployed workers, disadvantaged students and students in the final year of high school
- Employers random sampling of employers from both large medium and small business throughout the urban center

Implications for South Africa

The experience in the United States shows that the management and governance structures can work hand-in hand the management structure will be principally concerned with the internal running of the institution the governance structure, on the other hand, will be concerned with policy issues

A Model for a Board of Governance in South Africa

A local Board of Governance should be established for each community college This Board should be accountable to the Provincial Department of Education & Culture and take responsibility for the management and administration of the colleges Such Boards should, however, enjoy a high level of autonomy and be free to operate without state interference at all levels of decision-making

The Board should comprise the following role-players

- Residents of the community in which the college is situated
- The private and industrial sector of the locality
- Organized labor
- Department of Labor
- Organized teaching and training professions
- Students
- Rectorate (*ex-officio*)
- Officials of the Department of Education & Culture (*ex-officio*)

The powers of the Board should be specified to enable it to determine and effect policy The various Governing Boards in the United States have powers in terms of legislation formulated by the State authorities As community colleges are regarded as part of the broader South African post-

school education sector as indicated in the White Paper on Education and Training, it is imperative that enabling legislation be promulgated to entrench policy on a national level. It is, however, critical to emphasize that the legislation should be drawn up in collaboration with the various role-players in the community in which the community college is to be established and that national legislation be produced in consultation with all the role players in all the communities where colleges are to be established. A good example of enabling legislation is the Northern Virginia Community College Board Policies and Procedures Manual (Appendix 1).

MANAGEMENT & ADMINISTRATION

The effective running and administration of any public institution is dependent on the level of infrastructural development. In South Africa the administration of community colleges will be quite different from that in the US, which has sophisticated telecommunications and electronic equipment at its disposal. Pivotal to this is the level of development and availability of skilled human resources. On the one hand South Africa's infrastructural development hinges on many different government departments, the effectiveness of the Reconstruction and Development Program (RDP) and steady economic growth. On the other hand, the development of human resources depends on the level of education and training available to the community at large and on the level of infrastructural development.

In the light of these problems and taking into account the process of restructuring the South African education system, innovative administrative models will have to be considered to overcome the shortcomings and demands.

Apart from the issues mentioned above, the management and administration of a community college is dependent on a number of factors namely

- full-time student enrollment
- part-time student enrollment
- education level of students
- specific community needs
- the extent of the curriculum (number of courses, duration)
- the need for specialist facilities (laboratories, workshops)
- the size of a campus

While South African conditions are obviously unique, the US model is worth looking at with regard to staffing and administration of community colleges.

Administration and Management Models from the US

At most of American community colleges, administrative duties are streamlined and delegated to staff in a systematized manner. It is not possible to identify any ideal model particularly as needs and conditions vary from area to area.

Administrative Responsibilities

While responsibility for policy lies with line managers, administrative tasks are often delegated to staff.

US - Board of Trustees (Legislative and Policy Making Body) /

South Africa - Board of Governors (as described in the previous chapter)

- Exercises control records rules, regulations, personnel, property assets, funds curricula, fees, contracts facility use, etc
- Interpretation of needs/programs of college to state local government and citizens

US - President /

South Africa - Rector

- Chief Executive and Administrative Officer of the college
- Makes policy recommendations to the Board of Trustees/Governors on all matters that affect the college including policy, personnel, budgets etc
- Keeps Board of Trustees/Governors informed of college operations
- Assists Board of Trustees/Governors in communicating policies and services etc to the community

US - Executive Assistant to the President /

South Africa - Public Relations Officer

- Serves as liaison officer for local state and federal agencies and elected officials
- Coordinates the college's Capital Improvement Programs
- Liaises with recognized college constituency groups
- Oversees the preparation of documents such as the Annual Report and Institutional Goals and Objectives

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- Assists in maintenance of the Code of Policies Rules, Regulations and Procedures
- Coordinates preparation of faculty and administrative handbooks
- Coordinates liaison with the appropriate accrediting agencies

US - Assistant to the President for Minority Affairs and Affirmative Action Program /

South Africa - Transformation Officer

- Serves as Affirmative Action/Equal Employment Opportunity Officer
- Serves as liaison officer for local, state and federal minority and women's groups
- Provides employee counseling relating to ethnic and sexual discrimination
- Monitors the college's Minority Business Use Program
- Serves as coordinator of the college's efforts to assure non-discrimination on the basis of disability
- Manages the Minority Student Retention Program

US - Vice President for Continuing Education and Evening Programs /

South Africa - Vice Rector for Continuing Education

- Administers supervises and promotes academic leadership for
 - Evening College
 - Extensions and Degree Centers
 - Weekend College
 - Telecredit Courses
 - Continuing Education
 - Learning Resources
 - Educational and Institutional Development
 - Cooperative Education
 - Experiential Learning

US - Vice President for Administration and Finance /

South Africa - Registrar

- All business operations
- Human resource programs
- Fiscal reporting
- Budget

- Receipt and custody of all funds
- Purchasing
- Payroll
- Auxiliary enterprises
- Rental of facilities
- Supervises
- Fiscal management and operations
- Personnel Office
- Information Systems
- Physical Plant
- Campus Security

US - Vice President for Instruction /

South Africa - Vice Rector for Instruction

- Plans, organizes and administers the college's credit instructional program through the instructional divisions
- Recommends appointment of administrators, faculty and staff
- Evaluates staff and personnel training programs, applies management accountability standards to each division's activities and recommends appropriate personnel and programmatic actions
- Develops long term plans as well as annual plans and budget requests
- Articulates programs with colleges and universities, county school system, government agencies, business and industry
- Assists President in achieving college goals and objectives
- Oversees Resource Development Centers

US - Vice President for Advancement and Planning /

South Africa - Social Responsibility Manager

- Directs and coordinates institutional marketing functions
- Oversees Foundation activities
- Oversees institutional resource development activities
- Administers the institutional planning process
- Coordinates involvement with local community groups
- Directs and coordinates the institution's internal and external communications
- Oversees the college's Community Contact Program /Speakers Bureau

- Provides leadership for the offices of
 - Development
 - Institutional Research and Analysis
 - College Relations and Publications

US - Vice President for Student Services /

South Africa - Student Counselor / Management Committee

- Manages Student Service Programs including
 - Admissions and Records
 - College Activities
 - Counseling and Student Development
 - Enrollment Management and Financial Aid
 - Development and evaluation of goals and objectives
 - Recruitment, evaluation, production and professional development of staff for student services
 - Development and control of area budgets
 - Preparation of master class schedules
 - Student disciplinary procedures
 - College wide enrollment management
 - Liaison with community, county, state and federal agencies

Over and above the routine administrative duties

- Each identifiable division or program submits a report on expectations, priorities and plans specific to that area spanning the next 3-5 years. The submission is through the division chair, program directors (deans), supervisors and other campus leaders to the Budget-Planning Committee.
- The Budget-Planning Committee compacts all the information into analyzable forms and compiles a broad outline of the Master Plan overview.
- The Budget-Planning Committee produces a first draft of a Comprehensive 3-5 Year Plan Overview including vision and mission statements, broad priorities and specific, selected examples of strategic plans connected with these priorities.
- The draft is submitted to the President/Superintendent's cabinet, to the campus at large for scrutiny and eventually drafted into a coherent rational document.

- The Comprehensive 3-5 year Master Plan Overview is then submitted to the Board of Trustees for approval together with each annual comprehensive action plan. The documents are published and disseminated to all campus constituents and made available to the public.
- Annual comprehensive actions plans directly relevant to the parameters and priorities established in the Comprehensive Plan Overview are coupled, published and disseminated by June of every year for the upcoming academic year.

Implications for South Africa

The rifts, divisions and inequalities caused by apartheid obviously determine the level of administrative development as well as the administrative potential of the different regions. In addition, infrastructure and human resources vary greatly from urban to rural areas. In this regard, the establishment and administration of a community college in a rural area of KwaZulu-Natal would, for instance, contrast sharply with a community college in the heart of Johannesburg, Gauteng. The demands on administrative staff depend very much of the needs of a particular community, its location, level of development and specific needs.

The administration of educational institutions is relatively standard whether in a developed techno-state such as the United States or in a developing country like South Africa. As mentioned above, while the fundamental objectives of administration are relatively constant, the technology applied to execute administrative tasks will differ from province to province, district to district, between urban and rural areas, between privileged and disadvantaged groups and between industrialized and non-industrialized areas.

To facilitate a smooth transition towards an equitable and accessible education system in South Africa, prerequisites for the establishment of community college administration need to be put in place, addressing the following:

- legislation is required for the appointment of necessary staff,
- provincial Departments of Education and Culture need to establish special structures for the coordination and provision of community college administrations
- existing administrative structures of the collegiate sector must develop skills training centers to cater to the needs of potential community college administrators,
- community colleges (particularly in rural areas) must establish in-service training facilities for administrative staff
- standardized administrative principles should be established throughout the nine provinces which facilitate articulation between colleges within and between provinces to ensure staff mobility and interaction

A Management Model for South Africa

The management structure of community colleges could comprise the following

- Rector
- Vice-Rector/s
- Deans or Heads of Departments
- Lecturing and instructional personnel
- Administrative staff
- Student Representatives

The number of personnel will obviously be dependent on the nature and scope of the work that has to be done at the community colleges. Understandably, this will differ from region to region and in urban, peri-urban and rural areas and depend also on the nature of the curriculum

HUMAN RESOURCES & PERSONNEL DEVELOPMENT

The nature and type of a community college will largely determine the character of the staff body required. Staffing of a community college situated in an industrial area will obviously differ substantially to that of a rural, agricultural type of college. Staffing further hinges on the demands from the community which it serves and the availability of suitably qualified persons to satisfy these demands.

While it is argued that community colleges cannot be built on the existing structures of technical colleges or colleges of education, this chapter is based on the premise that, due to financial constraints, existing structures will most likely have to be built upon to serve as community colleges.

In addition to the human resource base residing within the existing college sector, there is a large pool of retrenched and retired educators from different fields as well as unemployed graduates from various technical areas. A further resource may exist in the applied science and technology fields and non-governmental organizations.

The skewed educational and economic situation in South Africa outlined in previous sections without doubt impacts upon skills distribution in the country. A surplus in human resources may exist in certain urban and industrialized areas whilst severe shortages will be experienced in rural areas.

It will, however, be helpful for the community college sector to investigate the human resources situation in terms of the categories mentioned previously. A number of human resource audits are in the process of being carried out and existing (insufficient) state figures can be used as a basis to begin to identify the potential human resources on national, provincial and local levels.

Individual community colleges will benefit from developing and maintaining their own Human Resource Directories based on data drawn from the communities in which they are situated. This is particularly important when considering the need to draw staff into the colleges from the local areas.

An HRD Model from the US

Recruitment

Decisions on employment are obviously a crucial component of management responsibility. This is, however, a field that has generally been given insufficient attention.

Community colleges have an ambiguous position within the higher education system and is situated between high schools and universities. For a long time the high school graduates provided the largest pool from which community college instructors were recruited.

Community college instruction is envisaged as practical education in contrast to the strong identification with 'academia' in universities, regarding publications and research. Community college professors are both drawn into and reshaped by the culture of open access and a student-centered approach.

In the US, the representation of ethnic minorities among full-time faculty staff is an increasingly important issue at community college level. This representation plays a role in increasing the educational aspirations of ethnic minority students by providing positive role models of individuals with high levels of educational achievement.

Community college faculty members are recruited in a variety of ways and enter the system from diverse backgrounds. Although some have not gone through teacher training, these members of staff are hired in recognition of their technical expertise. Others move into college teaching from secondary schools and have little experience in teaching adults. Part-time instructors are often retired faculty personnel, business men and women or practicing professionals, or are drawn from other non-educational fields such as medicine, law, government or accounting.

