MANAGING A DEVELOPMENTAL STUDIES PROGRAM -

AN EXPLORATORY CASE STUDY

by

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Chapter 1

INTRODUCTION

A high proportion of entering community college students
have academic deficiencies so serious that they can be classified
as marginal or high-risk students who are unlikely to succeed in
traditional college courses of study (Monroe, 1972, pp. 35, 104).
Moreover, nearly half the community college freshmen either have
no serious educational goals or have plans which are "...so unrea-
listic as to be unattainable" (Monroe, 1972, p. 39). This, in part,
explains why less than one-half the community college freshmen return
for a second year (Palinchak, 1973, p. 205). Thus, the great
majority of community colleges have developed programs of studies
variously described as "Remedial Studies," "Developmental Studies,"
or "General Studies" which are intended to help these students over-
come academic deficiencies.

This development is relatively new. According to Monroe
(1972, pp. 103-104), in the 1930s and 1940s probably no more than
10 percent of students had need of remedial work. However, by 1960
the college population had undergone radical changes and "...the 10
percent who were experiencing difficulty with transfer-level courses
had grown to 25 to 30 percent of entering freshmen." Yet, Schenz
reported in 1963 that while 91 percent of junior colleges admitted
low-achieving students, only 20 percent provided remedial coursework
for these students (1963, p. 23). Gordon and Wilkerson, conducting

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a similar survey in 1964 of 2,093 institutions of higher education, found that only 36.5 percent were providing special compensatory programs (Kirk, 1972, p. 28).

By 1971, the percentage of colleges offering remedial programs had increased significantly. Ferrin surveyed 180 public two-year colleges in the midwest and reported that 80 percent of the colleges offered some form of remedial courses (Kirk, 1972, p. 28). Roueche more recently reported that "Developmental education is now commonplace in American higher education...." (1977, pvii). He also noted that the rather disappointing results of the Sixties were giving way to sweeping reform in educational practices:

> Efforts are appearing in various forms and under various titles to tackle diverse skill needs. The name -- almost generic in nature and most often given these efforts -- is developmental education. If indeed developmental education is becoming a major component of the larger educational process, the implication is that educators will be called upon to assess the concept, the design, the implementation, and the evaluation of the programs emerging from these reform efforts (Roueche, 1977, p. 2).

By the early 1970s the groundwork for such assessment had been laid by Cross (1972), Moore (1970), O'Banion (1972), Roueche (1968), and others who suggested that remediation involved factors other than solely academic deficiencies. These factors tended to redirect the activities related to remediation efforts. Moore (1970) and Roueche (1968), in particular, were arguing that "developmental education" must include a broad range of educational services.

In recent years new approaches for teaching the developmental student have developed, but developmental programs vary considerably in both scope and intent. They range from full-scale curriculums in remediation encompassing counseling, tutoring, psychological testing, and block scheduling, to isolated and individual courses designed to remedy specific academic deficiencies (Losak, 1973; Bushnell, 1973, p. 111; Monroe, 1972, p. 120; Cohen, 1972, p. 122).

In 1973 Roueche and Kirk concluded an intensive study of five highly innovative and effective remedial programs. As a result of this study a number of characteristics or components of success were identified and subsequently recommended for implementation by those institutions wishing to serve the remedial student. Of the eleven recommendations, eight are characterized as follows:

> 1. High priority of the developmental program as evidenced by the president,
> 2. Developmental instructors who evidence a strong desire to teach remedial students,
> 3. A separately organized division of developmental studies with its own staff and administrative head,
> 4. Credit for graduation or program certification for all developmental courses,
> 5. Non-punitive grading policies and practices,
> 6. A counseling function which is an integral part of the developmental program,
> 7. Method to alleviate the abrupt transition from developmental studies to traditional college curricula, and
> 8. Effective recruitment strategies to identify and enroll non-traditional students (Roueche and Kirk, 1973, pp. 82-91).

In 1977 Roueche and Snow concluded a similar study which supported the previous findings of Roueche and Kirk. In addition, they also identified a ninth component, regular program evaluation, as a key feature of success stating that:

> The most successful developmental education programs are generally those that evaluate themselves and use a number of indices on which to evaluate their efforts (Roueche and Snow, 1977, p. 107).

However, they and others also noted that these factors are not created spontaneously as a combination with any notable degree of frequency (Gordon, 1975; Roueche and Snow, 1977, pp. 17, 19). Roueche and Snow further suggested that the role of administration is critical in bringing about an effective developmental program (1977, pp. 6, 89, 97, 114).

THE PROBLEM

It appears that the characteristics of good developmental programs occur because of a particular organization of objectives, resources, and processes. As Roueche and Snow noted:

> The president... sets the stage for the orchestration of variables that produce positive or negative results (1977, p. 89).

> Administrative decisions set the stage for the teaching-learning process (Ibid, p. 97).

> Somebody in the organization has to decide to effect a model that overcomes the deficiencies.... The college leadership must decide what can and will be done for these students (Ibid, p. 114).

Indeed it is noteworthy that many of the characteristics found in studies by Roueche et al have been identified as either characteristic administrative or management requirements for any successful program or involve major management decisions for implementation. Such requirements have been noted by Barnard (1966,

pp. 94, 139, 285); Pugh and Hickson (1976, p. 30); Lahti (1973,

pp. 11, 14); Balderston (1974, p. 56); and Drucker (1973, p. 400).

Despite these observations, however, most of the literature

has been concerned with instructional methods and instructional

philosophy rather than what should be done in terms of administra-

tion or management. Specifically, current research has not consi-

dered the management and decision-making processes involved in

operationalizing the components which have been set forth by

Roueche, Kirk, and Snow. James Thompson (1959, p. viii) stated

the issue succinctly:

> There is a grave discrepancy between our understanding of
> the process [of administration] in different types of institu-
> tional areas. Administration in the corporation continues to
> be a subject of extensive investigation.... On the other
> hand, in such a field as college and university administration,
> knowledge of the process, per se, is meager...

Further, in view of the findings by Monroe (1972), Moore

(1970), Roueche (1977), and others, implementation of these features

offers the potential for conflict throughout various sectors of the

college. As reflected in the literature review, this conflict po-

tential can be traced to differing values and philosophies, competi-

tion for funds, facilities, and faculty, and also the methods to be

incorporated for seeking objectives. Once a decision is made, how-

ever, it must be operationalized, and it becomes essential to

"...identify those forces which impel and restrain change" (Roueche,

1977, p. 86).

PURPOSE

As Pugh and Hickson (1976, p. 30) pointed out on the general subject of management: "Very much more is known about how organizations ought to be run than how they are run." Thus the purpose of this research was to study the management processes involved in the evolution and administration of a selected developmental program which is characterized by many of the features identified by Roueche, Kirk, and Snow. Specifically, the study sought to identify and explore those aspects of management which were instrumental in establishing these features, as well as any others deemed essential for such a program, and to explore resulting interaction and conflict as they occurred throughout the College.

RESEARCH QUESTIONS

In order to describe those actions and events which occurred in a community college implementing many of the features identified by Roueche, Kirk, and Snow this study focused on the following questions:

1. Why did the President give the developmental program a high priority, and how did he demonstrate this priority?

2. What strategies and selection processes were used in recruitment or training of developmental instructors?

3. Why was a separate division for developmental studies deemed necessary, and what problems, if any, were encountered in establishing a separate division?

4. How were questions concerning credit for developmental courses and non-punitive grading resolved?

5. How was counseling integrated into the developmental program, and to what extent had the integration been complete and successful?

6. What management and instructional practices were used to alleviate abrupt transition from developmental studies to traditional college programs?

7. What had the College done with regard to recruiting non-traditional students, and what had been the effects of such recruitment?

8. To what extent had program evaluation been instituted, and to what extent had this evaluation proved useful?

9. What impact did the developmental program have on other sectors of the College?

SIGNIFICANCE OF THE STUDY

Roueche, Kirk, and Snow (Roueche and Kirk, 1973; Roueche and Snow, 1977; Roueche, 1977) have presented fairly substantial information to show how developmental programs should be administered if they are to succeed, but Pugh and Hickson have emphasized that there is a paucity of information regarding how organizations are actually run (1976, p. 30). This study was aimed at filling this gap and is intended to provide information relative to management practices, decision-making processes, conflict, and conflict resolution in the evolution and administration of a developmental

program that evolved along lines which resulted in a program charac-
terized by many of the features described by Roueche, Kirk, and Snow.

Additionally, the study should supply some guidelines for
an educational environment that New Challenges argues is required
for a successful program:

> Implementation of a comprehensive program for disadvantaged
> students requires that an educational environment be established
> which is conducive to its achievement. Administrative leader-
> ship is needed to develop an appropriate organizational struc-
> ture and personnel commitment before such a program can be imple-
> mented fully (New Challenges, 1970, p. 9).

Administrators, counselors, teachers, and others have expres-
sed much concern about community college remediation efforts, but it
is the responsibility of the administration to examine, re-examine,
and modify the programs as necessary. It is up to management to
make things happen (Odiorne, 1961, p. 4). The president has a duty
to insure that his institution performs the "mission and purpose for
the sake of which it exists..." (Drucker, 1973, p. 18). In perform-
ing his duty, the president must work with his management team to
perform an interface role. That is, decisions are made in which
individuals or subunits of a system interact with each other (Rich-
man and Farmer, 1975, p. 8). Each of the primary functions of
management -- planning and innovation, control, organization, staf-
fing, directing, communicating, and motivating -- are involved to a
greater or lesser degree when processes are changed or modified in
an open system.

As Drucker (1973, p. 135) has noted:

Managing the service institution for performance will increasingly be seen as the central managerial challenge of a developed society, and as its greatest managerial need.

This study was directed at such an institution and by its exploratory nature was intended to provide a contextual view of management processes involved in the evolution of a program of developmental studies. Given the contextual setting, background, philosophy, and other features of the institution, it may be possible to apply the findings of this study to other institutions with similar characteristics and goals.

LIMITATIONS OF THE STUDY

The study was limited to a single Virginia community college whose program could be characterized by many of the features described by Roueche, Kirk, and Snow. The basis for selection was primarily the implementation of these features, however, the institution selected had a service region which included rural, suburban, and inner city populations. Further the institution had neither deviated from the normal growth patterns of higher education institutions in the 1970s nor had it encountered problems or issues of such unique impact as to change its essential philosophy or purpose.

A second limitation is related to the focus of the study on a particular set of features or characteristics relative to a developmental studies program. A fundamental assumption of this study is that these features are ligitimate and desirable. Although

Roueche, Kirk, and Snow have systematically researched and documented these features, the review of literature reflects endorsement of their findings by other researchers and practitioners.

Other limitations are those associated with the case study methodology employed for this research. These limitations are discussed in Chapter 3.

In summary, this study focused on management processes relative to a particular developmental studies model in a single institution. In spite of these limitations, however, there is a high degree of commonality in management processes dealing with problems of planning, organizing, staffing, directing, and controlling in a service institution.

DEFINITION OF TERMS

1. Case study - A research methodology in which an intensive investigation of a unit, or system, is conducted. Data are collected which are pertinent to the present status, past experiences, and environmental forces that contribute to the individuality and behavior of the unit. A comprehensive, integrated picture of the unit as it functions in its environment is constructed (Van Dalen, 1973, p. 207).

2. Developmental program - An educational program or selection of special courses and services designed to remedy student deficiencies preparatory to entering into a regular (degree, diploma, or certificate) program of the college. The term developmental is

used interchangeably by different authorities throughout this report with the following: remedial, compensatory, foundation, general, and guided.

3. Management - The process of achieving desired results by influencing human behavior in a suitable environment. This definition combines the traditional and behavioral schools of management theory. For the purpose of this study, management and administration are used interchangeably.

4. Management team - Those individuals in a given organization who play a direct, major, and basically continuous role in the performance of managerial functions and in decision making (Odiorne, 1961, p. 9).

5. Marginal student - A student whose potential for failure (as determined by appropriate admissions criteria) in a regular college program is very high. This term is used interchangeably throughout this report with the following: high-risk, low-achieving, non-traditional, disadvantaged, and remedial student.

6. Open system - A bounded collection of interdependent parts, devoted to the accomplishment of some goal or goals, with the parts maintained in a steady state through dynamic interplay of subsystems and through feedback about the consequences of systems action (Owens, 1970).

7. Semi-structured interview - The interviewing technique in which the interviewer raises previously determined questions but

is free to pursue lines of inquiry which may be suggested during the course of the interview.

8. System - A regularly interacting or interdependent group of people comprising a unified whole.

9. Volunteer instructor - An instructor whose primary occupational objective is the instruction of developmental students. The term volunteer is used interchangeably throughout this report with dedicated instructors.

ORGANIZATION OF THE STUDY

Chapter 2 consists of a review of related research and literature dealing with the historical background of developmental studies, profiles and theory relative to developmental students and instructors, and management theory.

The research methodology, instrumentation, and treatment of data are described in Chapter 3. Chapter 4 reports the findings of the study. Summary, conclusions, and recommendations are presented in Chapter 5.

Chapter 2

REVIEW OF THE LITERATURE

The purpose of this research was to study the management

processes involved in the evolution and administration of a selected

developmental program which is characterized by many of the features

identified by Roueche, Kirk, and Snow (Roueche and Kirk, 1973;

Roueche and Snow, 1977). Specifically, this study sought to identi-

fy and explore those aspects of management which were instrumental

in establishing these and other features deemed essential for such

a program, and to explore resulting interaction and conflict as they

occurred throughout the College. Such factors as leadership, work

environment, organization, decision-making, coordination, and innova-

tion were considered in relationship to the establishment of these

features.

There have been a number of studies conducted which tend to

isolate major aspects of developmental programs in terms of organi-

zation, staffing, philosophy, and practices. Coupled with other

research which was more general in nature and tended to profile the

community college student and his goals, attitudes, and abilities,

one can derive a general picture of remedial programs and efforts

as they exist today (Cross, 1971; Cross, 1976; Losak, 197 3; Moore,

1970; Roueche, 1968; Roueche and Kirk, 1973; Roueche and Snow, 1977).

As the review of literature shows, there are several cri-

teria which tend to identify an effective developmental program.

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However, there is a dearth of information on how best to implement and manage a program so identified. Recent studies have begun to emphasize the role of administration in bringing about effective developmental programs (Roueche and Snow, 1977, pp. 6, 98, 97, 114). Such programs are likely to account for a significant percentage of budgets, space, and faculty time, and unlike "unconventional" college programs, researchers have shown that developmental programs represent a unique, and often problematic, addition to higher education. Thus, the review of literature was conducted within a framework intended to provide the following:

    1. Historical evolution of developmental, or remedial instruction,

    2. Characterization of the developmental student

    3. Characterization of the developmental instructor,

    4. The developmental program as a source of conflict, and

    5. Applicable management theory.

HISTORICAL DEVELOPMENT

Remedial education is not a recent phenomenon. According to Cross, a course in remediation for academic deficiencies was introduced at Wellesley College as early as 1894 (1976, p. 24). The early approaches to the problem were based on the assumption that the prime obstacle to achievement was poor study habits. Not until the late 1930s and early 1940s were remedial courses offered which attacked the problems of academic deficiencies -- principally read-

ing and comprehension (Triggs, 1942, pp. 678-685; Monroe, 1972,

pp. 103-104). However, this period did not see remediation per se

as a problem. Enrollments were fairly stable and highly selective --

the courses themselves were somewhat routine, relying on testing,

analysis of eye movement, diagnosis of vocabulary, and organizational

skills (Cross, 1976, p. 25).

Increased enrollment pressures of the 1950s and 1960s also

generated increased pressures for remedial education -- although in

many instances colleges and universities were either selective in

terms of determining which students would "benefit" from remediation

or provided only watered-down versions of regular college level

courses (Cross, 1976, pp. 26-27; Roueche, 1977, p. 1; Roueche and

Kirk, 1973, px; Monroe, 1972, pp. 104-105; Palinchak, 1973, p. 139).

Unfortunately, the complexity of the problem was further

compounded by the enormous number of students who (apparently) were

in need of extensive remediation. In California alone, almost 70

percent of the freshmen entering community colleges in 1965 failed

the qualifying examination for freshman English. At Forest Park

Community College in St. Louis, nearly half of the on-campus students

were in academic difficulty (Cross, 1976, p. 28). Also during this

period, heavy emphasis was placed on socioeconomic factors as the

cause of the problem. As Cross expressed it:

> Other causal factors that had surfaced from time to time
> were forgotten in the urgency of the time to do something about
> the inadequate educational experiences of students from disad-
> vantaged backgrounds. It was assumed that the way to correct
> for "not enough" skill development was to provide "more" (1976,
> p. 28).

By the mid 1960s, however, the view of remediation took on added perspective. Remediation began to be viewed as a problem encompassing factors other than academic deficiencies. According to Cross, there was a lessening of the concern with symptoms and more with "...underlying motivational and socio-psychological problems" (1976, p. 27). These factors tended to redirect the activities related to remediation efforts -- resulting in more integrated approaches both in terms of academic remediation and psychological counseling. During this period also, educators such as Moore (1970) and Roueche (1968) were introducing the concept of "developmental education" which was intended to imply "...that a development of skills and attitudes would occur and that this development was not necessarily undertaken to increase a student's eligibility for another program" (Roueche, 1968).

More recently Roueche has emphasized that developmental signifies:

> (1) efforts to take a student from where he is to where he wants (needs) to go, and (2) efforts to provide both the academic and the human skills to make that movement. Its efforts seek to secure and/or improve, for the student, the skill areas that make his goals potentially successful. It strives to offer viable alternatives for both immediate and long-range success plans (1977, p. 3).

The current status of developmental education is represented by diverse views of its value, varying levels of support, and a variety of methods aimed at achieving results for students in such programs. Conflicting views are represented by those forces which encourage individuals and institutions to take less than an enthusiastic view

of developmental efforts versus those forces supporting a positive
view of such programs to carry out and deliver measurable success
(Roueche, 1971, pp. 11-12).

In 1970, Cross conducted a study on remedial or developmen-
tal services involving a random sample of 20 percent of two-year
colleges listed in the Community and Junior College Directory. A 1974
follow-up showed significant changes in emphasis in many of such
services. Aside from increased variety of instructional methods
and experimental approaches employed, implied in her findings is a
philosophical "shift" as evidenced by (1) efforts to recruit students
who would not ordinarily seek a college education (64% - 1970 to
82% - 1974), (2) degree credit for remedial courses (32% - 1970 to
53% - 1974) and (3) nonpunitive grading (27% - 1970 to 49% - 1974)
(Cross, 1976, pp. 233-239).

In 1973, Roueche and Kirk concluded a study of selected
remedial programs and identified a number of features, or components,
which they recommended for implementation by those institutions
wishing to serve remedial students.

These features included:

    1. Institutional commitment,
    2. Instructors who actively volunteer to teach developmen-
tal students,
    3. A separately organized division of developmental studies,
    4. Credit for graduation or program certification for
developmental courses,
    5. Non-punitive grading policies and practices,
    6. A counseling function which is an integral part of the
developmental program,
    7. Method to alleviate the abrupt transition from remedial
to regular college courses, and
    8. Effective recruitment strategies (Roueche and Kirk, 1973,
pp. 82-91).

In 1977, Roueche and Snow concluded a similar study which supported these earlier findings. Additionally, this study placed major emphasis on a ninth key component of success: regular and systematic program evaluation (1977, p. 107).

Other researchers and practitioners have made similar observations. Moore, in particular, had suggested the need for a separate division, "volunteer" instructors, and non-punitive grading as early as 1970. He also recognized the key role of the counselor in aiding the student through the program as well as the impact of administrative leadership on such programs (1970, pp. 86, 93, 104, 141).

More recently Pruitt (1977, pp. 4-6) provided further support for these components. He too noted the impact of administration on such programs and stated:

> Administrative leadership at a college or university which strongly supports and commits a fair share of its funding and facilities to a developmental program can very well be the most crucial factor for the program's success. ...The chief administrative officer should define the extent of the institution's commitment to the developmental program and make it known to faculty that they are expected to become involved and to participate actively in developmental programs.

Developmental education is no longer an isolated segment of higher education but has become commonplace in colleges as well as universities. Roueche has made it quite clear that without appropriate developmental courses, these unprepared and underprepared students will either fail or drop-out of school. If such courses are provided them, many of these students will not only stay but will achieve at high levels (Roueche, 1977, p. vii).

The burden of providing such courses is placed directly
upon the administration:

> Somebody in the organization has to <u>decide</u> to effect a model
> that overcomes the deficiencies of the <u>educational</u> experiences
> that students bring with them to the college. ...the college
> leadership must decide what <u>can</u> and <u>will be done</u> for these
> students (Roueche and Snow, 1977, p. 114).

> Administrative leadership may well be the most important
> factor in the design of programs for non-traditional students
> (Roueche and Kirk, 1973, p. 75).

THE DEVELOPMENTAL STUDENT

During the last decade there has been an abundance of publi-
city directed at the community college. It has been characterized
as the "people's college," placing higher education within the
grasp of an entirely new population of students. Within this popu-
lation is found the marginal or high-risk student defined by Cross
as:

> ...Those scoring in the lowest third among national samples
> of young people on traditional tests of academic ability (1972,
> p. 13).

Similarly, Monroe defined them as:

> ...Those students who are found in the lowest quartile on
> the college norms on any standardized aptitude test and who are
> severely deficient in reading and mathematical skills (1972,
> p. 110).

These definitions are both couched in terms of test perform-
mance -- tending to imply that the remedial student is a person with
low intellectual ability. Other researchers have provided a clearer
picture of the high-risk student while at the same time pointing to
the dangers of attempting to construct a profile suitable for all

marginal or high-risk students. Moore asserts that there is an impressive and unmistakable disparity between the aspirations and abilities of these students, and that they do not make up a homogeneous group (1970, p. 7). In fact he went on to say: "...There are more differences among marginal students than there are similarities" (Ibid, p. 25).

If Moore's assertions are accepted, then any classification based on test results is subject to question. Reissman too, provided an argument against testing for placement or classification of marginal students. He reported that on intelligence tests they perform poorly, and too often their teachers brand them as being stupid (Riessman, 1968, pp. 4-5). Perhaps another dimension contributing to the plight of marginal students is as described by Clarke and Ammons who reported that these students have emotional problems which undermine their self-confidence -- "they perceive their social environment as an undependable one, offering only obstacles and confusion" (1970, pp. 13-16).

Yet the literature does appear to be consistent in describing the marginal or remedial student as a hesitant, conservative, low-achiever with self-doubts, lack of confidence, poor mental health, and motivation which is too low to measure (Roueche, 1973, p. 20; Monroe, 1972, p. 16; Moore, 1970, p. 3; Knoell, 1970, p. 11; Cross, 1976, p. 7). In addition to problems associated with his academic ability and emotional stability, he has also been depicted as being resentful of authority, unable to accept delayed gratifica-

tion, and is likely to have unrealistic or unattainable educational
goals (Bushnell, 1973, pp. 108-109; Palinchak, 1973, p. 205;
Zwerling, 1976, p. 143).

Research by Cross (1971) provided still further insight
regarding the problems of developmental students. In her survey
of community colleges, Cross asked administrators of remedial pro-
grams what they perceived to be the major obstacles to learning for
these students. The ranking of these administrators' perceptions
in order of priority were: (1) lack of effort, (2) poor home back-
ground, (3) poor elementary and secondary schooling, (4) fear of
failure, (5) more interested in non-academic matters such as car,
sports, job, etc., (6) necessity of a job prevents time and energy
for study, and (7) low intelligence (Cross, 1971, p. 27). In 1974
she replicated this study. The later ranking in order of priority
are: (1) poor elementary and secondary schooling, (2) poor home
background, (3) fear of failure, (4) lack of effort, (5) necessity
of a job prevents time and energy for study, (6) more interested in
non-academic matters, and (7) low intelligence. Particularly note-
worthy in both instances is that these "low-ability" students were
not perceived as "low-intelligence" students further verifying the
views of Losak who stated:

> When selection is on the basis of standardized test scores
> or high school grade point average, there may be a tendency
> ...to consider academically underprepared students as a homo-
> geneous group.

