

FLORIDA JUNIOR COLLEGE
AT JACKSONVILLE

A Report to
The District Board of Trustees

By the Study Staff

Myron R. Blee
John H. James
Edwin L. Kurth
C. W. McGuffey
Raymond E. Schultz
James L. Wattenbarger, Study Director

The Associated Consultants in Education, Inc.
Tallahassee, Florida

1969

PREFACE

Background of the Study

The Florida Junior College at Jacksonville, which admitted its first students in August, 1966, was among the last of the new community junior colleges to be established under the master plan which was adopted by Florida in 1957. Both the initial response of students and the marked growth in enrollment in each of the following years have substantiated the great need for this institution in the third most populous area in Florida.

The fact that this College--without a permanent home of its own--and with burgeoning enrollments--has developed in such a satisfactory fashion as it has done is a credit to the public bodies which have supported its development and to the administration that has directed it since its inception.

The Florida Junior College, like other institutions of its kind, has come to a point in its development at which it is appropriate to appraise the administrative structure and pattern under which it is operating. The administration of the College recognized this fact as it recommended to the Board of Trustees that a team of competent individuals, not directly involved in the operation of the College, conduct a study and recommend steps for strengthening the institution.

This study has been conducted during the time in which the government of the City of Jacksonville and the government of Duval County were being overhauled to serve a "bold new city." Moreover, the study was authorized by a body to which policy controls over the College had just been transferred from the Board of Public Instruction. Hence the study and the changes which will come to the College are taking place within a larger community of change.

A principal concern which prompted the study centered around the fact that a well developed program, including a broad range of vocational and other adult education programs, was transferred from the public school system of Duval County to the Florida Junior College. During the period in which both the College and the adult and vocational education programs operated under the Board of Public Instruction their operations were independent of each other. Hence the transfer prompted the need to define the role of the vocational and adult education programs as a part of the College and to find the best ways in which those programs, those who administer them, and those who teach in them could be merged with the College so as to provide the articulated services of a comprehensive community college.

A second major concern with which the study staff was asked to work springs from the fact that the Florida Junior College at Jacksonville is now and must remain a multicampus institution. While there are generally accepted patterns for organizing and administering a single-campus community college, there is relatively little experience and even less agreement in practice to guide the development of a multicampus institution which must provide its programs and services on more than one campus.

The Board of Trustees of the Florida Junior College entered into a contract with the Associated Consultants in Education, Inc. (ACE) of Tallahassee. ACE agreed to conduct the necessary studies and to formulate recommendations for the early attainment of the objectives which the Board seeks for the College.

ACE created a special study staff under the direction of Dr. James L. Wattenbarger, Director of the Institute of Higher Education at the University of Florida. Serving on the study staff with Dr. Wattenbarger are Dr. Raymond E. Schultz, Professor of Higher Education, Florida State University, Dr. C. W.

McCuffey, Professor of Education, University of Georgia, Dr. Myron R. Blee, Executive Director of the Associated Consultants in Education, Inc., Dr. John H. James, Professor of Management, School of Business Administration, University of Florida, and Dr. Edwin L. Kurth, Associate Professor of Vocational, Technical, and Adult Education, University of Florida. The staff received professional and technical assistance from Mr. George Corrick and Mr. Fred H. Williams.

Dr. Doak S. Campbell, President Emeritus of the Florida State University and Chairman of the Board of the Associated Consultants in Education, Inc., has reviewed the manuscript and the recommendations.

The members of the Board of Trustees, the administrators and members of the faculty of the College, and numerous people in the junior college district have cooperated with the ACE study staff.

The findings from the studies and inquiries which have been made and the recommendations for action to strengthen the College have been made by the study staff. While other individuals have contributed to the project, ACE and the study staff alone assume responsibility for the conclusions which have been reached and for the recommendations which are being made to the Board of Trustees.

Summary of Conclusions and Recommendations

Based on its studies and observations of the Florida Junior College at Jacksonville and of the district it serves, the ACE study staff has concluded that:

1. The Nassau-Duval Junior College District needs the services of a vigorous community junior college with a comprehensive program including vocational, technical, and adult education as well as programs which will enable students to enter upper divisions of other collegiate institutions.

2. The income level of the people is such as to justify the expectation that educational programs be of distinctive quality.
3. While there has been a doubling of the number of students entering college from the district, youth from this two-county area are still less likely to enter college than are Florida youth in general.
4. The development of the Florida Junior College at Jacksonville has been made difficult by the rapid growth in enrollment which has required the "instant" development of programs and services, the selection in a short period of time of large numbers of faculty and staff, the procurement and development of teaching materials, and the need to find and utilize temporary facilities.
5. The programs and services which have been offered to thousands of students are a credit to the institution and to the community it serves.
6. Even though the number of high school graduates in the two-county district will increase at a slower rate, the number of people who will need services of the College will be such as to produce an enrollment of at least 12,500 full-time-equivalent students by 1980.
7. Arrangements needed in order to consolidate the adult vocational and adult general education programs have yet to be made; this leaves large numbers of adult students in isolation from the balance of the programs and services of the College.
8. The size of the enrollment and the dispersion of the potential student enrollment of the College is such as to require the immediate development of the two permanent campuses as well as the operation of a number of centers in which services can be provided in facilities not owned by the College in order to provide maximum benefit to the people of the district.
9. A third major campus located in the heart of the area in which adults are employed will be required after 1975.
10. Even though the Florida Junior College at Jacksonville is a multicampus institution it should maintain an essential degree of unity which will tie together the campuses and centers in ways which will

maximize both effectiveness and efficiency.

11. There is need to locate the central administration of the College where it will not be identified with any campus but where it will be readily accessible to all campuses and centers.
12. There is need to develop and observe functional distinctions between the responsibilities of the central administrative staff and the responsibilities of campus personnel.
13. There is need for the lay Board of Trustees to accord the administration of the College full responsibility to it for the development and operation of the College under policies which the Board has considered and approved.
14. There is need for a carefully formulated concept of administration for the College to guide the building of appropriate administrative structures and the development of patterns of operations.
15. The necessary restructuring of the organization and administration of the Florida Junior College at Jacksonville can be accomplished in a relatively short time without any need to disrupt programs and services for students, provided that it is done deliberately and with the full understanding and acceptance of the concept being implemented.

Based on the study and the deliberations which led to the above conclusions, the study staff recommends that:

1. The Florida Junior College at Jacksonville be developed as a comprehensive community college with responsibility for the broad range of programs and services needed by the people of the district and contemplated in the statutes.
2. The College continue to provide its programs and services in numerous locations throughout the district, utilizing facilities not owned by the College, where they are needed as well as on the two permanent campuses now under development.
3. The Administration of the College, through the planning staff which it needs to develop, proceed at an appropriate time with the identification of a third permanent campus to be developed sometime after 1975.

4. The central administration of the Florida Junior College at Jacksonville be provided with suitable quarters which will enable it to function properly on the Cumberland site, which site should not be used to house instructional programs after the new campuses are occupied, except perhaps as would be done in any other office facilities used as a center.
5. The distinction between the responsibilities of the central administration of the College and the responsibilities of the campus staffs be observed both in theory and in practice just as soon as the necessary staff adjustments can be made, and that this continue to be observed under the permanent organization which is recommended.
6. The Board of Trustees of the College accord the administration such full responsibility for the development and operation of the institution, under policies which it has considered and approved, as will permit it to hold the administration fully accountable for results.
7. The concept for organization and administration presented herein be adopted for the Florida Junior College at Jacksonville.
8. The Board of Trustees should determine which of the proposed alternate plans for reorganization is most consistent with its expectations for the Florida Junior College at Jacksonville; and its determination should be made after careful study of the plans by the board, by the administration and by the faculty of the College.
9. The Board of Trustees look to the administration of the College, with such professional assistance as it may need, to develop the necessary instruments which will be required for the implementation of the plan and to recommend such action as will need to be taken by the Board.
10. The Board of Trustees require of the administration of the College such reports as are necessary for it to make judgments concerning the effectiveness with which the plan is being implemented as well as judgments relative to the overall effectiveness of the institution as it operates under the administrative organization adopted.

The above summary of conclusions and recommendations reflect the principal findings and proposals which are reported in full in the document which follows.

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CHAPTER I

COMMUNITY BACKGROUND

The community college is conceived of as an institution which is oriented primarily to the community it serves. The community college draws most of its students from the community in which it is located, and its programs and services are designed with the educational needs of the local community in mind.

In a real sense the community college takes its shape and character from the community which it is designed to serve. Plans for the development of such a college must be shaped and reshaped in terms of the particular population and economy of that community as they develop over the years.

The Florida Junior College at Jacksonville has been established to serve a district comprised of Nassau and Duval counties. These counties, located in the northeast corner of the state, have a combined land area of 1,416 square miles. In 1960 they had a population just under a half million (472,600) people. The principal city in the district is Jacksonville which now comprises virtually all of Duval County.

Population

Based on their 1960 populations Nassau County, with 17,189 people, had a population density of 96 people per square mile while there were 595 people per square mile in Duval County, or 455,411 people in that portion of the junior college district.

In 1960, the population of Duval County, when compared with all other Florida counties, was exceeded only by that of Dade. Between 1950 and 1960 the population of Duval County increased by 151,382 people. About one-half of the increase came through natural increase and the balance from migration. The rate of increase in population during that decade, 49.8 percent, as shown in Table 1.1, was the lowest rate of increase experienced by any of the eleven of the most populous counties in Florida.

In Nassau County the rate of increase in population between 1950 and 1960 was 34.2 percent. Of the increase of 4,378 people two of every three came through natural increase and one as a net gain from migration.

In 1960 85 percent of the people in Duval County lived in urban areas while 42 percent of the residents of Nassau County were so situated.

Just under one-fourth of the people (24.9 percent in Nassau County and 23.2 percent in Duval County) are Negro. Only 2.4 percent of the people in Nassau and 6.3 percent in Duval are of foreign origin. Six percent of the people are over 65 years of age. When compared with Florida as a whole, these two counties taken together are slightly more urban, have a higher percentage of Negroes in the population and a lower percentage of people of foreign stock.

The 1968 estimate of population is that there are 19,500 in Nassau County and 515,100 in Duval County, or a total population in the district of 534,600.

Looking to the future, the population of Duval is expected to increase from 455,411 in 1960 to 605,000 in 1975. The rate of growth represented by this increase (32.8 percent) is well under that for the state as a whole (57.2 percent) and under that for all but two of the most populous counties.

TABLE 1.1

1960 Population and Rates of Increase Over 1950
For Florida's Most Populous Counties

County	1960 Population	Percent Increase 1960 Over 1950
Dade	935,047	88.9
Duval	455,411	49.8
Hillsborough	397,788	59.2
Pinellas	374,665	135.3
Broward	333,946	297.9
Orange	263,542	129.3
Palm Beach	228,106	98.9
Polk	195,139	57.4
Escambia	173,829	54.2
Volusia	125,316	68.8
Brevard	111,435	371.1
STATE TOTAL	4,951,560	78.7

Source: County and City Data Book, 1967, Table 2.

Estimates of the Nassau County population in 1975 indicate that the rate of growth will be approximately 39.5 percent and that there then will be 24,000 people in that segment of the two county district.

In 1960 half of the adults in Duval County had completed less than 10.8 years of school, and half of the people in Nassau County had completed less than 9 years. Nine and six-tenths percent of the adults over 25 years in Duval County have completed less than 5 years of school, and in Nassau County 16.0 percent of the adults have less than 5 years in school. In Duval County 41.4 percent of the adults have completed high school, while 28.4 percent in Nassau County have reached that level.

When these counties taken together are compared to the state figures, the junior college district is just under the state (10.9) in the median years of school completed, over the state (9.2) in the percentage of adults with fewer than 5 years of school, and just under the state (42.6) in the percentage of the adults who have completed high school.

The comparison of Duval County with the eleven most populous counties in Florida with respect to the percentage of adults in 1960 who had completed high school is shown in Table 1.2. The fact that nearly 6 out of 10 adults in Duval County and 7 out of 10 in Nassau have not completed high school has great significance not only for the programs at the Florida Junior College at Jacksonville but for the economy of the area as well.

Of the 1960 population in the age group 5-34, 23.4 percent of the people in Duval County and 27.1 percent of the people in Nassau County were enrolled in school. Both of the counties are above the percentage (22.2%) for the state as a whole.

TABLE 1.2

Percentage of Adults Twenty-Five Years and Older Who
Had Completed High School in Florida's Most Populous
Counties in 1960

County	Percentage of Adults Completing High School
Brevard	54.3
Broward	49.6
Orange	48.8
Volusia	46.9
Dade	46.6
Palm Beach	45.8
Pinellas	43.9
Duval	41.4
Escambia	40.4
Hillsborough	36.6
Polk	35.2
STATE TOTAL	42.6

Source: County and City Data Book, 1967, Table 2.

While newer statistics are not available, an indication of the relative wealth of the two counties is found in the 1959 median family incomes of \$5,348 in Duval and \$4,465 in Nassau County. The relationship between these and the median family income in the more populous counties and for the state are shown in Table 1.3. While the Nassau income level was just below that of the state as a whole, it is above the level found in two of the more populous counties.

TABLE 1.3

Median Family Income, 1959
The Eleven Most Populous Counties in Florida

County	Amount
Brevard	\$6,123
Dade	5,348
Duval	5,345
Orange	5,222
Escambia	5,174
Broward	4,996
Palm Beach	4,784
Hillsborough	4,616
Polk	4,776
Pinellas	4,359
Volusia	4,114
STATE	\$4,722

Source: City and County Data Book, 1967.

The percentage of families in Duval County with incomes in 1959 under \$3,000 per year (22.4 percent) was lower than the figure for the state as a whole (28.4 percent); and the percentage of families in that county with incomes in excess of \$10,000 per year was slightly higher (12.4 percent) than for the state (11.1 percent).

In Nassau County the reverse is true in these comparisons for one family in three (32.3 percent) had an annual income of less than three thousand dollars and 9.5 percent of the families enjoyed income in excess of \$10,000.

Economic Activities

In 1963 there were 546 manufacturing establishments in Duval County with 20,586 (average annual) employees. There were 52 plants in Nassau County with 1,972 employees. Forty-three of the plants employed one hundred or more people, and four of these larger plants were in Nassau County.

The manufacturing plants in the two counties added a value of \$274,500,000 to the materials they processed in 1963. There were an additional 14 million dollars invested in capital for manufacturing that year.

There were fifteen or more establishments manufacturing food and tobacco, paper and printing, primary and intermediate metal, lumber and wood, and petroleum and chemical products.

There were 243 farms in Duval County and 332 farms in Nassau County in 1964. The number of people living in the households of farm operators was 1,354 in Duval and 1,388 in Nassau. Average value per farm of farm products sold in 1964 was \$33,521 in Duval and 23,519 in Nassau. The average value of products in these counties was at or above the figure for the state as a whole.

There were 4,124 retail establishments in 1963 in Duval County and 223 in Nassau. Together the total sales approach 700 million dollars. They employed 25 thousand people. Food stores numbered 815 and automotive dealers numbered 243. There were 148 general merchandising establishments.