Staff recruitment procedures broadly include the following. The Director of Human Resources announces vacancies to

- the President/Superintendent, Administrators, Classified Staff and Faculty
- organizations of under-represented groups, for example ethnic minority groups, women's groups and disabled persons groups
- job placement centers, personnel offices and instructional offices

Staff selection

The number of part-time faculty members has increased dramatically in community colleges during the last five years (roughly two thirds of community college staff are part-time) Colleges use part-time lecturers for day courses in view of the nature of the courses and the periods during which such courses are offered

Most states provide tenure or continuing contract status for community college teachers after a few years of service Faculty staff often stay in a school district from their appointment until retirement and the sector is characterized by small staff turnover In the more than 1400 community colleges in the US it is estimated that more than half a million people are employed

The staff selection process can briefly be summarized as follows

- Applicants have to satisfy the qualifications for the position as defined by the Board of Trustees and the President
- The selection process includes a Screening Committee which has representation from faculty staff, students, management employees and affirmative action offices who interview candidates that have been shortlisted
- The President will make the final recommendation to the Board

Staff development

While budget constraints have placed strain on staff development programs, attention is being given to staff training to serve the needs of under-prepared students Placing additional strain on staff is the fact that students lacking the skills for college level work have begun to take advantage of the community colleges system

Staff development and in-service education and training take many forms From the time that an instructor is employed, he/she is oriented by his/her immediate supervisor This is done for the following reasons

- to improve teaching
- to maintain current academic and/or technical knowledge and skills
- to re-train the instructor to meet changing institutional needs
- to conduct inter-segmental exchange programs
- to carry out computer and technological proficiency programs

In the state of Minnesota, for instance, new employees go through a two year probationary period after which he/she is confirmed as a full-time

employee and can then enjoy benefits such as medical insurance and pension plans. A full-time employee confirmed in appointment is still, however, subject to regular evaluation by the Dean as well as students.

In-service education and training opportunities are made available through instructors and are continually updated.

While an instructor is promoted on the basis of his/her work, salary increments are based on qualifications. The greater the level of academic improvement, the greater the increase in salary.

Performance appraisals

Performance appraisal in terms of evaluation, merit rating and review is conducted in community colleges much like in any other organization. College administrators appraise the performance of department heads, faculty and support personnel to measure their contributions to the objectives of the institution. The process varies from a series of informal assessments to more structured written reports.

In the sphere of equal opportunities most attention has been given to the area of recruitment and selection. Whilst the process is subject to the same laws and guidelines, decisions relating to promotion, selection for training programs, wage levels and disciplinary procedures are derived from performance appraisal reports. Title VII of the Civil Rights Act of 1964 prohibits employment discrimination based on race, color, religion, sex or national origin. The Age Discrimination in Employment Act of 1967 prohibits discrimination against people aged 40 and over.

In California, for instance, appraisals and promotions are determined in accordance with their Education Code.

- The title of **'Lecturer'** is applied to all part-time extended day faculty members.
- The title of **'Instructor'** is used to denote faculty members who enjoy a probationary status, unless their preparation and previous experience entitle them to a higher rank.
- The requirements for the rank of **'Assistant Professor'** are
 - the completion of three years of full-time college teaching and the attainment of tenure, or
 - an earned Ph.D. or Ed.D. degree

- The requirements for the rank of ‘**Associate Professor**’ are
 - the completion of seven years of full-time college teaching experience and
 - 50 post-baccalaureate units with an earned Master's degree
 - a vocational class A credential or full-time standard designated subjects credential specialization in vocational and technical subjects with an earned Bachelor's degree
 - attainment of tenure and an earned Ph D or Ed D degree
- The requirements for the rank of ‘**Professor**’ are
 - 12 years of full-time college teaching experience and an earned doctorate degree
 - 12 years of full-time college teaching experience and a vocational class A credential or a full-time standard designated subjects credential with specialization in vocational and technical subjects with an earned Master's degree
 - 15 years of full-time college teaching experience and 50 post-baccalaureate units including an earned Master's degree
 - A faculty member must have completed at least five years before being awarded the rank of ‘Professor’

No new applicant is offered a starting salary higher than that recommended by the President/Superintendent. The Director of Human Resources is responsible for the processing of applications. The Director also provides the incumbent with details of the role functions.

Implications for South Africa

While there is a valuable reservoir of human resources available in South Africa, many may not be qualified for all aspects of the community college system. Staff development programs and in-service education and training strategies can nonetheless be developed to ensure that this core of educators is used.

Transformation of existing institutions

While it is argued, as mentioned previously, that existing institutions might not be able to be transformed into community colleges, the establishment of community colleges from scratch would undoubtedly be

capital intensive. The existing technical, vocational and education colleges could be successfully transformed into community colleges. In many instances existing programs may already conform to the requirements of community colleges.

While existing and employed college staff could be utilized, it would be imperative for colleges to embark on sustainable human resources development and staff enrichment programs. Close cooperation could be developed with existing distance education institutions, colleges of education etc. to establish a suitable in-service training program for potential community college instructors.

Since technical colleges already function using a small core of full-time faculty and a larger number of part-time staff, it would be advantageous to draw on this sector for the continued staffing of community colleges. This human resource pool can be effectively used because of its current skills base and the technical and commercial niche that they already occupy – all but only marginal in many instances. One has to consider that technical colleges are mainly located in the urban areas. This might hamper the development of community colleges in the rural areas if they are to be based in principle on existing institutions.

Students staff ratios

Another issue specific to the South Africa context is that legislation and governing boards can prescribe the student faculty ratio as a standard for instruction. Changing prescribed ratios offers an institution one way of adjusting instructor workloads. It will further depend on the following factors:

- type of college (e.g. technical, commercial, etc.)
- method of instruction
- availability of technology
- class sizes
- facilities available
- subject matter
- physical location of the college

Technological considerations

The availability of satellite and subscriber broadcast technology for the introduction of relevant educational programming cannot be ignored when

discussing learning in remote and sparsely populated rural areas. However, the lack of trained staff and basic infrastructure (level of electrification) in some of these areas obviously precludes a highly technological approach. A high level of concentration in this field could satisfy the need to provide services in areas with basic infrastructural development. This approach does not require extensive staff or capital resource injection.

Qualifications of staff

Faculty must have a good command of the fields of instruction for which they are responsible. For instance, persons teaching university parallel courses should have a qualifications standard commensurate with that required by the cooperating university. Similarly, those involved with technical or vocational courses should have qualifications and practical expertise approved by the relevant Training Board.

Considering the existing cultural, social and political situation in South Africa, a re-orientation of staff in terms of the new approach and thrust of community colleges is crucial for the initiative to succeed. Thus, together with in-service training and general human resource development policies, will ultimately provide the foundation for the successful implementation of the community college concept and promulgation of human resource needs.

FINANCE & FUNDING

In South Africa the breakdown in funding of post-school education institutions is apportioned roughly as follows: 50 per cent from the government (57 per cent in the US), 18 per cent from tuition fees (15 per cent in the US) and 32 per cent from outside sources (28 per cent in the US)⁴. The proportions for the rest of the African continent are quite different, with Anglophone countries receiving approximately 85 per cent and Francophone Africa 93 per cent from government sources with eight per cent and seven per cent respectively from other sources. In many cases African post-school institutions were regarded as national assets and the level of funding therefore depended largely on the state rather than on students, donors and fund-raising initiatives.

In South Africa the funding crisis in post-school education institutions is exacerbated by the legacy of apartheid education policies. The former Department of Education and Training (DET)⁵, the administration responsible for the education of Africans, presided over an education system offering a far lower standard of schooling than other Departments with a vastly lower financial input per student. For instance, for every R1 spent on a white scholar, 80c was spent on an Indian scholar, 60c on a colored scholar and 20c on a African scholar⁶.

Given this legacy the process of transformation in education must obviously give serious attention to resource allocation in further education institutions. It must also take into account that South Africa's disadvantaged students never had the opportunities afforded to their white counterparts and expectations are therefore not the same. Educational backlogs therefore vary from area to area.

Finance thus constitutes the most critical component of community college planning and debate. If no clear plan of action emerges to overcome the resource inequities and to supply a sufficient framework for the financing of community colleges, no buildings can be constructed, no staff

⁴ 1995 Estimates for University Systems. Prof Ian Bunting, University of Cape Town.

⁵ The DET controlled education in the former homelands and self-governing territories.

⁶ Unpublished paper. Prof D Bagwandeen, Springfield College, Durban, 1995.

salaries can be paid, no equipment can be acquired and no student grants can be allocated

While community colleges in the US were initiated with a high level of government financial support, as time went by this support suffered from general budget cut backs. To make up the shortfalls, other avenues of funding should be found. In the case of South Africa community colleges will be either new institutions, or transformed old institutions. Financial support from government is unlikely to exceed what the state has already allocated to education budgets. South African community colleges will therefore not have the benefit of state funding indicated in the proportions outlined above and will require greater financial input from elsewhere. As student resources will invariably be limited and the greatest need for community colleges exists in disadvantaged areas, this inevitably means sponsorship from the private sector and even foreign donors might make up the major part of community college income.

A Model from the United States

With the decline in financial resources on the one hand and the ambitious commitment of community colleges to follow open access policies with comprehensive curricula and quality instruction on the other, American community colleges had to rethink their funding situation. The lack of financial resources is challenging the foundation on which community colleges were established. Due to the current situation in the US where proportions of funding from federal (central) government funding is decreasing, therefore state (provincial/regional) and student contributions have had to increase. There is now a heavier emphasis on alternative sources of funding such as contract courses for business, foundations, endowments, lotteries, commerce and industry.

At state (provincial) level the expectation is that student fees should be increased to compensate for the decrease in federal (central) government funding. However, students are reluctant, as in South Africa, to make up for these increases through reliance on loans, grants and bursaries. This is threatening the 'open door' policy for students not able to attend college due to financial constraints. This has a negative impact on disadvantaged communities which lack an economic resource base. One example of this is the decline in Hispanic and minority group enrollments in California.

The American solution seems to hinge on the provision of student grants and loans - based on a means test. A similar scheme is currently envisaged for South Africa, to focus initially on universities and technikons and to include the college sectors at a later date when the higher education system has been restructured. The proposed South African loan scheme, as in the US, might be subject to a means test and the loan repayments might be on an income-contingency basis. In the US while the loans may be privately procured, the interest and other conditions are determined by federal legislation.

At institutional level and in order to keep fees and tuition costs at a minimum community colleges in the US have embarked on long-term and strategic planning which influence their operations. These plans include for instance, the allocation of resources to programs with the most favorable cost-benefit ratios (students are assisted to obtain marketable skills in line with market and commercial demands). In addition, different faculties engage in contract work with major industries and commercial enterprises. In this regard, the industry concerned then foots the bill for tuition and the sundry expenses of the faculty.

At the Inver Hills Community College (IHCC), for instance, the drawing up of the budget is a joint venture. (The Inver Hills Community College has an enrollment of 9 036 students (full and part time) and an annual budget of approximately US \$14 million.)

The Director of Administration chairs the finance forum which comprises representatives from the staff and student bodies. The President of the IHCC also convenes a President's Cabinet Meeting in which cabinet members present financial items to be included in the main budget. The Director of Administration advises the cabinet on the financial implications regarding the budget. A copy of the budget is presented to the District Board and the state government also receives a copy.

Colleges receive funds from the state government which distributes finances to the districts. The districts in turn allocate funds to schools in accordance with the enrollment. In some colleges like Inver Hills Community College, the students are expected to contribute towards the college funding.

The usual situation in Minnesota, for instance, is as follows

- Income
 - Federal/State 50 %
 - Student 48 %
 - Other 12 %

- Expenditure
 - Staff 81 %
 - Non-personnel 19 %

Implications for South Africa

An economy/industry-based community college education model cannot be unconditionally accepted to apply to South Africa as it will then cater only for the needs of industry and the private sector. It will then work against development and general community-driven courses which cannot be translated into production or profit. One should not lose sight of community empowerment, self-development, community development and education for democracy. If the accent is placed on job training only, it may signify a disinvestment by the state away from their social responsibilities amongst which are broader education and social welfare. It must be clear that community college funding should hinge on a partnership between the state, the private sector and civil society.

Before one can consider concrete proposals for funding, one has to take into account the current debates and inquiries into the post-school education system in South Africa. The way in which the post-school education system may be structured in future, may include universities and technikons in the higher education sphere, with the college sector included in the further education system. Current debates are further considering which state level, for instance national, provincial or local, will be the controlling authority of the further education sector. The National Commission on Higher Education (NCHE) looking into the restructuring will make its recommendations public by the middle of 1996 and the findings of the proposed Further Education Commission should streamline the community college concept.

Obviously total funding cannot derive from the state only. Because of the historical inequalities discussed, it is critical for the Reconstruction and Development Program and the private sector to play an active role in the debates around community colleges. A substantial financial contribution from these two major role players is required to kick-start the community college initiative. Further sources of funding should include student fees, donations and gratuities, fund-raising activities, grants and endowments, employer contributions, etc.