However, he posed four subgroups as appropriate classifiers of reme-
dial students which reintroduced the "emotional" or "pathology"

issue. These classifications are: (1) students with low achievement
but high levels of potential, (2) students with low achievement
associated with psychopathology, (3) students with low achievement
associated with mild dysfunctioning of the central nervous system,
and (4) students with low achievement associated with low intelli-
gence (Losak, 1973, pp. 4-5).

Unfortunately, we do not know which student fits which cate-
gory. There was general consensus, however, as reported by Cross,
that remedial training must be supplemented by social and emotional
development. She further reported that although academic ability
is an important variable in the time required for learning tradi-
tional academic subject matter, "a very large proportion (85-90
percent) of the population can learn traditional subject matter,
given appropriate time and treatment" (Cross, 1976, pp. 38, 41).
This further supports Bloom who asserted that "...95 percent of the
students... can learn a subject... if given sufficient learning time
and appropriate types of help" (1971, p. 51).

Although the various descriptions tend to cover a wide
spectrum, there does tend to be consensus that the marginal or high-
risk student's problems are not limited to the cognitive domain
exclusively. We are, therefore, left with only a broad, general
characterization which has been provided by Roueche:

> The new student may be characterized as a low-achieving
> individual who has had little if any success in previous educa-
> tional endeavors (1973, p. 4).

Given these various depictions and characterizations of the remedial
student, the community college must come to terms with a major

problem of practicality: How much time, effort, and funding can be committed to educating the developmental student? This problem must be faced if the community college is to provide viable educational services to a multi-faceted clientele.

As noted by Bushnell: "The ability of the community-junior college to accommodate a diverse set of student needs and wide range of age groups has not yet been well demonstrated..." (1973, p. 86). It is the responsibility of the administration to develop this ability if a commitment to these students is to be of value.

THE DEVELOPMENTAL STUDIES INSTRUCTOR

As in the case of the developmental student, research regarding the developmental instructor is meager. In fact, review of the literature showed that less interest has been indicated in the developmental instructor than in other aspects of remediation. Palinchak generally discounted all research regarding community college teachers because most of it tended to include all segments of public, private, community and junior colleges. "As a consequence, studies which relate to all types of two-year college teachers are generally of little value, except for the most basic type of data" (Palinchak, 1973, p. 213). Cohen was no less pessimistic stating that

> The teacher of untraditional students is the subject of much
> conference rhetoric but little investigation.... We know prac-
> tically nothing about who can best teach the untraditional
> student (1971, pp. 37-38).

Bushnell was generally critical of community college instructors from two aspects: First he reported that since a large percentage of the instructors come from lower middle class backgrounds, are upward mobile, and have limited exposure to situations outside the academic world then they are unlikely to empathize with students of comparable or lower socioeconomic status. Secondly, he reported that a number of researchers have found that many faculty members do not fully endorse the concept of the open door (Bushnell, 1973, pp. 31, 39).

Not all is negative, however. Roueche found in 1968 that most developmental instructors were inexperienced with low status in the department, however, by 1973 the situation had changed appreciably -- many experienced, and committed faculty members were working with remedial students. In fact, by 1974, 61 percent of remedial teachers had special training for working with underprepared students (Cross, 1976, p. 43).

Moore was one of the first to pose the characteristics of an effective remedial instructor. Aside from the usual characteristics associated with an effective teacher -- well organized, responsive, good listener, consistent -- he provided additional dimensions:

> The effective teacher with the low achiever does not use subtle corrections when the student is wrong; he uses concrete ones that the student can see, take with him, and question. It is necessary that the instructor of the low achiever be flexible. He cannot hesitate to depart from traditional. ...he cannot use the textbook for an all purpose medium for the high-risk student. ...lecturing is not an outstanding teaching technique and is almost disastrous with remedial students unless the lecturer is unique (Moore, 1970, p. 75).

In addition to characterizing the effective instructor, Moore's

findings indicated that high-risk students respond in a positive way

to individual attention from instructor and counselor (1970, p. 104).

Roueche has conducted intensive research with regard to

remedial education, and he summed up his findings as follows:

> Those individuals who are the faculty members of develop-
> mental studies programs are characteristically described, in
> the literature, as working out of a basic belief in the worth
> of the individual. They believe in the student's ability to
> find an acceptable level of success for himself, and they have
> a commitment to share in the responsibility for that student's
> success. Generally, studies are discovering that faculty
> members of these programs are members of these departments or
> divisions by choice... (1977, p. 18).

Rogers emphasized the therapeutic role of the teacher with student

learning depending

> ...not upon the teaching skills of the leader, not upon his
> scholarly knowledge of the field, not upon his curriculum plan-
> ning, not upon his use of audio visual aids, not upon the pro-
> grammed learning he utilizes, not upon his lectures and presen-
> tations, not upon an abundance of books... [but] upon certain
> attitudinal qualities which exist in the personal relationship
> between the facilitator and the learner (Rogers, 1969, pp. 105-
> 106).

This view was supported by Cohen and Brawer who viewed as a

basic ingredient to an effective teacher-student relationship cer-

tain attitudes -- particularly realness, genuineness, and mutual

trust (1972, p. 78). This idealized instructor appeared to Cohen

and Brawer as "the mediator" who sees his primary function as one of

intervention with his students -- his very existence depends on

interaction. "He is within and a part of his students' lives, and

he feels that they are equally a part of his (Cohen and Brawer, 1972,

p. 73).

It is generally agreed by researchers and practitioners in
the field that "once the college has decided to create and support
a developmental program... the teacher is the key to effective pro-
gram design" (Roueche and Snow, 1977, p. 114). Thus it is essential
that staffing practices insure that only those teachers who fit the
"mold" be permitted to participate in developmental instruction.
The administration is faced with the immense task of hiring indivi-
duals who would best meet strong criteria of specific developmental
faculty characteristics (Roueche, 1977, p. 17).

Based on other studies it would appear that there is a sig-
nificant contrast between the developmental instructor and the
"typical" community college instructor. According to Roueche and
Pitman (1972), the typical faculty member is not in agreement with
the multi-purpose institution which caters to a non-traditional
student body. They noted that this typical community college instruc-
tor was an academic specialist like his counterpart in the four-year
college, and derived his greatest satisfaction from teaching his
specialty to the more able students.

Medsker and Tillery (1971), reported that community college
faculty were concerned about status and identification with higher
education. Some asserted that non-traditional students and special
programs were of little or no interest to them.

Similar findings by Bushnell (1973), Monroe (1972), Moore
(1970) indicated that there is a wide divergence of attitude between
the developmental instructor and his non-developmental colleagues.

According to Monroe (1972, p. 109): "In most instances, the community college faculty would be happy to have the disadvantaged student disappear from the scene." These differences in attitudes offer additional potential for problems which the administration must solve.

THE DEVELOPMENTAL PROGRAM AS A SOURCE OF CONFLICT

Of the characteristics, or features, identified by Roueche, Kirk, and Snow which tend to be associated with an effective developmental program, nine carry implications for management actions or decisions. In each instance action may result in conflict regarding philosophy, funding, faculty, facilities, or combinations of these. The first of these areas of conflict appears to be somewhat uniquely associated with developmental studies programs per se.

The historical development and implementation of developmental studies programs has been accompanied by disagreement (conflict) regarding purpose, teaching methodology, organization, evaluation criteria, and value in general (Cross, 1976; Moore, 1970; Roueche and Kirk, 1973; Roueche and Snow, 1977). Although by 1968 remedial programs were commonplace in most community colleges, as many as 90 percent of students enrolled in them never completed their studies (Roueche, 1977, p. 8). The prevailing philosophy was that of "access," however, the college assumed no responsibility for designing programs in which students could succeed. Purpose ranged between remedying deficiencies, redirection to other activities, keeping students out of the labor market and out of trouble, or merely

convincing these students that higher education was not for them

(Roueche and Snow, 1976, p. 9). As noted in the previous section,

many community college faculty do not support the "open door" and

would be happier without developmental students (Monroe, 1972, p. 109).

Similarly, Moore (1970, p. 81) noted: "...more criticism and hos-

tility toward developmental programs come from faculty than from any

other source."

In spite of these attitudes, however, the colleges have per-

sisted in initiating or expanding developmental programs. In many

instances they have been mandated (or implied) by legislation.

Cross (1976, p. 28) attributed much of the activity related to esta-

blishment or expansion of developmental programs to an "awakening

social consciousness."

More recently, concerns over quality of high school graduates

and the increasing competition for students have impacted such pro-

grams. Increased effort at improvement and various reforms have been

noted by Roueche (1977, p. 2). He further noted:

> The majority of colleges... seek to perform a salvage func-
> tion. Colleges who adopt the salvage function seem to be char-
> acterized by the notion "Where there's a will, there's a way,
> and we will try" (1976, p. 81).

Once such a decision is made, however, it must be operation-

alized. This requires talent, commitment, and support. It becomes

essential to "...identify those forces which impel and restrain

change" (Roueche, 1976, p. 86). Conflicts must be identified and

resolved. If the program is to achieve its objectives then "...ad-

ministration must set the tone" (Moore, 1970, p. 130). Each of the

features identified by Roueche, Kirk, and Snow present potential conflicts as outlined below:

1. High priority as evidenced by presidential support. The president must demonstrate the commitment of the college to work toward providing educational opportunities for non-traditional students. Moore had earlier written that the chief administrator is a "key figure in the success or failure of any developmental program. He is the liason person between the program leader and the board of trustees. the community, the faculty and others" (1970, p. 126). Moore emphasized that the role of the president must be active, not defensive. He must respond to budgeting, staffing, equipment, space, curriculum, and image needs of the developmental program with the same amount of support and vigor as the academic transfer program (Moore, 1970, pp. 126-132). Pruitt (1976, p. 5) went a step further. Not only did he emphasize that the president should define the institutional commitment but that he "make it known to faculty that they are expected to become involved and to participate actively in developmental programs.

Based on available literature, conflict is likely to be the result of such support. According to Cyert (1975, p. 29): "Conflict occurs when the goals of subunits and participants are in conflict with the goals or resource constraints of the organization." Since there is a clear divergence in the feelings of faculty with regard to such programs, the president has a touchy task in motivating faculty to become involved. Pruitt implied that the president should

use his authority to force involvement. Similarly, he can use his authority to resolve any conflicts that result. Shepard and Blake (1962) described this method succinctly:

> An organization chart can be viewed as a (conflict) suppression chart... problems can always be solved by activation of the suppression chart. ...Suppression remains society's chief instrument for handling conflict.

However, findings by Miskel and Gerhardt (1974, p. 95) indicated that "heightened hierarchial differences increase teacher conflict" thus implying need for "alternative administrative behaviors that diminish the sharpness of authority distinctions..."

2. Developmental instructors who evidence a strong desire to teach remedial students. It has been shown that there is a prevalent hostility among faculty for developmental programs and developmental studies in general (Monroe, 1972, p. 109; Moore, 1970, p. 81). As a result, one can expect that the introduction of remedial "specialists" is likely to result in conflict. The remedial specialist has been depicted as a unique and distinctive individual and as Filley has noted (1975, p. 10):

> Conflict will be greater as the degree of differentiation in an organization increases... Where people work together in complex organizations, there is evidence that measures of conflict are related to... the number of distinct job specialties represented...

3. A separately organized division of developmental studies with its own staff and administrative head. Several cases have been presented which support this proposal ranging from the view that developmental studies should be treated as a total entity and thus take on curriculum status (Monroe, 1972, p. 111) to the view

that the formal unit is essential to avoid starvation caused by lack

of attention (Balderston, 1975, p. 56). In either case, the esta-

blishment of such a division represents a new "power base" within the

organization which will compete for the resources of the institution.

As noted by Margerison (1973, p. 80):

> Change will evoke considerable resistance from those who feel
> they are going to lose as a result. People who suspect that...
> they will have less power and status than previously... will
> oppose change.

Similarly Miskel and Gerhardt (1974, p. 84) reported that conflicts

often develop "over the principles and processes that govern the

allocation of resources..."

4. Credit for graduation or program certification for all

developmental courses. Roueche found that students' interest in and

commitment to a developmental program was greatly enhanced when

credit was granted. Although little information is available to

indicate just how such credit is applied, Cross in her 1974 study

found that 53 percent of the institutions surveyed do award credit.

This is a significant increase from the 32 percent who awarded credit

in 1970 (Cross, 1976, p. 236). This feature is identified as a po-

tential source of major conflict. How can administration grant

program or graduation credit for work which is "below college level"

without generating conflict? As noted by Roueche (1977, p. 17):

> Perhaps the greatest controversy to arise from recent
> decisions about developmental studies programs would have to do
> with the granting of credit for these courses.

5. Non-punitive grading policies. Here as in granting

credit the implication may be that standards are lowered. What is

intended by Roueche and others, however, is that students be allowed sufficient time to accomplish learning tasks. Conflicts related to differing philosophies of administration and between faculty members are likely to occur.

6. A counseling function which is an integral part of the developmental program. Roueche and others have detected student awareness of or dissatisfaction with student personnel services. It is essential that counselors contribute more than the routine information commonly associated with guidance and counseling services. Moore characterized the counselor as "...the pivotal staff member in the remedial program" (Moore, 1970, p. 86). This being the case, there must be some action taken, at the appropriate administrative level, to insure that counseling is of value to developmental students. The assignment of counselors, or a portion of the counseling function, to the developmental program may create conflict in terms of ambiguous jurisdiction. That is -- to whom is the counselor responsible for his activities? Such assignment may be viewed as an infringement of jurisdiction by student services personnel or others. Filley (1975, p. 9) noted that "conflict will be greater when the limits of each party's jurisdiction are ambiguous." Conversely, if the counselor function is not assigned to the developmental program there is potential conflict because of the dependence of the program on the performance of tasks over which no control can be exerted (Ibid, p. 10).

7. Method to alleviate the abrupt transition from developmental studies to traditional college curricula. Roueche (1973, p. 90) suggested that a faculty in-service program that prepares the faculty teaching non-developmental courses for instructing developmental studies graduates might alleviate the problem. Here again, the potential for conflict is high because of the reported attitude of faculty toward developmental programs. As Roueche stated it:

> Our hunch is that negative faculty expectation is a major factor in the dramatic reduction in grade point average by students entering college-transfer programs (1973, p. 90).

8. Effective recruitment strategies to identify and enroll non-traditional students. This feature is highly dependent on faculty attitude as well as institutional commitment. As Monroe (1972, p. 109) has stated:

> In most instances, the community college faculty would be happy to have the disadvantaged student disappear from the scene.

This being the case, one might expect a considerable degree of conflict in an institution in which the administration has expressed a commitment to such students but whose faculty does not support the commitment. Considering the involvement of faculty in the recruitment process in most community colleges, it is unlikely that any recruitment strategy directed at non-traditional students can be effective if such an environment exists.

9. Systematic Evaluation. This feature is not perceived as a source of conflict per se. A major function of management is systematic evaluation. However, in the case of developmental

programs, there is a history of criticism and confusion regarding method as well as results (Cross, 1976, pp. 31-45). Indicators of success have not yet been established with any consistency. Thus, to evaluate is to jeopardize the program and open it up to criticism. According to Roueche and Snow (1977, p. 104):

> Fear of evaluation runs deep in our veins. Performance evaluation long has been associated with identifying weaknesses rather than strengths.

In summary it seems reasonable to conclude that any institution whose developmental program fits these characteristics will also be represented by a management scheme and administrative structure which is somewhat unique with respect to other college programs. Such an organization requires cooperation and coordination on several levels, in differing degrees, and involving numerous segments of the faculty and staff. The administrative challenges are obvious and as Monroe stated:

> A developmental program goes beyond offering a few remedial courses. It becomes a total entity within the college curriculum and has an existence as unique and distinct as the college-transfer program or the occupational program (1972, p. 111).

It is essential that those involved in its operation have a clear understanding of the relationships of goals and desired outcomes and the various activities necessary to move from one to the other. Those responsible for administering the programs face specific management problems relative to achieving organizational effectiveness. Among these are:

> 1. How to integrate individual needs and organizational goals

2. Consideration of power and its distribution
3. Managing and resolving conflict (Lahti, 1973, p. 14)

The process of developing and implementing the above principles could generate conflict. Abbott (1969, p. 44) stated:

> Any formal organization is constantly subject to competing sets of forces: those that represent inertia, or the maintenance of the status quo, on the one hand, and those that represent change, or innovation, on the other.

Studies by Sofer (1972, pp. 239, 247) have shown that it is necessary to resolve conflict if the goals of an organization are to be achieved. It would appear then, that there is a strong interdependence between goal formulation and implementation which may generate conflicts.

Lawrence and Lorsch (1969, p. 13) reported:

> As individuals with different points of view attempt to attain unity of effort, conflicts inevitably arise. How well the organization will succeed in achieving integration, therefore, depends to a great extent upon how the individuals resolve their conflict.

MANAGEMENT AND CONFLICT

The primary focus of this study was on decision-making processes and the resolution of conflict in the evolution of a developmental studies program. Therefore, the review of management literature was restricted principally to these two aspects.

Although the great bulk of management theory was developed in business or industrial organizations

> the service institution does not differ much from a business enterprise in any area other than its specific mission. It faces very similar -- if not the same -- challenges; to make work productive and the workers achieving (Drucker, 1973, p. 135).

Perhaps in a service institution the problem is even more challenging than in business or industry -- particularly when one considers the general disagreement concerning true measures of effectiveness and productivity. Drucker (1973, p. 400) viewed management of service institutions for performance as an emerging central challenge and charges the manager with the responsibility to:

1. Set objectives and make them effective by communicating them to those whose performance is needed to obtain them

2. Organize by analyzing the activities, decisions, and relations needed

3. Select proper people for the jobs to be done

4. Motivate to make a team

5. Measure performance

6. Develop people -- including himself

In a similar vein, Cohen stated that an educational structure cannot perform optimally unless it is staffed by a large percentage of self-aware personnel who are capable of relating each task or operation with regard to the institution's ultimate purpose (Cohen, 1971, pp. 2-3).

These activities determine a strategy from which the appropriate structure will follow (Drucker, 1974, pp. 135, 158, 523). Once the structure has been established and goals and objectives determined, the administrator must persist in his efforts to motivate and communicate to those within his span of control. His objectives can only be accomplished through the efforts of others. If he does

not comprehend the importance of role perception, interpersonal dynamics, and motivational forces, then he will either fail to achieve his objectives or will enjoy only limited success (Richardson, Blocker, and Bender, 1972, p. 57).

The extent to which the manager maintains organizational health has been characterized by Carver and Sergiovanni: Optimum health exists in those organizations which are (1) high performers in terms of achieving meaningful school purpose, (2) are generous in providing organizational members with rewards rich in self-fulfillment, and (3) dynamic, adaptive, and creative in structure, in belief, and in orientation (1969, pp. ix-2). The nature of an organization must provide for specialization, coordination, communication, and control. Within the structure administrative decisions must provide direction, establish constraints, and contribute to the definition of roles for all who belong to the organization (Richardson, Blocker, Bender, 1972, p. 213). Basic to integrating individual needs with organizational goals is a knowledge of human behavior. The effective manager may need to develop a more creative internal climate if those individuals working within it are to perform at the highest levels of potential. Such an organizational climate was described by Lahti as one that maintains an atmosphere of involvement (Lahti, 1973, pp. 15-16).

The expanding role of developmental programs in the community college has presented the president with still another set of concerns which must be faced. Theory regarding the organization, technology, staffing, and purposes of such programs has been slow to

develop. Thus as more firmly based theory is presented, most institutions may find that changes with regard to their developmental programs are in order. It is the president and his administrative team who are charged with the responsibility for making those decisions which affect change.

An educational institution is a complex organization. That is -- it is a system composed of smaller groups or units of people related to make a whole (Richman and Farmer, 1974, p. 4). More precisely:

> A system can be viewed as a regularly interacting or interdependent group of... people forming a unified whole. Systems analysis first focuses on organizational objectives and then concentrates on the input factors and dynamic processes involved in realizing these objectives.... Change in one organizational subsystem... frequently has an impact on the other subsystems, as well as the whole (Richman and Farmer, 1975, p. 13).

These subsystems, or subunits, may have differing objectives and values and therefore one must take into account the way in which decisions made with regard to one subsystem may affect other subunits, or subsystems, within the totality of the organization.

The manner in which such decisions are made may vary from place to place or time to time. However, as noted by Simon (1957, p. xii): "Many individuals and organization units contribute to every large decision..." Therefore, not only the decision, but the manner in which it was made may influence the outcome. The two extremes of the decision-making process are represented by the bureaucratic model in which decisions are "from the top" to the participatory model in which all "involved parties" provide input into the process.

According to Richardson (1973, pp. 300-301) the community
college has maintained and functioned "in accordance with Weberian
assumptions about the nature of bureaucratic organizations. The
president and the board have occupied the top rungs with the students
at the bottom."

Corson (1968, p. 1) admonished the college to alter "the
traditional management of its affairs if it is to face the conse-
quences of the technological, urbanization, and human rights revo-
lutions."

In a similar vein Likert (1961, p. 170) noted:

> Although the leader has full responsibility, he does not try
> to make all the decisions. He develops his groups into a unit
> which, with his participation, makes better decisions than he
> can alone.

Carter and Sergiovanni pointed out that whether decision
making is bureaucratic or participatory is only a part of the issue,
however. They viewed "leadership for effective goal achievements"
as dependent upon the type of task, those involved in the task
leader-member relations, and leader position power (1969, p. 206).
This view was supported by Richman and Farmer (1974, p. 22) who
stated:

> The college or university president cannot rely on any one
> model of governance or management if he is to succeed.... The
> president must often be a negotiator and a mediator, jockeying
> among power blocks.... He must understand and effectively use
> both formal bureaucratic and informal expert and participative
> structures and processes.

Community colleges need to develop approaches which deal
adequately with the external and internal problems resulting from

developing social pressures, changing philosophies, economic change and others. In must be borne in mind, however, that our society depends on work performed by groups rather than by individuals; and when individuals with differing viewpoints get together, there is potential for conflict (Lawrence and Lorsch, 1969, p. 13).

The manner in which conflict is resolved rests with leadership of the institution. The president "...sets the stage for the orchestration of variables that produce positive or negative results" (Roueche and Snow, 1976, p. 89).

Further, the president

> ...accomplishes the objectives of the institution through the efforts of others and in order to do so much comprehend the importance of role perception, interpersonal dynamics and motivational forces. If not, he will either fail to achieve them or achieve them with but limited success (Richardson and others, 1972, p. 51).

The president and his management team function within an organization composed of a number of subunits which often have different values and objectives and in which there is "an expectation of uncertainty" (Richman and Farmer, 1975, p. 14). Along with these different values and objectives is the potential for conflict. Recognizing and dealing with conflict is the task of the management team. Filley (1975, p. 4) characterized conflict as follows:

> 1. At least two parties (individuals or groups) are involved in some kind of interaction,
> 2. Mutually exclusive goals and/or mutually exclusive values exist, in fact, or as perceived by the parties involved,
> 3. Interaction is characterized by behavior designed to defeat, reduce, or suppress the opponent or to gain a mutually designated victory,
> 4. The parties face each other with mutually opposing action and counteraction, and

5. Each party attempts to create an imbalance or relatively favored position of power vis-a-vis the other.

Hardwick (1966, p. 137) further classifies conflict on the basis of breadth of involvement, whether it has major or minor input to smooth operations, avoidable or unavoidable, and open or hidden.