That same year there were 986 wholesale establishments in Duval and 15 in Nassau County. The combined sales of these establishments exceeded two billion dollars, and they employed 13 thousand people.

There were more than three thousand service establishments (2,851 in Duval and 119 in Nassau County). These establishments included hotels, motels, auto repair services, personal services (excluding medicine and education), and places of amusement. The combined receipts of the establishments in this category exceeded 112 million dollars, and they employed 10.5 thousand people.

The latest estimates of employment for Duval County are shown in Table 1.4. While manufacturing engaged 12 percent of the people who were employed in Duval County in November 1968, there were more than twice as many people engaged in trades as there were in manufacturing. The number of people employed by government and by service establishments each exceeded the number engaging in manufacturing.

TABLE 1.4

Estimated Employment, Duval County, Nov., 1968

	Number	Percentage of Grand Total
Manufacturing	24,500	11.8
Durable Goods	11,500	5.5
Non-durable Goods	13,000	6.3
Contract Construction	11,000	5.3
Transportation, Communications, and Public Utilities	19,500	9.4
Trades	52,400	25.3
Wholesale	17,700	8.5
Retail	34,700	16.7
Finance, Insurance, Real Estate	16,400	7.9
Banking	3,000	1.4
Insurance Carriers	9,000	4.3
Services, Misc. and Mining	26,500	12.8
Government	33,600	16.2
Federal	12,300	6.2
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Total Non-Agricultural (Wages and Salary)	183,900	88.6
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Agriculture	700	0.3
Other Non-Agricultural, viz. Self-employed, Family Workers and Domestics	22,900	11.0
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GRAND TOTAL	207,500	
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Conclusion

While the two-county district served by the Florida Junior College at Jacksonville is expected by 1975 to have 156 thousand more people than it had in 1960 -- and 94 thousand more than it has at the present time, the rate of growth is slowing down. The expected rate of growth in the two-county area is expected to be below that for the state as a whole.

Among the adult people of the county there is a substantial need for basic education as well as for instruction in a wide range of general and vocational fields.

The average income of the people of the district compares favorably with the state as a whole and with all but one of the most populous counties (Brevard). Nevertheless it has families in substantial number with annual income of less than \$3,000.

Basic to the economy of the district are wholesale and retail trade, governmental activities, services, manufacturing, transportation and communications, and insurance and banking.

CHAPTER II

THE ENROLLMENT POTENTIAL

In order to estimate the enrollment potential of the Florida Junior College at Jacksonville it is appropriate to examine the pattern of school and college attendance in the two-county district and the ways in which other junior colleges in Florida have developed.

School Enrollments

The junior college district comprised of Nassau and Duval counties has approximately one-fourth of its population enrolled in school in grades K-12. In that respect this district had a larger segment of its population in school than did the state as a whole. During the past five years, as Table 2.1 shows, the growth in school enrollments in the Nassau-Duval District outpaced the growth in population.

The number of high school completions in the two-county district in the period 1958-68 is shown in Table 2.2. While the number of graduates increased from 3,087 to 5,951 or 9.3 percent per year during this period, there was a marked decline in the rate of increase in the number of high school completions since 1965. The ACE projections to the year 1978, which are reported in Table 2.2 show an average increase of 1.3 percent for the ten-year period immediately ahead.

TABLE 2.1

School Enrollments, K-12, As A Percentage Of The
Total Population In Nassau-Duval Junior College District
1963-67

Year	Enrollment (K-12)	Pop.	Percent
1963-64	127,375	519,100	24.5
1964-65	129,149	526,100	24.5
1965-66	131,445	538,200	24.9
1966-67	132,437	529,400	25.0
1967-68	134,438	532,100	25.3

Source: State Superintendent's "Biennial Report."

TABLE 2.2

Number of High School Graduates By Year 1959-68
And Estimates for 1969-78
Nassau-Duval County Junior College District

Year	Number	Percent of Increase	Year	Number	Percent of Increase
1959	3,089		1969	6,341	6.6
1960	3,595	16.4	1970	6,449	1.7
1961	4,071	13.2	1971	6,539	1.4
1962	4,085	0.3	1972	6,704	2.5
1963	4,188	2.5	1973	6,786	1.2
1964	5,298	26.5	1974	7,022	3.5
1965	5,959	12.5	1975	7,353	4.7
1966	6,015	0.9	1976	7,081	-3.7
1967	5,823	-3.2	1977	7,134	0.7
1968	5,951	2.4	1978	7,138	0.8

Source: State Superintendent's "Biennial Report."
Projections: ACE, Inc.

College Attendance Patterns

The pattern in which students from the Nassau-Duval District attend college in institutions located in Florida is indicated in Tables 2.3, 2.4, and 2.5. The data in these tables show that community colleges have been attractive to students from this area even prior to the opening of the Florida Junior College at Jacksonville.

The year (1965) just prior to the opening of the college, 22.4 percent of all of the students from the two county area who were in Florida higher institutions were enrolled in public junior colleges; and, of such students who were in college for the first term that fall, more than one of every three (34.6 percent) were in public junior colleges.

During the fall term 1967, the last year for which these enrollment details have been published, more than four out of every ten (43.8 percent) of all students from the two counties who were in Florida higher institutions were in public junior colleges. That same term six out of every ten such students who were in college for the first time were in public junior colleges.

As Table 2.5 shows, 4,181 students from Nassau and Duval counties were in Florida Junior Colleges in the fall term, 1967; and 1,689 of them were first-time students. Beyond these numbers there were an additional 370 first-time in college students from Nassau and Duval counties who left the district to enroll elsewhere in Florida in a junior college. The total number of students from the two counties attending junior colleges elsewhere in Florida during the second fall term in which their local college was in operation totaled 937.

While the extent to which students from the two counties enter private institutions in the past has decreased, that decline was established for both full-time-in college students and for the total group prior to the establishment of the Florida Junior College at Jacksonville as the data in Tables 2.3 and 2.4 show.

The number of first-time-in-college students who went to college in Florida from the two county area virtually doubled (an increase of 96.7 per cent) during the five year period, 1963-67. The total number of students from the area who went to Florida institutions increased by 64.4 percent.

The extent to which the youth of a community have effective opportunity to enter college is indicated by the percentage which the number of first-time-in-college students is of the number of high school graduates the preceding spring. For the Nassau-Duval Junior College District the percentage was markedly below the percentage for the state as a whole until fall term 1966 when the Florida Junior College in Jacksonville received its first students. During the first three years shown in Table 2.6, the district lagged from four to sixteen percentage points behind the state. It should be expected that the percentage which was reached in fall term 1966 (the equivalent of that for the state as a whole) will not be sustained for the next few years. It does appear, however, that the two county area can be expected to approach the state average for the next few years. Beyond that the comparisons will depend upon the character and the quality of the services made available in local institutions.

TABLE 2.3

College Attendance Patterns for First-Time Students
In Florida Colleges From the
Nassau-Duval Junior College District
1963-67

Inst. (Type)	Fall '63	Fall '64	Fall '65	Fall '66	Fall '67
Private Inst.	1,224 59.4%	777 37.7%	916 37.6%	878 24.3%	738 21.8%
Public Jr. Col.	279 13.5%	616 29.8%	845 34.6%	2,155 59.7%	2,059 60.3%
Univ. of Fla.	255 12.5%	297 14.4%	253 10.4%	255 7.2%	214 6.3%
Elsewhere in State Univ. System	302 14.6%	373 18.1%	425 17.4%	318 8.8%	375 11.1%
ALL FLA. INST.	2,060	2,063	2,439	3,606	3,386 64.4%

TABLE 2.4

College Attendance Patterns for All Students
In Florida Colleges From the
Nassau-Duval Junior College District

Institution (Type)	Fall '63	Fall '64	Fall '65	Fall '66	Fall '67
Private Inst.	3,056 51.4%	3,376 47.5%	3,249 41.0%	3,601 34.5%	3,467 29.6%
Public Jr. Col.	534 9.0%	1,155 16.2%	1,777 22.4%	3,936 37.7%	5,118 43.8%
Univ. of Fla.	1,217 20.5%	1,289 18.1%	1,341 16.9%	1,252 12.0%	1,299 11.1%
Elsewhere in State Univ. System	1,141 19.1%	1,291 18.2%	1,557 19.7%	1,650 15.8%	1,814 15.5%
ALL FLA. INST.	5,948	7,111	7,924	10,439	11,698 96.7%

TABLE 2.5

Students in Public Junior Colleges in Florida
Nassau-Duval Junior College District

Inst.	Fall '63	Fall '64	Fall '65	Fall '66	Fall '67
First time in ^a College Students	279	616	845	2,155	2,059
Fla. Jr. College	-	-	-	1,603	1,689
St. John's P.J.C.	159	394	526	282	102
Lake City J. C.	14	37	57	35	21
Other Public J. C.	106	165	262	235	247
ALL STUDENTS	534	1,155	1,777	3,936	5,118
Fla. Jr. College	-	-	-	2,501	4,181
St. John's P.J.C.	306	748	1,192	237	367
Lake City J. C.	20	61	101	80	54
Other Public J. C.	208	346	484	1,118	516

TABLE 2.6

Number of First-Time-In-College Enrollments
From Duval and Nassau Counties as a Percentage of
The Number of High School Completions the Preceding Spring

District	1963	1964	1965	1966	1967
Duval Co	50.7%	39.4%	41.3%	60.5%	58.7%
Nassau Co	23.3	27.4	33.2	47.3	42.7
F.J.C. District	49.2	38.9	40.9	59.9	53.1
State	53.5%	54.2%	56.6%	60.3%	61.9%

Estimates of Future Enrollment

An examination of the pattern of growth in the enrollment of junior colleges in Florida during their initial years indicates relationships which are useful for estimating the enrollment potential of the Florida Junior College at Jacksonville. The relationships, adapted to the Nassau-Duval Districts, are reflected in Table 2.7. The first three lines of that Table show the actual experience at the Florida Junior College at Jacksonville during the first years of its operation.

The actual enrollment data for the first three years of operation of the Florida Junior College at Jacksonville are shown in the first three lines in Table 2.9. The balance of that table shows the ACE estimates of the enrollment potential of the College through fall term, 1980. The figures shown were calculated for the relationships shown in Table 2.7 and the estimated number of high school graduates each year as reported in Table 2.2.

The estimates of the enrollment potential are based on the assumption that the Florida Junior College will develop the broad range of services needed by the population of the district, that those programs will be properly staffed and housed, and that they will be offered in locations which the people find to be readily accessible to them.

Summary and Conclusions

During the past five years the growth in school enrollments in grades K-12 in the Nassau-Duval Junior College District outpaced the growth in population of those counties. While the rate of increase in the number of high school completions has lowered, it is expected that there will be 1,237 more graduates in 1970 than there were in 1963.

TABLE 2.7

Relationships Among Various Components
of Junior College Enrollments
(Based on FTE Students)

Year of Operation	Percentage Total Credit Enrollment Is of HS Grads. Previous Two Years	Percentage No. of Students in Technical Programs is of the Total No. of Credit Students	Percentage Non-credit Enrollment is of Total Credit
1*	25.2**	-	
4	35.0	15.0	40.0
5	44.0	15.0	40.0
6	45.0	16.0	39.0
7	49.0	17.0	38.0
8	52.0	18.0	37.0
9	55.0	19.0	36.0
10	58.0	70.0	35.0
11-15	60.0	70.0	35.0

*Relationships calculated from data from the Florida Junior College for the years 1966, 67, 68.

**Based on the number of high school graduates for one year.

TABLE 2.3

Estimates of Enrollment Potential By Designated Categories
 Florida Junior College at Jacksonville

Year	HS Grads	Credit FTE			Non- Credit FTE	Grand Total FTE
		General	Technical	Total		
1966	6,015	1,493	264	1,757	-	1,757
1967	5,823	2,662	472	3,134	1,574	4,708
1968	6,140	3,213	556	3,774	1,750	5,524
1969	6,340	3,880	680	4,560	1,940	6,500
1970	6,450	4,520	800	5,320	2,130	7,450
1971	6,540	4,930	950	5,930	2,310	8,240
1972	6,700	5,460	1,120	6,580	2,500	9,080
1973	6,790	5,840	1,280	7,120	2,630	9,750
1974	7,020	6,250	1,460	7,710	2,780	10,490
1975	7,350	5,770	1,690	8,460	2,960	11,420
1976	7,030	7,030	1,760	8,790	3,150	11,940
1977	7,130	6,920	1,730	8,650	3,320	11,970
1978	7,190	6,930	1,740	8,720	3,500	12,220
1979	7,330	7,070	1,770	8,840	3,680	12,520
1980	7,140	7,050	1,760	8,810	3,850	12,660

Junior Colleges in Florida were attracting substantial numbers of young people from the Nassau-Duval District even prior to the opening of the Florida Junior College at Jacksonville. During the five year period (1963-67) the number of students entering college in Florida nearly doubled. Even so the youth from this area are less likely to enter college than is true for Florida's youth in general.

Whereas the Florida Junior College at Jacksonville had a full time equivalent enrollment of 5,524 fall term 1968, it should be expected to have more than 10,000 FTE students by 1974 and more than 12,500 in fall term 1980.

CHAPTER III

THE INSTITUTION AND THE FUNCTIONS TO BE ADMINISTERED

This chapter presents a basic philosophical concept of the Florida Junior College at Jacksonville and it describes the functions of the College for which organizational and administrative provisions must be made. The concept of the College is based on the requirements of the Nassau-Duval Junior College District for an institution of the broadest type which was envisioned within the Florida Junior College System.

The Florida Junior College at Jacksonville

The Florida Junior College at Jacksonville is thought of as a single institution with many and varied, but well-articulated parts. In technical phraseology, the Florida Junior College at Jacksonville is a multicampus, comprehensive community college.

As a community college, the institution must be responsive to the educational needs of the community. It must look to a local body for decisions concerning its role. It must look to a local body to determine the conditions under which it will provide the programs and services which are required for it to fulfill its role. At the same time that the College must be responsive to the community, both the College and the community must recognize the fact that the staff of the College must be free to make professional determinations concerning the ways in which those programs and services are to be provided.

As a comprehensive college, the institution must serve a wider range of educational objectives than has been expected of traditional institutions of higher learning. This is the very requirement which gave rise to

the development of the community college as a unique American institution. In such an institution it is necessary that all of the programs are considered to be of equal worth and dignity; and it is imperative that quality of programs be judged on the basis of the effectiveness with which each program enable students to attain their educational objectives whether they are for career development, self-improvement, or the professions.

The institution is designated as a multicampus college because there is need for it to operate in many different locations in order to make its services available to the people who are most in need of them. It should not be expected that all of the services of the College will ever be available in any one place. Programs and services should be allocated where they can function to the best advantage, and they should be duplicated only where that can be done without impairment of their effectiveness and without the depletion of resources required for other programs and services. The functional relationships between the various segments of the College should be such that any student can approach any location of the College with full assurance that the entire range of programs and services will be available to him within the single institution.

The characteristics of the Nassau-Duval Junior College District which are reported in the preceding chapter as well as the size and dispersion of the potential student body dictate that steps be taken for the full realization of a multicampus, comprehensive community college, the Florida Junior College at Jacksonville.