Strong consideration should be given to joint ventures and combined facilities of the different education and private sector institutions in order to minimize the costs to individual colleges. Some resources that could be shared include libraries, buildings, sports fields and other recreational facilities, staff, a central registration bank and other technological resources.

Because it is envisaged that community colleges will service the needs of local communities, with an accent on previously disadvantaged sectors, student fees have to be kept to a minimum. The establishment of these colleges in close proximity to learners will impact substantially on student expenses in terms of travel, accommodation and childcare. Given the financial situation of so many potential students, this is an extremely significant factor.

Like the financial aid scheme currently under discussion in the tertiary education field, the college sectors should be included in the same scheme or a similar scheme should be developed. In reality it is this particular sector that will enhance and strengthen South Africa's democracy as the community college concept has the potential to reach a broader cross section of the population than the tertiary education system.

STUDENT SERVICES

Admission Policies

As with all other aspects concerning the establishment of community colleges in South Africa, consideration of admission policies cannot be undertaken without due consideration of the problem of redressing the social, political and education inequalities inherited from the apartheid system. Existing school qualifications as well as the work and life experience of a potential learner should be taken into account.

Ensuring that educational institutions such as community colleges are open to those whose education suffered under apartheid, necessarily involves broadening admissions criteria. This cannot, however, be done with any success without the provision of sound counseling and advisory services as well as other programs such as access courses. The aim must be to remove the barriers to broad-based admission currently experienced in most post-school institutions and ensure that community colleges are truly accessible to those in need of their facilities.

The challenges facing a future community college sector are multi-faceted. On the one hand, the institution must reduce the massive backlog in formal education resulting from the Bantu education policies whilst on the other hand it should strive to maintain standards at a level which allow a smooth transition to institutions of higher learning.

Two perspectives can be identified in the current debate. Either an institution provides a second tier or parallel sector which caters to the needs of those without adequate ability to enter the mainstream or counseling and access services can be provided in all departments of the college to assist students achieve required standards. The latter option would obviously be the most desirable in terms of complete access but would be most difficult in terms of the demands that it will place on staff. A priority must be to ensure that students emerge from the college with confidence in themselves and in their newly-acquired skills, whatever their motivation for entering the institution.

Admission requirements and procedures must be formally drawn up by the college, in conjunction with community interest groups and

stakeholders, and made readily available to all potential students. Admission issues of community colleges to be addressed, should include, inter alia, a record of prior experience, language requirements, age requirements, submission of all necessary documents, application and administrative fees, and participation in the skills assessment and orientation programs. While general policy guidelines should be drawn up on a national basis, regional and local institutions will need a reasonable level of flexibility to cater to the specific nature and location of each college.

Student Counseling & Advisory Services

Having established the principle of broad accessibility, it is not automatic that every applicant will qualify for admission. Admissions will depend on course and place availability; all colleges will not be in a position to offer a full range of courses. However, concerned and qualified staff should be in place to assist and counsel the applicant in choosing a course where he/she will maximize his/her potential.

Those students without high school qualifications may need to submit to assessment of basic skills in areas such as mathematics, language skills, reading and writing and undergo orientation of the institution and its courses and programs. New entrants must receive advice and counseling which recognizes students as individuals with unique backgrounds and plans for the future.

In addition to advising students on academic and career matters and financial aid, counseling may also include advice for learners on personal matters and may make the necessary referrals to appropriate agencies. Although counseling and advisement should be an ongoing exercise in an institution of learning, it is essential that students are guided and counseled properly at the time of admission, particularly in terms of choosing courses and programs to empower them to make informed decisions. Advice and counseling should therefore form an integral part of the admission policy. It may be helpful to look at the admission policies, counseling and advisory services of some community colleges in the United States.

The United States Model⁷

Policy of Non-Discrimination

Admission to community colleges is granted without regard to race, creed, color, gender, age, national origin or disability

General Requirements

Students who have a high school diploma or its equivalent or a pass in the General Education Development test (GED) are eligible for admission into courses which lead to entry into higher education institutions. For leisure learning, literacy or numeracy courses the general requirements will be more relaxed. Also, if a student seems to have a reasonable chance to succeed⁷ in college admission procedures may include the following:

- An assessment process involving a review of the individual's educational background and work experience as well as a personal interview with the college's Admissions Committee. Educational testing and/or personal recommendations may be deemed appropriate to determine potential for post-secondary achievement.
- A recommendation from the Admissions Committee is made to the Director of Student Services who then makes the final decision.
- The College will maintain a record of the admission decision and supporting materials in the student's files (general and financial aid).
- College admissions do not automatically qualify a student for all courses on offer.

Application Procedure

In most community colleges application forms are made available through the Admissions Office and in high schools. Mass advertising is targeted at residents in the community. Application forms are either unique to an institution or may be a standard state-issued form. Application deadlines are not always applied. Submission of application forms can usually be made right up to the day before the beginning of courses and can be submitted by mail, in person or by fax.

While in some states a non-refundable application and administration fee ranging from \$10 - \$25 is charged for new students (returning students

⁷ transcripts are used in the American sense to mean school report

do not pay this fee), some colleges have additional conditions a fee for new students registering for 8 or more credits or for international students may be payable, for instance

Transcripts and school records from former schools are required from each new student to assist in counseling sessions and academic planning. Transcripts must be received by the college directly from a student's school prior to orientation. Hand-delivered transcripts from students are not accepted.

Assessment

At some colleges students seeking a college degree are obliged to complete a cost-free computerized academic Skills Assessment Inventory. The results of the assessment are used to assist in identifying the prerequisite or developmental needs of students. The American College Test (ACT) or equivalent college-bound examinations are recommended.

Orientation & Registration

Orientation sessions to acquaint new students with college life including appropriate programs of study, degree requirements, transfer information, registration procedures, academic policies and the resources on campus are held before the beginning of classes. In certain instances students who participate in the orientation program qualify for priority registration.

Extended Opportunity Programs and Services (EOP/S)

This program is designed to assist students from low-income and educationally disadvantaged backgrounds. Services include counseling and guidance, program advice, tutoring and assistance with grants and transfer procedures. Cultural awareness programs are included in the programs of certain colleges.

Special Admissions

Special High School Students - Concurrent Enrollment

Under the Post-Secondary Education Opportunity Program (PSEOP), some qualified high school juniors and seniors are eligible to attend a college when space is available without any direct cost to the student. The candidate must

- be less than full-time high school
- file for PSEOP with high school
- submit to the college necessary application materials such as high school transcripts, application forms, etc
- must be able to maintain a passing grade at the college

International Students

International students are eligible for admission if they have completed the special admissions procedure for international students. They are asked to present valid proof of a score of 500 points or more on the Test of English as a Foreign Language (TOEFL) and to show means of financial support.

In certain instances in addition to the requirements outlined above the college reserves the right to require international students to enroll in relevant and appropriate development courses as part of the prerequisite for admission.

Veterans

Opportunities exist for veterans, war orphans dependents of disabled or deceased veterans to study further under various educational programs administered and financed by the US Veterans Administration (VA).

Transfer Students

Transfer applicants must meet the college's admissions requirements and are given provisional admission until all transcripts are received and evaluated by the college. Only official transcripts - not student issued - are accepted for evaluation. Approval is made of those credits that are acceptable for a degree or certification program. Applicants who have been out of high school for more than 5 years may not be required to submit a high school transcript.

Transcript Evaluation & Academic Standing

Transfer courses with a D grade (the lowest passing grade) are not considered if the cumulative Grade Point Average (GPA) from the transferring college is less than a D and only credits that are applicable to a student's chosen degree or certificate are accepted in transfer.

Counseling & Advisory Services

A broad spectrum of student counseling and advisory services are provided to students to equip them to develop their potential optimally

The academic counselor clarifies issues about transfers, degree requirements academic policies, campus resources registration procedures and advises on educational plans The counselor gives the student the opportunity to explore his/her capabilities, college expectations and career plans Academic progress reports test results occupational literature, study guides, and senior college catalogues are made available to help the student plan and make decisions

- 1 In some states and colleges, the student support services program (academic support programs) -- which is federally funded -- is designed to improve the retention, graduation, and/or transfer rates of participating students
- 2 In addition to the counseling that students receive once they get to the community college, some states have what is called Tech Prep It is a planned sequence of instruction that begins at the ninth grade level to prepare students for college apprenticeship programs and entry into the workforce
- 3 In certain colleges an Institute for Cultural Understanding exists which is a multi-cultural alliance that seeks to involve the entire college community and the public in an ongoing dialogue on inter-cultural relations, attitudes and activities

Legal Counseling & Service Program Funding

Each community college state college and university campus has a program to provide legal counseling and services to students The money is drawn from the account of the college's activity funds and then allocated to the students' association

Career Planning

Counseling services include a Career Resource Center (CRC) where career information is made available to all students For those students who want a structured exploration of their interests and values, counselors offer Life/Career Planning classes for credit as well as non-credit workshops

Other Services

Other services available to all students include health services, disabled student services, recreational facilities, child care and food services

Job Placement

Job placement listings, workshops in job research technique, training in the writing of a resume vocational interest testing, career exploration and planning courses are the kinds of services offered by the community college to assist students in seeking full-time and part-time employment on and off campus Employment opportunities may include work-study programs

Implications for South Africa

Regarding access, the following implications for South Africa apply

- Policy makers in South Africa should formulate a non-discriminatory open-access admission policy offering equal educational opportunity to all students
- Since everyone in South Africa aged 18 and over is legally an adult, should 18 be the minimum age for entry into the community college system? And should people who do not meet the age requirement but possess a reasonable chance to do well in college be admitted through a special admissions procedure? The following could be taken into account
 - Recognition of prior learning
 - The ensurance of widespread opportunity for registration throughout the country (the application form for admission and procedures should be made available through all post-primary educational institutions, police stations, clinics, town halls, libraries and church offices)
 - Initially, registration should take place on-site in order that skills assessment orientation, advice and counseling can be carried out smoothly and with maximum benefit to the student
 - Prospective students may be required to pay a minimum application fee as well as registration fee in order to supplement the funding coming from other sources

- Students should have the option of following full or part-time courses of study

Other student needs may include

- Child care centers to assist student parents
- Students' health care to address issues such as health, mental counseling and AIDS prevention
- Family support and education center to provide education on parenting and related issues
- Marriage counseling
- Counseling to reduce teenage pregnancies
- Institute for Inter-cultural Understanding or similar
- Tech Prep or similar sequence of instruction beginning at high school level to prepare students for apprenticeship programs and entry into colleges and the workplace
- Understanding of the special needs of demobilized soldiers, disabled, mentally challenged, the aged, etc

CURRICULUM

Community colleges should provide a comprehensive range of courses tailor-made for the communities within which they operate and catering to the specific economic technological and developmental needs of a given area. Community colleges should in response to the nature of the demands being made upon them offer multi-purpose curricula providing a range of courses ranging from literacy and numeracy classes to university-level and general interest courses.⁸

It is important that the curricula developed by community colleges should take into account the educational backlogs caused by discriminatory apartheid structures. The newly-developed curricula should utilize methodologies which ensure that students adequately adapt to the post-school system. Access courses designed on the principle of separation will not suffice and strong consideration should be given to the development of an integrated curricula.

The essence of community college education should combine the principles of a learner-centered approach, life-long learning, flexibility in course-provision, the removal of barriers to access, the recognition of prior learning and experience, the provision of learner support, the construction of learning programs in the expectation that learners will be successful and the maintenance of rigorous quality assurance over the design of learning materials and support systems.⁹

Models from the United States

The way in which community college boards determine their courses for academic study, training in professional, semi-professional and technical fields, is geared to avoid program duplication between and within colleges. High priority is placed on the transferability of credits.

⁸ Taken from unpublished thesis of Mr George Singh

⁹ Taken from a speech by Prof S Bengu, Minister of Education, given at the conference on Community Education in South Africa, held in July 1995.