The manner in which conflict is resolved is dependent upon a number of variables including: time constraints, resources, breadth, effect on institutional operations, individual management style, and others. Perhaps the most important of these is the particular management style. There have been various studies conducted with regard to style of conflict resolution. These styles can be categorized as follows:

1. Forcing - Conflict is resolved using power or authority

2. Smoothing - Differences are minimized, solution is postponed, or there is a superficial compromise

3. Confrontation - Relevant facts are evaluated and disagreements are resolved by attacking the problem

4. Compromise - Each of the parties agrees to a settlement in which neither is entirely satisfied

5. Withdrawal - One party surrenders by avoiding the conflict

Filley (1975, p. 21) characterizes three strategies for dealing with conflict which he identifies as "Win-Lose," "Lose-Lose," and "Win-Win." In the Win-Lose strategy, one party in the conflict emerges as winner (or loser). Management styles associated with this strategy are forcing and withdrawal. In the case of forcing --

either legitimate power may be exercised or group pressures, mental or physical, may be the source of force. Another win-lose method involves majority rule in which the majority "win" while the minority "lose."

In the Lose-Lose strategy, both parties fail to achieve their goals. Or simply, each side gets only part of what it wants. Lose-Lose strategies lean heavily on the assumption "that half a loaf is better than none, and avoidance of conflict is preferable to personal confrontation on an issue" (Filley, 1975, p. 23).

Compromise is a management style which fits this category, as is smoothing, Filley also classifies arbitration by a neutral third party within the Lose-Lose strategy since arbitration permits the avoidance of "confrontation and problem solving in favor of a process which they hope will yield at least some benefit to each" (Ibid, p. 24).

Each of these strategies (Win-Lose, and Lose-Lose) focus on conflict between individuals rather than seeking solutions to pro- blems. In either case conflicts are personalized and each party views the problem from its own point of view.

In contrast to Win-Lose and Lose-Lose strategies the Win-Win strategy seeks consensus among all parties. Most of the effort in this strategy is focused on the problem instead of means to defeat opponents. Hall (1972) suggested that in applying this strategy the participants focus upon defeating the problem, avoid voting or trading, accept conflict as helpful, and seek facts to resolve

confusion. The management style of confrontation clearly fits these

criteria.

Various studies (Lawrence and Lorsch, 1967; Burke, 1970;

Lewis and Pruitt, 1971) implied that confrontation strategies were

associated with more favorably organizational results although the

Burke study showed that confrontation was also used more frequently

in less effective groups as well (Filley, 1975, p. 31).

In summary, Shannon (1973, p. 6) stated:

> Individuals assigned governance responsibilities can develop
> the right combination of energy and resources to serve the
> college purposes or they can, if inefficient, subvert them.
> The leverage of authority, the power to make critical decisions
> about curriculum, admissions, staff relationships, and budgets
> if used universally can easily stifle learning or cause it to
> die of malnutrition.
> Good governance, whatever its style of participatory dimen-
> sions, is that which moves the college to better service for
> students and community. It lays the base, through broad policy
> formulations, for the right things to happen. Administration
> arranges the action in accordance with purpose.

Chapter 3

METHODOLOGY

The purpose of this research was to study the management pro-

cesses involved in the evolution and administration of a selected

developmental program which is characterized by many of the features

identified by Roueche, Kirk, and Snow (Roueche and Kirk, 1973;

Roueche and Snow, 1977). Specifically, this study sought to iden-

tify and explore those aspects of management which were instrumental

in establishing these and other features deemed essential for such a

program, and to explore resulting interaction and conflict as they

occurred throughout the College. Such factors as leadership, work

environment, organization, decision-making, coordination, and inno-

vation were considered in relationship to the establishment of these

features.

For this ex post facto exploratory investigation, the case

study methodology was selected because of its usefulness in identi-

fying and describing the manner in which a particular developmental

program evolved. This case study focused on the decisions made with

regard to developmental studies, the persons involved in the deci-

sion making, the reasons for such decisions, conflicts encountered,

and the way in which the conflicts were resolved. This methodology

is well-suited for such a study. According to Ary (1972, p. 286),

such an approach permits "...the investigator to examine...

[a] unit in depth... and to attempt to discover all the variables

that are important in the history or development of his subject."

The case study approach, which has been extensively utilized

in evaluating various aspects of business, has in recent years

found favor in educational evaluation -- particularly with respect

to management. Andrew (1976) utilized this technique in assessing

the causes for the demise of certain colleges in the United States.

Harlacher (1975), Painter (1975), Gaither (1975), and Jeanes (1976)

conducted case studies in their respective colleges in order to

evaluate the implementation of participatory management systems.

A major case study was conducted by Ryans (1964) who used

the methodology in an attempt to determine the relationships, if

any, that existed between the characteristics of teachers and the

behavior they exhibited in the classroom. Ryans' study was described

by Owens (1970, p. 200) as "one of the landmark research studies of

teacher behavior..."

The case study is not a recent development however. Young

reported that:

> Frederick Le'Play (1806-1882) is reported to have introduced
> the case study method into social science. He used it as a
> handmaiden to statistics in his study of family budgets.
> Herbert Spencer, an English philsophical sociologist (1820-
> 1903) was the first to use case materials in his ethnographic
> studies (1966, p. 247).

Katz classified case studies into two types: exploratory

and hypothesis testing. He characterized the exploratory type as

seeking what is rather than predicting the relations to be found

(1953, pp. 75-83). This study fits the category which was charac-

terized by Kerlinger:

>Exploratory studies have three purposes: to discover signi-
ficant variables in the field situation, to discover relations
among variables, and to lay the groundwork for later, more
systematic and rigorous testing of hypotheses (1973, p. 406).

This methodology is particularly useful in assessing the

personal views of individuals. As Van Dalen pointed out:

>Human beings interact in diverse and dynamic environmental
and sociocultural settings; consequently, their behavior cannot
be understood without examining these varied relationships (1973,
p. 208).

Observations of personnel within an organization provide the oppor-

tunity to infer attitudes, feelings, and motives from the observed

behavior (Herzberg, Mausener, and Snyderman, 1959).

The semi-structured interview was the main technique used

in the collection of data for this case study. Kerlinger strongly

supported the interview as an effective means of collecting infor-

mation: "The personal interview far overshadows the other [methods]

as perhaps the most powerful and useful tool of social scientific

research" (1973, p. 412). Similarly Borg and Gall reported:

>The interview as a research method in descriptive research
is unique in that it involves the collection of data through
direct verbal interaction between individuals (1971, p. 211).

Numerous researchers have placed heavy reliance on the

interview technique for gathering research data. Examples of such

activity are provided by Drucker (1967) who conducted a management

study at General Motors; Argyris (1974) who conducted a management

and interaction study of a metropolitan newspaper; Roueche and Kirk

(1973) who conducted an intensive case study of selected remedial

programs: Seashore (1954) who studied cohensiveness of work

groups, Herzberg (1959), who studies workers' motivation, and

Zuckerman (1977) who conducted a study of Nobel prize winners.

Van Dalen provided strong support for the interview method.

He stated:

> Many people are more willing to communicate orally than in
> writing and, therefore, will provide data more readily and fully
> in an interview than on a questionnaire. Indeed, several
> advantages accrue from the friendly interaction in an interview
> that cannot be obtained in limited, impersonal questionnaire
> contacts. In a face-to-face meeting, an investigator is able
> to encourage subjects and to help them probe more deeply into
> a problem... (1973, p. 329).

Population

This study was conducted at Thomas Nelson Community College

located in Hampton, Virginia. This particular institution was

selected for the following reasons:

1. The College had implemented many of the developmental

studies features identified by Roueche and Kirk.

2. The College's developmental studies program was not a

recent addition having been initiated in 1968 prior to the availa-

bility of studies by Roueche, Moore, Cohen, and others. Thus the

program had evolved independently of, but parallel to, theory which

had been developing over a number of years. Consequently, the

processes of change and modification had required a greater range

of evaluation and decision making.

3. The College was broadly comprehensive, providing forty programs of study spanning many occupational-technical and university parallel curriculums. Roueche and Kirk (1973, p. 86) emphasized the importance of providing a wide range of programs for which remedial students could prepare.

4. The College service region included rural, suburban, and inner city environments, therefore, its developmental student population represented a broad range of interests, abilities, and needs as typically found in developmental programs.

Semi-structured interviews were conducted with the President, Dean of Instruction, director of the developmental program and other faculty, and administrators with responsibilities related to the developmental program. Other individuals interviewed were those whose responsibilities require coordination with regard to developmental studies. Additionally, the interview procedure provided the opportunity to identify other individuals who should be interviewed.

Data Collection

The following techniques were employed to conduct the study: personal observations, examinations of institutional records, and semi-structured interviews. In an exploratory study of this type, in which the purpose was to determine why or how a set of conditions did (or did not) come about it was felt that the case study method emphasizing the semi-structured interview was the most suitable. This approach combined the best features of both structured and unstructured interview techniques: The semi-structured interview

was guided by a set of specific questions, however, the interviewer

was free to pursue inquiry which might be suggested during the

course of the interview (Herzberg, 1959, p. 16). In his research

for Motivation To Work, Herzberg (1959) used the semi-structured

interview to obtain data which were later evaluated to effectively

isolate the major sources of worker satisfaction and dissatisfaction.

In a similar manner, Zuckerman, in her study of Nobel Prize

winners found this technique more effective than the more structured

format. She noted:

> When the interviewing began, the [interview] guide consisted
> of sets of questions designed to elicit detailed information...
> During the first interview, it became obvious that the standard
> pattern of interviewing was inappropriate... Since the inter-
> views were used not as sources of data for quantitative analysis
> but rather as qualitative sources... the attempt to make the
> interviews strictly comparable by the use of fixed questions
> was abandoned (1977, p. 267).

Thus based on the literature review, questions listed in

Appendix A were developed in order to construct a profile of the

existing program and to obtain information from administrators,

faculty, and staff regarding the impact of management policies,

practices, and techniques on its evolution. However, these

questions served as a guide only. Not all questions were asked of

each person interviewed. Zuckerman, in the course of her interviews

with Nobel laureates, noted that "it seems more important to focus

on the issues most relevant for particular laureates" and that

certain questions should be posed to all the interviewees while

other questions needed responses from particular interviewees (1977,

pp. 267-268). Additionally, the order of coverage and phrasing of questions varied since they were to provide a qualitative rather than quantitative source.

The questions were basically aimed at answering questions regarding the implementation of the features identified by Roueche, Kirk, and Snow:

1. Why did the President give the developmental program a high priority, and how did he demonstrate this priority?

2. What strategies and selection processes were used in recruitment or training of developmental instructors?

3. Why was a separate division of developmental studies deemed necessary, and what problems, if any, were encountered in establishing a separate division?

4. How were questions concerning credit for developmental courses and non-punitive grading resolved?

5. How was counseling integrated into the developmental program, and to what extent had the integration been complete and successful?

6. What management and instructional practices were used to alleviate abrupt transition from developmental studies to traditional college programs?

7. What had the College done with regard to recruiting non-traditional students, and what had been the effects of such recruitment?

8. To what extent had program evaluation been instituted and to what extent had this evaluation proved useful?

9. What impact did the developmental program have on other sectors of the College?

Each of the features investigated involved administrative actions or decisions. The particular college selected for study had implemented many of the features over an extended period.

The semi-structured interview provided the opportunity to probe these questions in depth and to investigate the manner in which the decisions were made, the individuals and processes involved, and the means for resolving those conflicts which occurred. The interview guide provided direction and supplemental questions to aid in obtaining information that was not directly forthcoming in the interview.

As noted by Andrew (1976, pp. 1-7) with regard to the interview technique: "The approach, of course, is quite dependent on the skill and knowledge of the investigator as an interviewer..." All interviews were to be conducted by this investigator who has gained experience in the techniques of interviewing as a community college administrator. Preparation for this study included practice interviews with the graduate committee chairman and colleagues at the investigator's home institution. Additional advice and suggestions were obtained from a sociologist with several years of clinical experience.

A study relying principally on personal interviews as the major source of data made it essential that great care be exercised

to insure the understanding and cooperation of all individuals involved. Therefore, two weeks prior to the commencement of interviews, an initial visit was made to the College for the purpose of providing background information regarding the purpose of the research and the procedures to be utilized for data collection throughout the "on-campus" segment of the study.

The visit was coordinated through the offices of the President and Dean of Instruction. The Chairman of the Division of Developmental Studies was designated as the contact person and provided an introduction to most individuals who were subsequently interviewed. He also arranged contacts with other sectors of the College to insure that appropriate personnel were informed of the study well in advance of actual data collection. Additionally, an informal luncheon with a number of division chairmen provided the opportunity to further discuss the objectives of the research.

This early contact was considered extremely valuable. Not only did it provide an opportunity to brief many individuals on the research project but also permitted the collection of background materials in the form of college bulletins, previous local research data, and various institutional documents. This background material was used to further refine the interview guide and was also useful in establishing the researcher's credibility during the course of the interviews.

Standard interviewing procedures were followed -- appointments were arranged with interviewees, interviews were conducted in private,

and respondents were assured confidentiality with regard to their comments. However, respondents did grant permission to be identified as interviewees. These individuals are identified in Appendix D, Interview Population. Every effort was made to establish and maintain good rapport with those individuals who were interviewed. Rapport was generally established at the beginning of each interview through a brief discussion of developmental programs in general and included some background regarding the researcher's positive interest in such programs. As Zuckerman has noted:

> The interview is a social situation in which both parties develop a set of images of one another and use these as a guide to behavior. Interviews are, however, quite special, for the interviewee is asked to give far more information about himself and has access to fewer explicit cues from the interviewer than would usually be the case (1977, p. 277).

Although a centrally located private office was made available for the interviews, it was felt that respondents would be more comfortable, and respond more freely, if interviews were conducted on their "home ground." This was felt to have a positive influence on establishing rapport.

The interview guide was utilized and respondents were asked to reply to prepared questions as well as to comment freely. Each interview was tape-recorded unless the interviewee objected or appeared reluctant at the suggestion of tape-recording. The use of a tape recorder was of benefit for both the interviewer and the respondent. Recording permitted the interviewer to direct all his attention on the conversation without the necessary pauses for

transcription. Zuckerman (1977, p. 20) emphasized that this prac-
tice is also likely to improve articulation since respondents are
not expected to adjust their remarks to the interviewer's note-taking
pace.

It is important to note that each interview offered the
opportunity to add additional questions to the interview guide or
modify existing questions. Another major purpose of the interviews
was to aid in selecting or expanding the interview population.
Probes by the researcher were used to identify individuals who were
most actively involved, either positively or negatively, in the
actions, decisions, and conflicts under study.

In this respect, the interview with the President played a
key role. In his capacities, first as Dean and later as President,
he had been involved in the founding and growth of the institution.
This interview provided the opportunity to explore the reasons for
his initial interest in the developmental program and to determine
events or critical incidents which directed major attention to the
program. This interview also served to identify those individuals
whom the President perceived as either key staff members in the
development of the program or individuals who influenced actions or
decisions during its evolution. These individuals were then includ-
ed in the interview population.

Not only did subsequent interviews provide opportunities to
identify and refine the interview population and modify or add ques-
tions, but each new interview offered a chance to confirm information
or obtain further clarification on issues related to the study.

Where there was contradiction of previous information probes were
used to insure that the interviewer had not misunderstood the inter-
viewee. Where there was clear contradiction, then the interviewer
either resolved it through additional questioning of appropriate
individuals or made a judgement based on personal observation or a
review of pertinent documentation.

In summary, the semi-structured interview offered four dis-
tinct advantages over more restrictive techniques:

1. opportunity to probe issues that were raised in the
course of the interview,

2. opportunity to expand or modify the questionnaire as the
research progressed,

3. opportunity to identify or refine the interview popula-
tion as the study progressed, and

4. opportunity for feedback or re-examination in those
instances where contradictory information was obtained.

Treatment of Data

Since the extent to which case studies can produce valid
generalizations is extremely limited, their major usefulness
is not as tools for testing hypotheses but rather the production
of hypotheses, which can then be tested through more rigorous
investigation (Ary, 1972, p. 287).

This was an exploratory case study which was descriptive in
nature and therefore did not lend itself to statistical treatment.
Such a study, based on the semi-structured interview "...has the
advantage of being reasonably objective while still permitting a more
thorough understanding of the respondents' opinions and reasons

behind them" (Borg, 1963, p. 223). This methodology provided the opportunity for a descriptive analysis of the critical events in the evolution of the selected developmental program.

Information obtained from institutional records, personal observations, and the semi-structured interviews were organized and analyzed in relation to the nine research questions and the existing body of literature as cited in Chapter 2. The interview provided repeated opportunities to cross-check and verify the accuracy and completeness of responses, for as Barzun (1977, p. 136) noted:

> ...every observer's knowledge of the extent doubless con-
> tains some exact and some erroneous knowledge, and these two
> parts, multiplied by as many observers as may be, are all the
> knowledge there can be.

Thus the results of these interviews were evaluated in relation to the respondents' knowledge, insights, attitudes, behavior, and perceptions as well as their positions or levels of involvement in the processes under examination. This procedure was designed to insure that the findings were objective as defined by Barzun (1977, p. 144):

> An objective judgement is one made by testing in all ways
> possible one's subjective impressions, so as to arrive at a
> knowledge of objects.

Chapter 4

RESULTS OF THE STUDY

The purpose of this research was to study the management

processes involved in the evolution and administration of a selected

developmental program which is characterized by many of the features

identified by Roueche, Kirk, and Snow (Roueche and Kirk, 1973;

Roueche and Snow, 1977). Specifically, this study sought to identify

and explore those aspects of management which were instrumental in

establishing these and other features deemed essential for such a

program, and to explore resulting interaction and conflict as they

occurred throughout the College. Such factors as leadership, work

environment, organization, decision-making, coordination, and innova-

tion were considered in relationship to the establishment of these

features.

Findings concerning these factors are organized in terms of

the nine major research questions and appear in the fourth section

of this chapter entitled "Findings." In order to provide a frame-

work of background material, the first three sections profile the

College programs and population, governance of the College, and the

evolution of the developmental studies program.

PROFILE OF THE COLLEGE POPULATION AND PROGRAMS

Thomas Nelson Community College is a comprehensive, open-door

institution located in Hampton, Virginia. The College has a service

region which includes the cities of Hampton, Newport News, and Williamsburg and the counties of James City and York. Within the district, there are numerous military bases and various military support installations which are staffed predominantly by civilians. There is also a heavy concentration of shipbuilding and marine activity as well as many manufacturing companies which can be classified as light industry. The 1970 census information shows that the mean family income for the region was somewhat better than the State average although the per capita income was slightly below the State average. The median educational attainment of twelve years for this region was also slightly higher than the state median of 11. 7 years (Serow and Spar, 1974).

The 1976 student population of Thomas Nelson Community College was representative of the population characteristics of the service region. Tables 1 and 2 show only the 1976 distribution comparison. However, these percentages have remained relatively stable over the preceeding three years varying no more than 3 percent from the 1976 report.

The College offered a wide range of educational services and programs within the following general categories:

    1. Occupational-Technical Education. Programs of two year duration or less leading to a certificate, diploma, or applied science degree
    2. University Parallel. College transfer education -- two year programs leading to Associate in Arts or Associate in Science degrees.
    3. General Education. ...encompass the common knowledge, skills, and attitudes needed by each individual to be effective as a person, a worker, a consumer and a citizen.

Table 1

Population Characteristics By Race, 1976
(Percentage Basis)

Race	State of Virginia*	Virginia Community College System**	Service Region Thomas Nelson Community College**	Thomas Nelson Community College
White	81.0	83.0	74.0	68.0
Non-white	19.0	17.0	26.0	32.0

*Source: Commonwealth of Virginia, Department of Planning and Budget, July, 1976.

**Source: Virginia Community College System, Student Enrollment Booklet, Fall Quarter, 1976, December, 1976.

Table 2

Population Characteristics By Sex, 1976
(Percentage Basis)

Sex	State of Virginia*	Virginia Community College System**	Service Region Thomas Nelson Community College**	Thomas Nelson Community College**
Male	49.4	50.0	50.2	55.0
Female	50.6	50.0	49.8	45.0

*Source: Commonwealth of Virginia, Department of Planning and Budget, July, 1976.

**Source: Virginia Community College System, Student Enrollment Booklet, Fall Quarter, 1976, December, 1976.

4. Continuing Adult Education. ...enable the adults in the region to continue their learning experiences. ...includes both degree credit and non-degree credit offered during the day and evening hours.

5. Developmental Studies. ...help prepare individuals for admission to an occupational-technical program or to a university-parallel, college-transfer program in the College.

6. Special Training Programs. ...provided where specific job opportunities are available for new and expanding industries. This special training is coordinated with Virginia's economic expansion efforts and with the needs of established employers.

7. Specialized Regional and Community Services. ...non-classroom and non-credit programs, cultural events, workshops, meetings, lectures, conferences, seminars and special community projects which are designed to provide needed cultural and educational opportunities for the citizens of the region.

8. Cooperative Education Program. ...an academic program designed to provide the student with actual and practical work experience, which carries College credit for a supervised, paid, learning program with a participating employer (TNCC, 1977-78, pp. 10-11).

All educational services except non-credit courses were administered by the six academic divisions. These divisions are:

1. Business Science

2. Communication and Humanities

3. Developmental Studies

4. Engineering Technologies

5. Natural Sciences and Mathematics

6. Public Service Technologies

Some of these divisions, such as Natural Sciences and Mathematics, had dual roles. They not only administered specialized curriculums, but also provided instructional services in support of curriculums administered by other divisions. Some, however, such as Public Service Technologies, had a single role in administering specialized curriculums.

Therefore, student enrollment patterns were identified in one of four categories: Developmental Studies, Occupational-Technical, University Parallel, or Unclassified. The "unclassified" program included all students whose indicated educational goals were primarily the upgrading of present skills, developing new job skills, career exploration, general knowledge, or one of several similar categories.

College program enrollments for 1976 are shown in Table 3. Because of differing organizational structures and interpretations of student classification within the Virginia Community College System, no comparisons were feasible for data recorded in Table 3*.

The College experienced rapid growth subsequent to its opening in 1968 with 1,236 students enrolled for full or part-time study. By the end of the 1976-77 academic year this enrollment had increased to 5,161, exceeding predictions and representing a growth in programs, facilities, faculty and staff.

The College was fully accredited by the Southern Association of Colleges and Schools. In its Institutional Self Study (TNCC, 1974, p. 3), the purpose of the institution was reevaluated by a faculty committee which reaffirmed the purpose of Thomas Nelson Community College as originally stated in 1968. This committee further reported:

*Student classification for reporting purposes was revised by the Virginia Community College System in 1977. According to this reporting method, Thomas Nelson Community College had only one (1) developmental studies student in the Fall Quarter of 1977 (VCCS, 1977, Table 1c).

Table 3

Enrollment By Program, 1976-1977

Program	Percent Students
Developmental Studies	26.0
Occupational/Technical	37.0
University Parallel	10.4
Unclassified	26.1

Source: Virginia Community College System, Student Enrollment Booklet, Fall Quarter, 1976, December, 1976.

The College recognizes its obligation to reflect and influence the social, economic, cultural, and intellectual aspirations of the community it serves. Fulfilling this obligation is the purpose of the College. To meet this responsibility, the College focuses attention on the individual student within a student body which is representative of the heterogeneous population of the area. The College's admissions, counseling and guidance, and the preparatory programs assist the individual student to discover his aptitude and interests.

GOVERNANCE OF THOMAS NELSON COMMUNITY COLLEGE

The College operated under policies established by the State Board for Community Colleges as implemented under the direction of the Chancellor of the Virginia Community College System. However, considerable local autonomy was delegated to the institution in the establishment of its own system of governance (VCCS, 1974, p. 2B-2).