The Functions to be Administered

In the simplest terms the Florida Junior College at Jacksonville exists in order to provide educational services for people who need them.

Hence the function around which all other functions hinge is the provision of services for students. The entire cluster of services, (including those which are in a narrow sense considered to be "instructional services" as well as those which are generally considered to be "student personnel services") has the student at its focal point. Whether these services are thought of as being in two categories, or more generally as services to students, it is perfectly clear that they must be carefully articulated and oriented to instruction in the broadest sense.

In addition to services to students, provision must be made for the performance of a variety of business and supporting services which permit the professional staff which has responsibility for the broad range of student services to devote its principal energies to the discharge of that responsibility. While supporting services are of critical importance, both within the institution and from the viewpoint of those outside, it must be observed that such services exist in the College to facilitate the programs and services which are provided for students.

A third function is concerned with planning an institutional development, viz., determining the direction in which the institution is to develop and formulating plans for reaching the goals decided upon.

A fourth function, sometimes called executive direction, includes the participation of the community in decisions relating to the College, the development of policies under which the programs and services of the College will be provided, the making of decisions concerning the programs and services to be provided, and the interpretation of the College to the community.

Services to Students

The first of the functions in this category of functions is concerned with the identification of the students to be served by the College. It is unrealistic to operate a community college under the assumption that all of the people who are in need of its services will have the necessary knowledge concerning its programs --or that those who do have the knowledge will always perceive that the services are available to them. A community college needs to make a positive outreach to the varied potential students, and it should be assumed that those who are in most need of the unique services of a community college may be the least likely to respond unless they receive encouragement.

A second function in this category is concerned with helping students set for themselves realistic goals concerning their own education. Ample evidence exists concerning the extent to which students in institutions of higher learning undertake programs which are not within their current capabilities or not consistent with their aptitudes. Hence this function includes those services which enable students to understand (1) the range of opportunities which are open to them and (2) their own aptitude, ability, interest, and resources in relation to those opportunities. It should not be expected that any one student will satisfy his need for this service for all times; to the contrary, provision must be made for students to utilize this type of service at appropriate intervals.

A third function in this category of functions is that of helping students select a program of study which they will accept as being relevant to their needs and the best avenue to the attainment of their objectives. While many students may still unquestioningly accept the prescription of a course of study, such practice does not capitalize on the incentive which is developed when students participate in devising their programs of study. Moreover, adult

students have demonstrated their inclination to withdraw from programs which they do not perceive as being relevant to their needs. Students also need assistance in determining the best point(s) at which they are prepared to enter a program of study.

A principal function in this category consists of providing the teaching/learning experiences which will enable a student to pursue his program of study. The teaching function is performed through many vehicles in the formal as well as in an informal curriculum, including classroom and laboratory experiences, through conferences and institutes, through seminars and lectures, through a wide range of student activities, through tutoring, and through independent study.

The range of activities provided in this function must be such as to serve the varied educational objectives which bring students to the College. Some students will be preparing for entry into upper division baccalaureate or professional programs; others will be preparing for employment in vocational, technical, or semiprofessional occupations. Others will enter the College at least initially, to remedy educational deficiencies. Others will seek to broaden and others to update their education. All who enter certificate or degree programs, at least, will need the means to assure that they achieve designated levels of understanding and competence which are required for effective participation in a democratic society.

A fifth function in the category of services for students is concerned with the development and maintenance of suitable records for students. Such records should be developed and maintained in such way as to facilitate the planning of programs of study, to enable students to progress toward their objectives in the most effective manner, and to give evidence reflecting student attainment in the College.

A seventh function is concerned with the evaluation of the educational progress of individual students as well as with the appraisal of the learning conditions which are provided for them.

Within the category of services to students it is necessary to have a suitable organizational and administrative structure under which the professional staff can perform services for students. It is of critical importance that the structure facilitate the interaction of professional people providing services to individuals or groups of students. Likewise it must provide every member of the staff with an appropriate base of operation through which he can identify with the institution as a whole, and it should provide all staff members with opportunity for development and advancement toward their own goals in the institution.

Business and Administrative Support Services

Provision must be made for obtaining, maintaining, and operating the physical facilities required to house programs and services being provided by the College. Business services are needed to provide for the purchase, storage, and distribution of the materials required in the institution.

It is necessary to request, receive, expend, and account for all monies required for the development and operation of the institution. It is necessary to provide on campus certain stores which serve the convenience of students and faculty, e.g., food services and bookstores.

There is need to provide for the security of physical property, for the regulation of traffic, and for the safety and well being of personnel as they pursue the educational purposes which bring them to the campus.

Planning and Development

A principal component of this complex of functions is concerned

with the identification and assessment of educational needs which exist or are developing in the community. This concern extends to making preliminary estimates concerning the type and level of resources which would be required in programs to meet those needs.

Priorities for program development and for institutional development must be formulated. When decisions have been made for the development of a new program, it becomes necessary to plan the program and the services which it entails, to identify the staff requirements for the implementation of the program, to determine its fiscal requirements, and to plan the development of physical facilities which are needed to house the program.

Another essential component of this function is concerned with institutional research. This involves information relative to the operation of the institution as well as information on which evaluative judgments can be made.

The identification of the planning function apart from the operation of programs and services does not imply that the professional people who are to carry out a program are to be divorced from its planning. Quite to the contrary, the initiative for program development should be expected to emerge from the professional staff engaged in rendering services to students. It is to say, however, that provision must be made for a function which is not subsumed under operating functions.

Also included in this category of functions is institutional evaluation. Such evaluation is needed to indicate the extent to which the College is fulfilling its mission. From this function there should be reported the evidence on which it can be determined how effectively and how efficiently the College is in meeting the educational needs it is authorized to serve.

Executive Direction

Decisions must be made concerning the particular programs and services which are to be provided in the College, the policies under which the institution operates, the personnel who will staff the institution and the conditions under which they will serve, the nature and location of facilities, and the availability of needed funds. Judgments must be made concerning the effectiveness of the College.

Included in this function is the interpretation of the community to the College as well as the interpretation of the College to the community.

These four categories of functions need to be performed in any comprehensive community college. It should be expected, however, that a multi-campus institution requires additional considerations which need to be included in specifications for the organizational and administrative structure of the institution.

Requirements of a Multicampus Institution

The existence of a multicampus institution means that conditions in which there are two or more campuses on which services are rendered to students in addition to the central staff which has concern for the institution as a whole. While there is more than one solution to the problems which are derived from multicampus operations, it is abundantly clear that the particular solution adopted for any institution needs to be understood and observed in practice both at the campus and the central staff levels.

The solution presented here is derived from the concept described earlier in this chapter, viz., that of a single institution with varied, but closely articulated parts.

The central staff, with its multicampus responsibilities, should be expected to center its concern on planning and coordination. Beyond that it should be expected to perform those services which need to be done for the institution as a whole in order to preserve the unity of the institution and/or to free the campus personnel for the implementation of programs and services for students. Included among the operative functions of the central staff are those instructional services which take place in centers in which there are no full-time staff.

Under its planning and coordinating responsibilities, the central staff should be concerned with the (1) identification of the needs of the community for service and the direction of the planning for the programs, staff, and facilities which are required to meet those needs, (2) formulation of policies (for consideration and decision by the Board) under which the institution will develop and render its services, and (3) evaluation of programs and services and of the conditions under which they are provided.

The central staff will be concerned with questions such as the following: What does the community need from the College? What is required by the way of program, staff, and facilities in order to meet those needs? Under what policies can these services and facilities be developed and provided most effectively? What conditions will encourage the use of services by the people who need them? What assistance does the campus staff need in order for it to render its best services? How effectively are the programs meeting their objectives?

In addition to its responsibilities for planning and coordination, the central staff has responsibilities for operations which should be clearly defined. The identification of potential students who are in need of the services of the College, the development and maintenance of student records, registration of students, the collection of fees, the accounting for funds, the operation and maintenance of

the physical plant and security are functions which are operational in nature and which should be performed by the central staff.

On the other hand, the staffs located on the campus have as their major concern the implementation of programs and services for students. It is their function to receive students, to assess their aptitudes, interests and abilities in relation to the programs provided, to help students determine their respective educational goals which are realistic for them, to help students develop their program of studies, to develop and to provide materials and instructional services for students on the campus, and to appraise the progress of students.

It should be observed both in theory and in practice that the principal concern of the campus staff is the rendering of services to students in programs authorized for their respective campuses.

For the multicampus operation to work harmoniously and effectively it is necessary that the differences between the responsibilities of the central staff and those of the campus staffs be observed. It should be expected, however, that in the practical exercise of these responsibilities the two staffs will be mutually interdependent. There will be no hard and impenetrable wall between the two staffs. The line is drawn between the focal point of their responsibilities, and it should be expected that personnel from each staff will respond to the leadership of the other in areas in which each exercises responsibility.

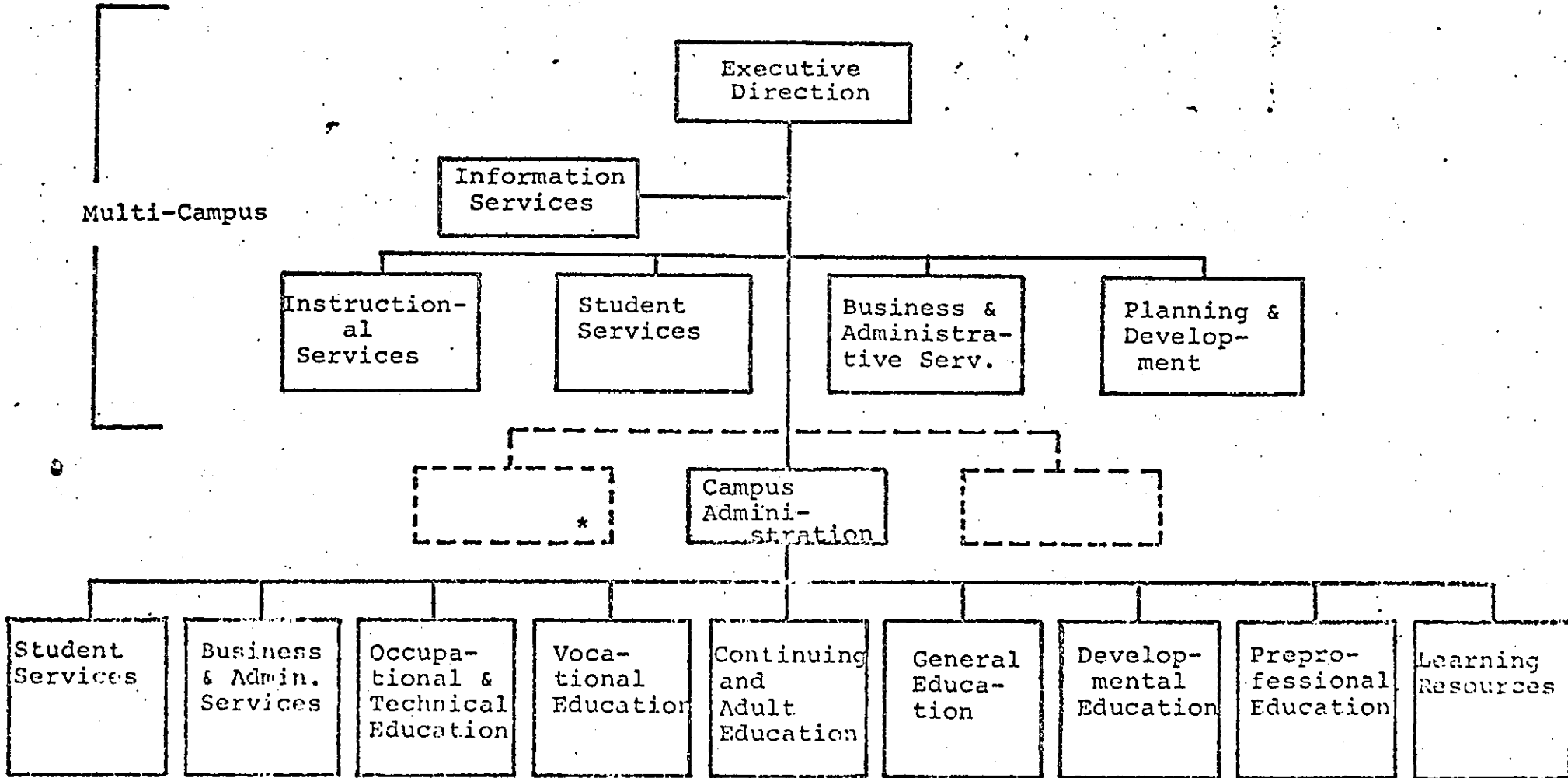
Moreover, it should be recognized that the campus staffs are responsible for the performance of their professional functions to the central staff.

Representation of Functions To Be Performed

The following figures, 3.1 through 3.6, represent the functions to be performed. While they are presented in clusters, it is not intended that the tables reflect the staffing which will be required to perform them.

FIGURE 3.1

FUNCTIONAL CHART
COLLEGE WIDE



functions shown for existing campuses are repeated for new campuses as needed.