Curricula Objectives

- To offer courses, programs and services which will be culturally stimulating to members of the community and to serve as a focal point for the cultural activities of the community
- To provide programs of general study which enable those who are not seeking a degree or who are uncertain of their educational goals to acquaint themselves with several broad areas of learning
- To provide occupationally-oriented programs for those students who wish to pursue work in a vocational, technical, business or semi-professional field
- To provide programs for those people in business industry or the professions who wish to study for advancement in a current occupation or to enter a new area of employment
- To provide programs for basic and adult education which can lead to a high school diploma or its equivalent
- To provide programs and activities which address significant community problems in the area of environmental and governmental concerns, health, safety, child rearing and education, consumer economics and human relations
- To provide self-supporting programs and classes which offer community members an opportunity to participate in vocational and leisure type activities
- To give those who are seeking access or re-entry into a tertiary institution, a starting point, to later enter such an institution

Degrees and Certificates Awarded

Community Colleges award three types of degrees and a variety of certificates. The three types of degrees can be sub-divided into two categories:

- Transfer or pre-baccalaureate degree programs: Associate in Arts (AA), Associate in Science (AS) and
- Career degree programs: Associate in Applied Science (AAS)

Associate in Arts Degree

Associate in Arts (AA) degrees are conferred upon those students at community colleges who complete a two-year program preparatory to seeking a Bachelor of Arts degree at a four-year college or university.

These programs are specifically designed so that all the course work will transfer to a four-year institution. In fact, optional courses may be offered to students taking transfer programs which can be tailored to the specific major fields a student plans to pursue in their junior and senior years (and may also be tailored to the requirements of specific four-year colleges and universities)

Associate in Science Degree (Post Secondary Vocational)

The Associate in Science degree (AS) is awarded to those students completing a two-year program preparatory to entering employment as a technician or semi-professional or for students who are currently employed and plan to use their educational experience to advance their careers.

The AS degree programs consist of courses developed to provide the student with knowledge, skills, and competencies required for initial employment as well as the general knowledge and skills necessary to succeed in a technical work environment.

The AS degree program generally includes

- Technical courses
- General Education courses
- Technical Support courses

Credits earned in some Post-Secondary Adult Vocational (PSAV) certificate programs may be applied toward the AS degree programs. Many of the credits earned in AS degrees can be transferred to universities should the student decide to pursue a bachelor's degree at a later stage.

Associate in Applied Science Degree

The Associate in Applied Science degree (AAS) is offered at certain community colleges. These programs are designed for students intending to seek employment upon graduation from the community college. The degree is conferred upon those students completing a two-year program of technical-vocational work. These specific occupational courses are not normally offered by four-year institutions and are not generally accepted as transfer credit by four-year institutions. However, the general education courses required of students taking career programs will be accepted by four-year colleges and universities as transfer credits.

Certificate Courses

A wide variety of occupational certificate courses are offered, ranging from Block-Time programs to Completion Certificate courses. Technical/Vocational Certificate programs, for example, are intensive programs designed to prepare students with entry-level skills in specific technical and vocational occupations. Courses range from 360 to 1400 clock hours in length and are available in full-time and/or part-time formats.

Students enrolled for certain courses may request and receive semester credit hours towards the appropriate AS or AAS degree. PSAV programs are offered at the skilled employee level with emphasis on both theory and practical applications. Students may enroll for any course or combination of courses offered during the term. At some colleges, entering PSAV students are required to take the Test of Adult Basic Education (TABE) and are required to meet minimum cut-off scores in reading, language, and mathematics prior to graduation.

Other Degrees

In Minnesota, for instance, as a result of the Twin Cities Higher Education Partnership, the University of Minnesota and the community and technical college systems offer baccalaureate-level application-oriented programs. These programs begin at the community colleges either as AA or AS with the final two years being completed either at the University of Minnesota or at the community college sites.

Articulation and Transfer

Community colleges are identified as the primary entry point for students seeking a post-secondary education. A strong commitment was necessary to assist students in moving through the educational system as rapidly and efficiently as possible while maintaining state standards and criteria of excellence. Student flow needs to be seen as a continuum from secondary school through the two-year institution to the baccalaureate degree and beyond. Articulation needs to occur at all levels. A distinction, therefore, needs to be made between transfer and articulation. Transfer is defined as the process of reviewing and admitting applicants of advanced

standing, whereas articulation is defined as the process for aligning courses and programs that are offered by two or more institutions

Articulation involves the range of processes and relationships established between two or more educational segments to enable students to make a smooth transition from one level to another. In an instructional context, articulation is a systematic process which permits students to move from one course or program level to another without experiencing a delay or duplication of learning. In an administrative and student services context, articulation is a program of activities which helps students successfully make the transition into the college environment. To ensure success, it is necessary that communication, cooperation, coordination and commitment between faculty and administrators of the partner institutions

Statewide articulation generally occurs in one of three ways

- It is provided through state-mandated policies and practices
- It occurs through voluntary state-wide and inter-institutional agreements
- It is provided through formal, legally-based state policies

A major concern for community college students is that they progress from one segment of higher education to another as smoothly as possible. In addition, some students change their educational objectives as they progress in their studies. These students should be able to complete their general education courses and have them transferred without loss of credit. One means of accomplishing this objective is through the development of recommended transfer programs between two and four-year institutions. Any definition of transfer must inevitably be linked to articulation since they are separate but related issues.

In response to concerns expressed by admissions personnel and a concern over the unnecessary repetition of courses by transfer students, some states have provided for the establishment of a state-wide course numbering system to facilitate the automatic transfer of credit for equivalent courses among universities and community colleges. A state agency was established to manage the system and serve as a channel of communication between colleges and other institutions.

The course numbering system was designed to

- Serve as a joint undertaking of universities and community colleges
- Place responsibility with the universities and community colleges to determine course equivalencies. Their decisions were to be based on detailed course descriptions or syllabi
- Establish course inventories listing all courses offered by universities and community colleges and to identify equivalent courses
- Develop statewide-course descriptions, or course equivalency profiles, to be used in determining equivalencies

Other interventions which facilitate the articulation system may include the following

- appointment of articulation officers for the appropriate levels
- common transcripts
- dual enrollment programs
- placement testing
- computerized academic advice system
- program reviews

Other study purposes

Students do not necessarily want to transfer to other institutions and they are often not ready for college-level work when they first enroll at a community college. Students often study for self enrichment or for leisure. High schools can, however, facilitate the process of transfer to other institutions by advising their students of the necessity of being better prepared to undertake college-level work. Community colleges in general show a high degree of commitment towards helping students to remedy their academic deficiencies and at the same time offer high quality, lower division programs that ensure easy transfer of credits.

Implications for South Africa

The college sector should work within the National Qualifications Framework (NQF) which will provide mechanisms for quality assurance in

community education. These mechanisms include the means by which learners in community colleges can advance themselves by accumulating recognized credits and qualifications. Curricula need to be developed and presented within this framework, also taking into account recognition of all prior learning (RPL).

It is imperative that articulation and transfer agreements and joint curriculum development be undertaken by all institutions concerned both with the school sector and with other tertiary institutions. Strategies and criteria need to be developed for the recognition of prior learning. Community colleges may offer the following courses, although all colleges will not of course be able to offer all the courses¹⁰

- university equivalent courses (transfer orientated curricula paralleling the first two years of a baccalaureate program)
- para-professional technology programs
- career education programs
- adult continuing education including retraining, recreational, cultural and non-credit offerings
- remedial education
- basic skills education
- courses requested by governmental agencies, commerce and industry
- some 'open' courses tailored to the specific needs of the community

It is important that the course development in community colleges is done in conjunction and consultation with the communities in which they are situated.

Curriculum models from the US seem appropriate and could be modified to suit the South Africa context (see Appendix 3)

¹⁰ Taken from unpublished thesis of Mr George Singh

APPENDIX 1

NORTHERN VIRGINIA COMMUNITY COLLEGE BOARD POLICIES AND PROCEDURES MANUAL

1 NAME MISSION AND EDUCATIONAL PROGRAM GOALS

1.1 Name of College

The name of the College shall be the Northern Virginia Community College

1.2 Mission and Goals

In keeping with the mission of the Virginia Community College System the mission of NVCC is to respond to the educational needs of a changing community and its institutions ensuring that all individuals in the Northern Virginia area have an opportunity to develop and enhance their values skills and knowledge To achieve this mission the following goals are established

- 1 To provide programs and courses of instruction through the associate degree level encompassing occupational-technical education college transfer education general education developmental education training for business and government continuing education and community services and experience in the work environment
- 2 To provide a comprehensive program of student development services
- 3 To provide a broad range of instructional methods materials facilities and instructional support services that accommodate students of varied backgrounds interests and abilities
- 4 To create an educational environment that encourages and supports the highest level of performance
- 5 To enhance economic cultural and educational partnerships between the College and the community

2 BOARD AND PRESIDENT

2.1 Authority for the Establishment of the Board

Title 23 Chapter 16 Section 23-220 of the Code of Virginia makes the following provisions

"The State Board shall establish policies providing for the creation of a local community college board for each institution established

under this chapter and the procedures and regulations under which such local boards shall operate "

2.2 Name of the Board

The name of the Board shall be the Northern Virginia Community College Board

2.3 Duties and Responsibilities of the Board

The Policy Manual (Section 2 IX D 7) for the Virginia Community College System makes the following provisions concerning the duties and responsibilities of the Board

'A college board shall perform such duties with respect to the operation of a community college as may be delegated to it by the State Board. In general, a college board is responsible for assuring that the community college is responsive to the needs existing within its service region within the statewide policies, procedures, and regulations of the State Board. The specific duties of a college board include the following:

- (a) The college board shall elect a chair and other such officers from its membership as it deems necessary and shall adopt such rules and regulations as are considered necessary to conduct its business in an orderly manner.
- (b) The college board and the members thereof shall serve as channels of communication between the State Board and the governing bodies of the local political subdivisions.
- (c) The college board shall submit its recommendations to the State Board for a name for the community college and each campus of a multi-campus college. In the name of each community college shall be included the phrase "Community College". The college board shall be authorized to provide names for any facilities on the college campus.
- (d) The college board shall provide recommendations to the State Board on the development of the site plan and on the design and construction of facilities for the community college.
- (e) The college board shall participate with the Chancellor and the State Board in the selection, evaluation, and removal of the president of the community college in accordance with the procedures adopted by the State Board.
- (f) The college board shall participate with the college president, the Chancellor, and the State Board in the development and evaluation of a program of community college education of high quality in accordance with procedures adopted by the State Board.
- (g) The college board shall be responsible for eliciting community participation in program planning and

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development establishing local citizens advisory committees for specialized programs and curricula and approving the appointments of all members of these committees

- (h) The college board shall review all new curricular proposals for the community college and shall recommend those proposals that it supports to the State Board. It shall also review proposals for the discontinuation of programs and shall communicate its recommendations on such proposals to the State Board.
- (i) The college board shall oversee the development and evaluation of the community services program for the community college and may authorize the president to grant an "award of completion" to a person successfully completing an approved non-credit program.
- (j) The college board shall be kept informed of the fiscal status of the college by the college president and shall receive summaries of the biennial financial plan and the annual spending plans.
- (k) The college board shall review and approve a detailed local funds budget for the community college as prepared by the college president within State Board guidelines and shall submit this proposed budget to the State Board for review at the time of its submission to the local political subdivisions. In addition, the college board shall submit a financial statement showing detailed expenditures of such local funds to the local political subdivisions and the State Board at the end of the fiscal year.
- (l) The college board shall be responsible for reviewing and approving local regulations on student conduct developed by the college president within the guidelines of the State Board.
- (m) The college board shall be responsible for the review and approval of a budget prepared by the college president for the expenditure of revenues from vending commissions and auxiliary enterprises including the student activity fund within the guidelines established by the State Board. The college board shall be responsible for reviewing and approving periodic reports of revenues and expenditures within these funds.
- (n) The college board shall be responsible both for reviewing reports of audit and for reviewing the college president's response to those reports of audit.
- (o) The college board shall be informed of personnel matters by the college president "

2.4 Composition of the Board

The Board shall consist of eleven (11) members. The cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park and the counties of Arlington, Loudoun, and Prince William shall have one representative each, and the County of Fairfax shall have three representatives.

2.4.1 Length of Terms of Board Members

A. The Policy Manual (Section 2 IX D 3 d) for the Virginia Community College System makes the following provisions: "Members shall be appointed for a term of four (4) years.

No person having served on the community college board for two successive four-year terms shall be eligible for reappointment to the college board for two years thereafter, provided that a person appointed to fill a vacancy may serve two additional successive terms."