The basic line structure was established in 1968 and consisted of the President and his cabinet of three deans -- Dean of Instruction, Dean of Student Services, and Dean of Financial and Administrative Services. Reporting directly to the Dean of Instruction were the academic division chairmen, each responsible for a number of related curricula or subject matter areas. However, in most divisions, each curriculum or subject matter area was normally represented by an assistant division chairman or program head who had been selected by the division chairman. However, it is important to note at this point that a separate division of developmental studies was not established until 1972. This structural change will be discussed later in this chapter.

Supporting the line organization were a number of committees whose function was to provide advice and recommendations with regard to the governance of the College. These included:

1. President's Cabinet

The Cabinet's function was to advise the President with regard to any matter on which the President requested advice. Its activity could vary from stating a point of view to proposing a detailed course of action. The decision to implement, modify, or reject the proposals remained with the President. The President's Cabinet was composed of the following standing members:

President, Chairman
Dean of Financial and Administrative Services
Dean of Instruction
Dean of Student Services

The President's Cabinet was composed of the following ex officio members:

Faculty Forum President
Director of Development
Director of Institutional Research

2. Central Administrative Staff Committee

The Central Administrative Staff's function was to advise the President with regard to any matter on which the President requested advice. Its activity could vary from stating a point of view to proposing a detailed course of action. The decision to implement, modify, or reject the proposals remained with the President. The Central Administrative Staff was composed of the following standing members:

President, Chairman
Dean of Student Services
Dean of Financial and Administrative Services
Dean of Instruction
Coordinator of Admissions and Records
Director of Continuing Education
Director of Development
Director of Institutional Research
Faculty Forum President
Coordinator of Counseling Services
Coordinator of Evening Programs
Director of Learning Resources
Chairman, Division of Engineering Technologies
Chairman, Division of Business
Chairman, Division of Natural Sciences and Mathematics
Chairman, Division of Humanities and Communications
Chairman, Division of Public Services
Chairman, Division of Developmental Studies

3. Research and Information Committee

The Research and Information Committee reviewed all faculty

research projects which required a commitment of institutional

resources (computer time, clerical support, supplies, or staff assis-

tance) or those projects which required unpublished data about the

College (e.g., data on students, faculty, clerical staff, financial

resources, programs) in order to recommend to the President whether

such projects should be supported by the College. Likewise, all

requests by individuals, groups, and agencies external to the College

were also reviewed by the Committee. Membership of this committee was

selected by the Faculty Senate.

The function of each of these committees impacted the develop-

mental studies program in various ways. Major decisions such as those

regarding organizational structure, facilities allocation, and grading

practices required approvals which involved either the President's

Cabinet or the Central Administrative Staff Committee. Commitment of institutional funds for faculty course developmental release time, institutional research, and similar projects required approval of the Research and Information Committee. More details regarding the impact of these committees are provided later in the chapter.

EVOLUTION OF THE DEVELOPMENTAL STUDIES PROGRAM

The purpose of this section is to provide a general background of the actions and events which took place during the evolution of the developmental program. These actions and events are discussed in detail in "Findings."

The first class of 1,236 full and part-time students was admitted to Thomas Nelson Community College in the fall of 1968. At that time the President was Dr. Tom Jenkins and the Dean of Instruction was Dr. Gerald O. Cannon. Dr. Cannon, who was later to become president, was given the full support of the President in initiating a developmental program. According to Dr. Cannon, he was not only supported by the President but given full authority and responsibility for structuring the educational programs of the College in accordance with the stated purpose and philosophy of the institution.

Prior to moving to Thomas Nelson, Dr. Cannon had served in two of the emerging Virginia community colleges. He reported that his experience in these institutions led him to perceive developmental studies as a significant component of the community college role.

As Dean of Instruction at Danville Community College, he had

initiated its first developmental studies program in 1967 and played

a major role in establishing both content and techniques of instruc-

tion.* Similarly, very early in his career at Thomas Nelson he esta-

blished a series of courses in English and mathematics for students

needing additional preparation.

This program was originally staffed by one English instructor

and one mathematics instructor. They were personally recruited and

screened by the Dean of Instruction for the specific purpose of instruc-

ting remedial students. As Dr. Cannon indicated, his primary goal was

to establish a nucleus of competent instructors who "wanted to teach

that kind of student." Thus, from the beginning, one of the criteria

for recruitment was that remedial instructors be "volunteers." Although

these instructors were classified as "developmental instructors" and

coordinated their activities through the Director of the Learning

Resources Center, administrative responsibility for them rested with

the Division of Humanities and Communications and the Division of

Natural Sciences and Mathematics respectively.

During the early period of evolution, prior to 1972, the

developmental program was faced with a number of pressing problems.

According to Dr. Cannon and other faculty, there was a lack of

comprehensive and coherent theory regarding the needs of developmental

---

*This researcher first met Dr. Cannon in 1967 at Danville
Community College. At that time Dr. Cannon was the only individual
on that campus with community college experience. One of his first
objectives was to establish remedial instruction at Danville.

studies and knowledge regarding appropriate instructional methodology.

As a result, these first instructors were forced to develop procedures

and methodology in response to their own perceptions. A veteran staff

member reported that the problem was further complicated by the many

tasks facing a developing institution in general and the additional

pressures regarding the establishment of a comprehensive community

college. During this period (1968-1971) faculty in most academic

disciplines were in short supply, and few had experience in community

college instruction. One of the veteran administrators recalled:*

> In those days you couldn't find too many people with
> backgrounds in developmental studies. In fact, it was hard
> to find people who really knew what the community college
> was all about. We learned out of experience....

One of the first developmental faculty members noted:

> Our first year was badly organized. We were using pro-
> grammed materials in math with a variety of teaching machines
> and either the materials were poor or the machinery was unre-
> liable -- teaching loads were very heavy, we were teaching all
> our developmental courses as labs -- 15 contact hours for 5
> credits. ...We always had more students than we knew what to
> do with.

During this early period, the Dean of Instruction took an

active role in shaping the program philosophy. "I believed we had

to take students form where they were to the goals we had set for

*Faculty and staff of Thomas Nelson Community College who
were interviewed utilizing the Semi-Structured Interview Guide
(Appendix A) were assured confidentiality regarding their comments.
However, they have granted permission to be identified as respondents.
These individuals are identified in Appendix D - Interview Population.

them in any of our curriculums." His interests were not limited

to staffing and control exclusively. According to various sources

who worked with Dr. Cannon, he took an active interest in the

instructional aspects of developmental studies and was particularly

concerned when students who evidenced motivation and effort were

still not successful in the program. He and the developmental

instructors studied this problem and felt that a third component,

reading, should be included in the developmental program. As

Dr. Cannon noted:

> We soon found that we had to add reading. It became very
> apparent to us that much of the problem that students were
> having in math was a lack of reading ability.

As a result, Dr. Cannon was responsible for recruitment and selection

of a reading instructor for the developmental program.

By the end of the 1970-71 academic year the program had grown

steadily in enrollment and staffing. There were five full time and a

number of adjunct instructors responsible for the instruction of

nearly 300 students enrolled in one, two, or three developmental

courses.

Although the developmental program had grown considerably

in size and scope since 1968 it still had only "unofficial" status

as a division in 1971, with faculty reporting to both the Director

of the Learning Resources Center and to their respective division

chairmen. Shortly after accepting the presidency, Dr. Cannon

officially established the developmental studies program as a

separate division with its own administrative head. Table 4 shows

the growth pattern of the division and reflects its larger and more

important role subsequent to 1971.

One may speculate that the noticeable increase in develop-

mental enrollments subsequent to 1971-72 can be attributed to the

establishment of a separate division. Varying views were expressed

with regard to this issue. The separate division did tend to unify

the program and aid in identification of students needing develop-

mental studies. At the same time, however, this period saw many

veterans and older students returning to college, and these groups

generally tended to need "refresher" or remedial coursework.

Faculty recruitment continued during this period with sixteen

full time and more than fifty adjunct instructors: "We have barely

been able to keep our heads above water to meet our student's needs

with qualified faculty" (Simpson, 1977, p. 5).

Soon after the division was formed, a number of additional

features were initiated into the developmental studies program. Among

these were systematic evaluation, the development of a faculty recruit-

ment method deemed appropriate for such a program, and the development

of a coordinated counseling function which was an integral part of the

developmental program. Each of these features is discussed later in

this chapter. Thus, by 1973 the developmental studies program had

evolved into a major component of the institution with annual enroll-

ments exceeding 20 percent of the total college enrollments. Although

the program did not have the benefits of the research represented by

the work of Roueche, Kirk, and Snow (Roueche and Kirk, 1973; Roueche

Table 4

Developmental Studies Enrollment Pattern

Academic Year	Headcount	Percent of Total Enrollment
1971-72	294	13.7
1972-73	465	18.4
1973-74	687	20.9
1974-75	919	22.9
1975-76	1,248	27.6

Source: Compiled by Acting Dean of Instruction, Thomas Nelson Community College, June, 1977.

and Snow, 1977) it had developed independently along the lines they

suggested and had initiated many of the features these researchers

felt were necessary for an effective program.

Organization of the Division of Developmental Studies

The Division of Developmental Studies was organized into three

components -- English, reading, and mathematics. Each component was

staffed by faculty who were recruited specifically for their role as

developmental instructors. The division chairman's responsibilities

and authority included teaching assignments, faculty evaluation,

recommendations for promotion, recruitment of faculty, and other

similar administrative duties.

The chairman was assisted in routine or recurring tasks by a

program head for each of the components. The program heads were

selected by the division chairman and assisted in preparing or

coordinating class schedules, selection of teaching materials, prep-

aration of course objectives, orientation of adjunct faculty, and

similar duties. Each program head was also an active instructor in

his or her respective field.

The three components -- English, reading, and mathematics --

were organized to provide background deemed appropriate for advance-

ment into regular college curriculums. However, since there were

varying levels of competence indicated in the regular curriculums,

each component of developmental studies was structured with learning

objectives identified as suitable for developing appropriate compe-

tencies. Figure 1 shows the flow chart for English 01 -- Verbal

Studies. The flow charts for other developmental components are similar and are shown in Appendix B. The English or verbal studies component included the study of grammar, writing, sentence structure, punctuation, and usage. As Figure 1 shows, successful completion of this component led into one of three required English courses, according to the student's curriculum. The mathematics component consisted of courses in basic mathematics, Algebra I and II, geometry, and trigonometry appropriately structured to lead into business mathematics, college mathematics, technical mathematics, or applied mathematics. The reading component emphasized the skills of inference, imagery, phonics, syllabication, vocabulary, and comprehension. Completion of this component permitted the student to enroll in other courses that required reading skills. This component also provided special offerings in spelling and listening comprehension.

The program relied heavily on a highly structured and comprehensive student placement procedure. Every student admitted to the College was required to confer with a guidance counselor prior to admission to a specific curriculum. The counselor reviewed each student's records in accordance with the Thomas Nelson Placement Procedures (Appendix B). Based on the counselor's evaluation, the student could be required to take the Nelson-Denny Reading Test and locally prepared tests for mathematics and English. Further testing was conducted during the first week of school to ascertain placement (Simpson, 1977, pp. 7-8).
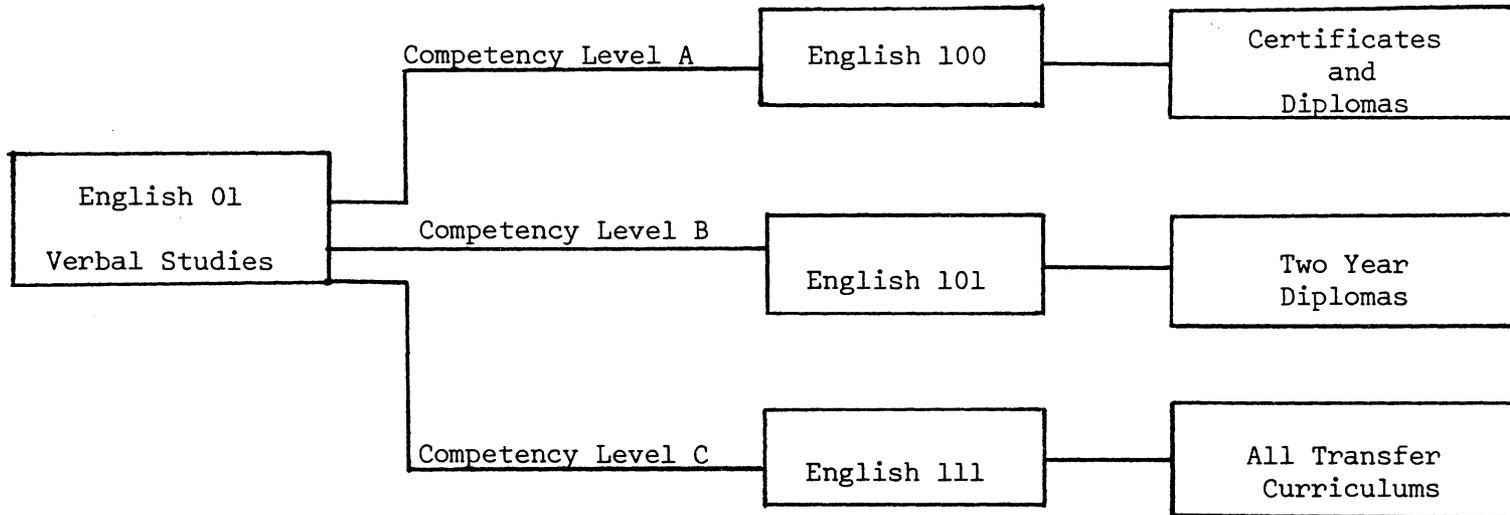
Figure 1

Developmental English Competency Levels

Once a student was assigned to the developmental program, he or she was assigned an academic advisor who was a developmental instructor. This advisor regularly met with the student to discuss program progress and arrange an academic schedule which was suitable for the student. The Placement Procedures (Appendix B) also stipulated the developmental components which were required for advancement to non-developmental courses as well as guidelines for permitting a developmental student to enroll concurrently in non-developmental courses.

Instructional methodology in the program was geared to a class-room environment with active participation by faculty. Both lecture and individualized instruction were provided, and tutorial assistance was provided to assist students with specific problems. Class size was considered an important element for success with normal class size of 18-20 students (Simpson, 1977, p. 11). The division was highly organized both in terms of instructional materials and administration. Careful coordination and control of course objectives, instructional materials, tests, and grading practices insured uniformity both with full time and adjunct faculty.

Because of the large number of adjunct faculty, a system of "course sponsors" provided channels of communication regarding all aspects of the program. For each course in the developmental program there was an instructor assigned on an annual, rotating basis as "course sponsor." Each sponsor was charged with the development or modification of his or her course, including the development of objectives, tests, and supplemental materials. Additionally, each

sponsor coordinated appropriately with those adjunct faculty who were

teaching the particular sponsor's course. This scheme effectively

reduced the span of control by distributing approximately fifty

adjunct faculty over nine course sponsors. Thus, the division

appeared to be organized and administered to insure a high level of

standardization.

Another feature noted in the organization of the division was

the assignment of two counselors to work exclusively with developmental

students. Although these counselors were assigned to work with develop-

mental students and coordinate closely with the chairman and faculty of

the developmental studies division, they reported directly to the

Director of the Counseling Center. Assignment of individual counselors

to work within this division was coordinated between the director and

chairman of the Division of Developmental Studies. The counselor

function and role within the division are discussed later in this

chapter.

FINDINGS

An extensive interview guide (Appendix A) was utilized to

collect data for this study. These data were then analyzed in terms of

nine major research questions which were designed to ascertain and

describe those actions or events which occurred in the evolution of a

selected community college's developmental studies program.

As indicated earlier, the primary purpose of this study was

to determine how one community college established sound management

practices relative to the features described by Roueche, Kirk, and Snow (Roueche and Kirk, 1973; Roueche and Snow, 1977). Further, the study sought to determine why certain management decisions were made. Specifically, the study sought to answer the following questions:

1.   Why did the President give the developmental program a high priority, and how did he demonstrate this priority?

2.   What strategies and selection processes were used in recruitment or training of developmental instructors?

3.   Why was a separate division for developmental studies deemed necessary and what problems, if any, were encountered in establishing a separate division?

4.   How were questions concerning credit for developmental courses and non-punitive grading resolved?

5.   How was counseling integrated into the developmental program and to what extent had the integration been complete and successful?

6.   What management and instructional practices were used to alleviate abrupt transition from developmental studies to traditional college programs?

7.   What had the college done with regard to recruiting non-traditional students, and what had been the effects of such recruitment?

8.   To what extent had program evaluation been instituted, and to what extent had this evaluation proved useful?

9.   What impact did the developmental program have on other sectors of the college?

1. Why did the President give the developmental program a
high priority, and how did he demonstrate this priority?

The background material in the previous section of this
chapter strongly suggests that developmental studies received a high
priority from the founding of the college for two reasons. First,
both the President and Dean of Instruction were committed to the
philosophy of the open-door and the importance of providing learning
opportunities for all students. Second, both realized very early in
the history of the college that many potential students would be
turned away if they were not provided remedial opportunities. Thus,
with the support of the President, the Dean of Instruction immediately
initiated a developmental studies program in spite of heavy enrollment
in regular college curriculums. The support of the President was
evidenced by the views of the former Dean of Instruction, now
President, Dr. Gerald O. Cannon:

> The president was very agreeable to developmental studies.
> When he left here and went to Texas [in 1971] he started develop-
> mental studies there...and tried his best to hire our reading
> instructor.

Interviews with faculty and administrators who formed the
initial staff indicated that from the very beginning the actions and
behavior of the President and Dean of Instruction were highly
supportive of the developmental program. One of the veteran
instructors commented:

> I applied for a job as a mathematics instructor but there
> were no positions available. However, Gerry Cannon [Dean of
> Instruction] saw my background and experience and asked me
> how I would feel about teaching developmental mathematics. ...
> He convinced me that it was worthwhile. It must be--because

I never tried to get transferred to the math department. ...Both
Gerry and the President, Tom Jenkins, believed we could do some-
thing for those students and were determined that we would make
the effort.

Another instructor commented about her perceptions of the

President's priority:

The developmental studies program has been recognized as
part and parcel of the entire educational program. Dr. Cannon
has always been involved--he really wants to take care of
students who come here.

Faculty reported that the President frequently reflected his

pride in the achievement of the program through conversations with

faculty or visitors. He was also noted for attending workshops or

meetings relative to the program. One faculty member, reflecting on

an employment interview with Dr. Cannon, noted that he always tended

to emphasize the successes of the program and used examples to show

the value of the program. She went on to state:

Dr. Cannon...felt that the school could do that for anyone.
He really believed that developmental studies could work--and
so, whatever we needed, he tried to provide.

Faculty repeatedly credited the President with providing an

environment that drew support for the developmental program. His

leadership role was indeed active. He encouraged faculty to try a

variety of teaching techniques and made certain that sufficient

funds were available. According to one of the veteran faculty

members:

The President and Dean were willing to let us try different
things--teaching machines and so on. So, very early we got to
learn just what direction we should take. I realize just how
far ahead we were when I went to some of those developmental

workshops sponsored by the [Virginia Community College] system around 1970. The other colleges were really floundering around...

Aside from encouraging innovation and experimentation, the President was also anxious to provide an organizational structure to unify the developmental faculty. As Dr. Cannon noted, the only reason a separate division was not established earlier was that state guidelines prevented it. However, once state guidelines were met, the President immediately established a separate division with its own faculty and administrative head. He also maintained contact with students. A division chairman reported:

> Our President is a person who has the door open and an ear for students at any time. If a student needs developmental math but there are no sections open, then experience has taught us that he will call the developmental chairman and tell him to add a section...So it is a priority of the President, and we all understand that.

In addition to keeping an open door to students, he was active in offering suggestions and recommendations when he felt that students were not given every opportunity to overcome learning problems. For example: If, after discussing a student's problems with the student and appropriate developmental staff, he felt that the situation warranted, he would overrule the matriculations committee's recommendations for suspension and permit the student to re-enroll in developmental studies. Such students were required to provide him with weekly progress reports from the developmental instructors. The President reported: "At one time, I had quite a few students reporting to me that way and had about a 60 percent success rate."

In referring to the President's active leadership role with
regard to the academic program, a veteran division chairman remarked:

No decision is too small for Dr. Cannon to make. The
potential is there for him to get involved in any aspect of
instruction, however, he does encourage free and open debates.
Initially he was determined that we should use individualized
instruction in all developmental classes. We had to convince
him that was not practical or suitable for some courses.

Dr. Cannon perceived his role, first as Dean and later as
President, with regard to developmental studies to be somewhat more
active than his role with other programs. He commented:

The whole notion of developmental studies was new in this
part of the country. I had seen some success with developmental
studies at Northern Virginia [Community College] and had begun
a limited program at Danville [Community College]. So, as little
as it was, my experience was more extensive than most people in
the area. Later, when the program was going well I kept an
interest in it because of the successes I saw coming from the
program.

With regard to other programs of the College he remarked:

Traditional programs need attention, but not to the extent
that a new or different kind of program needs. They already
know what they want to do and how to do it. They also know what
kind of students to expect. The developmental program in the
beginning didn't have any of these things really pinned down.
They do now though.

Another chairman in noting the perceived success of the
developmental program referred to the President's commitment to
the program by stating:

The President said that there will be a developmental
studies program, and it will... succeed... Our President set forth
that philosophy.

He appears to have set forth that philosophy in a number of
ways. Faculty felt that the establishment of the separate division
in 1972 was major proof of the President's belief in and high priority

of the program. A faculty member describes this action as "a vote of confidence for what we are doing." The President also provided budgetary support which permitted a faculty:student staffing ratio of 1:15.

This was recognized as a significant commitment because, although this staffing ratio was authorized by the Virginia Community College System, funding was based on total institutional enrollments by a formula which did not fully support a 1:15 staffing ratio. As a result, heavy reliance on the use of adjunct faculty was necessary in order to avoid draining excessively from staffing budgets from other sectors of the College. Although the greater percentage of adjunct faculty budget was allocated to the developmental program, there was little evidence of resentment from other sectors of the College.

The President also evidenced his support by reflecting the importance of developmental studies in achieving the mission of the College. He, and his administrative staff, recognized very early in the history of the College that many students in the service region would need additional preparation before entry into a traditional College program. In its Institutional Self Study (TNCC, 1974, p. 15) it was reported by a committee composed of faculty, staff, and students:

> The administration felt that the "open door" philosophy of
> TNCC was one of its major strengths, although it was also
> recognized that without a developmental studies program it would
> be difficult to make this philosophy operational.

Dr. Cannon further strengthened this view through his emphasis
on the priority of developmental studies in the Institutional Self
Study (TNCC, 1974, p. 15) as follows:

> TNCC is fulfilling its objectives by offering a variety of
> educational programs. These programs stated in order of priority
> from the President's office are as follows: (1) Developmental
> Studies Program, (2) Occupational-Technical Programs, ...and
> (6) Special Training Programs.

Interviews with Dr. Cannon, administrators, and faculty made
it clear that he not only knew what activities were in progress in
the developmental program but "kept track" of former students who
often made it a point to visit him to report on their successes after
leaving the college. Perhaps the strongest indicator of the President's
philosophy which led to his support of developmental studies is a
statement which he made in the course of an interview:

> We owe it to the community to help those students who have
> given up after, or during, high school. The community college
> is the best place for that and I'll fight to keep it [developmental
> studies] in the community college.

2. What strategies and selection processes were used in
recruitment or training of developmental instructors?

As earlier indicated, the Dean of Instruction recruited in-
structors specifically for the developmental program at its outset.
His decision to staff specifically for developmental studies was based
on his previous experiences in which "regular" faculty had been
assigned developmental courses.