FIGURE 3.2

INSTRUCTIONAL SERVICES
FUNCTIONAL CHART FOR MULTI-CAMPUS OPERATION

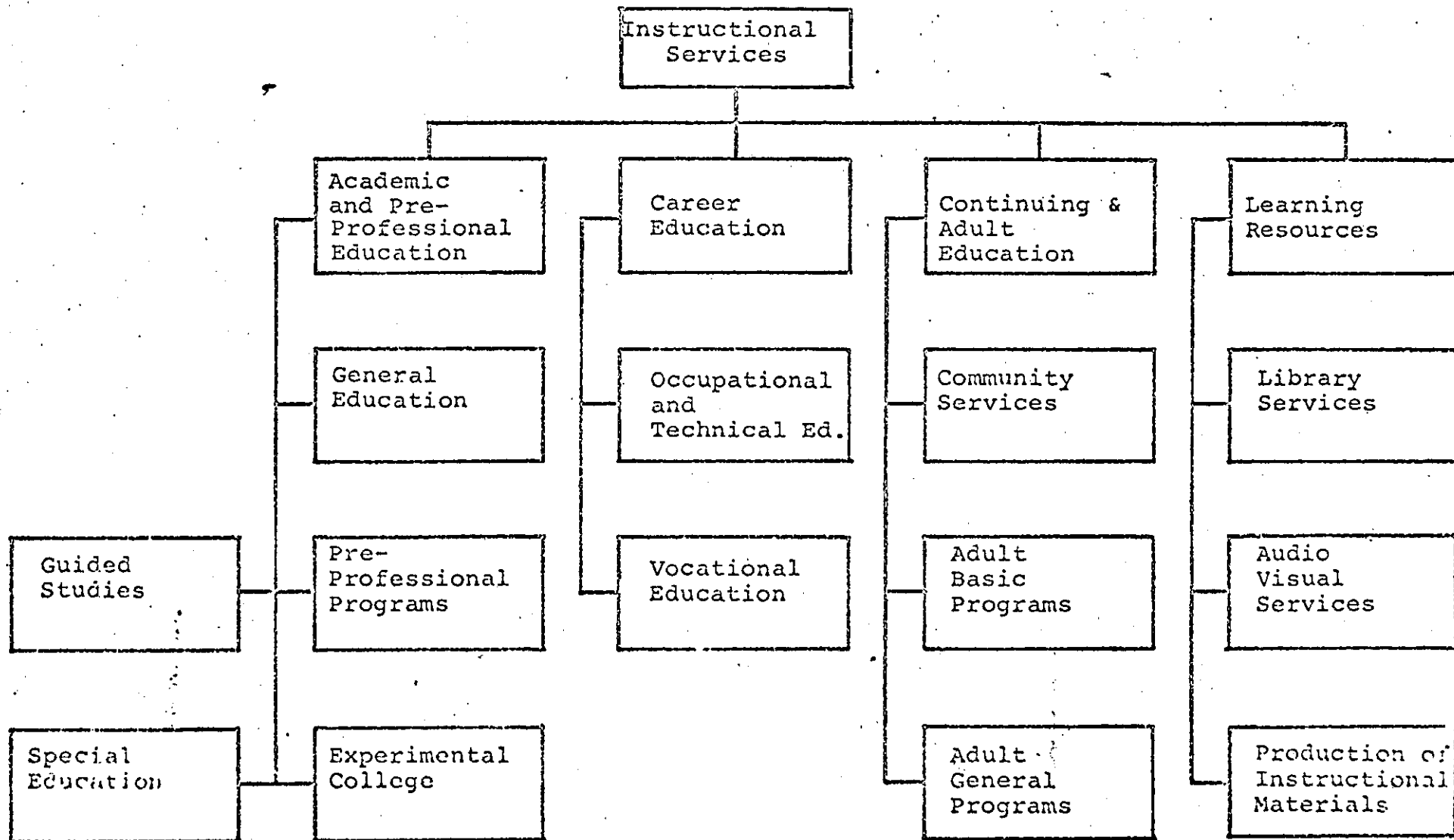


FIGURE 3.3

STUDENT SERVICES
FUNCTIONAL CHART FOR MULTI-CAMPUS OPERATION

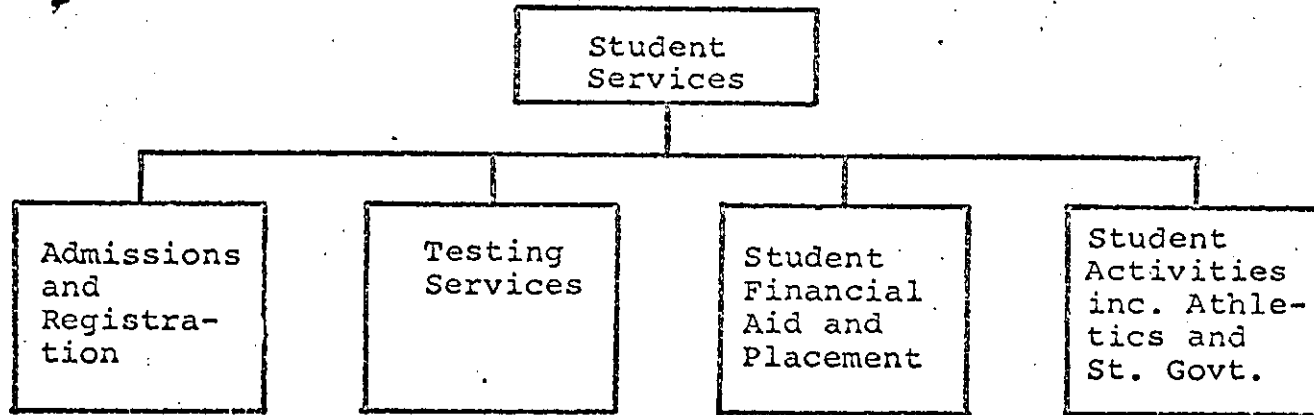


FIGURE 3.4

BUSINESS AND ADMINISTRATIVE SERVICES
FUNCTIONAL CHART FOR MULTI-CAMPUS OPERATION

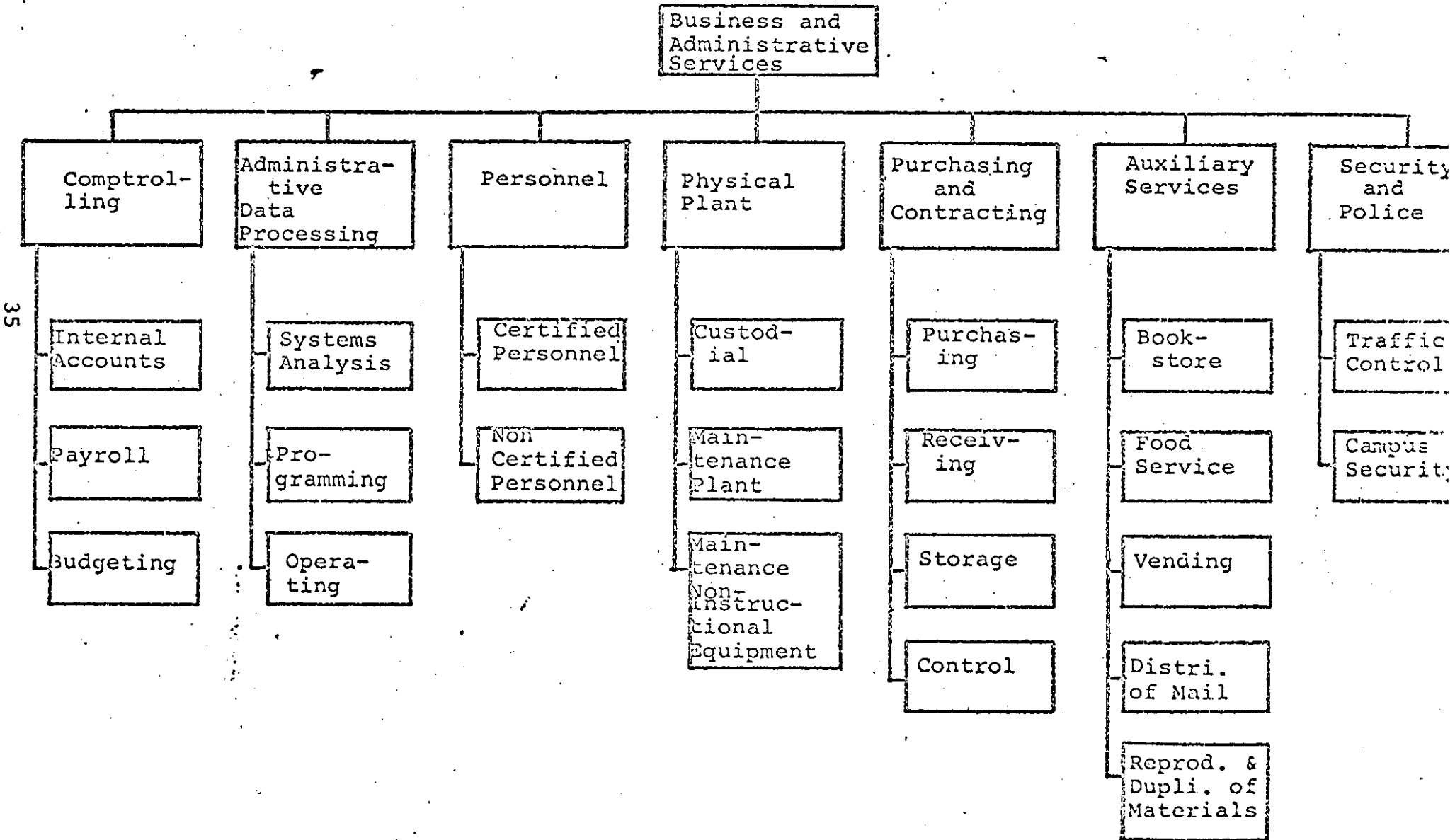


FIGURE 3.5

PLANNING AND DEVELOPMENT
FUNCTIONAL CHART FOR MULTI-CAMPUS OPERATION

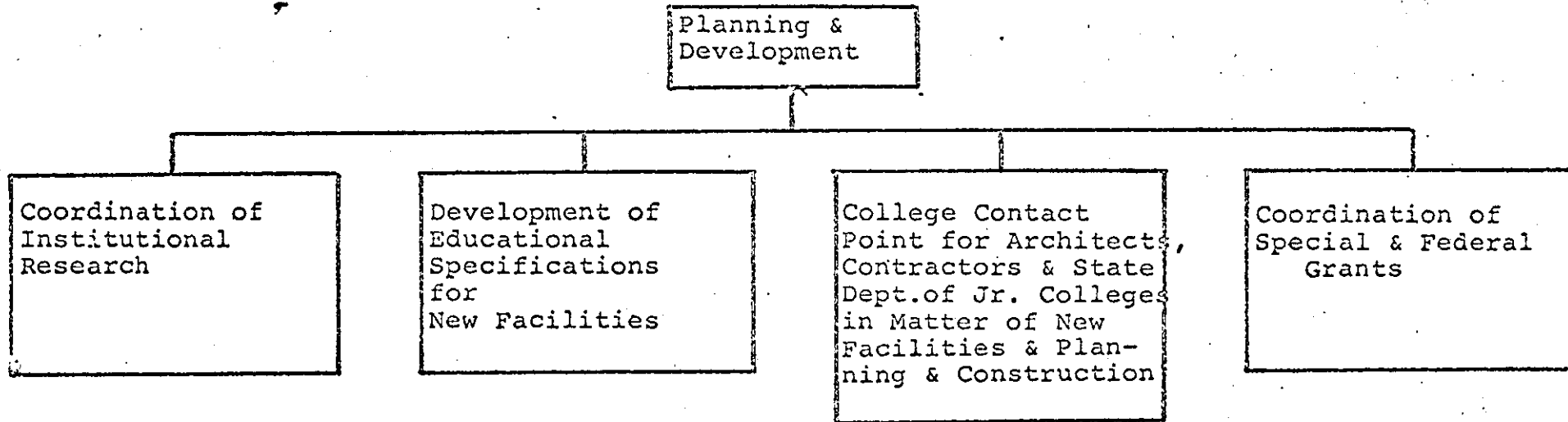
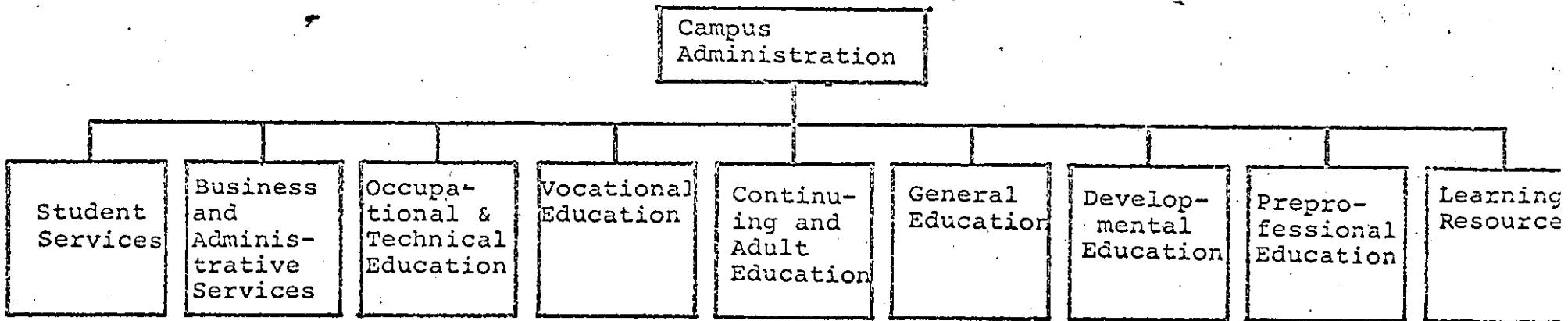


FIGURE 3.6

FUNCTIONAL CHART
CAMPUS OPERATION



CHAPTER IV

PROPOSALS FOR THE REORGANIZATION OF THE FLORIDA JUNIOR COLLEGE AT JACKSONVILLE

This chapter is concerned with the organizational structure needed to enable the Florida Junior College at Jacksonville to discharge effectively the functions described in Chapter III.

Inasmuch as there is no one and only way for a College to be organized apart from the people who have responsibility for the direction and operation of the institution, alternate proposals are presented in this chapter for the organization of the Florida Junior College at Jacksonville. Under either plan the people of the district could expect the proper functions to be carried out. Under either plan the students who come to the College could be served very well.

Which of the two plans would be better for the Florida Junior College at Jacksonville hinges on the inclinations, abilities, and orientation of the professional staff and of the Board of Trustees of the College. While the study staff will be pleased to assist the staff and the Board to determine how they would relate to each of the two proposals, the choice should be made by the Board of Trustees with the advice of its own professional staff.

Alternate A

The proposal presented as Alternate A is represented by Figures 4.1 through 4.6. The success of the operation under this plan is heavily dependent upon the development for each segment of the College clearcut definitions of

responsibility which will be faithfully followed and which when taken together add up to the services that are required by students in the various programs.

The organization for the entire institution is sketched in Figure 4.1. In the main the four vice presidents serve in staff relationships to the president of the College, and each campus is headed by a provost who has a line relationship with the president. The campus provost, however, serves also as the campus Dean of Instruction; and, hence, is responsible in that capacity to the Vice President for Instruction.

In addition to their staff responsibilities, both the Vice President for Student Services and the Vice President for Business and Administrative Support, have responsibilities for college-wide and campus operations.

The organization for each campus is shown in Figure 4.2. There is provision for three assistant deans of instruction, viz., two for occupational programs (technical and vocational) and one for university parallel (academic) fields. The two assistant deans for occupational fields have program directors who report to them, and the other assistant deans are supported by the chairman of academic divisions and/or departments. An assistant dean for campus learning resources reports to the campus dean of instruction.

While retaining their accountability to the respective vice presidents, an assistant dean for campus student services and the campus business manager constitute the balance of the team reporting to the provost on each campus.