B. In accordance with policy of the State Board, the anniversary date for members of the Board is July 1.

2.4.2 Compensation of Board Members

A. Members of the Board shall receive no salaries.

B. Members of the Board will be reimbursed at the regular state mileage rate for official travel to and from meetings and other official functions required by the Board. Travel outside the area served by the Northern Virginia Community College will be reimbursed only if authorized by the Board.

C. If any official meeting or official engagement of the Board necessitates a meal being served during the time that the Board member is on official college business, the Board member will be reimbursed for the cost of that meal.

D. Members will be reimbursed for other direct costs incurred in the execution of their duties as members of the Board.

E. Reimbursement to members for the above items shall be upon proper vouchers from funds available in either the Local M&O budget or the State M&O budget as appropriate.

2.4.3 Removal and Replacement of Board Members

A. The Policy Manual (Section 2 IX D 3 e) for the Virginia Community College System makes the following provisions: "Failure to attend meetings of the college board shall constitute cause for the removal and replacement of a college board member. The community college board shall make this determination, and if it is determined that it is in the best interest of the college to have a replacement, the college board shall notify the appropriate sponsoring political subdivision of the need for a replacement."

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- B Should a member find it impracticable for personal or business reasons to regularly attend board meetings and is absent for three consecutive meetings or for 40% or more of the meetings scheduled between July 1 and the next succeeding June 30 he/she shall be notified in writing by the Board Chair that the matter will be presented to the board in executive session at the next Board meeting
- C This notice shall inform the member that he/she may present such justification as he/she may desire or offer to resign
- D The Board shall make its determination and if appropriate instruct the Chair to notify the jurisdiction concerned of the need for replacement

2.4.4 Reallocation of Board Membership

- A The Policy Manual (Section 2 IX D 5) for the Virginia Community College System makes the following provisions 'In the event that any local political subdivision wishes to reallocate the positions on a college board because of changing conditions it shall notify the community college board and the State Board in writing of its desires and reasons for change The same procedure used to establish the original ad hoc committee shall be instituted to establish an ad hoc committee to determine the number of members on the community college board and the allocation of these members among the local political subdivision(s) sponsoring the college "
- B The Board may itself determine the need for a change in number or reallocation of its membership Upon approval of two-thirds of the total membership of the Board the Chair shall notify the sponsoring political subdivisions of the action of the Board and request that the political subdivisions follow the procedure as outlined in A above

2.5 Officers of the Board

- A The officers of the Board shall be a Chair and a Vice-Chair
- B The officers of the Board shall be elected annually at the regular meeting of the Board in September The term of office shall be for one year
- C Officers of the Board shall serve no more than two consecutive terms in the same office
- D Officers of the Board may be removed from office by a vote of two-thirds of the total membership of the Board
- E A parliamentarian shall be appointed by the Northern Virginia Community College Board to serve at the pleasure of the Chair The parliamentarian should be selected upon the basis of knowledge of parliamentary procedures and

need not be a member of the Board and shall be expected to attend all Board meetings

2.6 Committees of the Board

A The standing committees of the Board shall be the Budget Committee the Board and Sites Committee and the Curriculum and Community Relations Committee

B Standing committees shall be appointed by the Chair such appointments being for a term of one year Committee chairs shall serve no more than two consecutive terms in the same position

C Functions of the Standing Committees

1 The Budget Committee shall consider matters pertaining to the Local Capital Outlay Budget the Local M&O Budget the Local Revenue Fund Budget the Local Parking Auxiliary Budget the State Capital Outlay Budget and the State M&O Budget

2 The Building and Sites Committee shall consider matters pertaining to the procurement development and improvement of sites and the design construction and equipping of facilities

3 The Curriculum and Community Relations Committee shall consider matters pertaining to instructional programs occupational advisory committees student activities community services programs and community relations activities

D Nominating Committee

Members of a Nominating Committee shall be named at the last regular meeting of each fiscal year and shall consist of three members whose terms on the Board continue into the following fiscal year They shall be

One appointed by the Chair

One elected by the Board

The immediate past Chair

If the immediate past Chair's term expires before the first scheduled meeting of the following fiscal year then the Board shall elect the third member

The Nominating Committee shall meet once between the last meeting and the first meeting of the following fiscal year to form the slate of officers from recommendations received from Board members and then report at the Board's first regularly scheduled meeting in the following fiscal year

Robert's Rules of Order (Newly Revised) shall govern the elections

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2.7 Meetings of the Board

- A Regular meetings of the Board shall be held in accordance with the Working Calendar approved by the Board
- B Special meetings of the Board shall be held at the call of the Chair or upon petition of a simple majority of the members of the Board
- C All meetings of the Board shall be conducted in open session except that the Board may meet in executive session to consider matters pertaining to site purchase and personnel. All official action of the Board shall be taken in open session.
- D A simple majority of the members of the Board shall constitute a quorum for all purposes except as otherwise specified herein.
- E The Chair may vote on all matters coming before the Board.
- F In the event that neither the Chair nor the Vice Chair is present for a board meeting the Secretary -or in his/her absence some other member--will call the meeting to order and the board members present will elect a Chair *pro tem* to preside at that meeting. Such election of the Chair *pro tem* is terminated upon the arrival of the Vice Chair or Chair.
- G The President as Secretary of the Board shall keep such minutes and records as are necessary to set forth clearly all actions showing the vote of each member present and proceedings of the Board. The typed minutes of each meeting shall be considered corrected if necessary and approved at the next regular meeting provided that this action may be taken at an intervening special meeting if the Board desires. The minutes shall be signed by the Chair and the president after correction and approval and shall be kept as a public record in permanently bound books in the custody of the President.

2.8 Responsibilities and Authority of the President of the College

- A The Policy Manual (Section 2 IX F 2.) for the Virginia Community College System makes the following provisions concerning the responsibilities of the President.
The responsibilities of the President shall include the following:
 - a Organizing and operating the community college in accordance with the policies, procedures and regulations of the State Board, the System Office and the College Board.
 - b Serving as Secretary to the College Board.

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- 3.3 Compliance with Title VI and Title VII of the Civil Rights Act of 1964 as Amended with Title IX of the Educational Amendments Act of 1972 with Section 504 of the Rehabilitation Act of 1973 and with the Americans with Disabilities Act
Northern Virginia Community College subscribes to and endorses Title VI and Title VII of the Civil Rights Act of 1964 as amended Title IX of the Educational Amendments Act of 1972 Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act Specifically no person shall on the ground of race color sex or age (except where sex or age is a bona fide occupational qualification) religion disability or national origin be excluded from participation in be denied the benefit of or be subjected to discrimination under any program or activity of the College
- 3.4 Legal Counsel
Legal counsel will be appointed by the Attorney General to advise and represent the Board and/or the administration upon request on any and all legal matters pertaining to the administration management and operation of the College In those matters covered under the liability provisions of the College's insurance policy the Attorney General may request legal assistance from the insurance carrier In addition with the approval of the State Board the President and/or the Board individually or as a body may retain independent legal counsel to represent them in any litigation arising from the performance of their official duties on behalf of the College Reasonable fees for such legal service when rendered shall be paid from Local M&O funds
- 3.5 Procedures for Board to Carry Out Its Responsibilities During Periods Between Scheduled Board Meetings
- A Routine Procedure If a problem or situation arises which in the opinion of the President requires routine action by the Board before the next scheduled meeting of the Board the following procedure will be followed The President or his/her designee shall contact the Chair of the Committee that needs to review this matter to advise him/her of the requirement The President or his/her designee will then forward a memorandum to the Committee with copies to the other members of the Board setting forth the facts surrounding the issue and the recommendation of the Administration Supporting data as appropriate will be included with this memorandum
- 1 If any member of the Board has a concern reference the issue or does not concur with the recommendation of the administration that member shall within seven (7) days from date of letter contact the President or

his/her designee to advise him/her accordingly. If the concern cannot be resolved by telephone, the President or his/her designee will contact the Chair of the Committee to establish a date and time for the Committee to meet. The President or his/her designee shall then provide to each member of the Board a notice of the meeting of the Committee. All members of the Board shall be invited to attend the Committee meeting. Those members of the Board who attend the meeting shall be considered members of the Committee with full voting rights. A quorum shall consist of at least two (2) members of the Board. Any action requires at least two (2) non-abstention votes. The action of the Committee shall be binding on the Board and will be entered into the minutes of the next scheduled meeting of the Board.

2. If no member of the Board expresses a concern, reference the issue or disagreement with the recommendation of the Administration, then the President or his/her designee will poll by telephone the members of the Committee concerned to obtain their vote on the matter. The action of the Committee will be binding on the Board and will be entered into the minutes of the next scheduled meeting of the Board.

- B. **Expeditious Procedure.** If a problem or situation arises which, in the opinions of the Chair of the Board and the President, requires expeditious action by the Board before the next scheduled meeting of the Board, the following procedure will be followed. The President or his/her designee shall contact the Chair of the Committee that needs to review this matter to establish a date and time for the Committee to meet. The President or his/her designee shall then provide to each member of the Board a notice of the meeting of the Committee along with appropriate briefing materials. All members of the Board shall be invited to attend the Committee meeting. Those members of the Board who attend the meeting shall be considered members of the Committee with full voting rights. A quorum shall consist of at least two (2) non-abstention votes. The action of the Committee shall be binding on the Board and will be entered into the minutes of the next scheduled meeting of the Board.

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3.6 Conflict of Interest

College employees and members of the Board will be guided in the carrying out of their duties and responsibilities by the Virginia Comprehensive Conflict of Interest Act

4 CURRICULAR-RELATED POLICIES

4.1 Instructional Programs

A All proposed instructional programs shall be reviewed and approved by the Board for recommendation to the State Board

B Approval of courses and course content within an approved instructional program is delegated to the President

4.2 Curriculum Advisory Committees

A The Policy Manual (Section 2 IX E) for the Virginia Community College System makes the following provisions "Local advisory committees for specialized programs and occupation/technical curricula shall be utilized in the establishment and evaluation of such programs and curricula "

B The Board delegates to the Curriculum & Community Relations Committee the authority to approve the establishment of curriculum advisory committees upon recommendation of the President The Board delegates to the President the authority to appoint members to approved curriculum advisory committees after approval by the Curriculum & Community Relations Committee of the Board

C The Curriculum & Community Relations Committee shall assist the President in maintaining active occupational advisory committees and shall be alert to individuals in the community who would be potential valuable members on such advisory committees

4.3 Community Services Programs

A The Board shall be alert to the need for community services programs and shall advise the President concerning such need

B The Board delegates to the Curriculum and Community Relations Committee the authority to oversee the development and evaluation of the community services program

C The Board shall be provided an annual report and evaluation of community services programs

4.4 Master Plan

The College's Master Plan is updated every two years and shall be submitted by the President to the Curriculum and Community

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Relations Committee for review and recommendation to the Board
The action of the Board concerning such recommendation shall be
submitted by the President to the Chancellor

5 FISCAL POLICIES

5.1 Fiscal Year

The fiscal year for the College shall be from July 1 through June 30

5.2 Formula for Fiscal Support of the College by the Cooperating Jurisdictions

The request for fiscal support of the College by the cooperating jurisdictions shall be based upon the latest available population figures from the Commonwealth of Virginia

5.3 Depository for Local Funds

A All Local M&O (Maintenance and Operation) Capital Outlay Local Revenue and Parking Auxiliary funds will be placed in a single account in a local depository and will be secured pursuant to the Virginia Security for Public Deposits Act (1973 C 172) effective January 1 1974 Local depositories will be selected using procedures as prescribed by the Treasury Department of the Commonwealth of Virginia

B The President the Dean of Financial and Administrative Services the Director of Fiscal and Auxiliary Services the Director of Human Resources and the Director of Budget are designated to sign all checks for disbursement of funds from Local M&O Budget the Local Capital Outlay Budget the Parking Auxiliary Budget and the Local Revenue Budget At least two of these officials shall sign any check for \$2 500 or more

5.4 Audit of Local Operations

A The audit of all local financial registration and reporting activities of the College shall be conducted by the Auditor of Public Accounts and the Virginia Community College System Internal Auditor

B The reports of such audit and the President's response to those reports of audit shall be reviewed by the Board

C Portions of these reports of audit which concern the Local M&O Budget and/or the Local Capital Outlay Fund along with the President's response(s) thereto shall be forwarded to the supporting jurisdictions after review by the Board