Other faculty and administrators had also developed some
experience along these lines. An administrator who had been a program
head during this early period stated:

> We decided very early that there were some people who were
> able to teach that level of student and there were people who
> shouldn't be assigned to those [developmental] courses.

Dr. Cannon stressed the importance of matching staff to tasks
and commented that he felt it somewhat unrealistic, and certainly
unfair, to assign a literature instructor to a reading class and
"expect much in the way of results."

Dr. Cannon further noted that most developmental students had
come to the community college directly from poor high school experi-
ences. As such, he felt that the function of the developmental
program was to reverse the pattern of failure experienced by so many
of these students. Therefore, his major concern was to recruit only
those faculty who would support the prevailing philosophy that
individual attention, self-paced instruction, and non-punitive grading
were essential for program success. His previous experience at two
community colleges had led him to perceive these as essential compo-
nents of the program.

Thus, during the early stages of the program, prior to 1972,
the Dean of Instruction sought to recruit faculty specifically for
the developmental program. Each interview emphasized the importance
of the above features in an attempt to identify candidates who would
willingly support them. It was admitted that these early screenings
were highly subjective primarily because very few candidates had more
than a rudimentary knowledge of the role of community colleges in
higher education. However, this practice was not unique to the
developmental program. He took an active role in recruitment of all

faculty during the formative years of the College. The initial staff had very few individuals with community college experience. Thus, the Dean of Instruction felt recruitment a major part of his job because of his wide range of community college experience.

As the College grew in enrollment and staff, a great deal of autonomy was granted the individual divisions with regard to recruitment of faculty. Similar autonomy was granted the chairman of the Division of Developmental Studies after the formation of the division in 1972.

Subsequently, the Chairman of the Developmental Studies Division devised a recruitment process which was unique to that division. The other divisions followed somewhat standard procedures -- initial screening of applications by the chairman, followed by activities of a screening committee which then recommended "suitable" candidates to the chairman, who then made the final selection. The process initiated by the developmental studies chairman in 1972 represented considerable divergence from the standard procedures. This process placed the primary responsibility of selection on the faculty members of the developmental division. Regardless of the specialty -- English, reading, or mathematics -- candidates were required to undergo individual interviewing and screening by each member of the division. The purpose of these interviews was to insure that a new faculty member had an attitude and philosophy which was compatible with the role and philosophy of the developmental program. As one faculty member noted:

We didn't insist that they have the same attitude and
philosophy that we had, but we did insist that they be compa-
tible.

To clarify, the faculty member went on to state: "We didn't want a
faculty member whose attitude was already set." Typical questions
asked during the interviews were: "Could you work with this type of
student?", "Would you feel uncomfortable?" A veteran faculty member
commented:

This division is like a motivated class -- if everyone is
motivated, there will be no problems. During the interviews
we can always pick out the ones that are not motivated.

Other topics included in interviews were the candidate's
goals, previous experience, and reasons for seeking a position with
Thomas Nelson Community College.

Although screening interviews were highly subjective, they
were intended to identify candidates who were committed to the
education of remedial students. Among other features desired were a
strong acceptance of non-punitive grading, a willingness to provide
personal attention to individual learning problems, and the ability
to communicate effectively. According to faculty members, more
emphasis was placed on these intangibles than academic credentials.
As one individual observed:

We knew they were qualified academically -- the Master's
degree showed that. It didn't show whether they would be
good developmental instructors.

The interviewing process also placed heavy emphasis on recruiting
faculty who showed a willingness and ability to utilize several
modes of instruction, who were "more interested in the challenge

of teaching than in the challenge of subject matter," and were committed to helping each individual student achieve his or her maximum potential.

Faculty in the division felt very strongly that this process contributed heavily to maintaining a strong, effective program. They also reported that the process reflected a vote of confidence on the part of the division chairman.

The President reported a high degree of confidence in this recruitment process and stated that he never felt the need to investigate a recommendation for employment which originated from the Division of Developmental Studies. This confidence was clearly evidenced in that he "routinely processed employment recommendations from that division." A similar degree of satisfaction was reported by both the Dean of Instruction and the Chairman of the Developmental Studies Division. Each reported complete satisfaction with the developmental faculty, and one stated: "I would hire exactly the same people tomorrow."

Part of the apparent success of faculty selection and other endeavors of the division appeared to be due to the two individuals who had served as division chairmen during the growth of the program. The President credited them with "bringing a great deal of expertise to the program."

This expertise was extensive and wide-ranging. The first chairman had begun a career as a high school instructor, progressed to department chairman, and then became one of the first developmental

instructors in the community college system of another state.

Further experience was gained while serving as a coordinator of

counseling services and later as financial aids and placement officer.

The second chairman had a similar variety of experience, but

with different emphasis. This individual began a career as an

elementary teacher but increased exposure to learning problems led

to an interest in special education. After extensive graduate study

in this field, further experience was gained in assisting several

community colleges to establish remedial and special education

programs.

Both individuals were perceived by faculty and administrators

as being "dedicated to helping students -- not throwing barriers in

their way." Although quite different in personality -- one was

generally gregarious while the other was normally reserved --

faculty felt that they had identical views about how "things ought to

be run." For example: each was described as a "representative of

faculty interests" at administrative meetings, both were described

as running a very democratic division in which decisions regarding

recruitment, evaluation, and other matters were made in the spirit

of cooperation. Both were attributed with introducing innovative

ideas such as course sponsors, the recruitment process, and workshops

for adjunct faculty. Each of these individuals emphasized the

importance of maintaining an open environment within the division,

frequent communication both vertically and laterally, and the main-

tenance of a unified philosophy for the developmental program.

Both the former and current chairman felt that a major

strength of the division resulted from its recruitment procedures.

Their views were expressed by Simpson (1977, p. 6):

> One of our strengths in the division is that faculty are
> hired because they want to be a part of the developmental
> education and not as an interim stepping-stone to a "better"
> teaching experience.... The developmental faculty are profes-
> sionals with a common interest -- they all want to help the
> educationally disadvantaged student. ...We exist in an open,
> direct environment. We consist of reading, mathematics, and
> English instructors, all working together with the unifying
> philosophy and goal of helping each of our students.

Although the division utilized a large number of adjunct

faculty, the same features were sought in these faculty as in full-

time faculty. Each adjunct instructor was screened by the division

chairman and appropriate program head to insure that the adjunct

had views of remediation which were compatible with those of the

full-time faculty. The division chairman stated:

> We expect a student to get exactly the same instruction
> from an adjunct that he would get from a regular faculty
> member. We prepare all their materials and make sure that
> they understand what we're trying to do in this division.

As the number of adjunct faculty increased significantly,

the chairman initiated quarterly in-service training which was

mandatory for adjunct faculty. Held on one night at the beginning

of each quarter, this training was designed to orient new adjuncts

to the philosophy and operation of the program. Necessary routine

information regarding grade reports, office hours, and similar

information was disseminated at the early stage of the meeting.

This was followed by small group discussions which were attended

by all full-time developmental faculty. These discussions provided

the opportunity to discuss program philosophy regarding non-punitive grading, individual student attention, and the importance of communication with course sponsors, program heads, or the division chairman in the event of problems.

Much emphasis was placed on maintaining uniformity of course content. To this end, all supplementary materials and tests were prepared by full-time faculty and provided to adjunct instructors. Throughout each quarter, coordination and communication with adjunct instructors were maintained by program heads and course sponsors.

Here, as in recruitment of full-time faculty, the developmental program differed significantly from other sectors of the College. Adjunct faculty for most other divisions were routinely recruited for their academic capabilities by the chairman or his representative. These adjuncts subsequently received some individual attention with regard to policies and procedures but no concerted effort at orientation was conducted. In later years, however, other divisions did follow the pattern established by the developmental division in orienting adjunct faculty. This is discussed further in the last section of this chapter.

Although the decision to utilize a substantial percentage of adjunct faculty was based primarily on budgetary constraints and an unclear picture of enrollment trends in developmental studies, the Dean of Instruction, Division Chairman, and Program heads reported a high level of satisfaction with the performance of adjunct faculty.

3. Why was a separate division for developmental studies deemed necessary and what problems, if any, were encountered in establishing a separate division?

Prior to 1972, staffing of the developmental program had not exceeded five full-time and several adjunct faculty members. As a result, it was felt by the President and Dean of Instruction that adequate coordination and control could be maintained through an "informal" structure managed by the Director of the Learning Resources Center. However, faculty and administrators reported that there were difficulties associated with this arrangement. First, the structure essentially resulted in the developmental instructors reporting to two supervisors -- the Director of the Learning Resources Center and the appropriate division chairman. Then, too, the structure extended the Director's responsibilities to include a program and personnel in addition to his extensive duties with regard to the development of a learning resources center. However, during this early period, this compromise was viewed as reasonable in that it provided a basis for expansion to official status when staffing reached the level stipulated by the Virginia Community College System guidelines.

By 1972, the developmental program had expanded to 465 students and represented 18.4 percent of the total college enrollment. Thus, one of Dr. Cannon's first actions on becoming President was to raise the issue of a "separate and equal" division of developmental studies at a meeting of the Central Administrative Staff Committee.

Strong support for its establishment was forthcoming from this committee after extensive discussion was conducted regarding both advantages and disadvantages of such a structure. Among the positive features noted was the need for a single sector of the college which could accept the responsibility for these students throughout the college. Similarly, it was argued that developmental faculty should be "unified" into a specified administrative framework which would encourage communication and planning.

Although there was little substantive opposition, one administrator reported that there was some concern that students would be "stigmatized" by separating them from "regular" students. However, the prevailing view was that any "stigma" would result from failure. Thus, the overwhelming majority of the administrative staff were strongly supportive of a separate division. This appeared to have resulted primarily because of the rapid growth of developmental enrollment and the perception that centralization would be necessary if these students were to be adequately accounted for.

The way in which the President made the decision to establish a separate division -- through discussion and debate -- received comment by a veteran staff member who stated:

> Major decisions may come from the top down, but the President is the type of person who will listen to all sides before making a final decision.

During the course of interviewing faculty and staff, the "separate division" was noted as a recurring topic and was frequently injected into the conversation. It was stressed as an important

contribution to success on a number of levels such as morale, administration, and program effectiveness. A faculty member remarked about the separate division:

> It's hard to get people to work as hard as we work on our programs when its just an extra little part of the job.... We have a sense of 'whole.' We feel good about this department -- it's fun to come to work.

An administrator took the view that without the separate division, interaction and articulation among and between developmental faculty would become stifled. Both of these preceeding views have been supported by the literature. Balderston (1974, p. 56) noted that the formal unit is essential to avoid starvation caused by lack of attention. Similarly, it has been reported that an organization must provide for specialization, coordination, communication, and control (Richardson, Blocker, Bender, 1972, p. 2,3).

The apparent effects of establishing a separate division were reported by an instructor who stated:

> When we went to a separate division, we began to make our greatest strides. Being a separate division put us on an equal footing and demonstrated that we were an important part of the college.

He noted that by organizing as a division, faculty found it easier to coordinate regarding individual student problems, that reading instructors were available to assist in determining readability levels of mathematics texts, and many opportunities were provided to discuss grading criteria and other mutual problems faced by developmental mathematics, reading, and English instructors.

As indicated by this research, within two years of its establishment, firm guidelines had been developed within the division which focused attention on those aspects of the program which division personnel viewed as essential components for success. These included:

1. The development of a faculty recruitment process which, although highly subjective, was intended to identify candidates who best suited the operational philosophy of the division,

2. The integration of counselors into the developmental program,

3. Methods to orient and coordinate the activities of a large numbe of faculty,

4. The development of highly structured learning objectives,

5. The development of student placement procedures,

6. The development of uniform and consistent grading practices, and

7. The initiation of program evaluation.

The two successive division chairmen were credited with establishing these features either through appropriate coordination with other sectors of the College or through their leadership within the division. Decisions regarding these activities were characterized by frequent and regular meetings of division members. In each instance, input from faculty was actively sought by the division chairman prior to the initiation of these features.

Developmental faculty, as well as staff and administrators from other sectors of the College, reported that leadership of the

developmental studies division had always been characterized by an

emphasis on communication and cooperation. This leadership style,

which was discussed in the previous section, tended to draw willing

support from other areas of the college and developed a strong sense

of responsibility within the division. One faculty member character-

ized decision making within the division as "...give and take --

views at each end usually come toward the middle." The significance

and effectiveness of this approach will be further noted in the

analysis of non-punitive grading and the integration of the

counseling function which are presented later in this chapter.

4. How were questions concerning credit for developmental

courses and non-punitive grading resolved?

As the review of literature indicated, a substantial percentage

of institutions do award credit toward graduation or certification for

developmental courses. According to Roueche and Snow (1977, p. 98):

> ...students want it, and our data recommend it. ...for
> high-risk, non-traditional students with predominant failure
> identities, the incentive for academic work should be at least
> as great as it is for the academically skillful and successful
> students. It seems ludicrous to deny societal victims the
> recognition of academic achievement.... The criticism of
> providing credit for below-college level work reflects a
> rigid conception of educational stratification. ...from
> institutional credit the college receives revenue to offset
> the expense of the service but denies this credit to the
> student in his credit count toward degree attainment.

Curriculum guidelines as established for the Virginia

Community College System have not permitted the award of developmental

course credit toward graduation in associate degree programs. How-

ever, upon approval of the Dean of Instruction, some developmental

courses may provide credit for diploma and certificate programs.
These programs, of two years duration or less, are normally developed
in response to local needs (VCCS, 1977, pp. 18-19).

In keeping with this general policy, Thomas Nelson Community
College has not awarded credit for graduation or program certification
for developmental courses. However, institutional credit was granted
for the purposes of tuition and determiniation of student and
instructor academic loads. This policy, which has been generally
accepted by many colleges in the Virginia system, is contrary to the
national trend as reported by Cross (1976, p. 236). Therefore, the
main thrust of the research with regard to this component was to
investigate the views and perceptions of faculty and administrators
relative to the granting of such credit.

The results of this research indicated no support for the
views of Roueche and Snow among the faculty and staff who were
interviewed. The two points most frequently expressed were: (1)
that developmental studies are not, nor are they intended to be,
equated with college level work, and (2) that it would be unfair,
if not deceitful, to imply that such credits are equivalent to
college level work by applying them to program certification or
graduation. A faculty member summarized by stating: "We've been
oriented toward prerequisite skills, therefore, we teach pre-college
entry material."

Most faculty felt the positive progress toward full curriculum
entry was in itself sufficient recognition of academic achievement.

An independent analysis by Tadlock Associates, Incorporated (Tadlock, 1977, p. 38) reported "...a high level of... student morale."

Other evidence of student satisfaction with this philosophy came from a former student who participated in a developmental studies workshop in August of 1977 (Lewis and Townsend, 1977, p. 1): "They made me feel... successful in school for the first time in my life." This observation tended to parallel Herzberg's (1959) findings regarding worker motivation which indicated that achievement, not reward, was the greatest single motivating factor.

Although non-punitive grading policies and practices were established by the Dean of Instruction at the initiation of the program in 1968, interviews with faculty indicated that some problems had been encountered. The initial policy, which had remained unchanged throughout the growth of the program, appeared quite simple and straightforward. This policy required that at the conclusion of each quarter, and for each individual developmental course, a student be graded based on the following criteria:

"U" -- no measurable progress toward course objectives

"R" -- measurable progress, but has not completed all objectives, re-enroll in subsequent quarter

"S" -- course objectives complete, progress to next developmental level or proceed to regular curriculum

The difficulties with the policy as related by faculty regarded uniformity of grading practices and the interpretation of "non-punitive" in terms of administrative action.

Each departmental instructor was permitted considerable flexibility in differentiating between the assignment of an "R" or a

"U" grade because of a general dissatisfaction within the division concerning the administrative action related to the assignment of a "U" grade. According to the Bulletin (TNCC, 1977, 78, p. 27):

> Students not making reasonable (satisfactory) progress in developmental courses will be given a grade of "U" (unsatisfactory). A grade of "U" in the same developmental studies course will automatically place the student on academic probation. After having been placed on probation, the student who again receives a grade of "U" in any developmental studies course will be subject to academic suspension.

In the course of the semi-structured interviews, it was verified that this policy was established in response to the faculty in the Developmental Studies Division. As the chairman related:

> In recent years the faculty wanted a tougher approach to the grading because of some problems with some of our students. Now we have a major conflict in the Division over our grading policy. We're finding that the new policy is difficult to administer, not all faculty believe in it, and it's turning the students off.

Probing revealed that although the division chairman did not favor the "tougher" approach, he was unwilling to overrule the wishes of the faculty on this issue. Therefore, the chairman sought, and obtained, approval through the Central Administrative Staff Committee for its implementation.

In response to a question concerning this action, the chairman of another division stated:

> Chairmen take the attitude that they represent the faculty at the Central Administrative Staff meetings. When faculty feel very strongly about an issue, then we have to represent that issue. ...the average faculty member isn't going to walk in and talk to the President about policy -- but he expects to make his views known to the President through me.

This action tended to support the general administrative philosophy of the College that faculty must be permitted to engage in the decision making process.

The developmental chairman noted that it was but a short time before the developmental faculty realized that the policy was "turning off" even good students. Therefore, the chairman initiated an evaluation of the problem in September of 1977 which was conducted entirely by developmental faculty. Because of the importance attributed to this component by the faculty, the first step consisted of establishing a fact-finding committee. The function of this committee was to survey in detail the attitude and suggestions of the faculty with regard to non-punitive grading policy. The findings of this committee were then submitted to a second committee which was constituted to evaluate the findings and develop a new grading policy.

The enormous amount of time spent on this problem was evidence of its perceived importance. The faculty viewed it as "...a basic building block for our division." And the manner in which resolution was sought led a faculty member to state:

> The administration is very patient with us -- but if we can't defend [the policy] as a group, then how can students get a consistent picture?

Although the chairman's role tended to be passive rather than active, faculty members reported a high degree of satisfaction with the way in which this problem was addressed. A number of faculty noted that it was the kind of problem that demanded the

attention of the entire division. The chairman reported that the

method employed was the only approach that was likely to result in

consensus.

5. How was counseling integrated into the developmental

program, and to what extent had the integration been complete and

successful?

Both faculty and administrators reported that the counseling

function was an integral part of the program and attributed "coun-

selor support and a good working relationship with the Counseling

Center" as assets to the program. However, the leadership role in

establishing this relationship was traced to the division chairman

for developmental studies. A faculty member reported:

> [The chairman] works well with other people and is strong
> on cooperation, [the chairman] is responsible for getting the
> counselors and developmental studies teachers working together.

The College provided a function which consisted of a compre-

hensive and coordinated procedure designed to appropriately identify

students for placement in the developmental program, and the permanent

assignment of two counselors to work exclusively with developmental

students. This expanded counseling role was initiated in 1974 at the

instigation of the division chairman for developmental studies coordi-

nating through the Dean of Instruction, Dean of Student Services, and

chairman of the other divisions. Both elements of this function were

deemed essential if appropriate initial placement and coordination

of personal counseling were to be achieved.

The first element -- identification and placement -- relied heavily on cooperation and coordination among a number of administrative and faculty personnel.

Previously, there had been both concern and dissatisfaction expressed throughout the College with regard to the adequacy of existing standardized placement tests. This dissatisfaction resulted from numerous instances in which students were found to be inappropriately placed, either in developmental or traditional courses. As a result, the chairman of the Division of Developmental Studies obtained the support of members of the Central Administrative Staff Committee to develop guidelines which would more appropriately serve the mission of the College. Developmental faculty working with mathematics and English faculty from the appropriate divisions then devised or selected criterion referenced tests which they felt were suitable for proper placement. Counselor input served to establish guidelines regarding high school background and other academic factors.

The result of this activity was the development of appropriate guidelines for admission and placement relative to developmental studies as shown in Appendix B. In addition to aiding in identification and initial placement of developmental students, these guidelines also outlined criteria which permitted a developmental student to enroll concurrently in non-developmental courses. All division chairmen coordinated closely in order to identify non-developmental courses suitable for this purpose. This feature was deemed

important by faculty and administrators in all sectors of the
College since they felt that many students could perform satisfactor-
ily in selected traditional courses while engaged in developmental
studies.

The second element -- assignment of two counselors to work
exclusively with developmental students -- represented a commitment
on the part of student services to adequately serve the needs of
developmental students. The values of such an arrangement were expres-
sed by faculty in terms of "availability on a regular basis," "day
to day contact," and the importance of having someone who could
"resolve input from both the faculty member and the student."
Emphasis was placed on the value of "regular contact with the same
counselor." This was couched in terms of both faculty and students.
Here too, it was the developmental studies chairman who sought
support from student services to initiate this feature. Development-
al faculty perceived that remedial students were frequently in need
of personal counseling and felt that such counseling would be more
effective if it were conducted by specifically designated counselors.
Counselor support was also desired to aid in the promotion of study
skills such as note taking, test taking, and study habits.

The apparent success of the developmental program in inte-
grating the counseling function was attributed primarily to the
work environment and administrative style which was prevalent in the
division. The chairman and faculty in this division coordinated
closely with counselors and solicited counselor input. Counselors

were encouraged to attend division meetings and as the chairman noted:

"they enter into all our discussions and have a vote just like every-

body else in this division." He was explicit in expressing his view

that the counselor function could not succeed merely by the assign-

ment of counselors to a program. The assignment had to be followed

by cooperation, communication, and involvement with all aspects of

the program. Independent research by a management consultant firm

reported:

> ...it [the Developmental Studies Division] exhibited the
> best integration with the counseling function -- in fact, it
> could very well serve as a model for the other divisions in this
> regard (Tadlock, 1977, p. 38).

Other divisions of the College also sought to incorporate

the counselor function into their activities. However, these attempts

did not achieve a notable degree of success. Tadlock (1977, p. 44)

reported that there was "divisiveness between counseling and instruc-

tion." Respondents reported that, unlike the Developmental Studies

Division, personnel in other divisions did not initially perceive the

importance of establishing and maintaining active and close working

relationships with counselors. Thus, it would appear that the leader-

ship style of the division chairman was crucial in effectively incor-

porating the counselor function into the developmental program.

6. What management and instructional practices were used to

alleviate abrupt transition from developmental studies to traditional

college programs?

The lack of difficulty that former developmental students had

in transition to traditional college programs appeared to be due to

a combination of factors -- not the least of which was an effective "communications network" between developmental faculty and other sectors of the College. While developmental studies comprised a separate division at Thomas Nelson Community College it did not function as a separate entity nor allow itself to become isolated from the mainstream of college programs.

In referring to the active communication with developmental faculty, the chairman of another division stated:

> They have good articulation with other divisions on campus...
> I'm not sure there is an abrupt transition -- we coordinate
> very strongly on a day to day basis.

This chairman also felt very strongly that the division structure strengthened regular contacts between developmental personnel and members of other divisions by identifying a group of "specialists."

During the course of this research, developmental staff were frequently observed meeting, both formally and informally, with faculty and chairmen from other divisions. One such meeting involved members of the Humanities Division. The purpose of the meeting was to coordinate the collection of student performance data from English courses in order to appraise former developmental student performance.

Other features and techniques which tended to smooth transition included instructional methodology, extensive opportunities for tutorial assistance, and placement procedures which permitted developmental students to enroll concurrently in selected non-developmental courses.

In developmental mathematics a noticeable amount of atten-
tion was directed toward easing transition. Both lecture and
individualized instruction were available but students who were
preparing for programs which offered only lecture-oriented mathe-
matics courses were encouraged to select lecture-oriented develop-
mental sections. Students aspiring to move to more demanding tech-
nical and university programs were required to complete a final
developmental course which was lecture oriented. In addition, this
final course was not self-paced, thus requiring the student to work
within specified time constraints. Evaluation of the program was
also designed to smooth transition by insuring that students were
properly prepared for admission to "regular" courses. This aspect
is discussed in greater detail later in this chapter.