The organizational structures at the vice presidential level are shown in Figures 4.3 through 4.6. The first of these shows that the Vice President for Instruction is supported by four deans. Each of these deans heads an instructional division, viz., a division of academic and professional education, a division of career or occupational education, a division of adult and continuing education,

FIGURE 4.1

ORGANIZATION FOR MULTI-CAMPUS ADMINISTRATION

(Alternate A)

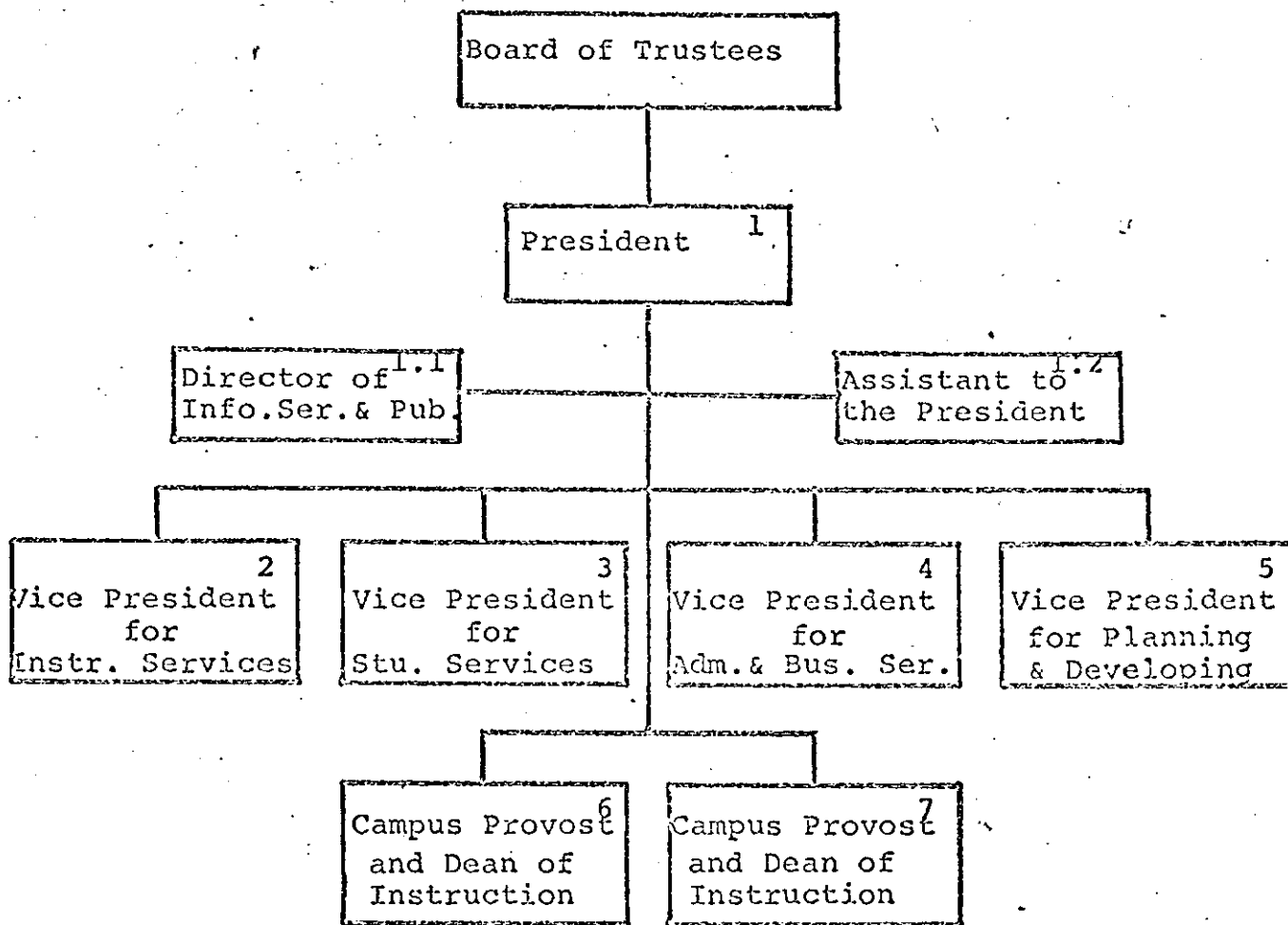
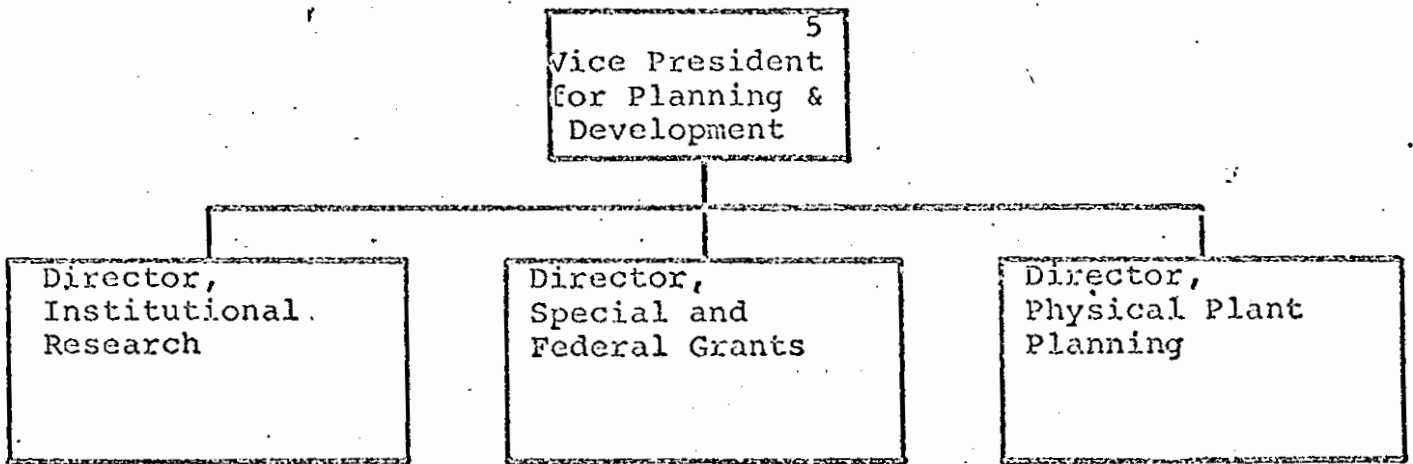


FIGURE 4.6

PLANNING AND DEVELOPMENT
ORGANIZATION CHART FOR MULTI-CAMPUS OPERATION

(Alternate A)



and a division of learning resources. The fact that the provost for each campus, in his capacity as the campus Dean of Instruction, reports to Vice President for Services to Students is shown in the figure.

The administrative structure for student services at the vice presidential level is shown in Figure 4.4. There is provision for five directors, each with his area of service. This organization is based on the expectation that there will be a single intercollegiate program of athletics for the entire College and that admissions and registration will be a responsibility of the central staff rather than of a given campus.

The organization of the area of business and administrative services is shown in Figure 4.5.

The Vice President for Planning and Development (See Figure 4.6) has three directors reporting to him. One is responsible for institutional research, another for special and federal grants, and the third is responsible for physical plant planning. It is through the director of physical plant planning that appropriate relationships (consulting and/or contractual) are maintained with architects, engineering firms, and others concerned with the development of the physical plant.

Alternate B

The organizational plan presented as Alternate B is represented by Figures 4.7 - 4.10. The success of this plan hinges on the ability of the entire professional staff to develop and to maintain effective working relationships which focus on the educational needs of students. The various components of an institution organized under this plan could be well articulated. The concerns of the professional staff would cluster around the design, development, implementation and evaluation of programs through which students can achieve their objectives. The members of the professional staff of the College--regardless of their departmental

affiliation--would participate in each program which they teach students.

The overall institutional organization is sketched in Figure 4.7. Responsibility for all direct services for students is fixed with a single vice president, while the responsibility for supporting services is fixed with the other vice president. Since the campuses and centers operate to provide services to students the campus operation is within the overall responsibilities of the Vice President for Services to Students.

The organization for services to students is shown in Figure 4.8. The figure shows three groups of people reporting to the Vice President for Services to Students. While the work of each of these groups is closely intertwined with that of the other two groups, each group has its own defined role for which it can be held accountable.

Each campus has a divisional structure under which all of the divisional chairmen report to a single office--that of the campus provost. All members of the professional staff who perform services for students on the campus come within one of the several divisions.

Each faculty member thus has a home base in a division of a campus of the College. The division to which any faculty member is assigned is determined by the nature of the work he performs. If he is a teacher he is a member of the division comprised of teachers in the same or related fields. If he provides teaching/learning materials he is in the division of learning resources. If he is a counselor he is in the division of personnel services.

While each faculty member would expect to have a primary affiliation in a division, it should be expected that some individuals will be related to another division by virtue of their having assignments which do not always conform to the divisional lines. A counselor who also teaches psychology would find himself

FIGURE 4.7
COLLEGE WIDE ORGANIZATION STRUCTURE
(Alternate B)

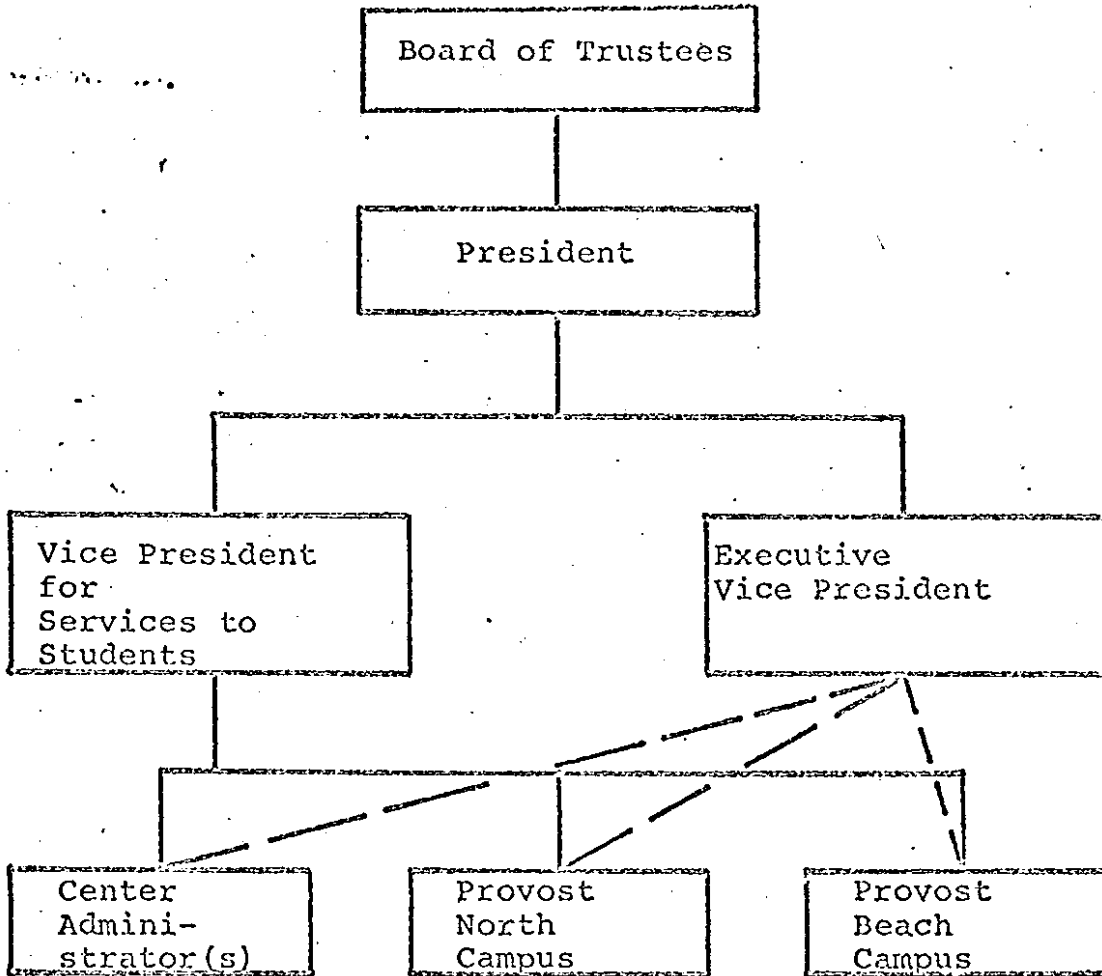


FIGURE 4.8
 ORGANIZATION UNDER THE VICE PRESIDENT
 FOR SERVICES TO STUDENTS

(Alternate B)

VICE PRESIDENT FOR SERVICES TO STUDENTS

			<u>Dean of Personnel Services</u>
			<u>Director - School Relations</u>
			<u>Director - Advisement and Counseling</u>
			<u>Chief - Clinical Services</u>
			<u>Chief - Financial Aid and Placement</u>
			<u>Director - Registration and Records</u>
			<u>Director - Student Activities</u>
			<u>Coordinator of Athletics</u>
			<u>Dean of Learning Resources</u>
			<u>Director - Library Services</u>
			<u>Director - Materials Development Service</u>
			<u>Director - Evaluation Services</u>
			<u>Dean of Transfer Programs</u>
			<u>Dean of Occupational Programs</u>
			<u>Assoc. Dean - Technical Programs</u>
			<u>Assoc. Dean - Vocational Programs</u>
			<u>Dean of Basic and General Education</u>
			<u>Dean of Adult and Continuing Education</u>
			<u>Provost - Beach Campus</u>
			<u>Chairman - Division of Communications</u>
			<u>Chairman - Division of Social Sciences</u>
			<u>Chairman - Division of Math and Natural Sciences</u>
			<u>Chairman - Division of Humanities and Fine Arts</u>
			<u>Chairman - Division of Health and Physical Education</u>
			<u>Chairman - Division of Technologies</u>
			<u>Chairman - Division of Learning Resources</u>
			<u>Chairman - Division of Personnel Services</u>
			<u>Provost - North Campus (same as Beach Campus)</u>
			<u>Center - Administrator(s)</u>

attached to the Division of Personnel Services and affiliated with the Division of the Social Sciences; or a Mathematics teacher who was an academic advisor to mathematics majors would be a member of the division of mathematics and Social Sciences at the same time and related to the Division of Personnel Services.

The primary function of all of the divisional personnel is to staff programs required to meet the needs of students.

Leadership for each of the programs offered in the College is the responsibility of the next group of people--the programs deans. It is the responsibility of these deans (for transfer, occupational, general, and continuing education) to determine what needs are to be met, to work with all of the faculty members who can help devise programs to meet these needs, and to maintain continuing supervision of other programs in operation as is necessary to assure effective services to students.

As an example, through the Dean of Occupational Education, the Associate Dean of Technical Programs (with the assistance of a program director) will do whatever is necessary to define the educational objectives which a student will need to attain in order to be employable as an electronic technician. He will then work with the "faculty for the electronics program;" viz., all of those who work with the students who are preparing to become electronics technicians. Thus this faculty will include teachers of mathematics, science, and communications as well as counselors and materials specialists.

With the requirements of the program clearly defined the mathematics teachers, for instance, will determine how they can best enable students to meet those requirements. The materials people for the Learning Resources Division will help to find and/or to develop the materials which the faculty and students will need.

The counselors will help to determine the characteristics of students who can be expected to succeed in the program and in subsequent employment.

Without divorcing themselves from their colleagues in their own division, the faculty members will be responsible to the dean for performance necessary to meet objectives of the programs which they help to staff.

Inasmuch as certain services will be performed throughout the institution from the central staff level, a third group consists of the Dean of Personnel Services and the Dean of Learning Resources. They will be responsible for certain operations college wide, and they will serve as professional resource people on whom their campus counterparts can draw.

The organization for the services for students is tied together through the Vice President for Services to Students; and the three groups are three arms on a single body which need to be articulated through that office in order to perform services needed by students.

Figure 4.9 is included to illustrate the way in which campus personnel with their several divisions and the program deans are interrelated.

The organization for the services of the Executive Vice President is shown in 4.10.

While he is called the Executive Vice President this officer is not in the line (see Figure 4.7) between the President and the campuses. The Executive Vice President provides services which are required by those who are providing services to students. He is responsible for six such areas, through which the business support services are provided. He is assisted by the internal auditor. While some of the people will be housed on campuses their line of responsibility will be to the Executive Vice President. They will be responsible to him for providing the support services needed on the campus to which they are assigned.