5.5 Local Fund Budgets

The President is authorized to establish the following local fund budgets

A Local M&O

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- B Local Revenue Fund
- C Local Capital Outlay
- D Parking Auxiliary
- 5 6 State Fund Budgets
 - The State Board requires that the Northern Virginia Community College prepare and submit the following State funded budgets
 - A State M&O Annual Budget
 - B State Capital Outlay Budget
- 5 7 Budget Review and Approval
 - A Local M&O Budget
 - 1 In accordance with the Policy Manual for the Virginia Community College System the Board shall review and approve a Local M&O budget for the College as prepared by the College President within State Board guidelines and shall submit this budget through the President to the State Board for approval
 - 2 The procedure for this review and approval of the detailed Local M&O budget shall be as follows
 - a The President shall prepare a draft of the Local M&O Budget
 - b The draft of the Local M&O Budget shall be reviewed with the Budget Committee of the Board
 - c The draft of the Local M&O Budget after incorporating the suggestions of the Budget Committee of the Board shall be reviewed and approved by the Budget Committee of the Board
 - d The final draft of the Local M&O Budget as approved by the Budget Committee of the Board shall be submitted to the Board for review and approval
 - e The approved Local M&O Budget shall be forwarded by the President to the State Board for review at the time of its submission under the signature of the President as Secretary to the Board to the supporting jurisdictions for action
 - 3 Quarterly and annual financial statements of Local M&O Budget expenditures shall be submitted to the supporting jurisdictions after review and approval by the Board
 - 4 The annual financial statement of Local M&O Budget expenditures shall be submitted to the State Board after review and approval by the Board

- B Local Revenue Fund Budget
 - 1 The President is authorized to establish a Local Revenue Fund which may receive revenue from students and other individuals the bookstore vending machines and other approved activities for the purpose of funding activities for the student body and for the general welfare of the institution These activities are primarily but not limited to the following tuition assistance student activities fund (a subsidiary budget) intramural activities and campus and community life activities
 - 2 The procedure for the review and approval of the detailed Local Revenue Fund Budget shall be as follows
 - a The President shall prepare a draft of the Local Revenue Fund Budget within the guidelines established by the State Board
 - b The draft of the Local Revenue Fund Budget shall be reviewed with the Budget Committee of the Board
 - c The final draft of the Local Revenue Fund Budget as approved by the Budget Committee of the Board shall be submitted to the Board for review and approval
 - 3 Quarterly and annual financial statements of the Local Revenue Fund Budget expenditures shall be submitted to the Board for review and approval
- C Local Capital Outlay Budget
 - 1 The Policy Manual for the Virginia Community College System provides that the governing body(ies) of the political subdivision(s) applying for a community college shall provide sufficient land both for the initial establishment of the college and for future expansion acceptable to the State Board for Community Colleges including all improvements thereon (i.e. roads exterior lighting parking lots landscaping all utilities to point of connection to buildings etc.) subject to the policies procedures and regulations of the State Board In accordance with the Policy Manual for the Virginia Community College System the Board shall review and approve all Local Capital Outlay budget requests for the College as prepared by the College President within State Board guidelines and shall through the

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- President submit this budget to the State Board for approval
- 2 The procedure for the review and approval of the Local Capital Outlay Budget shall be as follows
 - a The President shall prepare a draft of the Local Capital Outlay Budget within the guidelines established by the State Board
 - b The Local Capital Outlay Budget shall be reviewed with the Budget Committee of the Board
 - c The final draft of the Local Capital Outlay Budget as approved by the Budget Committee of the Board shall be submitted to the Board for review and approval
 - d The Local Capital Outlay Budget as approved by the Board shall be distributed under the signature of the President as Secretary to the Board to the supporting jurisdictions for action
 - e The approved Local Capital Outlay Budget shall be forwarded by the President to the State Board for review
 - 3 Periodic statements on the status of the Local Capital Outlay Budget expenditures shall be submitted to the Board for review and approval
- D State M&O Budget (Biennium)
- 1 The Virginia Community College System Policy Manual (Section 2 IX D 7 J) specifies that "the College Board shall be kept informed of the fiscal status of the college by the college president and shall receive summaries of the annual spending plans " The following procedures will be followed
 - a Annual financial plan (annual State M&O Budget) Based upon the appropriations for the fiscal year and the approved Manpower Utilization Plan the President shall have a financial plan (annual State M&O Budget) prepared This financial plan shall support the College's Master Plan and be in conformance with that portion of the biennial budget Program Proposal applicable to the fiscal year A summary of this financial plan (annual State M&O Budget) shall be submitted by the President to the Board for its information
 - 2 The Board shall be provided a semi-annual financial statement of State M&O Budget expenditures

- E State Capital Outlay Budget
 - On a biennial basis the College is required to submit to the State Board a recommended State Capital Outlay Budget Request. The procedure for review and recommendations shall be as follows:
 - 1 By October of the even year prior to the even year when capital outlay appropriations are made by the General Assembly the President shall prepare a draft priority listing of capital outlay projects.
 - 2 The draft priority listing of capital outlay projects shall be reviewed with the Building and Sites Committee of the Board.
 - 3 The draft priority listing of capital outlay projects incorporating the suggestions of the Building and Sites Committee of the Board shall be submitted to the Board for review and approval.
 - 4 The priority capital outlay projects as approved by the Board are then included in the biennial budget Program Proposal.
 - 5 The review and approval of this State Capital Outlay Budget shall then follow the procedure as outlined for the State Biennium M&O Budget.
 - E Parking Auxiliary Budget
 - 1 The President is authorized to establish a Local Parking Auxiliary Fund which may receive revenue from the sale of parking permits the collection of parking and traffic fines and proceeds from parking meters for the purpose of supporting parking operations repair maintenance and renovation of parking lots capital construction and other approved activities.
 - 2 The procedure for the review and approval of the Parking Auxiliary Budget shall be as follows:
 - a The President shall submit a draft of the Parking Auxiliary Budget to the Budget Committee of the Board for review.
 - b The Budget Committee of the Board shall review the first draft and submit a final draft to the Board for review and approval.
 - 3 Quarterly and annual financial statements of the Parking Auxiliary Budget shall be submitted to the Board for review and approval.
- 5 7 1 Control of Local Funds
- A Once the Local M&O Budget the Local Capital Outlay Budget the Local Revenue Fund (Vending Commissions)

Budget and the Parking Auxiliary Budget are approved by the Northern Virginia Community College Board and funded the College administration is authorized to implement the line items in these budgets to the limit of the funds budgeted. In the case of the Local M&O, the Local Revenue Fund, and the Parking Auxiliary Budgets, if there is a need for adjustment in appropriations between programs or for expenditures for a particular item not covered by policy guidelines for these budgets which the administration feels should be covered by the particular budget, an appropriate request will be made to the College Board for its approval.

The administration is authorized to make necessary adjustments by line item within programs of the Local M&O, the Local Revenue Fund, and the Parking Auxiliary Budgets. An appropriate report of such adjustments will be made to the College Board at its next regularly scheduled meeting.

If any need arises to necessitate an adjustment in appropriations by line item or for expenditures for a particular item not included in the Local Capital Outlay Budget, an appropriate request will be made to the College Board for its approval.

- B. Financial Aid Funds and Restricted Gifts and Donations allocated or contributed to the Northern Virginia Community College shall be administered by the College administration within the guidelines for the financial aid program concerned or as specified by the donor as applicable.
- C. Unrestricted Gifts and Donations may, in accordance with the wishes of the donor, be deposited with the Northern Virginia Community College Educational Foundation, Inc. The allocation of these gifts and donations and the use thereof shall be in accordance with policies established by the Foundation Board.

5.8 Tuition and Fees

- A. Tuition and fees for all College programs, except Community Services programs, shall be as established by the State Board for Community Colleges.
- B. In accordance with the Policy Manual for the Virginia Community College System, fees for Community Services programs shall be adequate to meet the direct cost of such programs plus a thirty percent (30%) overhead to cover administrative costs.

5.9 Investment Policy

A Goals

The Northern Virginia Community College Local Board's overall goal is to maximize the total return on all financial assets consistent with prudent management while preserving the safety of principal attaining a reasonable current income in light of economic conditions and maintaining sufficient liquidity to meet projected cash needs

B Authority

Authority to make investments is vested in the Dean of Financial and Administrative Services and his/her designee. Only those types of investment instruments specifically authorized in this policy may be purchased.

C Authorized Investments

- 1 Funds under the control of the Northern Virginia Community College Local Board are considered public funds and are subject to the laws, regulations, and policies set forth by the Commonwealth of Virginia and the Virginia Community College System.
- 2 Deposits in banks must be fully collateralized as required by the Code of Virginia Section 6-1-79. All other investments must be fully secured as required by state statutes. Fully secured investments include:
 - a U.S. Treasury bills and notes
 - b U.S. federal agency obligations
 - c Certificates of deposit of FDIC insured institutions up to \$100,000 per institution
 - d Repurchase agreements collateralized by federal agency obligations
 - e Other investments approved by the State Treasurer such as the Local Government Investment Pool
- 3 Both temporary and short-term investments are authorized. For short-term investments, maturities will be staggered so as to maintain sufficient cash flow.
- 4 Banking and Investment Management Services
Banking and investment management services will be provided by a financial institution selected by competitive bid in accordance with Commonwealth of Virginia procurement laws and procedures and approved by the State Treasury.
- 5 Allocation of Interest

Interest is allocated monthly to the fund where it is earned. The Plant Fund, Revenue Fund, Parking Auxiliary, Quasi-Endowment, and General/Local M&O Fund all receive interest allocations. The Federal Fund receives no interest allocation.

6 Reporting

A quarterly report on cash management and investments will be provided to the Local Board. The report will include information regarding interest rates, earnings, and specific investments made during the previous quarter.

6 BUILDING AND SITE DEVELOPMENT POLICIES

6.1 Selection of Architects

An Architectural/Engineering Selection Committee shall be appointed by the President to interview architectural/engineering firms for campus master planning, building construction, and/or site development and make appropriate recommendations. The Building and Sites Committee will review the recommendations of the Architectural/Engineering Selection Committee and make appropriate recommendations to the Board. The action of the Board concerning such recommendations shall be submitted by the President to the State Board for approval and awarding of contract.

6.2 Master Site Plan

Master site plans for campus development and changes thereto shall be submitted by the President to the Building & Sites Committee for review and recommendation to the Board. The action of the Board concerning such recommendations shall be submitted by the President to the State Board for approval.

6.3 Construction Plans

A Preliminary drawings and specifications for building and/or site development shall be submitted to the Building & Sites Committee for review and recommendation to the Board before final detailed drawings and specifications are undertaken. Plans approved by the Board shall be forwarded by the President to the Virginia Community College System Office and State Board for approval for State Engineering Office review and for presentation to the State Fine Arts Commission.

B Final plans and specifications for building construction and/or site development shall be reviewed and approved by the Building & Sites Committee and the Board and submitted by the President to the Virginia Community College System for final approval by state agencies.

- concerned. These approvals shall be obtained prior to advertisement for bids.
- C Bids on all developmental projects under \$250,000 which do not exceed 110 percent of estimated cost of the project and are within the funding limits previously approved by the Board may be approved by the President for the Board. The President shall make a report of such action to the Board at its next scheduled meeting.
 - D Bids on developmental projects not meeting the criteria established in paragraph C above shall be submitted to the Building & Sites Committee for review and recommendation to the Board. The action of the Board as well as actions by the President under the provisions of paragraph C above shall be submitted by the President to the State Board for approval and awarding of contract.
- 6.4 Change Orders to Building Construction and/or Site Development
- A The President or the Dean of Financial and Administrative Services acting for the President is authorized to approve subject to coordination with the Virginia Community College System Office all change orders for building construction and/or site development projects when such change orders are within the funding limits approved for the project concerned.
 - B The President or the Dean of Financial and Administrative Services acting for the President shall have copies of all such change orders available for perusal by any member of the Board. Further upon completion of a construction project the President or the Dean of Financial and Administrative Services acting for the President shall submit to the Building and Sites Committee for information a summary of all change orders issued.
- 6.5 Policy on Dedications and Memorials
- A General
The following policy applies to memorials and dedications to the memory of individuals or groups of individuals.
 - B Criteria
 - 1 The individual or group of individuals to be honored by dedication and/or memorial in their name(s) must be either
 - a Individuals or groups presenting major gifts to the College such as land, buildings, or other major assets, and/or
 - b Individuals or groups who have provided exceptional leadership, dedication, or service to the College.