With regard to tutorial assistance -- a general philosophy
of each college in the Virginia Community College System required
that each faculty member reserve ten hours each week for student
advising and tutoring. Exposure to, and emphasis on, this feature
through experience in the developmental program was felt to encou-
rage students to develop study skills and to seek assistance when
needed. At a workshop sponsored by the Developmental Studies Divi-
sion, a former developmental student reported:

> The [developmental] courses taught me the value of continuous
> study and homework.... I developed self-confidence and good
> habits for schooling (Townsend and Lewis, 1977, p. 3).

However, personal observation and reports from faculty and adminis-
trators showed that developmental faculty at Thomas Nelson provided

considerably more time for individual student conferences than the prescribed ten hours. The division chairman, Dean of Instruction, and the President attributed this characteristic to the dedication of faculty to the developmental program.

Tutorial services were further strengthened in 1974 when the chairman of the developmental program received authorization to provide full-time professional tutorial services. The chairman was strongly supported by the Director of the Learning Resources Center who provided conveniently located facilities for the tutor. This location provides easy access to instructional media and is in close proximity to developmental faculty offices. Thus, individual assistance was made available either by regular developmental faculty or the professional tutor. This feature was viewed by many faculty as an innovation which was a definite asset to the developmental program as evidenced by the many students who utilized the service. Subsequently, at least one other division incorporated a similar service and other divisions were considering such a service.

Faculty and administrators also reported that permitting students to enroll in selected non-developmental courses contributed significantly to transition. This feature was perceived as important in that it tended to develop the confidence of students by "easing" them into the mainstream of the academic program. More discussion of this feature follows later in this section.

Most faculty and the division chairman felt that by unifying
the developmental program into a separate division the President made
possible the articulation, coordination, and evaluation that led
to smoothing transition. An administrator reported that the develop-
ment of guidelines for permitting developmental students to enroll
concurrently in selected non-developmental courses required a pro-
gram structure which was evidence of "equality" and "importance" if
other sectors of the College were to respond to its proposals. A
similar view was expressed with regard to the establishment of full-
time tutorial services.

The leadership role and style of the developmental chairman
in developing these features, coupled with the high level of profes-
sionalism demonstrated by developmental faculty, were perceived as
contributing to smooth transition. A division chairman reported that
faculty in his division viewed developmental faculty as professionals
and were confident that students completing developmental studies
were "ready" for regular programs. He cited "openness" and "willing-
ness to look at all sides of a problem" as positive characteristics
of the developmental chairman.

7. What had the college done with regard to recruiting non-
traditional students, and what had been the effects of such recruit-
ment?

The results of this research indicated that the College did
not have a recruitment strategy directed toward non-traditional

students. However, analysis of the data indicated a willingness

and desire on the part of the administration and most faculty to

initiate active recruitment of such students. The President stated:

> We owe it to the community to recruit those students who
> haven't found themselves. The time will come when we will
> recruit them, but for now we are getting as many students as
> we can house with existing facilities.

Enrollment data showed that the College continuously faced

the problem of providing sufficient facilities for all its students.

As early as 1972 the College enrollment far exceeded predictions.

As a division chairman reported: "We've been absolutely swamped

with students. At times we've had more students than we could find

room for."

However, according to most respondents recruitment of non-

traditional students was viewed as an important future component of

the developmental program. The general attitude expressed by

College personnel was that it would become increasingly important

to recruit non-traditional students if only to prepare them with

minimal job entry skills. As reported by Simpson (1977, p. 4):

> We will need also to be concerned with adult basic education
> and meeting and anticipating more fully the needs expressed by
> our service area.

8. To what extent had program evaluation been instituted,

and to what extent had this evaluation proved useful?

Systematic evaluation of the developmental program was

viewed as a major component at Thomas Nelson Community College.

As reported in Chapter 2: there is a history of criticism, confusion,

and fear regarding both evaluation methods and results.

This research tended to contradict these views. Faculty and
administrators were highly supportive of evaluation practices at
Thomas Nelson and felt that all evaluations were directed at identi-
fying both strengths and weaknesses. Evaluation data were used to
retain strong features and to seek ways of improving weaknesses.
Faculty did not perceive evaluation as a means of "punishment" --
but as a means of strengthening the developmental studies program.

The first evaluation of the developmental program was
initiated in 1973 by the Mathematics Department. This evaluation,
which was quantitatively oriented, had as its major purpose the
assessment of placement criteria for regular mathematics courses.
This was achieved by comparing grade point averages and completion
rates of former developmental students with non-developmental
students. Developmental faculty reacted very positively to this
first evaluation, and in subsequent years the Mathematics Department
coordinated with the developmental division to further refine place-
ment criteria and course content in the developmental program.

One instance in which this evaluation was instrumental in
improving the program occurred with regard to the 1977 fall quarter
performance of former developmental students. It was noted that for
the first time since 1973 there was a noticeable decline in perfor-
mance of these students who were enrolled in MATH 161 (a first
quarter university-parallel course). Further investigation was
conducted by the developmental studies chairman and the mathematics
professor who initiated the evaluation. They found that a large

percentage of former developmental students had been inappropriately admitted to this course subsequent to a change in academic advising procedures. These findings were then reported and discussed at a meeting of the division chairmen of the academic divisions involved. Subsequently, these chairmen clarified course admissions criteria to faculty advisors at individual division meetings.

A second, more short range, evaluation method was designed to qualitatively assess each developmental course (Appendix C). The developmental faculty worked closely with the division chairman to devise questionnaires designed to obtain student input regarding teaching materials, instructional methodology, testing procedures, and other features. An examination of these questionnaires showed that they were devised to identify both strengths and weaknesses and asked for specific input and suggestions which might be incorporated to improve instruction.

Faculty members tended to favor this type of student feedback because of its frequency and specificity. This particular scheme was also reported by one administrator as being an accurate reflection of the success of the developmental program. This view was expressed because most other evaluation schemes were quantitatively oriented and often provided a misleading picture of "drop outs" by classifying individuals in this category who were actually seeking to improve job skills or to prepare for a job which they hoped to obtain. The developmental studies chairman stated:

There is some confusion about what a "drop out" really is --
many of the [developmental students] have achieved their goals
just by completing the developmental program. Just because
they don't move on to a curriculum doesn't mean they haven't
been successful.

A third evaluation method was originated by faculty of the

developmental division in 1977 and consisted of a workshop in which

former developmental students were invited to discuss their exper-

iences in the program. The primary purpose of the workshop was to

obtain input from former students by addressing three major questions:

1. In what ways did you benefit from the developmental
studies program?
2. What were the outstanding weaknesses and strengths of
the courses in which you were enrolled?
3. What suggestions do you have for the improvement of the
program? (Townsend and Lewis, 1977, p. 2).

Both large and small group discussions were held regarding these

questions with the results of group discussions recorded for use in

reassessment of the program.

The active role of the developmental faculty in originating

this workshop was a strong indicator of the "free and open" environ-

ment and the "dedication of professionals" which were frequently

mentioned by personnel in many sectors of the College. Here too,

however, the division chairman played an active role in communica-

ting advance information regarding this workshop throughout the

other sectors. A positive response was indicated by the attendance

and participation of the President, Dean of Instruction, Dean of

Student Services, several division chairmen, and counselors.

The fourth evaluation method represented a substantial commit-

ment in terms of time and money on the part of the College. In an

effort to obtain comprehensive follow-up information on former

developmental students the division chairman proposed that a series

of studies by conducted. This proposal was fully endorsed by the

Central Administrative Staff Committee. It was generally felt that

data which provided information regarding the long range effects of

the program could be valuable in improving developmental services.

Thus, the first follow-up study (TNCC, 1978) was initiated by the

Director of Institutional Research in the latter part of 1977. This

study was designed to qualitatively assess features of the develop-

mental program such as quality of instruction, testing, instructor

interest, course content, and instructional media. Longitudinal stu-

dies to assess persistence, attrition, and overall academic performance

were projected as major undertakings to be initiated in 1978.

Each of these four evaluation methods was perceived by the

majority of respondents as significant contributors to the effective-

ness of the developmental program. It was also generally reported

that no punitive action resulted from evaluation results. The

division chairman was adamant in expressing the view that there "can

be only one purpose for this kind of evaluation -- and that is to

improve instruction."

Although the developmental program placed considerably more

emphasis on evaluation than other sectors of the College, there was

no evidence to indicate that other divisions "feared" evaluation.

Most of the other chairmen did not feel that traditional college

programs demanded such emphasis because they were "not dealing with

such a wide range of abilities." Other divisions did, however,

utilize a number of "end-of-course" evaluations similar to those

used by developmental instructors.

One division chairman also noted that evaluation of develop-

mental student performance was somewhat easier than might be expected

for his program since "...they're getting students ready for a parti-

cular course. We could evaluate course performance, but it would be

difficult to evaluate program performance."

9. What impact did the developmental program have on other

sectors of the College?

In addition to identifying and exploring those aspects of

management which were instrumental in the evolution of the develop-

mental studies program, this study also sought to analyze resulting

conflicts, interaction, and effects which could be attributed to its

establishment. Management literature reflects the potential for

each of these elements to occur -- and generally reflects that each

is likely to occur in a complex organization.

Analysis of data provided by the semi-structured interviews,

examination of institutional records, and personal observations

indicated that no conflict resulted from the high presidential

priority of the developmental program at Thomas Nelson Community

College. To the contrary, all data indicated that the program was

well received and generally supported throughout the campus from

the outset. One of the first developmental instructors stated:

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"We got firm support from the rest of the faculty." Another stated:

> Developmental studies at some institutions is a whipping
> boy -- we don't see any of that here.... We've had the backing
> of almost everybody. The other division chairmen recognize
> that we are going to provide them with many students that they
> wouldn't otherwise have.

Still another key staff member in referring to the developmental
program stated: "If the President and Dean are sold, you will never
have any problems."

Perhaps, however, the absence of conflict can be attributed
to the nature of the President's priority. Interviews with faculty
and staff established very early that the developmental program was
not perceived as being favored with "special" considerations in
terms of facilities, salary or promotion, or special funds. Further
probing led to the conclusion that the high priority of the program
as recognized by the President and key administrators tended to
eliminate the potential for conflict regarding staffing practices
and budget allocations.

Conflicts were perhaps avoided because of the early recogni-
tion that the mission of the College would of necessity rely heavily
on a strong developmental program. An administrator reported:

> We all began to realize early in the history of the College
> that we were going to have a lot of students that would require
> developmental work.... The division chairman felt that the
> priority was high and made it known that they supported a
> strong division of developmental studies.

As already noted -- interviews with faculty and staff indi-
cated that presidential high priority did not imply "special"
considerations. Thus, further investigation was conducted to

explore the importance of this component as perceived by faculty and staff. Their perceptions can best be summarized by the statement of one staff member: "You've got to have top administrators that believe in your program. We've always had that here." And as reported at a conference in 1977 (Simpson, p. 3):

> We have found at TNCC that the success of our developmental studies program has been dependent on the positive commitment of our administration to our mission. Because of the extremely strong support from our President and Dean, and similarly from the remainder of our administration, we have not had to conduct a massive campaign to sell our program of justify our existence.

The staffing process utilized by the developmental division was also perceived as evidence of positive commitment to the program. No indications of conflict regarding the manner in which staffing of the developmental program was conducted were evident in the interviews with faculty, staff, and administrators. There was, however, some indication that the large percentage of the adjunct faculty budget which was allocated to this division was resented. As one chairman observed:

> Although there is some resentment over the drain on the adjunct faculty budget, it is generally overridden by the other division chairmen and the President.

The fact that other division chairmen supported the allocation of budget for adjunct faculty was viewed as further evidence of the general support of the priority of this program.

This research also indicated that respect for developmental faculty contributed to smooth working relationships. A division chairman stated:

> That [Developmental Studies] Division is characterized by
> professionals.... The faculty realize that their jobs are
> easier when a student has had the developmental program. ...I
> think that specialists are the key to success in the program.

The President credited developmental faculty recruitment

as a major factor in the strength of the division. He referred to

the Developmental Studies Division as "...the best organized division

in the College. That comes in part from the fact that the faculty

has a major part in selecting staff members."

Although perceived as the "best organized division" by the

President and others, there were some concerns expressed by several

faculty about the "separate" division. These concerns centered

around the potential danger from isolation. It was noted by several

individuals that the separate division placed a heavy responsibility

on the faculty and chairman to actively communicate with other

sectors of the College. A division chairman reported that his faculty

have almost daily contact with developmental faculty. Thus, he felt

that isolation had affected the performance because of the quality

of the staff and program.

The study revealed no evidence of conflict with regard to

either the establishment of the separate division or its activities

subsequent to its establishment. To the contrary -- all faculty and

staff who were interviewed were highly supportive of this division

and its role in the institution. There appeared to be several factors

which contributed most heavily to the avoidance of conflict, or more

positively, the support received by the Division of Developmental

Studies. These factors are:

1. Strong support from the President and Deans

You've got to have top administrators that believe in your program.

2. Effective and frequent communication both vertically and laterally

Important that the President and Deans know what is going on in developmental studies more than in other divisions.

We coordinate [with developmental studies] very strongly on a day to day basis.

3. Dedicated professionals staffing the division

Isolation has not affected the performance because of the quality of the staff and program.

Each of these factors has been strongly supported by management literature. Odiorne (1961), Drucker (1973), Shannon (1973), Richman and Farmer (1975), and others have emphasized the importance of the role of management in "making things happen" through appropriate planning, staffing, organizing, and communicating. These factors have also been related by Carver and Sergiovanni (1969) to organizations which are high performers in terms of achieving meaningful school purpose.

This research indicated that the faculty and administration had a clear and unified perception of the purpose and role of the developmental studies program. This perception was evidenced by personnel throughout various sectors of the College in terms of the "high level of professionalism," "dedication," and "enthusiasm" displayed by the Division of Developmental Studies.

In looking to the future role of the developmental studies program both the President and division chairman viewed recruiting non-traditional students as an emerging priority. The review of literature reflected a potential for conflict with regard to this role, however, results of this research did not support this view. The philosophy of the President, which was shown by his actions with respect to serving non-traditional students, was generally accepted throughout the institution. An alternative explanation for the general acceptance of such recruitment was also noted: If recruitment and instruction of non-traditional students is to become a part of the College function, it is unlikely that faculty in traditional curricula will find their roles appreciably affected.

The role of the developmental program did appear to affect other sectors of the College. Many sectors of the College evidenced respect for the activities and innovations of the Division of Developmental Studies by adoping practices or procedures which were initiated within the division. These included:

1. Adoption of the developmental faculty screening process

2. Assignment of counselors to divisions

3. Development of learning objectives

4. Workshops to orient adjunct faculty

5. Addition of a full-time tutor in mathematics

Summary of Findings

        The major findings of this study are summarized as follows:

        1. The President placed a high priority on the developmen-
tal program because he was committed to the philosophy of the open-
door and the importance of providing learning opportunities for all
students. He also noted early in the history of the College that
many potential students were in need of remediation.

        He demonstrated his priority through active involvement in
many aspects of the developmental program, by providing adequate
budgetary support, and by providing an organizational structure
deemed suitable for the program. He was extremely active in meeting
the "image needs" of the program by emphasizing its importance to
other sectors of the College. His priority was perceived by faculty
and administrators as a major factor in program effectiveness.

        2. Recruitment and training of developmental faculty
received major attention. Particular emphasis was placed on recruit-
ing faculty who were committed to the philosophy of developmental
studies. This was initially emphasized by the Dean of Instruction
and later by a recruitment process in which all developmental
faculty participated. Frequent workshops were conducted with adjunct
faculty to insure that program standards were maintained in all
developmental courses.

        3. A separate division of developmental studies was esta-
blished primarily because of the management problems associated

with the direction and control of a large number of students and developmental faculty. It was also deemed essential if appropriate coordination and articulation were to be maintained among developmental faculty and other sectors of the College.

4. Respondents identified high presidential priority, staffing specifically for developmental studies, and the separate division as the crucial components of success. They indicated that all other program features evolved or were effectively operationalized as a result of these three features.

5. The College did not award credit for graduation or program certification for developmental courses in keeping with the general policy of the Virginia Community College System. Respondents were highly supportive of this policy and did not feel that developmental courses should be credited toward graduation or certification.

6. Questions concerning non-punitive grading were resolved through active faculty participation. Developmental faculty played a major role in establishing all policies regarding non-punitive grading. Perceived as a "major building block," the chairman felt that only through faculty evaluation and recommendation could consensus be reached regarding this feature.

7. Counseling was integrated into the developmental studies program through active coordination and cooperation between the developmental studies chairman and the Director of the Counseling Center. However, this merely initiated the process. Once counselors

were assigned to work with the division, they were encouraged to participate in all aspects of the developmental program. They attended meetings, entered into debate, and had the same privileges as developmental faculty.

8. Abrupt transition from developmental courses to traditional college programs was alleviated through a number of factors. These factors were: Effective communication between developmental personnel and other sectors of the College, extensive opportunities for tutorial assistance, instruction methodology, and permitting developmental students to enroll concurrently in selected non-developmental courses.

9. The College did not actively recruit non-traditional students. However, faculty and administrators reported that this feature had not been implemented only because the College was serving the maximum number of students possible with existing facilities. It was generally reported that the College should attempt to recruit non-traditional students.

10. The developmental program utilized both <u>quantitative</u> and <u>qualitative</u> evaluation on several levels. However, faculty perceived qualitative evaluation as being more valuable to program effectiveness than quantitative evaluation.

11. The developmental program tended to impact other sectors of the College in a positive way. Many features developed or implemented in the developmental program were subsequently adopted

by other divisions. These included the faculty recruitment process,

adjunct faculty workshops, integration of counseling into the

divisions, and the addition of a full-time mathematics tutor.

12. There was no evidence of conflict in the College regarding the developmental program. This was generally attributed to the perception of importance of the program to College success and the manner in which the President demonstrated his high priority of the program.

Chapter 5

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

SUMMARY

Purpose

The purpose of this research was to study the management processes involved in the evolution and administration of a selected developmental studies program which is characterized by many of the features identified by Roueche, Kirk, and Snow (Roueche and Kirk, 1973; Roueche and Snow, 1977).

Specifically, the study sought to identify and explore those aspects of management which were instrumental in establishing these features, as well as others deemed essential for such a program. The study also sought to explore resulting interaction and conflict as they occurred throughout the College. Such factors as leadership, work environment, organization, decision making, coordination, and innovation were considered in relationship to the establishment of these features. The features addressed in this study are:

1. High priority of the developmental studies program as evidenced by the President,

2. Developmental studies instructors who evidence a strong desire to teach remedial students,

3. A separately organized division of developmental studies with its own staff and administrative head,

4. Credit for graduation or program certification for all developmental courses,

5. Non-punitive grading policies and practices,

6. A counseling function which is an integral part of the developmental program,

7. Method to alleviate the abrupt transition from developmental studies to traditional college curriculums,

8. Effective recruitment strategies to identify and enroll non-traditional students, and

9. Systematic evaluation.

There were two primary reasons for undertaking this study: As the literature indicates, developmental programs have undergone rapid change in recent years in both scope and intent, often without the guidance or support of research and theory. Thus, the study provided the opportunity to investigate an evolutionary process which tended to represent a "pioneering" endeavor. A second and equally important reason for undertaking the study was that management literature indicates that we have very little knowledge of the process of college administration (Thomas, 1959). Pugh and Hickson (1976, p. 30) were even more blunt in their assertion that "very much more is known about how organizations ought to be run than how they are run."

<u>Methodology</u>

To obtain insight for answering the research questions, a
case study was conducted at a single community college generally
recognized as having an outstanding developmental program. The
first step in the study was to determine that the program had imple-
mented many of the features described by Roueche, Kirk, and Snow
(Roueche and Kirk, 1973; Roueche and Snow, 1977). The second step
of the study was to obtain information regarding why and how these
features had been implemented.

Data were obtained through semi-structured interviews, perso-
nal observations, and examinations of such institutional documents
as College bulletins, <u>Institutional Self-Study</u>, memorandums, local
research reports, and other College publications.

These data were then analyzed in order to answer the follow-
ing research questions:

1. Why did the President give the developmental program a
high priority, and how did he demonstrate this priority?

2. What strategies and selection processes were used in
recruitment or training of developmental instructors?

3. Why was a separate division for developmental studies
deemed necessary, and what problems, if any, were encountered in
establishing a separate division?

4. How were questions concerning credit for developmental
courses and non-punitive grading resolved?

5. How was counseling integrated into the developmental pro-
gram, and to what extent had the integration been complete and
successful?

6. What management and instructional practices were used to
alleviate abrupt transition from developmental studies to traditional
college programs?

7. What had the College done with regard to recruiting non-
traditional students, and what had been the effects of such recruit-
ment?

8. To what extent had program evaluation been instituted,
and to what extent had this evaluation proved useful?

9. What impact did the developmental program have on other
sectors of the College?

Findings

1. A major finding was the way in which the President evi-
denced his high priority of the developmental program, and the effect
this priority tended to have on shaping the program. The first
president demonstrated high priority because he was philosophically
committed to such a program. He also recognized the need for such a
program if a large percentage of the College population was to be
served. He demonstrated this priority when he authorized the esta-
blishment of a developmental studies program even though enrollment
in the traditional curriculums exceeded projections. The Dean of
Instruction also supported this priority in that he devoted a
significant amount of time and attention to screening applicants in

order to provide faculty specifically for the instruction of remedial students.

When the Dean of Instruction became the second president, even stronger emphasis was placed on this priority by the establishment of a separate division of developmental studies and recruiting as its head an individual with a wide range of experience with developmental students. The President further conveyed his priority through frequent communications with faculty and students in the developmental division. As was noted in Chapter 4: The President had his door open and an ear for students at any time. At the same time he granted faculty considerable autonomy in setting priorities and governing themselves. Yet he always remained a major participant and insisted that the program be developed along lines which were most likely to benefit students who needed remediation. Other evidence of his support was shown by allocation of a large percentage of the adjunct faculty budget to the developmental program. This allocation permitted staffing at a ratio which was considered appropriate for developmental students. It is important to note also that the President's support was not perceived by other sectors of the College as being unfair or disproportionate.

The active role of the President was repeatedly noted by administrators and faculty who were interviewed in the course of this study. His continued support of the program was perceived to be a crucial factor in program success. This support included planning, staffing, organizing, and meeting the image needs of the

program as Moore (1970, p. 126) and others have noted as essential elements. Staff in the Developmental Studies Division, the Dean of Instruction, and other administrators credited the President's role as a major factor in integrating the developmental program into the total educational program of the College.

It is perhaps significant that the President's decision to establish a high priority for developmental studies was made at the beginning of the College's history rather than some years later. The initial positive emphasis tended to focus attention on the fact that many students in the College's region would need further preparation before entry into traditional curricula.

2. Recruitment and training of developmental faculty received major attention. Both the President and Dean felt from the initiation of the program in 1968 that "specialists" would be crucial to the success of the developmental program. Thus, recruitment was initially conducted by the Dean of Instruction who sought to staff with a nucleus of developmental instructors rather than assign the instructional tasks to the individual divisions. The Dean screened and interviewed applicants extensively, seeking faculty who evidenced a strong desire to work with remedial students. Although this procedure did not differ significantly from those he used to screen applicants for traditional programs, his interviews with potential developmental instructors did emphasize the importance of utilizing a variety of teaching methodologies and individual student attention.