DIAGRAM OF REPORTING RELATIONSHIPS
 BETWEEN CAMPUS PERSONNEL
 AND THE PROGRAM DEANS
 (Alternate B)

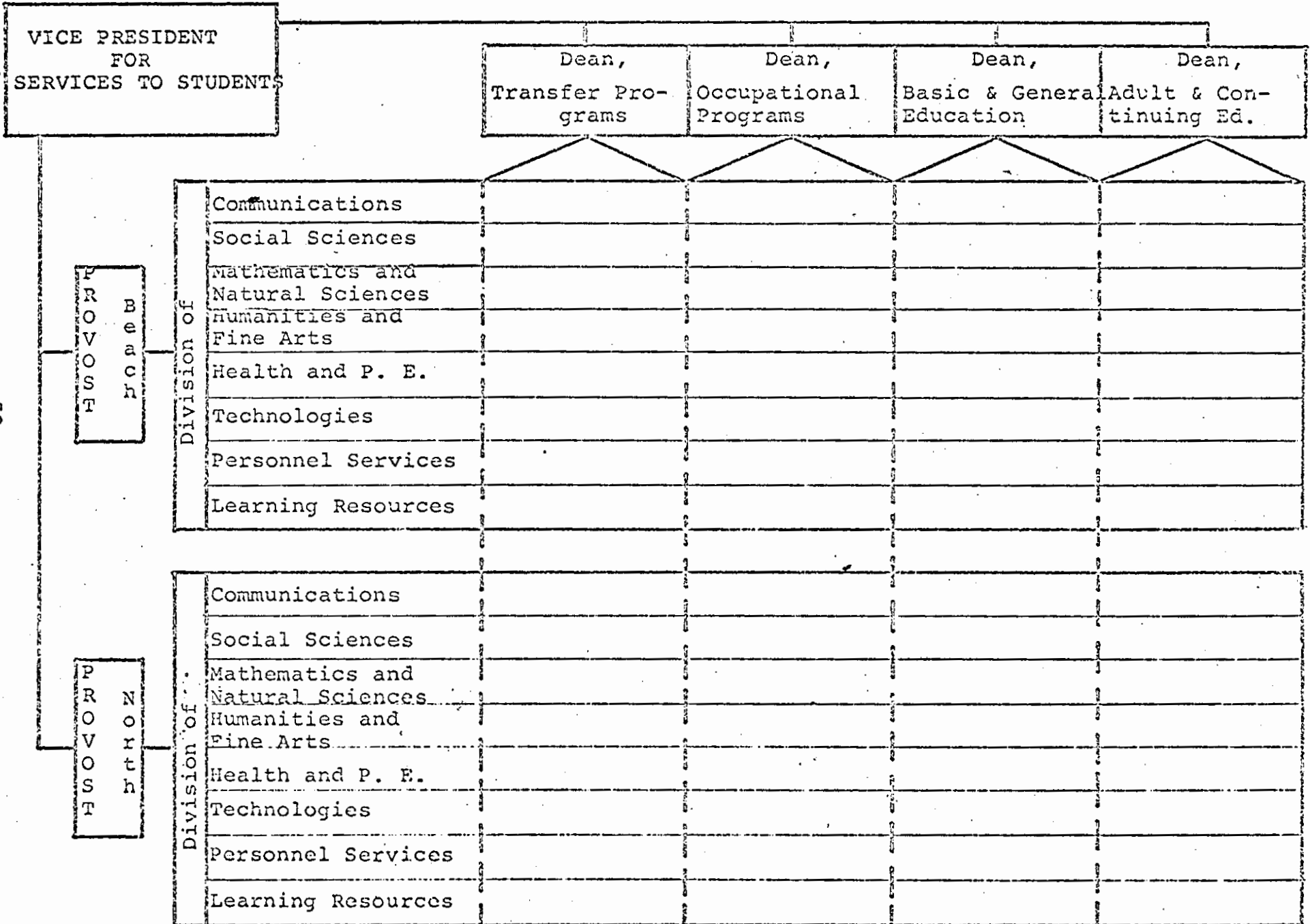


FIGURE 4.10

Organization of the Office
of the Executive Vice President
(Alternate B)

Executive Vice President

Comptroller
Chief-Finance-Accounting
Chief-Payroll
Chief Cashier
Internal Auditor
Director of Security
Chief-Beach Campus Security
Chief-North Campus Security
Director of the Physical Plant
Superintendent-Beach Campus
Superintendent-North Campus
Manager-Transportation-Communications
Director of Purchasing and Stores
Manager-Administrative Data Processing
Manager-Auxiliary Enterprises

Conclusion

This chapter presents two suitable, but distinctly different plans for the organization of the Florida Junior College at Jacksonville. In order to accomplish the necessary reorganization the Board of Trustees, after considering the advice of its own professional staff, will need to decide which of the two will serve the interests of the district to the better advantage.

Following the attention which is given in Chapter V to the constructional programs of the College, further consideration is given to steps that are needed to achieve reorganization.

CHAPTER V

ANALYSES OF INSTRUCTIONAL PROGRAMS

The Florida Junior College at Jacksonville has developed a range of instructional programs to parallel those in the lower division of four-year institutions as well as programs in a limited number of careers. Provision has been made for a general education component. In addition, the range of instructional programs has been expanded greatly by the transfer to the College of the vocational and adult education program which had developed as a part of the public school system of Duval County.

This chapter reports the observations which the study staff has made. These observations result from conferences with members of the administrative staff and the faculty plus the following publications of the College: (1) Policy Handbook; (2) Faculty Handbook; (3) Student Handbook, and (4) the 1968-69 College Bulletin.

The recommendations of the study staff relative to program development conclude the chapter.

General Education and University Parallel Programs

The General Education Program

This program is clearly delineated in the College Bulletin. Requirements for students pursuing the Associate in Arts (transfer program) degree are

differentiated--as they should be--from students pursuing the Associate in Science (occupational career programs) degree. In both cases the semester hour requirements are realistic in terms of other degree requirements that must be met. (The provision for especially adapted general education courses for A.S. degree students is commendable.) In summary, the faculty and administration are to be congratulated on having developed general education courses for both types of degree programs that are organized in ways recommended by curriculum authorities in general education.

Advanced and Creative Students

The Experimental College is imaginative and exciting in concept and organization. While still in the formative stages, this program offers great promise. It should be expanded as fast as experience and facilities permit. Also, the College Bulletin sets forth the provisions for entering it. A needed supplement to the program is provision for credit by examination and advanced placement. Such provision is especially important for pre-professional programs with many requirements such as in the sciences and engineering.

The Advanced Placement Program compact which exists in Florida involving secondary schools, junior colleges, and the public universities provides an excellent guide for credit by examination and advanced placement. The relationship, if any, of the "Honors Courses" referred to on pp. 34-35 of the College Bulletin to the Experimental College should be made clear. If, as it appears, these serve as a means for advanced placement, then such courses should be offered in other than the few areas now shown.

Students With Education Deficiencies

The Guided Studies Program which has been developed to help students

acquire the academic skills necessary for successful attainment at the college level has much to commend it. Those in charge of the program are committed to it. The program contains group instruction with opportunities for individualized learning. Further, it is closely interrelated with the College's counseling service. Provisions for placing students in the program appear appropriate and defensible.

While the program in practice may prove to be otherwise, the catalog descriptions raise question as to whether the announced purposes of the program are too narrowly conceived. As yet it is too early to determine the extent to which the program does in fact enable students to succeed in degree programs at the College; nor is there yet available conclusive evidence that shows the extent to which the program enables guided studies students to set more realistic goals.

Based on the experiences of other community junior colleges, the probability is that only a small percentage of these students subsequently succeed in degree programs--at FJCJ or elsewhere. This suggests that the purposes of the program need to be broadened--and that the program's success be judged according to the extent it helps students attain goals which are realistic for them.

While the Guided Studies Program appears to be concerned primarily with high school graduates who have educational deficiencies and who seek to enter programs at the College, there are two other programs which provide for similar needs for other adult students whose educational attainments are below the level of graduation from high school.

The Adult Basic Education program is designed for adults who need instruction in basic subjects at the elementary school level. The other program in this group is the program of adult general education at the high school level.

These three programs need to be thought of as a single effort of the Florida Junior College at Jacksonville to meet the needs of post high school students who, for one reason or other, have need to increase their comprehension and skills at levels which are usually associated with elementary and secondary school programs.

From the standpoint of students who need instructional services at the elementary or secondary level in one or more areas it would be a great mistake to think of the staff, courses, and students associated with the basic programs as being set aside from the balance of the College. It is more beneficial to all concerned, for example, to think that the instruction given at the College in English begins with literacy training and continues through lower level division instruction at the associate degree level. Such a range of instruction given at the College is entirely proper to the extent that it is required to meet the needs of post high school students.

The design of the programs, the places in which the instruction is given, and the ways in which the instruction is staffed and supported should make it perfectly clear that the programs for students with educational deficiencies are an integral part of the Florida Junior College at Jacksonville.

Provisions for Curriculum Articulation Among Campuses

Florida Junior College at Jacksonville operates as a single institution with respect to courses offered. That is, a single set of course numbers, titles, and credit norms apply throughout the College. This is a desirable arrangement and one that should by all means be continued as the College grows.

The adoption of textbooks however, which is very important in articulation among campuses, is a matter which needs continued attention. The procedures for textbook adoption which appear on pp. 116-117 of the Faculty Handbook are unclear inasmuch as this is a multicampus institution. It is not possible to determine from those procedures if all campuses use the same text for the same course. And, if they do, the procedures fail to spell out how the various campuses cooperate in arriving at a decision on adopting a text. While the team understands that there are supplementary procedures developed, it feels that these need more adequate distribution among the faculty and inclusion in the Handbook.

The Class Schedule print-outs for the Spring and Fall of 1968 reveal that while a full complement of general education courses was provided on the various campuses, not all specialized courses were offered on all campuses. This is as it should be. By concentrating faculty resources and recognizing the specialized library and teaching facility needs of certain courses, the College can economically offer an enriched program. However, this requires close coordination among campuses if students enrolled at several campuses are going to be able to take a given course offered on only one campus.

According to information obtained from interviews with administrators, some students are currently taking courses on two campuses. The fact that this can--in fact be done should be noted in the College Bulletin. Procedures for a student doing so should be clearly spelled out, and attention should be given to the need for transportation between campuses. Criteria also need to be established to determine when a given course or specialty will be offered on a single campus.

The section of the Faculty Handbook entitled "Curriculum Development" is not sufficiently clear. Curriculum development represents one of the most

important professional activities of faculty. That section of the Handbook should spell out in explicit terms precisely the steps and procedures for getting courses added, modified, and dropped. This should include attention to involvement by the various campuses.

Adequacy of Transfer Programs

An examination of the courses available for transfer programs shows that, in general, they are adequate. A junior college, even one with the enrollment of Florida Junior College at Jacksonville cannot justify offering every course included in the first two years of every transfer major that students might elect. There are several reasons for this. The principal one is that the number of junior college students electing some majors is very small. Related to this is the problem of finding qualified instructors for the specialized courses offered by senior colleges in some professional curriculums during the first two years. Agriculture, as a major, illustrates both of these points. In these instances, the College Bulletin should clearly state that students desiring that major are advised to transfer after one or one and one-half years as the case may be.

The university parallel programs presented on pp. 42-50 of the 1963-69 College Bulletin are inadequate in several respects.

1. No information is provided with references to pre-majors in liberal arts, home economics, agriculture, architecture to cite some of the more obvious omissions.
2. No reference is made to the fact that any student receiving a baccalaureate degree in arts from the College of Arts and Sciences at either the University of Florida or Florida State University must satisfy a foreign language requirement.

3. Some areas are only partly included such as the business area which lists "Business Administration" and "Business Education" but makes no reference to the several other majors in the business field such as accounting, banking and finance, insurance, etc. The high school student or college freshman is likely to be confused by this.
4. There does not seem to be adequate emphasis on the differences that exist among universities on specialized requirements for the same undergraduate major such as engineering at the University of Florida as compared to Florida State University.

The approach taken in some of the programs presented in the Bulletin overcomes these difficulties in large measure. For example, related majors are grouped together in the case of "Pre-Dental, Pre-Medical, and Pre-Veterinary Medicine." If an introductory paragraph were added listing the dental, medical, and veterinary medicine schools in Florida or which serve Florida, the prospective student would be helped considerably. Likewise, a discussion relating to pre-engineering should identify the various engineering specialities at the University of Florida and relate distinctive features of the Florida State University and University of South Florida engineering programs.

Because of differences among universities and changes which occur in their curriculums, attempts to list specific pre-transfer courses are of doubtful value. It is probably better to direct the student to the bulletin of the senior college of his choice and/or to reproduce and distribute as needed, hand-out sheets setting forth the requirements.

Class Enrollments

The Class Schedule print-out sheets for the Spring and Fall of 1968 contain analyses of class size. The average class size for these two periods was 25.9 and 25.7 respectively for day classes and 23.8 and 23.1 respectively for night classes. These figures reflect a "tight" economical curriculum and good

planning by administrators responsible for scheduling and registration. There were a very small number of classes with fewer than fifteen students enrolled, and in almost every case such classes were in specialized subjects. As the occupational degree programs increase, some drop in average class enrollment can be expected because of the specialized nature of such programs and the special laboratory experiences which many will require.

Technical, Vocational and Adult Education

The Board of Public Instruction in 1966, and again in 1967 designated the Florida Junior College at Jacksonville as the institution responsible for all post-high school education as outlined in Plan I of the Regulations of the State Board of Education. The State Board of Education designated the College as the area vocational-technical center.

Three actions, which were confirmed by the Board of Trustees in 1968, made the Florida Junior College at Jacksonville a comprehensive community college. As such it has responsibility for the full range of services described in Chapter III.

The College Bulletin states the objectives of the College which relate to occupational and adult education as (1) to provide vocational-technical education for those individuals who wish to upgrade themselves in their vocations, (2) to provide college education in technical and specialized education appropriate to the needs of the individual and community, and (3) to provide courses and programs for adults for purposes of increasing their occupational efficiencies of enabling them to make more effective use of their leisure time.

The program which was transferred to the Florida Junior College at Jacksonville was well developed during the time in which it functioned as a

unit in the public school system of Duval County. The program included a strong program in basic and general adult education as well as a good program of adult vocational education.

The nature and the size of the program as it was in operation early in the fall term, 1968 as well as the locations in which services were provided are shown in Tables 5.1 and 5.2. At the time these data were collected there were in excess of 9,600 course enrollments in nearly 500 classes.

These enrollment statistics, while they are very meaningful for certain purposes in the form presented need to be interpreted in terms of full time equivalent students. This has been done (see Table 2.9) and the enrollments in non-credit vocational and general adult education equated to approximately 1,750 full time equivalent (FTE) students fall term, 1968.

In addition to the 1,750 FTE students included in Table 5.1 and 5.2 there were an additional 556 FTE students enrolled in college-credit technical programs. Thus there was a grand total of 2,306 FTE students in the occupational and general adult program of the Florida Junior College at Jacksonville during the fall term 1968. This total is 41.7 percent of the total enrollment of 5,524 FTE students.

The wide-dispersion of the programs is shown in Table 5.1. While the provision of instruction in many different locations poses problems of logistics and supervision, it is proper that there be such dispersion of locations. In fact, dispersion is required if many of the adults who are most in need of the services are to avail themselves of them.