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- C Executive Session
Nominations for a proposed dedication and/or memorial for an individual or group will be made to the Northern Virginia Community College Board during Executive Sessions. The fact that a memorial or a proposed dedication is being considered by the Board will be considered confidential.
 - D Funding
Each proposal should specify its funding source i.e. private donations, Local Capital Outlay Funds or other. Normally a plaque costing not more than \$500.00 will be purchased and placed on or near the facility to be dedicated.
- 7 PERSONNEL POLICIES
- 7.1 Classified Personnel
 - A Classified personnel shall be defined by the State Personnel Act.
 - B Approval of appointments and dismissals of classified personnel for the College is the responsibility of the President in accordance with the policies and procedures established for the Virginia Community College System and the Commonwealth of Virginia.
 - 7.2 Faculty Personnel
 - A In accordance with the Policy Manual for the Virginia Community College System, faculty personnel shall be defined as those College employees eligible for faculty rank and who are not employed in a classified position.
 - B Approval of appointments, non-reappointments, and dismissals of faculty personnel is the responsibility of the President in accordance with the policies and procedures established for the Virginia Community College System and the Commonwealth of Virginia.
 - C In accordance with the Policy Manual for the Virginia Community College System, the president shall make periodic reports to the Board on matters pertaining to faculty personnel. Personnel actions concerning the College Staff, Deans, the Director of College Relations and Development, and the Provosts shall be brought to the attention of the Board prior to completion of such action.
 - D In accordance with the Policy Manual for the Virginia Community College System, the President, after reviewing the report submitted by the Ad Hoc Committee to review nominations for the rank of Professor Emeritus, shall

recommend nominations for approval to the Board. Such recommendation shall be made to the NVCC Board at its March meeting of each academic year. The number to be recommended during any given year shall not exceed two (2) percent of the full time employees holding faculty rank as of October 31 of the academic year. Those faculty members approved by the Board for the rank of Professor Emeritus shall be informed of the Board's approval by the President and shall be accorded the following privileges and honors:

- 1 Listing in the faculty and staff section of the College Catalog with identification as professor emeritus
- 2 Professors emeriti may appear in the academic procession at commencement and will march at the head of the faculty
- 3 Full use of the facilities of the Learning Resources Centres
- 4 Faculty parking privileges
- 5 Faculty identification card
- 6 Continuation of mail service on the campus where the professor emeritus served prior to retirement
- 7 Professors emeriti shall be welcome to attend special events, concerts, presentations, or lectures sponsored by the College and entitled to participate in College intramural and recreational programs
- 8 Professors emeriti shall be eligible for appointment to division, campus, and College committees
- 9 The professors emeriti shall be accorded the faculty discount at the College bookstores
- 10 Each professor emeritus shall be awarded a plaque acknowledging his or her professor emeritus status
- 11 All holders of professor emeritus rank shall be invited as honored guests at the College Service Awards luncheon the year of their approval by the Board

7.3 Tuition Assistance for Faculty and Staff

The President is authorized to provide tuition assistance to members of the faculty and staff from the Revenue Fund for the cost of tuition for professional improvement activities. Tuition assistance shall be granted only after the member of the faculty or staff has received approval for participation in the professional improvement activity.

8 POLICIES CONCERNING STUDENTS

- 8.1 The Board recognizes the responsibility and authority of the President to establish and enforce regulations governing student conduct as

may be required for the orderly administration of the College. Such regulations will be as published in the Student Handbook or otherwise announced.

When the penalty for misconduct is dismissal, the student may appeal the decision to the Board in writing, postmarked within thirty (30) calendar days of the date of the decision to impose the penalty. The decision of the Board will be made known to the student in writing by the President.

8.2 Student Regulations

A. The Board endorses the following regulation (Section 6.5.2) of the State Board pertaining to unauthorized or disorderly assembly:

"Students or college employees found guilty of participating in or inciting a riot or an unauthorized or disorderly assembly are subject to suspension or dismissal."

B. The Board endorses the following regulation of the Virginia Community College System pertaining to unauthorized or disorderly assembly:

(1) When an unauthorized campus assembly of students and/or college employees has been requested to disband by the President or other designated officer, those refusing to comply shall be subject to immediate suspension and/or dismissal and legal action.

(2) In the event that an assembly appears to be a demonstration related to grievances, those present should be advised that orderly procedures for the hearing of grievances are available and must be followed. College officials shall not negotiate with such groups under conditions of duress, i.e., unauthorized occupation of college property.

(3) Any unauthorized occupation of buildings and/or college property constitutes reason for dismissal from the institution of involved students or college employees. Legal action shall be brought against any student or college employee involved in acts on community college property that are prohibited by law.

(4) Any person currently not a student or college employee is not allowed to participate in demonstrations on the campus."

8.3 Admission of Students

In order to maintain the College ideals of scholarship and deportment, the right is reserved to deny admission to any applicant. Decision on admission rests with the President.

- 8.4 Serving Possessing and Consuming Alcoholic Beverages on Campus
- A No alcoholic beverage may be served possessed or consumed at college sponsored student events or activities. At other events the serving possessing or consuming of alcoholic beverages must be in accordance with this policy and the regulations of the Virginia Alcoholic Beverage Control Board.
 - B Persons must be 21 years of age or older to be served possess or consume alcoholic beverages. Such serving possession and consumption shall take place only when approved by the appropriate campus provost and when the necessary Virginia Alcoholic Beverage Control license has been obtained.
 - C Each College campus shall operate in accordance with the provisions of all local jurisdictional laws governing the serving possession or consumption of alcoholic beverages.

9 REVISION

9.1 Procedure for Review of Policies and Procedures Manual

Any member of the Board and the President as Secretary to the Board may propose revisions to the Policies and Procedures Manual. Such proposed revisions may be considered by the Board at any time during the fiscal year.

9.2 Adoption of Revisions to the Policies and Procedures Manual

Revisions to the Policies and Procedures Manual shall be adopted at a duly constituted regular or special meeting of the Board.

10 PARLIAMENTARY AUTHORITY

10.1 Parliamentary Authority

Robert's Rules of Order (Newly Revised) shall be the controlling authority on all procedural matters before the Board and its committees except where inconsistent with the policies and procedures set forth herein.

APPENDIX 2

COMMUNITY COLLEGES VISITED IN THE UNITED STATES

Minnesota

Fond du Lac Community College (FDLCC)

The FDL Community College is situated in the northern part of the State of Minnesota. It was created by the Minnesota Legislature in 1987 and chartered as a tribal college by the Fond du Lac Reservation that same year. The College is accredited by the Commission on Institutions of Higher Education of the North Central Association of Colleges and Secondary Schools.

Inver Hills Community College (IHCC)

IHCC was established in 1970. It is located in a suburb of the Minneapolis/St. Paul metropolitan area, the capital district of the state of Minnesota. The College is accredited by the North Central Association of Colleges and Secondary Schools. The College holds program-specific accreditation with professional organizations such as the American Bar Association and the National League for Nursing. IHCC has cooperation agreements with the Technical College and the Universities in the area for the provision of tertiary education.

California

In the state of California, there are 107 Community Colleges. Each of these Colleges is grouped into the 71 Community College Districts in the state.

Coast Community College District

The Coast Community College District was founded in 1947. It is a multi-college district which includes the Coastline Community College, the

Golden West College, the Orange Coast College, Business-Link, and KOCE-TV The Coast Community College District is located in Orange County, Southern California and serves nine coastal communities

Coastline Community College

The Coastline Community College, founded in 1976, is a college without walls' It utilizes new instructional technologies such as distance learning to reach a wider student population The institution s 'College by Television' enables students to earn transferable college credits while studying in the convenience of their home and at times compatible with their individual lifestyles

Golden West Community College (GWCC)

The Golden West College was established in 1966 and was the second college to join the Coast Community College District The school is located in Huntington Beach on a 122-acre campus

Compton Community College

Compton Community College was established in 1927 and is one of the oldest public colleges in the state of California It started as a high school district, and in 1953 became a community college district The College is located in a community which is predominantly African-American and Latino The college is fully accredited by the Western Association of Schools and Colleges It is also a member of the American Association of Community Colleges, the American Council on Education, and the California Community and Junior College Association

Maryland

There are 18 Community Colleges in the state of Maryland,

Cecil Community College

The College was founded in 1968 to meet the post-secondary educational needs of the residents of Cecil County, a predominantly rural community The College is located in the state of Maryland s most northeastern county, which makes it easily accessible to surrounding states such as Pennsylvania and Delaware The College is a small publicly-funded

institution and is accredited by the Middle States Association of Colleges and Schools. It is also approved by the Maryland Higher Education Commission, the Maryland State Board of Nursing and accredited by the National League for Nursing.

Baltimore City Community College (BCCC)

BCCC is a comprehensive state-sponsored community college which dates its origins to the Baltimore Junior College, founded in 1947 as an arm of the Baltimore City Public Schools. It was granted permanent status in 1992. The College is accredited by the Middle States Association of Colleges and Schools. BCCC also meets the standards set by the Maryland Higher Education Commission, and related programs are approved by the National League for Nursing, the Committee on Allied Health Education and Accreditation, the American Physical Therapy Association, the Association of Collegiate Business Schools and Programs, the American Dental Association, the American Dietetic Association and the Joint Review Committee for Respiratory Therapy Education.

APPENDIX 3

PROVINCIAL INFORMATION THAT IMPACTS ON THE ESTABLISHMENT OF COMMUNITY COLLEGES IN SOUTH AFRICA

This background serves primarily to give an indication how demographic differences between South Africa's provinces and people may impact on education and the types of community colleges in those provinces. One needs to consider the level of education in a province, the infrastructure, the level of industrialization, the urban/rural population split and poverty levels.

The apartheid legacy and marginalization of certain sectors of the population led to failure in practically every sphere of education. For instance, of every 100 African standard 10 examination candidates in 1994, only 27 wrote and 7 passed mathematics, and of all African secondary school teachers, only 17 per cent taught mathematics¹¹. This example takes only one subject into account. While the situation is equally bleak for other science subjects and is slightly better for the human sciences, the overall situation regarding the standard 10 pass rate of African students is very poor.

The South African population is estimated at 41.5 million and has been growing at an average rate of 2.26 per cent since 1990, with the growth rate higher among African persons in the rural areas and lowest among the white urban population. Children under the age of 15 constitute more than 37 per cent of the population. (One implication of this 'young' population is that the potential labor force also grows rapidly.)¹²

¹¹ Edusource Data News, December 1995.

¹² Due to the inadequacies of sampling techniques and problems in previous censuses, existing national estimates and basic indicators on education, fertility, mortality, urbanization, population, etc. provide only a basic idea of South Africa's population dynamics. This section of indicators is thus presented as provisional estimates.

For instance fewer than 60 out of every 100 thirteen year olds in Mpumalanga received education beyond primary school, or possessed a standard 5 qualification¹³ This is in sharp contrast to the Western Cape where 72 out of every 100 people has an equivalent of a standard 5 qualification

Amongst other factors the level of qualifications, as indicated above, influences all aspects of the establishment of community colleges in the provinces It is important to consider the potential of a province and how this potential can be translated into an equitable education system to satisfy the needs of communities in the province

South Africa's low economic growth together with a large and growing population with low educational qualifications and high illiteracy levels, contributes to declining employment opportunities a low human resources absorption capacity in industry and commerce and wide-scale unemployment The resultant poverty is in turn associated with high birth rates This can only be alleviated by higher educational levels economic growth and increased participation Furthermore urbanization with its attendant problems and demands, presents new challenges for education provision and practice

Poverty and unemployment

Unemployment is one of the most obvious and important indicators of poverty¹⁴ In 1994, approximately 4.7 million people in South Africa were unemployed with the majority between the ages of 16 and 24 (53%) of which 65 per cent of African economically active individuals were without work The unemployment rates declined in persons between the ages of 55 and 64 The two major reasons for this high rate of unemployment are firstly the lack of suitable jobs available and the lack of skills or qualifications for employment

Poverty levels vary from province to province, with poverty levels very high in the Eastern Cape Northern Province and KwaZulu-Natal and relatively low poverty levels in Gauteng the Western Cape and the Northern Cape In these provinces (Eastern Cape and Northern Province)

¹³ A survey by the Development Bank of Southern Africa

¹⁴ South Africa Wealth Poverty and Reconstruction Ed LA Deng and EN Tjonneland Chr Michelsen Institute Centre for Southern African Studies Bergen Norway

more than three-quarters of the population are poor. By contrast, in Gauteng less than one fifth of the population is defined as poor¹⁵

Nearly all South Africa's poor are African while coloreds, Indians and whites constitute a very small percentage of the overall number

Education and Literacy

The inability of the present education and training system to cope with the changing demographics, the high level of violence in certain provinces and entrenched inequalities highlights the need for a system that will provide adults with both career-oriented education and a sense of the need for life-long learning. Institutions similar to community colleges in the US may contribute substantially towards an equitable education system, and begin to satisfy the demands of South Africa's communities.