However, with the establishment of a separate division in 1972, the division chairman initiated an extensive screening process for faculty selection which was fully approved by the Dean of Instruction and the President. The process required that candidates be interviewed by all members of the division -- regardless of teaching specialty. The purpose of this extensive interviewing was to allow each member of the division to assess candidates in terms of the philosophy and methodology of the division. This philosophy encompassed a strong belief in non-punitive grading, emphasis on an active interest in individual students in order to help them reach their maximum potential, and an environment which included faculty who were "more interested in the challenge of teaching than in the challenge of subject matter." Screening was also aimed at identifying candidates who were both willing and able to utilize several modes of instruction.

Careful selection of adjunct faculty was also in evidence. Although adjunct faculty were screened only by the division chairman and program heads, mandatory in-service training at the beginning of each quarter provided faculty the opportunity to meet and orient them relative to the role, philosophy, and routine operational procedures of the developmental program. Throughout the quarter frequent communications between adjunct and regular faculty were maintained by course sponsors or program heads for English, mathematics, and reading. These program heads insured that adjunct faculty were using materials and following procedures which were identical to those used by regular faculty.

3. A separate division of developmental studies was established by the President in 1972. Prior to that time, control and coordination were maintained through an informal structure managed by the Director of the Learning Resources Center. However, as the program grew in enrollments and was staffed accordingly, the problems of managing a large number of students, instructors, and courses became increasingly difficult to handle. The President, Dean of Instruction, and other division chairmen felt that the developmental program needed the division structure if it was to receive the same attention that other programs of the College were receiving. They also perceived the establishment of the division as contributing heavily to the morale of both developmental students and instructors.

All of these views were supported by this study. Prior to the division structure, the primary thrust of the developmental program was limited to instruction. However, within two years of establishing the division, the chairman had initiated a faculty recruitment process, incorporated counseling as an integral part of the program, developed student placement procedures, initiated program evaluation, and structured a "course sponsor" arrangement which greatly simplified course updating and communication with adjunct faculty.

4. Respondents identified high presidential priority, staffing specifically for developmental studies, and the separate division as the crucial components of success. They indicated that all other

program features evolved or were effectively operationalized as a result of these three features.

5. The College did not award credit for graduation or program certification for developmental courses in keeping with the general policy of the Virginia Community College System. Respondents were highly supportive of this policy and did not feel that developmental courses should be credited toward graduation or certification.

6. Developmental faculty were actively involved in establishing policies with regard to non-punitive grading. Non-punitive grading was another feature which was established at the initiation of the developmental program. Previous community college experience by both the Dean of Instruction and the President had convinced them that grading should be non-punitive. Throughout the evolution of the program this feature was viewed by faculty and administrators as an important element. However, this study showed that this feature had presented problems in both interpretation and administration at Thomas Nelson Community College and had undergone revision in recent years. At one point, a "get tough" policy was established to rid the program of students who repeatedly received "U" (unsatisfactory) grades. This policy was soon abandoned when faculty reassessed the philosophy and goals of the program and the impact of such a grading policy on the program. As an administrator noted: "Even our good students were upset by it."

Interviews with faculty and administrators indicated that both staffing and organization were crucial to resolving problems

relative to the grading policies and practices. The manner in which these problems were resolved were evidenced by a high level of faculty participation in the decisions regarding this component. Neither the Dean of Instruction nor the division chairman made attempts to dictate policy. Instead, faculty committees both analyzed the problem and proposed a grading policy which was deemed appropriate for the developmental program.

7. As the program expanded, it became more apparent to the division chairman as well as others that closer coordination with counselors would be necessary if the desired level of services was to be provided these students. The division chairman for the developmental program was credited with obtaining the support of the Director of Counseling Services who initially supported the function by assigning two experienced counselors to work exclusively with developmental students. It was felt that regular contact with specifically identified counselors would be of greater benefit to both the students and the faculty. Faculty wanted the feature so that particular counselors could develop a closer understanding of the problems of remedial students and help to resolve them. Counselors reported favorably on the arrangement. They noted that by focusing attention on a limited population, they could provide more effective personal counseling.

Although administratively supervised by the Director of the Counseling Center, these counselors were included in all aspects of planning and operation of the developmental program to the same extent as developmental faculty. At division meetings they participated in

"free and open debate" and "had a vote just like everybody else."
Both faculty and counselors reported that counselor assignment to the
divisions were valuable in terms of communication with regard to
student problems and student placement.

The counseling function also included extensive guidelines
(Appendix B) to aid in placement of students in developmental courses.
These guidelines also aided in structuring a student's program of
studies by indicating individual courses which could be taken concur-
rently with developmental courses. The preparation of these guide-
lines required extensive coordination with the Counseling Center and
all academic divisions of the College.

8. Various studies conducted subsequent to 1972 tended to
show that there was no abrupt transition from developmental courses
to more traditional courses. A number of features of the program,
including instructional methodology, extensive tutorial opportunities
throughout the institution, and permitting students to enroll in
non-developmental courses, contributed toward easing transition.
However, both instructional methodology and enrollment in non-develop-
mental courses, are features which were directly affected by the
establishment of a separate division. The establishment of the divi-
sion led to unity of effort and unity of command which resulted in
providing both individualized, self-paced, and lecture instruction,
as well as the establishment of guidelines to assist in structuring
a student's program to permit enrollment in non-developmental courses.
This view was supported by administrators from other divisions who

reported that articulation and coordination with the developmental division tended to eliminate abrupt transition as a matter of concern.

9. The College did not actively recruit non-traditional students. However, faculty and administrators reported that this feature had not been implemented only because the College was serving the maximum number of students possible with existing facilities. It was generally reported that the College should attempt to recruit non-traditional students.

10. Systematic evaluation was initiated on various levels throughout the evolution of the program. The first ongoing evaluation, first conducted in 1973, compared the performance of former developmental students with non-developmental students in first quarter mathematics courses. This quantitative evaluation was initiated by the Mathematics Department for the express purpose of determining if former developmental students compared favorably with non-developmental students in terms of grade achievement and success rate. In subsequent years this evaluation method was retained and coordinated through the Developmental Studies Division.

However, the developmental faculty and division chairman felt that qualitative evaluation was also essential if individual courses were to be improved. Therefore, other methods of evaluation were incorporated into the program subsequent to 1972. These included course evaluations conducted at the conclusion of each developmental course (Appendix C), an annual workshop with former developmental students (initiated in 1977), and a follow-up study of graduates

which was initiated in 1978 by the Office of Institutional Research

(TNCC, 1978). Each of these evaluations was designed to identify

strengths as well as weaknesses with the intent of retaining the best

features of the program and modifying those which did not benefit the

student. Each of these methods of evaluation required a heavy commit-

ment of time or financial resources but were viewed by administrators

and faculty as significant contributors to the developmental program.

11. The developmental program tended to impact other sectors

of the College in a positive way. Many features developed or imple-

mented in the developmental program were subsequently adopted by

other divisions. These included the faculty recruitment process,

adjunct faculty workshops, integration of counseling into the divisions,

and the addition of a full-time mathematics tutor.

12. There was no evidence that conflict had resulted from the

high priority placed on the developmental program by the President.

To the contrary, all data showed that the program was well received

and generally supported throughout the campus. This support was

forthcoming because of several factors such as: effective and fre-

quent communication from developmental staff, recognition that deve-

lopmental faculty were "professionals," and early recognition of the

need for a developmental program.

CONCLUSIONS

Information obtained through interviews, examination of insti-

tutional records, and personal observations led to a major conclusion

that strong faculty and administrative support leads to a strong developmental studies program.

Two factors -- presidential priority and dedicated developmental staff -- were repeatedly identified by respondents as contributing most significantly to acceptance by College personnel. Also considered significant was the early realization by College personnel that the College's service region included a large number of potential students who would need further preparation in order to enter traditional programs. However, here too, presidential priority played a key role. The enrollment patterns of the College indicated that annual enrollments far exceeded projections. Without presidential commitment the developmental program could have been effectively "delayed" in favor of full enrollment which included few, if any, students needing remediation. Sloan (1965, p. 58) and Corson (1975, p. 258) both noted the crucial role of administrative leadership in identifying the functions of an organization and making decisions which effectuate its goals. Without this identification, the differing concepts are likely to result in conflict.

Thus, this study also tends to support the conclusion that high presidential priority, coupled with appropriate support, can lead to the development of a program in such a manner that the potential for conflict can be avoided.

The role played by the President in the evolution of the developmental program was not unlike those roles which have been described in management literature. In referring to educational

leaders such as Eliot of Harvard, Gilman of Johns Hopkins, and others,
Drucker (1973, pp. 151-152) emphasized that each of these leaders
gave priority to his definition of the university's purpose and mis-
sion. Their clear commitment to definition of purpose and mission
led to high effectiveness and achievement. Management theory dictates
that organizations need common vision or common purpose to establish
teamwork and to harmonize the goals of the individual with the needs
of the organization (Carroll and Tosi, 1973, pp. 14-15; Drucker, 1954,
pp. 135-136).

It was the President's leadership and commitment to develop-
mental studies that brought a significant amount of attention to the
program in its early stages. Once the President had "set the stage"
by recruiting a nucleus of dedicated faculty and establishing a
separate division, other features developed in rapid succession.

The findings of this study show that developmental faculty
were given a great deal of autonomy in establishing goals, priorities,
and methods, as well as selection of new faculty. They displayed a
sense of unity and mission which they felt was a result of their
dedication to developmental education. Thus, it was concluded that
a high level of faculty autonomy will result in unity of effort and
contribution toward a common goal.

Drucker (1973, p. 43) noted that unity of direction would
insure that all efforts pull in the same direction and that indivi-
dual contributions will fit together to produce a whole.

Equally important, however, was the importance of participation as noted by McKeachie (1972, p. 46) who emphasized that faculty participation in decision making was important for three reasons -- professional development, maintenance of morale, and commitment to decisions. Similarly, Carroll and Tosi (1973, pp. 14-15) noted that involvement by individuals in the determination of organizational goals permit personnel to contribute to the organization in such a way as to produce high levels of effectiveness.

A further conclusion of this study is that the establishment of a separate Division of Developmental Studies can strongly influence both program effectiveness and the implementation of other desirable features. Faculty and administrators strongly supported the separate division for several reasons: It identified a group of "specialists", it permitted better articulation, it demonstrated confidence in the value of the program, and centralized responsibility for a large number of students. Educational and management literature strongly supports such an establishment. Moore (1970), Roueche and Kirk (1973), and Balderston (1974) reported that such a structure is essential if a program is to provide adequate services or avoid starvation due to neglect. Similarly, Drucker (1973, p. 523) suggested that an evaluation of goals and objectives would result in an organizational structure which would lead to the attainment of objectives.

The findings also support the conclusion that successful integration of counseling into the developmental program cannot be routinely accomplished. Integration of the counseling function at

Thomas Nelson Community College was achieved through active and

enthusiastic involvement between developmental personnel and counselors.

Counselors were encouraged to participate in all aspects of the

developmental program and at division meetings "had a vote just like

everybody else." Great effort was exerted to develop a creative inter-

nal climate. Such an organizational climate was described by Lahti

(1973, pp. 15-16) as one that maintains an atmosphere of involvement.

The lack of difficulty experienced by developmental students

in transition to traditional college courses was attributed to a

number of factors. These factors included effective communication

between developmental personnel and other sectors of the College,

instructional methodology, extensive opportunities for tutorial assis-

tance, and permitting developmental students to enroll concurrently

in selected non-developmental courses. Thus, a further conclusion

is that abrupt transition from developmental studies to traditional

college programs can be alleviated through close coordination between

the developmental program and other sectors of the College and by

incorporating appropriate educational services into the program.

The transition process has strong implications for management.

An educational institution is a complex organization -- a system

composed of smaller groups or units, each with its own objectives,

related to make a whole (Richman and Farmer, 1974, p. 4). Thus,

close coordination is essential if the objectives of one unit must

"tie-in" with the objectives of other units. This is particularly

true of a developmental program -- whose primary function is to pre-
pare students for other "units."

This study provides further support for Roueche and Kirk

(1973) who suggested that non-punitive grading was an important fea-
ture of a developmental studies program. However, this study does

not support their recommendations that students be granted credit

toward graduation or program certification for developmental courses.

To the contrary, the findings of this study show that developmental

faculty were very much opposed to the awarding of such credit. Thus,

it is concluded that the awarding of credit toward graduation or

program certification offers the potential for major conflict. This

conclusion does support Roueche (1977, p. 17) who stated: "Perhaps

the greatest controversy to arise from recent decisions about develop-
mental studies programs would have to do with the granting of credit

for these courses."

RECOMMENDATIONS

Recommendations resulting from this study are of three types:

those regarding the implementation or operation of a developmental

program, those regarding research methodology, and those regarding

further research.

Implementation or Operation of a Developmental Program

This study was limited to a single community college in the

Virginia Community College System. It was intended to provide a

contextual view of management processes involved in the evolution of a program of developmental studies. Given the contextual setting, background, philosophy, and other features of the institution, it may be possible to apply the findings of this study to other institutions with similar settings and goals. The following recommendations must be considered relative to the above factors.

The findings of this study indicate that the President and upper echelon administrators can have a tremendous impact on the success of a developmental program through their actions regarding its operation. Similarly, staffing practices and organization tend to affect the initiation or implementation of other features -- such as integration of counseling, systematic evaluation on a number of levels, effective utilization and control of adjunct faculty, and productive communication. Thus, based on this study, the following are recommended for those institutions who presently have, or plan to implement, a developmental program:

1. that the president place a high priority on the program and demonstrate this priority by taking an active role in its activities. This role should include attendance at meetings and conferences, frequent communication with faculty and students, and both verbal and fiscal support of the program. The president should take care to insure that his support is not perceived as unfair by other sectors of the college,

2. that developmental faculty play an active role in both screening and selection of new faculty,

3. that appropriate controls or channels of communication be established to insure that adjunct faculty are oriented to the philosophy and mission of the program and that instruction provided by adjunct faculty is equivalent to that of full-time faculty,

4. that an organizational structure be established which permits frequent communication between developmental faculty and close coordination between the developmental program and other sectors of the college,

5. that faculty play an active role in establishing policies with regard to non-punitive grading and credit for graduation or program certification for developmental courses,

6. that integration of counseling into the developmental program include active participation of counselors in the activities of the program, and

7. that efforts to smooth student transition from developmental courses to traditional college programs include close coordination between developmental personnel and other sectors of the college.

Methodology

The case study methodology provided the opportunity for in-depth, on site investigation of a developmental program in operation. Further, this methodology also provided numerous opportunities to assess the overall institutional environment. This assessment, or development of a "feeling" for the institutional environment, strengthened the analysis of data. This approach also provided flexible

means of collecting information which could be double-checked by
probing or feedback if it appeared contradictory or unclear.

Another feature of this methodology not generally mentioned
in the literature is that of involvement. The semi-structured inter-
views, although very time consuming, provided a contextual setting
far removed from that of evaluating responses on questionnaires or
survey instruments. The faculty and administrators involved in this
study frequently expressed their pleasure that someone was doing
research "in person" on their campus. This pleasure was further indi-
cated by voluntarily providing pertinent documents and supplemental
materials which may otherwise have gone undetected.

A caution is in order, however. This case study was conducted
in a single institution and, therefore, the generalizability of find-
ings is limited. A second study, conducted in a similarly structured
institution, would have provided the opportunity for comparison and
would have strengthened resulting conclusions and recommendations.
Taking this caution into account, the case study methodology is
recommended for research in which:

1. institutional environment may be a factor,

2. intensive study of one or more interrelated components is
desired, and

3. decision making or operational processes are involved

Further Research

        While this study was limited to the analysis of a developmental

program at a single community college, the organization and operational

components of the program were supported by current literature. The

findings tend to support suggestions by Roueche and Snow (1977),

Moore (1970) and others that administrative decisions, organizational

structure, and staffing play a key role in the establishment of an

effective developmental program. The findings further tended to show

that all other program components were implemented or operationalized

as a result of these three significant variables. As Kerlinger (1976,

p. 406) noted:

        Exploratory studies have three purposes: to discover signi-
        ficant variables in the field situation, to discover relations
        among variables, and to lay the groundwork for later, more
        systematic and rigorous testing of hypotheses.

        Thus, it is recommended that additional research be conducted

as follows:

        1. within institutions whose developmental studies programs

are characterized by many of the components addressed in this study

to determine if the findings are indeed representative,

        2. within institutions which are characterized by a general

dissatisfaction with their developmental studies program in order to

investigate the impact of the presence of absence of those features

addressed in this study,

        3. within institutions in which the programs are not organi-

zed as separate divisions with their own staff and administrative

heads to determine the significance of this variable to the program,

4. within institutions in which developmental faculty are not involved in the recruitment and screening of new faculty to determine the importance of screening procedures to the program,

5. within institutions which do not have non-punitive grading as a feature of the developmental program to determine the significance of this variable to the program, and

6. conduct additional studies to determine if presidential leadership style is significant in integrating the developmental program with the traditional college role.

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APPENDICES

APPENDIX A

SEMI-STRUCTURED INTERVIEW GUIDE

SEMI-STRUCTURED INTERVIEW GUIDE

1. What is your position at the college?
   A. How long have you been with the college?
   B. What are your major responsibilities with regard to the developmental studies program?
   C. Do you feel that you have authority that is commensurate with these responsibilities?
   D. To whom do you report directly?
   E. Do you frequently discuss with your superior the achievements and/or problems related to the developmental program?
   F. Do you frequently discuss with your subordinates the achievements and/or problems related to the developmental program?

2. What were the key decisions which led to the philosophy or rationale of the developmental program?
   A. Why was this particular philosophy adopted? Was it: belief in the value of such a program; a means of increasing enrollment; a need as evidenced by other programs?, etc.
   B. Who were the individuals most instrumental in establishing the philosophy?
   C. When was the philosophy fully developed?
   D. When was the philosophy fully operationalized?

3. What do you see as the goals and objectives of the developmental studies program?
   A. How were you informed of these goals and objectives?
   B. By whom?
   C. When?
   D. Did you participate in their formulation?
   E. Were you given an opportunity to participate?

4. Which of the features described by Roueche, Kirk, and Snow have been incorporated in the developmental program?
   A. Who were the individuals most instrumental in incorporating these features?
   B. How was it decided to incorporate the features?
   C. Why were they incorporated?
   D. Were there objections to these features? If so, what were they?

5. Have other features been incorporated in the program which are deemed critical for success? If so, what are they?

6. Does the president give high priority to the developmental program as evidenced by:
   A. provision of special facilities
   B. incentives such as salary, promotion
   C. incentives such as funds for workshops, conferences, special training, release time, reduced teaching load, etc.
   D. public vocal support
   E. attendance at developmental meetings
   F. request for evaluative or other feedback information
   G. frequent or regular contact with those conducting the developmental program
   H. faculty-wide training relative to developmental studies

7. When was it decided that the developmental studies program should have high priority?
   A. Who was involved in the decisions?
   B. Why was the program given high priority?
   C. Were conflicts generated?
   D. What were the conflicts?
   E. How were they resolved?
   F. Are you satisfied with the way in which conflicts were resolved?
   G. Do you feel that high presidential priority is a key component for success?

8. When was it decided that only those who specifically volunteer as developmental studies instructors would be recruited?
   A. Who was involved in the decision?
   B. What alternatives were considered?
   C. Why were the alternatives rejected?
   D. What conflicts were generated?
   E. How were the conflicts resolved?
   F. Do you feel that recruiting "volunteers" only is a key component for success?

9. When was it decided to organize a separate division of developmental studies with its own staff and administrative head?
   A. Who was involved in the decisions?
   B. What alternatives were considered?
   C. Why were the alternatives rejected?
   D. What conflicts were generated?
   E. How were the conflicts resolved?
   F. Do you feel that a separate division is a key component for success?

10. When was it decided to establish non-punitive grading policies
    and practices?
    A. Who was involved in the decision?
    B. What alternatives were considered?
    C. What were the alternatives rejected?
    D. What conflicts were generated?
    E. How were the conflicts resolved?
    F. Do you feel that non-punitive grading is a key component
       for success?

11. How does the counseling function for developmental students
    differ from that for regular curriculum students?
    A. When was this process initiated?
    B. Who was involved in the decision regarding this function?
    C. What alternatives were considered?
    D. Why were they rejected?
    E. What conflicts were generated?
    F. How were conflicts resolved?

12. What method is employed to alleviate the abrupt transition
    from developmental studies to a regular curriculum?
    A. When was this method initiated?
    B. Who was involved in the decision?
    C. What alternatives were considered?
    D. Why were they rejected?
    E. What conflicts were generated?
    F. Who resolved the conflicts?

13. When was it decided that regular evaluation would be incorpo-
    rated into the program?
    A. Who was involved in the decisions?
    B. Why was the decision made?
    C. Was there conflict generated?
    D. How was it resolved?
    E. Do you feel that regular evaluation is a key component for
       success?

14. When was it decided to _actively_ recruit students who require
    developmental studies?
    A. Who was involved in the decision?
    B. Why was such a decision made?
    C. What conflicts were generated?
    D. How were the conflicts resolved?

15. Do you have frequent or regular meetings with others who have
    responsibilities in the developmental program?
    A. Are these meetings formal?
    B. Who attends?
    C. What is the purpose of such meetings?

D. Do major decisions or recommendations result from the meetings?

E. Do you have sufficient opportunity for input at these meetings?

F. Are you generally satisfied with the results of such meetings?

G. Are the decisions generally arrived at by consensus?

16. What are the decision making processes in the college?
    A. At what level are decisions really made?
    B. Do faculty participate in making important decisions regarding the developmental program?
    C. Are decisions based on accurate and adequate information?
    D. Are you adequately involved with the decisions that relate to you?

17. Do you feel that there is an effective decision making process within the institution?
    A. Are you satisfied with this process as it pertains to the developmental studies program?
    B. Do you feel that this process has minimized conflict with regard to the developmental program?

APPENDIX B

THOMAS NELSON COMMUNITY COLLEGE
PLACEMENT PROCEDURES

THOMAS NELSON COMMUNITY COLLEGE
PLACEMENT PROCEDURES - REVISED JUNE, 1977

TO: All Part-Time and Full-Time Faculty, Administrators, and
       Counselors

FROM: Johnnie R. Simpson, Acting Dean of Instruction

The following memorandum supersedes all previous memos concerning
placement of students in developmental courses and credit courses.

   I. General Guidelines for Reviewing Students' Records for Place-
       ment in all Courses:

       A. High School Grades

       B. Pertinent Standardized Test Scores

       C. High School Curriculum and/or Course Level

       D. Graduation From High School or Number of Years of School
           Completed and Dates of Attendance

       E. High School GED Scores and Date of Testing

       F. All Other Related Academic Work

  II. Guidelines For Placement in English 100, 101, or 111:

       To aid in determining correct placement in English courses,
       consider that a student must have completed four units of
       high school English with a "C" average overall. The nature
       or level of English classes is a critical factor. In
       addition, the student's STEP reading and verbal percentiles
       and SCAT verbal percentiles must be 35 or above. (Other
       standardized tests should indicate similar results). If
       there is a minor conflict between grades and test scores,
       grades are to prevail and to determine placement.

       The student's curriculum generally determines the appropriate
       English course to be taken (English 100, 101, and 111 are
       not interchangeable because they are not at different levels
       but merely have different objectives).

III. Guidelines For Placement in Mathematics Courses:

The student's curriculum determines the appropriate mathematics courses to be taken (see course description in TNCC Bulletin of Information for necessary high school prerequisites). A student must have a "C" average in each secondary prerequisite mathematics course. In the event that additional information is necessary, the counselor may elect to consult with an appropriate faculty member. If there is a minor conflict between grades and other data, grades are to prevail and determine placement.