NUMBER OF CLASSES AND CLASS ENROLLMENTS
 VOCATIONAL, TECHNICAL AND GENERAL ADULT EDUCATION
 FALL TERM 1968
 BY CENTER

Location	Adult Gen. Ed.		Voc. - Tech. Ed.		Total	
	No. of Classes	No. of Class En.	No. of Classes	No. of Class En.	No. of Classes	No. of Class En.
Cumberland Campus	---	---	5	126	5	126
San Diego Campus	---	---	---	---	---	---
Central Adult-Day	50	1,353	23	417	73	1,770
Central Adult-Eve	39	654	18	345	57	999
Stanton Adult-Day	4	56	11	171	15	227
Stanton Adult-Eve	69	1,491	16	225	85	1,716
Technical Adult-Eve	---	---	48	838	48	838
Andrew Jackson Adult Center	7	118	---	---	7	118
Darnell-Cookman Adult Center	5	65	---	---	5	65
Eugene Butler Adult Center	9	132	1	15	10	147
Inglewood Adult Center	9	186	2	37	11	223
Fletcher Adult Center	13	230	1	17	14	247
Forrest Adult Center	17	394	3	60	20	454
Matthew Gilbert Adult Center	2	35	1	18	3	53
New Stanton Adult Center	7	122	3	56	10	178
Northwestern Adult Center	5	64	1	14	6	78
Paxon Adult Center	6	106	2	71	8	177
Ribault Adult Center	5	105	1	28	6	133
Ferry Parker Adult Center	8	164	1	57	11	221
Wm. Raines Adult Center	8	192	2	32	10	224
Wolfson Adult Center	6	138	1	35	7	173
Police Academy	---	---	1	24	1	25
Artist Hospital	---	---	1	11	1	11
Duval Medical Center	---	---	2	25	2	25

TABLE 5.1 (Continued)

Location	Adult Gen. Ed.		Voc.-Tech. Ed.		Total	
	No. of Classes	No. of Class En.	No. of Classes	No. of Class En.	No. of Classes	No. of Class En.
MDTA Centers	---	--	---	--	---	--
Baldwin Adult Center	2	55	---	---	2	55
Parker's Adult Center	1	11	---	---	1	11
Bethany Baptist Church Center	2	32	---	---	2	32
Blocker, Isiah Center	4	64	---	---	4	64
Brown, R. L. Center	3	38	---	---	3	38
Daniels, R.V. Center	5	57	---	---	5	57
Dudley Road Church Center	1	12	---	---	1	12
East Jax. El. Center	2	30	---	---	2	30
Eastside Neighborhood Center	2	15	---	---	2	15
Ford, John E. Center	7	73	---	---	7	73
Forest Park El. Center	4	52	---	---	4	52
Glidden Paint Co.	2	16	---	---	2	16
Grand Park El. Center	3	43	---	---	3	43
Hull, S. A. Elem. Center	3	39	---	---	3	39
Jax. Beach El. Center	1	15	---	---	1	15
Longbranch Elem. Center	4	78	---	---	4	78
Oakland Elementary Center	2	17	---	---	2	17
Payne, Rufus E. Elem. Center	3	53	---	---	3	53
Sheffield, Lovis S. Elem. Center	2	23	---	---	2	23
Shiloh Baptist Church Center	5	41	---	---	5	41
Youth Opportunity Center	2	25	---	---	2	25
TOTAL	329	6,395	146	2,623	475	9,018

TABLE 5.2

Number of Classes and Class Enrollments
Vocational, Technical and General Adult Education
Fall Term 1968
By General Area and By Course

General Area and Course	No. of Classes	Enrollment
Adult Basic Education - Total	<u>119</u>	<u>1,747</u>
Elementary Education	114	1,614
General Education	5	133
Adult High School and Equivalency Education - Total	<u>130</u>	<u>3,195</u>
English	16	431
Spanish	1	18
French	1	11
Literature	7	154
Speech	--	--
Algebra I & II	4	98
Applied General Math	---	---
Everyday Business Math	2	45
General Math	5	135
Plane Geometry	1	49
Trigonometry	1	21
Biology	6	202
Chemistry	4	51
General Science	2	56
Physical Science	2	12
Physics	1	3
American Government	1	38
Americanism vs Communism	6	161
American History	4	117
Civics	2	52
Problems of Democracy	4	75
World History	3	90
Fundamentals of Art	2	42
Oil Painting	2	12

TABLE 5.2 (Continued)

General Area and Course	No. of Classes	Enrollment
Bookkeeping, Non- Vocational	1	29
Beginning Shorthand	1	17
Creative Writing	2	23
Drafting	1	24
Music, Instrumental & Choral	1	37
Reading	7	121
Typewriting, Non-Vocational	4	67
High School Review	36	1,004
Adult Continuing Education - Total	<u>79</u>	<u>1,677</u>
English	4	46
English for the Foreign Born	1	16
Foreign Language	4	55
Fundamentals of Art	9	126
Beginning Shorthand	7	271
Bookkeeping, Non- Vocational	3	51
Notetaking	1	17
General Shop	12	227
Music, Instrumental & Choral	6	125
Speed Reading	8	127
Typewriting, Non- Vocational	18	440
Health Education	6	176
Adult Education for the Aging - Total	<u>1</u>	<u>52</u>
Fundamentals of Art	1	52
Adult Civil Defense & Safety - Total	<u>---</u>	<u>---</u>

SUB-TOTAL ADULT GENERAL EDUCATION	329	6,671

TABLE 5.2 (Continued)

General Area and Course	No. of Classes	Enrollment
Technical Education -- Total	---	---
Industrial Education -- Total	48	811
Air Conditioning and Refrig.	3	101
Auto Mechanics	2	19
Brick and Block Laying	1	16
Carpentry	4	51
Commercial and Adv. Art	1	22
Cosmotology	2	31
Drafting	1	15
Electricity	2	29
Electric Wiring	4	96
Electronics	1	28
Gas Engine Mechanics	1	7
Law Enforcement	1	25
Machine Shop	1	13
Operating Engineer	3	30
Painting and Decorating	1	20
Plumbing and Pipe Fitting	6	85
Radio and TV Repair	1	28
Roofing	1	10
Sheet Metal	2	27
Water and Sewage Plant Operation	1	20
Shoe Repair	1	20
Tailoring	3	46
Welding	3	28
Upholstering	2	44
Health Occupations Education -- Total	8	162
Practical Nursing	3	106
Surgical Technician	2	20
Inhalation Therapy	1	11
Body Structure	1	11
Administration of Medication	1	14

TABLE 5.2 (Continued)

General Area and Course	No. of Classes	Enrollment
Home Economics Education - Total	<u>50</u>	<u>874</u>
Basic Clothing Construction	31	577
Advanced Clothing Construction	12	162
Basic Tailoring	2	38
Advanced Tailoring	3	54
Foods for the Family	2	43

SUB-TOTAL	106	1,847

Business Administration - Total	<u>---</u>	<u>---</u>
Data Processing - Total	<u>---</u>	<u>---</u>
Office Occupations Ed. - Total	<u>38</u>	<u>715</u>
Shorthand	6	71
Typing	10	251
General Business English	4	84
Office Practice	2	33
Bookkeeping	2	26
Accounting	2	34
Business Machines	10	175
Business Math	1	14
Filing	1	27
Distributive Education - Total	<u>3</u>	<u>64</u>
Traffic Mgt.	2	45
Supervisory Training	1	19
Manpower Development Training - Total	<u>20</u>	<u>354</u>
Hotel-Restaurant Cooking	2	35
Clerk-Typist	1	20
Clerk Steno.	2	40

TABLE 5.2 (Continued)

General Area and Course	No. of Classes	Enrollment
Auto Body Repair	2	30
Auto Mechanics	2	32
Business Arithmetic	3	60
Business English	3	60
Business Education	5	77
<hr/>		
SUB-TOTAL	61	1,133
<hr/>		
GRAND TOTAL	496	9,651

It should be expected that non-credit and adult general instruction will continue to be given in numerous locations throughout the populated areas of both counties in the district.

It should not be assumed however, that the College will need to acquire property in numerous locations in order to achieve this end. Classes should be organized to meet in facilities which can be made available on a part time basis through short term leases or through the generosity of other agencies and establishments that share in the objectives to be accomplished through such instruction.

The College must take care to determine that instruction given in locations away from its permanent establishments is properly supported. Counseling and library requirements should be provided by or under the professional direction of the central staff of the College, and the services of the registrar and of personnel from the business offices should be extended on an ad hoc basis to the adult centers.

The estimates of future enrollments in the occupational program (see Table 2.9) are based on the expectation that the occupational (technical and vocational) programs would not be limited to a single location. Rather, they are made on the expectation of the necessary dispersion of instruction to locations where it is needed.

The estimates of future enrollments in the occupational and general adult programs are based on the expectation that the needed number of units for these programs will be funded. The significance of this assumption is clear when it is noted that there has been little change in the number of units provided since 1959. The failure to obtain the number of units actually needed, along with the lack of facilities, has resulted in a backlog of unmet requests for service.

Under the above assumptions it is estimated that enrollment in the occupational and adult education programs will increase from 2,306 FTE students in

the fall term 1968 to 5,010 FTE students in 1980. This increase of 143 percent is at a higher rate than the increase of 129 percent for the total enrollment of the college.

Recommendations Relative to Programs

The benefits of the program designated as "the experimental college" should be extended to all campuses and should involve large numbers of students as soon as it is feasible to do so. The College Bulletin should set forth to students the basis for entering the program.

Provision needs to be made for advanced placement and credit by examination; and those provisions should be published in the College Bulletin.

Likewise the College Bulletin should advise students of the procedures under which they can concurrently take courses on more than one campus. This will continue to be appropriate when the College occupies its two permanent campuses.

The information provided in the College Bulletin relative to transfer curricula needs revision. Whereas the present provisions specify particular courses required in each program, it would be more realistic to identify and describe the requirements in broad fields in such way as to show common requirements of the senior institutions. If it should be determined, however, that the detailed listing of courses meet the needs of the College, the limits to which the programs can be adjusted to meet the needs of a student who is preparing to transfer to a given senior institution should be made clear.

The Faculty Handbook should make more explicit provision for textbook adoption; and special attention needs to be given to the multiple campus aspects of textbook adoption procedures.

The Faculty Handbook needs to give attention to the process by which new programs are designed, planned, implemented, and evaluated, as well as to give more precise and complete procedures for adding and dropping courses.

The vocational and general adult programs should be effectively related

to their counterparts in the balance of programs of the college, viz.,

The general adult education program and the community services program should be related in such way that they serve as a unit.

The vocational program should be related to the balance of the technical programs.

The general education aspects of the adult program, including the adult basic education program, should be related to the developmental guided studies and the general education program.

The professional staff which transferred to the college with the vocational and general adult programs should be taken into effective relationships with the balance of the faculty of the college.

High level policy and administrative concern must be evidenced continually to make certain that the entire range of programs of the college receive support in relation to the need for the programs.

Responsibility for programs should be accepted, without regard to the time of day in which instruction is given, by college administrators and staff officers. This requires that their offices be staffed in such way as to enable them to discharge their responsibilities for an extended day. The naming of separate administrators with responsibility for evening programs should be avoided.

The provision of large programs of adult basic and secondary education in locations which isolate these programs and those who participate in them from the other programs of the College is undesirable. In general the adult basic and secondary programs should be provided where other programs of the College are available. Exceptions to this rule should be made where a few courses in any program are needed in order to reach or to convenience specific groups. It would be unfortunate to have the centers identified with any one program of the College.

GUIDELINES FOR ACHIEVING REORGANIZATION

Introduction

The alternate plans for the reorganization of the Florida Junior College at Jacksonville are based on very careful study and analyses of the way in which the present organization affects the institution. The special competence of team members for the analysis of administrative organization and procedures was utilized for this purpose.

The administrative study employed several methods in gathering data. Interviews were conducted with key administrators, a questionnaire was used with all administrators and faculty members of the College. Analysis was made of documentary sources published by the College. Specifically, a thorough analysis from the following sources was accomplished:

1. Questionnaire for analyzing objectives
2. Responsibility analysis questionnaire
3. Authority analysis questionnaire
4. Faculty opinion survey
5. Discussions with members of the Board of Trustees
6. Organizational charts of the College
7. The Bulletin of the Florida Junior College at Jacksonville
8. The Policy Handbook
9. The Faculty Handbook
10. Published position descriptions
11. Other pamphlets describing the various programs of the College.

This administrative study confirmed the correctness of the assumption made by the administration and by the Board of Trustees in calling for the development of plans for the reorganization of the College. In general it was determined that the growth of the College into a multicampus institution and the need to assimilate the adult vocational and general adult education programs present a situation which requires the restructuring of the pattern of organization and administration of the institution.

The inadequacies of the present organization were considered in relation to sound principles of organization and administration as to the proposed plans were developed; and the inadequacies of the present structure and pattern of administration have been considered in the development of these guidelines for the achievement of the much needed reorganization of the College.

Based for the Selection of the Plan
To Be Implemented

The choice between the two proposed plans should be made by the Board of Trustees on the basis of its own understanding of the plan adopted and of how it will influence the ways in which programs and services for students will be designed, planned, implemented, and evaluated. It is important that the Board of Trustees recognize that their responsibility for providing an organization which will facilitate the attainment of the objectives of the College is second only to their responsibility for determining those objectives.

Thus, the Board of Trustees needs to take time to consider in depth of subtle as well as the more obvious differences between the two plans. The Board should utilize such professional services as it finds desirable and necessary for it to develop its own understanding of the plan.

The ultimate success of any organizational plan depends upon the understanding of it by the professional staff who will work within it. The members of the

professional staff of the Florida Junior College at Jacksonville have had less preparation for junior college work and they have had less experience in comprehensive junior colleges than is desirable. Hence, it should not be assumed that the present orientation of the faculty will persist under either of the alternate plans which are proposed for the College. Rather, the professional staff of the College should be provided with opportunity to consider its own responsibilities for the entire range of services to be provided in a comprehensive community college (as presented in Chapter III) in relation to the proposed plans. After such study the professional staff will be in a much better position either to contribute to the choice of a plan and to cooperate creatively to the implementation of the plan adopted.

The importance of orientation and in-service professional development is magnified many-fold in a comprehensive community college which is called upon to perform a number of long neglected educational services. Neither the selection of the plan nor the implementation of the plan adopted will be carried out to the best advantage of students to be served through the College if this opportunity to increase the understanding on the part of the professional staff is neglected.

In the last analysis the Board of Trustees should make its choice on the basis of the best estimates it can make of the likely consequences for the way in which people who need the services of the Florida Junior College will be served by it.

Time Required

The benefits of the new organization plan adopted for the College cannot be realized if the plan is put merely into effect by fiat. The careful utilization of a necessary amount of time following the receipt of this report can be expected to yield valuable dividends.

There is no such thing as "instant" reorganization of an institution as large and as complex as the Florida Junior College needs to be. It should be expected, moreover, that judgments concerning maturity of the College will be conditioned by the way in which the reorganization is achieved. Every determination should be made to achieve reorganization through deliberate, well-conceived steps.