For the South African economy to grow and in order to increase the country's level of development it is important for education to provide for increased skills levels and the sustainability of community structures. A sense of life-long learning coupled with the recognition of prior learning as part of the education system will eventually include many persons who would, in the current system, be excluded.

With the education level amongst adults low, the community college concept can be an effective vehicle to deliver adult education to the communities.

The financing of education is so lopsided that unless the policy makers address this issue in future planning and policy making, certain provinces will not be in a position to catch up. The following set of figures¹⁶ indicates to what extent the different provinces are over or under funded in terms of equal spending per pupil or student.

Eastern Cape	- 21%	Northern Cape	+ 41%	Western Cape	+ 50%
KwaZulu-Natal	- 5%	Free State	+ 11%	Mpumalanga	- 4%
Northern Province	18%	North West	3%	Gauteng	+ 29%

¹⁵ South Africa: Wealth, Poverty and Reconstruction. Ed. LA Deng and FN Tjonneland. Chr. Michelsen Institute, Centre for Southern African Studies, Bergen, Norway.

¹⁶ Edusource Data News, August 1995.

Following are brief descriptions of South Africa's nine provinces, their living standards and educational levels, all which need to be considered when formulating the framework for community colleges in South Africa.

Western Cape

- The Western Cape overall has the highest standard of living in South Africa.
- Whites in general enjoy a very high standard of living which can be compared to that of the five most developed nations in the world. In the same province, colored persons in the rural areas have a standard of living comparable to the lowest in the world.
- Incomes of African families in the metropolitan areas equal only 23 per cent of that of whites. While colored incomes increased substantially (14 per cent between 1985 and 1990), Africans increased their incomes by only two per cent, and the incomes of whites decreased with 14 per cent over the same period.
- The racial balance in the Western Cape differs from the rest of South Africa. Africans account for only 17 per cent of the total population (against 76 per cent nationally), with colored people in the majority while whites slightly outnumber Africans.
- The urbanization rate in the Western Cape is high, with the highest population density (68 per cent) in the metropolitan areas.
- Employment in the metropolitan areas is concentrated in the textile industry and in the rural areas in the agricultural sectors.
- The Western Cape has, in general, a very well developed infrastructure, including sophisticated port facilities.

Northern Cape

- From South Africa's nine provinces, the Northern Cape's economic position is perhaps the most precarious. Although this province has a relatively high level of literacy, its economic base is limited and its inhabitants are reliant on pensions and occasional income. The economic decline of the Northern Cape has been exacerbated by the recent drought and the decline in mining activities.
- The population accounts for 2 per cent of South Africa's total population and is the least densely populated province with a very low population growth rate of 0.8 per cent.

- Even though the literacy rate in the Northern Cape is 67.6 per cent the labor force is underutilized and under-employed
- The province has very limited revenue sources and is dependent on central government transfers to finance nearly 90 per cent of their expenditures

KwaZulu-Natal

- The population density of the province is considerably higher than the South African average, with 93.5 persons per square kilometer as opposed to the national average of 33.3 per square kilometer
- The province has a population growth rate of 2.79 per cent and the life expectancy is lower than the South African average at 62.6 years
- Literacy levels are lower than the national average at 65.1 per cent and infant mortality stands at 44.7¹⁷
- Twenty one per cent of South Africa's people live in KwaZulu-Natal in a land area of less than ten per cent of the whole country
- KwaZulu-Natal has the third lowest standard of living in South Africa and the province is characterized by massive contrast. On the one hand the province is rich in natural resources (abundant water supplies, excellent road, rail and air links) with an economy less affected by structural decline
- Although the infrastructure is developed with strong institutional and managerial capacity the rural economy is very vulnerable with huge levels of inequality, poorly developed human resources, very high levels of violence, political upheavals and increasing poverty
- Violence and illness (the Aids epidemic) has hampered job-creation and employment processes
- The current status of education in the rural areas of KwaZulu-Natal is alarming with almost 64 per cent of the 5-19 year old school-going population living in rural areas
- Over 50 per cent of rural African people in KwaZulu-Natal have received no education at all
- Less than one per cent of African people in rural KwaZulu-Natal and about 2.5 per cent of African people in the urban areas have been

¹⁷ Selected Statistics from RSA 1992 3 10 3 42

educated to standard 10 compared to 36 per cent whites, nine per cent colored people and 13 per cent Indians¹⁸

Free State

- This province is an important producer of gold, uranium, maize and wheat,
- The level of development is particularly low for the African and colored communities notwithstanding the province's rich supply of natural resources
- Infant mortality rates are high and nutritional levels in both rural and urban areas are poor
- Access to services such as education, health, water and sanitation is particularly poor, especially in the rural areas, which impacts severely on people's general well-being
- The life expectancy of whites in the Free State is up to ten years higher than that of other population groups
- Seven per cent of the country's population reside in the Free State with an official urbanization rate of over 50 per cent. The concentration of economic activity in the urban areas further stimulates urbanization, which has serious implications for service provision

Eastern Cape

- The Eastern Cape has the lowest standard of living of South Africa's nine provinces. Racial inequality is apparent in every facet of life from the segregated towns to the availability of physical and social infrastructure and commercial facilities
- The province's poor level of development is coupled with extremely high unemployment
- The average person in the Eastern Cape has a very low life expectancy -- less than 60 years -- and the adult literacy rate is only 67.7 per cent
- The Eastern Cape has a history of under and unemployment with the bulk of employment in the car construction plants close to the major urban centers. The stagnation in the motor industry has, however, led to a severe decline in the province's economic growth

¹⁸ Education Monitor 1993 1

- Other economic resources and potential resources are found in the prosperous agricultural sectors, tourism and the provinces two major ports

Mpumalanga

- Mpumalanga is one of the smallest and least populated provinces with only 2.8 million people. It has, however, the fourth largest economy in South Africa with a contribution to the national GDP of over eight per cent.
- Some of the world's largest coal-fueled power stations are situated in this province which feeds into the national grid. Although the province is rich in natural resources, extreme levels of poverty prevail.
- Poverty in the past largely associated with the former homeland areas, is fast becoming a feature of this rapidly-urbanizing society. The population of Mpumalanga has grown at a rate of three per cent per year, higher than the national average.

Northern Province

- Both the largest and one of the poorest provinces in South Africa, the Northern Province has extensive socio-economic problems. A small economy coupled with a high population growth rate lead to growing unemployment (over 40 per cent in some areas) and poverty.
- The per capita income is less than 25 per cent of the national average and less than 33 per cent that of Mpumalanga.
- Most of the people make a living with subsistence farming (one third) or as migrant laborers or commuters to jobs in other provinces.
- Poverty is not confined to rural or former homeland areas and is becoming increasingly evident in all the major urban centers. The infrastructure is poor, particularly in terms of education facilities, water and sanitation, electricity supply and homes.
- The standard of living in the province is among the lowest in the country with a literacy rate of 61.1 per cent and a life expectancy of only 62.7.
- The province has serious economic problems, and structural unemployment is brought about and fueled by an inadequate absorption capacity. Much of the personal income is derived from non-

productive government salaries, which casts doubt on sustainable growth

Gauteng

- Gauteng is the major financial and trading center of Southern Africa with the second highest standard of living in the country after that of the Western Cape and the highest per capita income (117 per cent higher than the national average)
- In relation to the rest of the country Gauteng has the highest population density, the second highest literacy and the highest urbanization levels (90 per cent)
- Gauteng spans over less than 2 per cent of the country's land area and accommodates 17 per cent of the population with a 43 per cent contribution to the GDP. It is responsible for over 50 per cent of secondary output, 34 per cent of mining output, seven per cent of agricultural output, 41 per cent of taxes, 40 per cent of household income and 41 per cent of savings.
- Because of the mining industry, Gauteng has the largest contingent of migrant workers in the country, although this sector has been in decline since the 1970s with a concomitant decline in formal sector employment.

North West

- Human development levels in the North West show severe spatial and racial disparities. For instance, infant mortality rates for Africans are up to seven times higher than for whites.
- The rural areas are particularly poor and the general quality of life is low in comparison to provinces such as the Western Cape or Gauteng.
- The province is home to nine per cent of the country's total population with a growth rate above the national average.
- While urbanization is relatively low in comparison to some of the other provinces, the process is rapidly gaining momentum with many shortages in housing and services evident.
- Formal employment in the province is low, with only 49 per cent of the extended labor force formally employed in 1991. This low employment level obviously contributes to the high level of poverty in the region.

- The province has a low level of infrastructure development and severe shortages of water and sanitation impact severely on quality of life

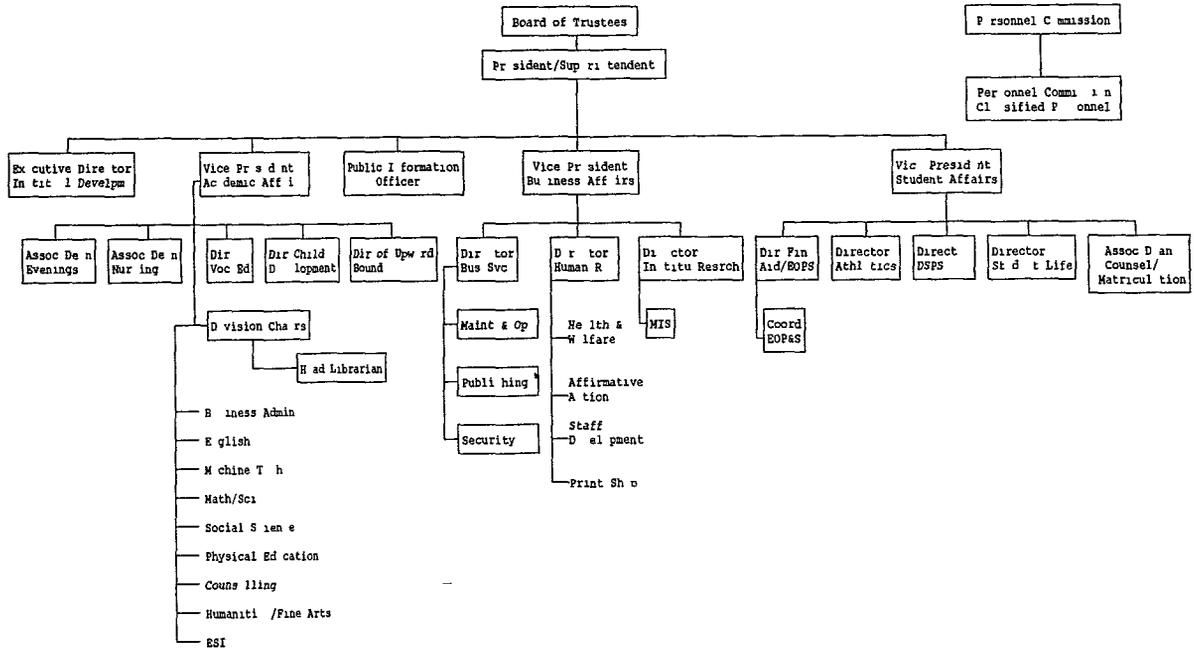
Conclusion

From the above it is clear that in an area or province with a high literacy rate, high urbanization, and a high standard of living (the Western Cape or Gauteng for instance) different policies need to be formulated and the type of facility envisaged in the community college model to that of a province without such advantages (e.g. Northern Province). District and provincial providers need to assess their specific needs and human resource capacities. It is also clear from the demographic outline that a community college in a specific community will have to be a very broad-based institution catering for the needs of the illiterate, for those needing a vehicle to re-enter the formal education system for skills training, business training and leisure learning.

Additional Sources

- South Africa's nine provinces: A human development profile. Development Bank of Southern Africa. 1994. Halfway House.
- Research in Progress (information sheet). Human Sciences Research Council. 1994. Pretoria.

APPENDIX 4



Compton Community College November 1995