While it will require time to accomplish reorganization, care must be taken to safeguard against the temptation to delay steps which can and should be taken promptly. There are too many indications that the study process to date may have retarded necessary developments, and there are clear indications that certain functions have been neglected far too long.

It should be expected that the selection of the plan by the Board of Trustees and the steps preliminary to the filling of the vice presidencies could be taken within thirty days of the receipt of the report. It is reasonable to expect that the new organization of the College should be implemented by July 1, 1969.

Initial Steps

When the Board of Trustees selects the plan to be implemented the President should be prepared with a plan of implementation which will enable each unit of the College as it exists under the present plan to know how it will fit into the reorganized College. It is of highest importance that this plan be available without delay and that knowledge of its provisions be widespread among the personnel of the College.

The President should be prepared to recommend to the Board position definitions along with the specified qualifications of personnel who will be eligible for consideration for the vice presidencies and for any professional positions in the Office of the President.

Since the responsibilities of these first-level positions will embrace all of the functions of the College, the way in which they are conceived and filled will be a principal determinant of the success of the reorganization efforts. While the responsibility for recommending the job definitions, the qualifications for personnel to be considered for the positions, and the individuals proposed for appointments must be that of the President, it should be expected that the Board of Trustees will give very careful and detailed consideration to the recommendations.

While very high priority should be given to the appointment of individuals to fill the first-level positions, it would be far too restrictive to assume that the talent required in these offices (under either plan) is already available in the institution at the present time. Recommendations to fill these positions should not be made to the Board until a careful search has been made, both in and out of the College, for individuals who meet the qualifications approved for the positions. The first-level positions at the Florida Junior College at Jacksonville will be considered very attractive ones in the profession, and it should be possible to attract individuals who will be very well qualified for these positions.

Until such time as the screening of qualified candidates has been completed and appointments made, the President will have little choice other than to exercise the responsibilities of those offices. Acting appointments should be avoided, and under no circumstances should the responsibilities be assumed by individuals who have responsibilities at other levels in the institution.

Concurrently with the process for selecting individuals for appointment to the vice presidencies, job definitions and qualifications statements should be developed for those positions reporting to the vice presidents. There will be no reason to delay the development of these definitions and statements which will be

recommended by the President to the Board of Trustees. Except for those positions which are identical with positions in the present organization and which are already filled, the positions reporting to the vice presidencies should be filled by procedures which are appropriate for the filling of new positions.

Hopefully, the vice presidencies will be filled before the selection of any new personnel for positions reporting to them. In most instances it will be better to continue existing administrative arrangements than it will be to make such appointments before the vice presidents are in office. While appointments on a clearly understood acting or temporary basis may be considered for positions at this level, individuals who have responsibilities in the institution at any other levels should not be allowed to assume responsibilities of the positions reporting to the vice presidents.

Qualifications

While it is not within the purview of this study to propose the detailed qualifications of people eligible for consideration for administrative appointments at the Florida Junior College at Jacksonville, the Board of Trustees should expect that appointees will have had experience of a type that will prepare them for service in a comprehensive community college. It should be recognized by both the recommending and approving authorities that there is a limited number of comprehensive community colleges with responsibilities for the entire range of post high school services. Thus, great care in the evaluation of prior experience in junior colleges is in order to determine the contribution which such experience may make to performance of the kind required for positions of leadership in the Florida Junior College at Jacksonville.

In general, it should be expected that candidates for such positions will have had special preparation of recent date as well as appropriate experience.

Salary Levels

The schedule of administrative salaries at the Florida Junior College at Jacksonville compares poorly with the salaries of administrators in other junior colleges in the State. It also compares rather unfavorably with the large urban community colleges in Florida and elsewhere in the nation.

While salary levels that will be provided for the leadership positions in the Florida Junior College at Jacksonville must be such as to make them attractive to individuals who are qualified for service in a comprehensive community college, salaries for various positions should be set in relation to the responsibilities of the position and to any other relevant job factors. This leaves the choice of position title to reflect freely and accurately the level and the reporting relationship of each position.

While the details will have to be worked out before salary levels are determined, it should not be expected, for instance, that the vice presidents, under either of the two plans, will necessarily be the same because they hold vice presidencies. The salary range for each vice presidency should be set, rather, on the assessment that is made of the responsibilities it carries and on the availability of well-qualified people to fill such position.

The determination that the salary range for a position is to be based on the responsibility of the position rather than on the title increases rather than diminishes the need to establish criteria for establishing a scale of salary grades within each function. Moreover, the salary level must be adequate to attract the talent needed at each level of responsibility.

Position Descriptions

Position descriptions should be definitive rather than descriptive. The aim is to show what is to be done rather than how it is to be done. Well prepared, written definitions of responsibility and authority are of enduring benefit to any organization. Such is an absolute necessity in a complex institution with the multiplicity of interrelated functions of the type represented by the Florida Junior College at Jacksonville.

Clearcut, written statements of function and duties relating to each position need to be developed, and they need to be known by all persons who are related in any way to each position. While the definition of responsibility and authority may be done by informal means, haphazard and unequal distributions of duties tend to result. The aggressive individuals tend to take over duties they like best or the work which gives them the greatest recognition. Well prepared, written, published definitions of position responsibilities tend to minimize these hazards, particularly if there is an established procedure by which the definitions are reviewed and kept current.

Responsibility for this phase of the personnel program needs to be kept close to the Office of the President; and it should be vested in an officer who has concern for both the professional and non-professional staffs of the College. While the Board of Trustees needs to be satisfied that such responsibility is being discharged under the President, it does not need to review every change in the definition of responsibility for every position. Normally the Board will confine its concern for the detail of such definitions to those positions which have been described above as first and second level positions.

Delegation of Responsibility and Authority

The definitions of position responsibilities constitute an excellent means by which delegations of responsibilities and authority are made throughout the institution. The failure to make clearly defined and widely known delegations of authority from the Board of Trustees through the president, through the vice presidents, and to the administrative and professional services staffs under them is to invite inefficiencies at best and complete or partial institutional paralysis at worst.

The delegations of responsibility need to be accompanied by delegations of the necessary authority; and the nature of the responsibility being delegated needs to be stated explicitly. Each officer, and all who relate to him in one way or other, should know whether he has authority to decide and to act, or whether he has responsibility to recommend and/or to advise.

Where there is doubt about the responsibility and authority being delegated there will be failure of officers to do that which may be expected by others both above and below them in the organizational table--and there will be other instances in which officers make unexpected and unwarranted assumptions of authority.

The delegation of authority must begin with the Board of Trustees. While the Board of Trustees, as a body, is responsible for the College as a whole, the professional services of the institution cannot be accomplished save by the delegation of responsibilities and the necessary authority for such services. Moreover, a Board of eight people is not designed to engage in administrative and management activities --save as it delegates responsibility and authority for such activities to an office responsible to the board for results.

Even though any Board of Trustees should require the president to bring his recommendations on all matters coming before the board (excepting only the

employment of the president and the fixing of his compensation), a board should reserve to itself decision making power relative to (1) the establishment and disestablishment of programs and services provided by the College, (2) college-wide policies, (3) the acquisition of any real property and the construction of buildings, (4) requests for financial resources for the development and operation of the College, (5) budgets, (6) the employment of personnel and the granting of tenure (continuing contracts), and (7) such other matters as may by law or regulations require decision by the Board.

All other responsibility and the commensurate authority should be delegated by a board of trustees to the president with the expectation that the president will in turn make delegations of responsibility and authority to those under him. The delegation by a board of trustees, once made, must be observed without exception, and procedures of any board of trustees should be so designed as to honor the delegation which it has made to the president.

While it may be contended that it is possible for a board of trustees to operate with a number of standing committees and, at the same time, observe its proper role with respect to the responsibilities which it has delegated to the president, and through him, to the professional staff of the College, the use of such committees greatly reduces the possibility that the board will in fact operate in this manner. At best the use of the committee system by a board of trustees leaves some doubt concerning the responsibility of the president for matters properly delegated to him; and at worst, the system removes the practical authority from the president which he must have if the board is to be in a position to hold him accountable to it for conditions at the college.

Both the community and its college are better served when a board of trustees discharges its responsibilities as a single body in order to assure that the professional staff has the authority prerequisite to hold it accountable for its performance, and when policy matters have in fact the benefit of deliberation by the entire board.

An effective reporting system will provide a board of trustees with the best form of assurance that it is in a position to fulfill its own responsibilities to the people of the district. The reporting system should be so designed as to provide the board as a whole with information to show the ways in which its policies are being carried out and with what results.

While the system for reporting to a board should be comprehensive, and so programmed as to provide continuing flow of necessary information in usable form, the board may at any time require any special reports which circumstances may dictate.

The president of the Florida Junior College at Jacksonville is the executive officer of the Board of Trustees as well as the chief administrative officer of the college. For the president to be effective in this dual responsibility, it is an imperative that his office be the sole channel for any and all matters being communicated between the Board and the College. This imperative must be observed faithfully by the board and by the college. It places upon the president the requirement that the channel of communication through his office be open and that it be effective.

In addition to his responsibilities as the chief administrative officer of the college, the president has responsibilities which he should not delegate. The first one is to serve as the spokesman for the college. In his office, under his direction, the public information services are provided. While other professional personnel will be

involved in the development and communication of information about the college, such involvement should be coordinated by the information arm of the president.

The second responsibility which should be retained in the office of the president relates to personnel. While initiative for the selection of personnel and for determination relative to the retention of personnel will be dispersed throughout the institution, such initiative should be exercised within a framework established by the personnel staff which is responsible to the president.

The necessity to retain the personnel function in the office of the president is dictated in part by the fact that it serves beyond the area of any one of the vice presidents; but the character and quality of the institution is so heavily dependent upon the personnel selected and retained as to justify the active participation of the president in establishing and supervising the personnel services.

In addition to these two functions the President must reserve unto himself the right to decide what will be recommended to the Board of Trustees. While he is unable to delegate power of decision on any matters which are required to come before the board, the president should avail himself of advice from those who will be affected by recommendations to be presented.

The President should make clear-cut delegations of authority to the respective vice presidents and through these offices to the professional personnel responsible to them. It should be perfectly clear whether these delegations of authority are (a) for decision and action or for (b) the formulation of recommendations for decision by the president and/or by the Board.

Similarly the people who report to the vice presidents, and those who report to them in turn should have delegation of authority and delineation of responsibilities in such form that they and those who relate to them know and understand this authority and responsibility.

A major objective of the reorganization of the Florida Junior College at Jacksonville should be the development of clear-cut, consistently-observed delegations of responsibility and authority throughout the institution.

The Assimilation of Programs
Of Vocational and Adult Education

While the programs of vocational and adult education have been operating for a short period of time under the auspices of the Florida Junior College at Jacksonville, the fact that the College has not yet assimilated these programs and their staffs presents urgent concern for the reorganization of the college. The imperative for the early resolution of whatever problems have been associated with the transfer of these programs to the college springs from the fact that the community will be less well served should the vocational and adult programs ever be separated from those of the rest of the college.

First and foremost among the steps that need to be taken are those by which the faculty members who have come into the college through the vocational and adult programs become functioning parts of the College itself. Each and every faculty member of the College--without regard to the programs in which they participate--should be related effectively to a division (or department) of the College. As such, they should be members of a group of professional people teaching in the same or similar field and/or providing the same type of service.

The fact that some of the faculty members are teaching noncredit courses and/or otherwise providing services to students who would not be served by a traditional college must not be used as an excuse to keep them from achieving full membership on the community college faculty. Indeed, it is the distinguishing mark of a community college that its faculty consist of the wide range of talent required to serve its

students, whatever their educational objectives may be. While not every teacher of communications, for instance, has to teach from the most elementary to the most advanced levels, it does mean that all teachers in the field of communications, with their differentiated competences, must be related to each other as colleagues even as they relate to the others who teach the students they serve.

Until a third permanent campus is developed, it should be planned that all faculty members of the Florida Junior College at Jacksonville should be related to either the Beach or the North Campus--and in the interim, at either the Cumberland Campus or at the San Diego-Southside Complex.

Urgently required steps should be taken to relate segments of the programs which were transferred to the College with those which already existed there. Principal among these is the community services program of the College (which has operated in conjunction with the information services program from the office of the president) which should be integrated with the programs of continuing education from the adult general education program. The responsibility for the vocational programs which have been transferred to the College should be consolidated with the responsibility for the other occupational (technical) programs. The similarity of purpose and of responsibility between the basic adult education program and the developmental (guided studies) programs of the College should be recognized and responsibility for the two should be unified.

Beyond these steps, every effort should be made to avoid (either now or after the new campuses have been occupied) the identification of any one full time facility of the College with any particular type of program. At the present time the high degree of isolation the students and the staff in Central Adult, Technical High and in Stanton needs to be reduced as much as circumstances will permit. Instruction

from other programs should be arranged in these locations to the extent that it is feasible to do so, and classes in the programs which predominate at the isolated centers should be organized on the campuses. Certainly it is reasonable to expect that the Guided Studies Program on the campuses be supplemented with adult general instruction for students who have not completed high school; and classes in vocational programs can now be given on the San Diego campus.

Thus, the consolidation of the adult vocational and adult general programs can be achieved for the benefit of students by fusing the administrative responsibilities for those programs with that for their counterparts on the campuses, by making of the staff members in the adult programs members beginning at the departmental level of the campus faculties, by the offering of other programs to supplement those now available at the full time centers, and by offering the adult programs on the campuses.

It is the firm conviction of the study staff that the acceptance and consolidation of the adult vocational and adult general education programs with the balance of the programs of the College will be to the advantage, not only of the adult students but also to the advantage of younger adult students who may enter the College aspiring to other programs.

In the event that there should be delay in achieving any aspects of the reorganization, the achievement of the above should be accomplished at the very earliest feasible time.

Faculty Interaction

Throughout the process of reorganization it must be remembered that reorganization is intended to achieve better and more effective ways of designing, planning, implementing, and evaluating programs which are provided for students. The development of effective programs require more than the accumulation by students of courses which have been selected from the catalogue.

In the reorganized College provision needs to be made for the careful design of learning opportunities which enable students to meet their educational objectives. Those objectives need to be defined in terms which permit evaluation-- and they need to be defined in terms which facilitate the identification and/or development of the learning material and procedures that are needed for the attainment of them by students.

Such a process cannot be expected to take place unless the professional staff involved in implementing the program works on it cooperatively. That is, faculty from each of the divisions contributing to the programs need to be represented on a "program faculty" from the design stage through program evaluation. Arrangements are needed under which the "nursing faculty", for example, consists of the people who are teaching science, communication, and the like as well as the people who are teaching nursing. In a multicampus institution such "program faculties" should cut across campus lines as well as across divisional lines.

The achievement of a reorganization of the College which does not provide for such faculty interaction around programs for students would be to miss the primary concern for the change.

Conclusion

The choice of the plan for reorganization which will be implemented needs to be based on board and staff understanding of the ways in which each plan influences the design, implementation, and evaluation of services to students.

While the reorganization needs to be achieved over a period of time which outweigh any advantages that would come from immediate redrawing of lines on a chart. The reorganization process itself can afford the entire institution the opportunity for maturation.