IV. Guidelines For Placement in Developmental Studies:

Students who do not meet curriculum or course entrance requirements are, in most cases, required to enroll in the developmental studies program. The Nelson-Denny Reading Test, the Developmental Mathematics Test, and occasionally the CGP English Expression Test are utilized to determine proper placement in developmental courses.

The three main areas in the developmental studies program are English, mathematics, and reading.

Division Chairmen have prepared the following list of credit courses in which students taking one or more developmental studies subjects may enroll:

A. If a student is required to take English 08, he may take ONLY the following courses until he receives an "S" in English 08:

    ADJU 100, 114, 187
    ARCH 111
    ARTS - All Art Courses Except: ARTS 111, 112, 113
                                          117, 118, 184, 185
    AUTO 100, 128, 184
    DECO 104
    DRFT 144, 158
    EDUC 111, 112, 113, 136
    ELEC 117
    FIRE 106, 108, 109, 137
    GENL 100, 108
    HMSV 117, 190
    HORT - All Courses
    HRIM 124, 168, 221, 222, 286
    INDT 134, 139, 236, 239

MATH 11, 14, 118, 119, 121, 122, 123, 181, 182, 183
MARN 166
MECH 131, 111
MIMT 100, 106
PHED - All Courses Except: PHED 108
PSYC 128
WELD 16
Other Developmental Studies Courses as Recommended

B. If a student is required to take ONLY English 01 he may
take other courses in his intended curriculum except the
following:

   (1) Humanities Division
        The student MAY ONLY take the following: All Art
        Courses Except - ARTS 111, 112, 113, 117, 118, 184
                          185

   (2) Business Sciences Division
        The student MAY ONLY take the following:
        ACCT 199, 211, 212   ECON 147
        BUAD 100, 126   MATH 151, 152
        DAPR 106   SECR 136, 156

   (3) Natural Science and Mathematics Division

   (4) Engineering Technologies Division

   (5) Public Services Division
        EDUC 121, 122, 123, 290
        PSYC 201, 202, 203, 204, 205, 246
        Sociology - All Courses

Note 1: If a student is required to take English 08 in
         addition to English 01, Procedure A is to be followed.
         If he is required to take developmental math in
         addition to English 01, Procedures B and C are to
         be followed.

Note 2: If English is the student's second language and he
         has difficulty with speaking, writing or reading
         English, the following courses are recommended:
         English 02 - Spelling
         English 05 - English as a Second Language

C. If a student is <u>required</u> to take <u>ONLY</u> MATH 05, 01, 06, or 07, he <u>may</u>* take the following:

   (1) <u>Humanities Division</u>
        <u>All</u> Courses

   (2) <u>Business Sciences Division</u>
        MATH 05 - BUAD 100, 241, 242, 243
                DAPR 106
                SECR 121, 122, 123, 136, 156
     *MATH 01 - All Courses <u>Except</u>:
                BUAD 254, 255
                DAPR (No Courses <u>Except</u> DAPR 106)
                ECON 160, 211, 212, 213
                MATH 151, 152
       MATH 06 and 07 - All Courses <u>Except</u>:
                ECON 211, 212, 123

   (3) <u>Public Services Technologies Division</u>
        All Courses <u>Except</u>: FIRE 208, 217

   (4) <u>Natural Sciences and Mathematics Division</u>
        BIOL 101, 102, 103
        MARN 101, 102, 103, 130, 166, 251, 252, 253, 266
        NASC 125, 131, 132, 133

   (5) <u>Engineering Technologies Division</u>
        MATH 05 - No Courses
        MATH 06 - ARCH 100, 111
                DRFT 111, 151, 158, 171
                ELEC 117
                ENGR 121
                INDT 111, 176
       MATH 07 - ARCH 100, 111, 112, 164
                DRFT 111, 112, 151, 152
                ELEC 117
                ENGR 121, 122
                INDT 111, 176
                MECH 131

V. The following list indicates the required developmental mathematics courses to be completed before enrolling in the following credit mathematics courses:

Credit Math Course	Developmental Math Course
BUAD 126	MATH 05
MATH 11	MATH 05
MATH 14	MATH 05
MATH 118	MATH 05 (Also MATH 01 Recommended
MATH 121	MATH 05, 06, 07, 08, 33
MATH 141	MATH 05, 06, 07, 08, 33, 09
MATH 151	MATH 05, 01
MATH 161 or MATH 164	MATH 05, 06, 07, 08, 33
MATH 181 or MATH 184	MATH 05, 06, 07, 08

Notes:

A. A student need not take MATH 08 if he has taken one year of high school geometry and received a grade of "C" or better in that course.

B. A student taking developmental mathematics in preparation for MATH 141 may either:
    1. Take MATH 09, after completing MATH 33, or
    2. Proceed from MATH 33 to either MATH 161-162 or MATH 164, and then to MATH 141.

DEVELOPMENTAL STUDIES PROGRAM

Test Scores	Course Prerequisite	College Course	Curriculum

Below 11th Grade Level Nelson - Denny

English 08 Reading Improvement

All

English 100 — Certificate Diploma

High School Grades

English 01 Verbal Studies

English 101 Communication Skills — Two Year Program

All Transfer Curriculums

English 111 English Composition — Clerical Studies Secretarial Science

Buad 126

13 Points and Below Developmental Mathematics Placement Test

Math 05 Basic Arithmetic

Math 11, Math 14 Elements of Math — Automotive Repair Machine Tool Operator Welding

Audio Visual Electronic Communication Equipment Service

Math 118 Technical Math — Fire Science Architecture & Building Construction Drafting & Design Marine Science Occupational Safety & Health

Above 13 Points

Math 01 Arithmetic and Algebra

Math 151 Business Math — Accounting Data Processing Business Management Merchandising Management

Math 06 Algebra I

Nursing

Math 07 Algebra II

Math 08 Geometry

Math 181 General College Math — Business Administration Pre-Education Liberal Arts

Math 33 Algebra III

Math 121 Engineering Tech. Math — Electrical Mechanical

Math 161, 162 College Math — Pre-Science Liberal Arts Business Administration

Math 09 Trigonometry

Math 141 Intro-Math Analysis — Pre-Engineering Pre-Science Liberal Arts

APPENDIX C

DEVELOPMENTAL STUDIES
COURSE AND INSTRUCTOR EVALUATIONS

Developmental Studies Division
Evaluation of Mathematics Instruction

DATE _____

The Mathematics Department of the Developmental Studies Division of the college is
constantly attempting to improve courses and instruction. You can help in this effort
by answering the questions on this Evaluation Form as honestly and completely as
possible. Please do not put your name on this form.

I. Personal Information

  1. Place a check mark by the age group to which you belong.

      15 - 19 ____   30 - 34 ____   45 - 49 _____
      20 - 24 ____   35 - 39 ____   50 - 54 _____
      25 - 29 ____   40 - 44 ____   55 or more ___

  2. Circle the number of the last grade of formal education you completed before
      attending Thomas Nelson Community College?

      9th or below   10   11   12   Other

  3. If you are not a high school graduate, have you received the G E D?

      Yes ____   No ____

  4. What was your occupation before attending TNCC? (student, serviceman, etc.)

      _____

      _____

  5. Are you working towards (A two-year degree? A four-year degree? Other?)

      _____

  6. What is your chosen curriculum?

      _____

  7. In addition to attending TNCC, do you have a job?

      _____

  8. If you have a job, how many hours a week do you work?

      _____

  9. How many credits are you taking this quarter?

      _____

II. Study Habits

    1. I feel my study habits are (underline):

       Above Average   Average   Below Average

    2. I feel my ability to learn mathematics is (underline):

       Above Average   Average   Below Average

    3. I feel the amount of mathematics I am learning in this course is (underline):

       Much more than I expected to learn
       More than I expected to learn
       About what I expected to learn
       Less than I expected to learn

    4. Almost every day I spend about

       _____ 15 minutes   _____ one hour
       _____ 30 minutes   _____ 2 hours or more

       studying for this course. (Outside of class time)

III. The Course

    Circle the course you are enrolled in: MATH 01, MATH 05, MATH 06, MATH 07, MATH 08, MATH 33, MATH 09.

    SELF-PACED CLASSES ANSWER A; LECTURE/DISCUSSION ANSWER B

    1. A. Do you like self-paced instruction?

         Yes _____   No _____   If not, what form of instruction would you
                                    have preferred? _____

       B. Do you like lecture/discussion instruction?

         Yes _____   No _____   If not, what form of instruction would you
                                    have preferred? _____

    2. The textbook (check one):

       ____ Needs improvement
       ____ Satisfactory
       ____ Good
       ____ Excellent

    3. I feel the textbook could be improved if

    _____

    _____

4. Are there enough examples in the textbook to explain each topic before going on to a new topic?

    _____ Needs improving
    _____ Satisfactory
    _____ Good
    _____ Excellent

Suggestions: _____

_____

_____

5. Are the self tests or review exercises in your text sufficient in reviewing the material for the tests?

    _____ Needs improvement
    _____ Satisfactory
    _____ Good
    _____ Excellent

Suggestions: _____

_____

_____

6. Are the supplementary materials (worksheets, exercises, quizzes, etc.) provided by the instructor helpful in reviewing for tests?

    _____ Needs improvement
    _____ Satisfactory
    _____ Good
    _____ Excellent
    _____ Supplementary Materials Were Not Needed

Suggestions: _____

_____

_____

7. Are the test questions fair?

    _____ Needs improvement
    _____ Satisfactory
    _____ Good
    _____ Excellent

I feel the tests could be improved if _____

_____

_____

8. The amount of material in the course was (underline one) too much, not enough, just right.

9. There were (underline) too few, too many, just enough tests.

Suggestions: _____

_____

_____

10. I believe the instructor could improve instruction and student relations
   by: _____

   _____

11. Some qualities (both teaching and personal) of the instructor that I
   really like are _____

   _____

   _____

12. The instructor has the following mannerisms or personality traits that
   are annoying _____

   _____

13. Compared to other courses I am now taking or have taken in the past, I
   would rate this course

   _____

14. Compared to other instructors I now have or have had in the past, I
   would rate this instructor _____

B. (TO BE ANSWERED ONLY IF YOU ARE IN A LECTURE/DISCUSSION COURSE)

   1. Did the instructor make you aware of the course learning objectives?
      Yes _____ No _____

   2. Did the instructor give you a course outline? Yes _____ No _____

   3. Did the instructor explain the course grading system? Yes _____ No _____

   4. Did your instructor go over each of your tests with you? Yes _____ No ___

   5. Was the instructor prompt in grading your tests? Yes _____ No _____

   6. Did the instructor show a strong concern for your success in the
      course and demonstrate this concern by his/her actions in the class-
      room and otherwise? Yes _____ No _____

   7. Did the instructor attempt to help you develop better study habits?
      Yes _____ No _____

   8. Did the instructor aid you in understanding advising procedures, place-
      ment procedures and policies of the Developmental Studies Division?
      Yes _____ No _____
      Comments: _____

      _____

      _____

   9. Did the instructor lecture in a clear understandable voice? Yes _____
      No _____
      Comments: _____

      _____

10. Were the instructor's lectures organized? Yes _____ No _____

    Comments: _____

    _____

11. Did the instructor, whenever possible, lecture on a level you could
    understand? Yes _____ No _____
    Comments: _____

    _____

12. Did the instructor speak too fast? _____ too slowly? _____
    just right? _____
    Comments: _____

    _____

13. The amount of time spent on class discussion was: adequate _____
    not enough _____ too much _____
    Comments: _____

    _____

14. Do you feel you were given enough opportunities to ask questions? Yes _____
    No _____
    Comments: _____

    _____

15. I believe the instructor could improve instruction and student relations
    by _____

    _____

16. Some qualities (both teaching and personal) of the instructor that I
    really like are _____

    _____

17. The instructor has the following mannerisms or personality traits that are
    annoying: _____

    _____

18. Compared to other courses that I am now taking or have taken in the past,
    I would rate this course _____

    _____

19. Compared to other instructors I now have or had in the past, I would rate
    this instructor _____

    _____

ENGLISH 119

Study Skills

NO NAMES, PLEASE

UNIT TOPIC: _____

1. HOW USEFUL WAS THIS TOPIC FOR YOU?

     1   2   3   4   5
     Useless   Very Useful

2. HOW MEANINGFUL WAS THIS TOPIC IN TERMS OF YOUR PERSONAL STUDY
    NEEDS?

     1   2   3   4   5
     Useless   Very Useful

3. HOW WAS THE INSTRUCTION FOR THE MATERIAL?

         1   2   3   4   5
     Very Confusing   Very Clear

4. STATE IN ONE OR TWO SENTENCES THE REASONS WHY THIS TOPIC WAS
    USEFUL OR NOT USEFUL TO YOU.

5. STATE BRIEFLY HOW THE CONTENT COULD BE CHANGED TO BE OF MORE
    USE TO YOU.

INSTRUCTOR EVALUATION FORM
FOR
ADJUNCT FACULTY OF ENGLISH 01

Students:

Please answer the following questions as completely and honestly
as you can. You are asked not to put your name on this form so
that your answers can be confidential and the information obtained
here can be used to improve the instruction of English 01. When
you have thoughtfully completed your responses, return the form
to the instructor so that he can return the entire packet of
questionnaires to the department head of English 01. Thank you.

1. Did your instructor start class on time?

    ____ Never   ____ Rarely   ____ Usually   ____ Always

2. Did your instructor take attendance regularly?

    ____ Never   ____ Rarely   ____ Usually   ____ Always

3. Did your instructor explain material before homework on it
was assigned?

    ____ Never   ____ Rarely   ____ Usually   ____ Always

4. Did your instructor discuss the laboratory procedures in the
2200, 2600, or 3200, and what you as a student were to do?

    ____ Never   ____ Rarely   ____ Usually   ____ Always

5. Did your instructor explain how to write each of the five
paragraphs?

    ____ Never   ____ Rarely   ____ Usually   ____ Always

6. Was your instructor available during lab?

    ____ Never   ____ Rarely   ____ Usually   ____ Always

7. Did your instructor bring in additional material to help you
further understand a particular skill?

    ____ Never   ____ Rarely   ____ Usually   ____ Always

8. How often was your class cancelled?

____ Never ____ Rarely ____ Usually ____ Always

9. How often did your class have a substitute teacher?

____ Never ____ Rarely ____ Usually ____ Always

10. Did your instructor require you to write at least five paragraphs?

____ Yes ____ No

11. Did your instructor have a personal conference with you during the quarter to indicate your progress in the course?

____ Yes ____ No

12. When you wished to see your instructor during his office hours, was he available?

____ Yes ____ No

In the space below, please make any comments or suggestions about the instructor of the instruction which you feel would be helpful in improving English 01 for future students.

_____

_____

_____

_____

_____

_____

_____

_____

Thank you.

STUDENT REACTION TO ENGLISH 08
READING IMPROVEMENT

1. Did the instructor make you aware of the course objectives?
    Yes ____ No ____

2. Did the instructor give you a course outline?
    Yes ____ No ____

3. Did the instructor explain the grading system?
    Yes ____ No ____

4. Did the instructor attempt to help you when you asked for it?
    Yes ____ No ____

5. The instructor has the following mannerisms or personality
    traits which I find annoying: _____
    _____

6. Compared to other courses I am now taking or have taken in
    the past, I would rate this course as _____
    _____

7. Compared to other instructors I am now taking or have taken
    in the past, I would rate this instructor: _____
    _____

8. The most beneficial attribute of the instructor was his/her
    _____
    _____

9. However, I think that he/she could have been of more assis-
    tance if he/she had: _____
    _____

10. I am learning from this course (underline): more than I
    expected to learn; about what I expected to learn; less than
    I expected to learn.

11. Each day I studied for this course on the average:
    ____ 15 minutes   ____ 30 minutes   ____ 1 hour ____ 2 hours
    ____ 3 hours

12. To accomplish everything I was supposed to have accomplished
    in this course, I would have needed to spend ____ hours per
    day.

13. The textbook was (check one):
    _____ Excellent
    _____ Satisfactory
    _____ Needs Improvement

14. The materials (tactics) in the lab were (check as many as apply):
    _____ too difficult   _____ quite valuable
    _____ too easy   _____ stimulating
    _____ boring   _____ interesting

15. The instructor's assistance in the lab was:
    _____ adequate   _____ very valuable
    _____ unnecessary   _____ hard to understand

16. The test questions in lab were:
    _____ in need of improvement
    _____ satisfactory
    _____ excellent

17. I feel the tests in lab would be improved if _____
    _____

18. I feel the test questions in lecture (Turning Point, Program-
    med Vocabulary, etc.) were:
    _____ in need of improvement
    _____ satisfactory
    _____ excellent

19. In lab there were:
    _____ too few tests
    _____ too many tests
    _____ an appropriate number of tests

    In lecture there were:
    _____ too few tests
    _____ too many tests
    _____ an appropriate number of tests

20. Check the items below that pertain to the level of instruc-
    tion of this course:
    _____ 1. Appropriate level, suitable to course of this nature.
    _____ 2. Slightly over my head, but I understood it.
    _____ 3. Completely over my head.
    _____ 4. Too easy.

21. The course outline was:
    _____ satisfactory
    _____ difficult to understand
    _____ I didn't bother to read it
    _____ excellent

22. The thing I liked best about the lab was _____
    _____

23. One area which has particularly proved valuable to me in my
    reading was the study of _____ because
    now I _____

24. Of the classroom activities I feel that I profited most from
    the study of _____

25. Other areas which also proved beneficial were _____
    _____

26. The one thing which I disliked most about the lab was _____
    _____ because _____
    _____

27. I felt that the study of _____ in the class-
    room was of little or no benefit because _____
    _____

28. If I could change this course to better suit my needs, I
    would take away the following requirements: _____
    _____

    I would leave in the following requirements: _____
    _____

    I would add the following activities: _____
    _____

STUDY SKILLS END OF COURSE EVALUATION

YOU CAN HELP IN AN ATTEMPT TO IMPROVE THIS COURSE AND OUR INSTRUCTION BY ANSWERING THE QUESTIONS ON THIS EVALUATION FORM AS HONESTLY AND COMPLETELY AS POSSIBLE.

DO NOT SIGN YOUR NAME TO THIS FORM

1. Textbooks and reading assignments for the course.

    a. Amount of reading required for the course (check one)

        _____ Too much reading for a three-hour course.

        _____ An average amount of reading for a three-hour course.

        _____ Too little reading for a three-hour course.

    b. Quality of the assignments from Quest (check one)

        _____ All of the assignments were helpful.

        _____ Most of the assignments were helpful.

        _____ About half of the assignments were helpful.

        _____ Most of the assignments were not helpful.

        _____ The assignments in Quest were a waste of time.

    c. Quality of the reading assignments from Norman (check one).

        _____ All of the reading assignments were helpful.

        _____ Most of the reading assignments were helpful.

        _____ About half of the reading assignments were helpful.

        _____ Most of the reading assignments were not helpful.

        _____ The readings from Norman's book were a waste of time.

d. Would you recommend that <u>Quest</u> be used for future Study Skills classes?

_____ Yes   _____ No

e. Would you recommend that Norman's book be used for future Study Skills classes?

_____ Yes   _____ No

2. The subject areas covered in the course.

a. Please <u>rank</u> the following areas in terms of their overall usefulness to you and your study ability. (Place a 1 next to the most useful subject area, and a 2 to the second most valuable area, and so on. Assign a rank to each area.

_____ Developing and implementing goals

_____ Examination of motivation

_____ Time awareness and time management

_____ Appropriate communication and behavior in the class-room

_____ Characteristics of an effective vs. an ineffective student

_____ Being an active listener

b. Please <u>rank</u> the following areas in terms of their overall usefulness to you and your study ability. (Follow the same guidelines as 2a).

_____ Increasing my study/reading skills

_____ Taking notes from lectures

_____ Taking notes from textbooks

_____ Taking objective tests

_____ Taking essay tests

_____ Library skills

c. Please rate the quality of the entire course content (check one).

_____ Extremely helpful -- the class sessions were great.

_____ Useful -- most of the classes were beneficial.

_____ Above average -- the classes were as helpful as most of the courses I've taken.

_____ Below average -- only a few of the classes were useful.

_____ Poor -- the classes did not provide me with useful material.

3. Testing Procedures

a. The tests for this course were (check one):

_____ an extremely useful learning tool.

_____ a useful learning tool.

_____ some of the questions on the tests increased my knowledge.

_____ of little use as a learning tool

b. The tests for this course were (check one):

_____ very fair -- tests clearly reflected the material discussed in class and the reading assignments.

_____ average -- most of the questions reflected material discussed in class or assigned in readings.

_____ unfair -- tests were not based on class discussion or assigned readings.

c. What would you do to improve the testing procedures for this course?

4. The instructors for this course (check as many as apply).

_____ showed concern for my success.

_____ were well prepared for the class sessions.

_____ were available for assistance outside of class.

_____ promoted class discussion and interaction.

_____ made the course content relevant to my needs.

_____ other: (Please feel free to add your own comments).

5. Compared to other courses I am taking, I rate the overall quality of this course as:

_____ the best course I've ever had.

_____ one of the better courses I've taken.

_____ an average course.

_____ not really a helpful course.

_____ one of the least helpful courses I've taken.

6. Please write a few sentences critiqueing this course. Be specific. Take the time to tell us how you feel about this course. For example, What did you especially like or dislike about the course? What was your opinion of the team teaching approach?

APPENDIX D

INTERVIEW POPULATION

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INTERVIEW POPULATION

The following individuals at Thomas Nelson Community College provided information relative to this study. In those instances in which sensitive issues were discussed or personal opinions were sought respondents were assured confidentiality. Therefore, respondents are not specifically identified in Chapters 4 or 5. However, they did grant permission to be identified as interviewees.

Mr. Leroy E. Allen	Mr. Surinder K. Khurana
Mr. Jack J. Becherer	Mr. Herman C. Lawson
Dr. Stuart Bounds	Mr. Larry W. Lewis
Mr. Charles D. Bragg	Mr. Donald W. McCollum
Ms. Mary Congleton	Ms. Johnnie R. Simpson
Ms. Sybil Douthat	Mr. Dan C. Sims
Ms. Debbie A. Hale	Ms. Vera G. Smyth
Ms. Shelby Hawthorne	Mr. Charles F. Tank (Retired)
Dr. Jack F. Hill	Dr. Eugene D. Wingo

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MANAGING A DEVELOPMENTAL STUDIES PROGRAM -

AN EXPLORATORY CASE STUDY

by

Felix Neal Howard, Jr.

(ABSTRACT)

The purpose of this research was to study the management

processes involved in the evolution of a selected community college

developmental studies program. The particular program selected was

characterized by many of the features identified by Roueche, Kirk,

and Snow (Roueche and Kirk, 1973; Roueche and Snow, 1977) as important

to program success.

Features examined in this study were: high presidential

priority of the program, staffing, organizational structure, credit

for graduation based on developmental courses, non-punitive grading,

transition from developmental to traditional college courses, inte-

gration of the counseling function with the developmental program,

recruitment strategies for enrolling non-traditional students, and

program evaluation.

Specifically, this study sought to identify and explore those

aspects of management which were instrumental in establishing the

features. Such factors as leadership, work environment,

organization, decision making, coordination, and innovation were considered in relationship to the establishment of the features.

An exploratory case study was conducted at a Virginia community college which had implemented many of the features and which was generally recognized as having an outstanding developmental studies program. Data were obtained through personal interviews with faculty, staff, and key administrators as well as examination of institutional documents such as memorandums, Institutional Self-Study, local research reports, and college bulletins. Additional data were also available through personal observations of the researcher.

A major finding of this study was the way in which the President evidenced his high priority of the developmental program and the effect this priority tended to have in shaping the program. The active role of the President was repeatedly noted by administrators and faculty who perceived his continued support as crucial to program success.

The general view of respondents was the presidential support, staffing specifically for developmental studies, and a separately organized division were of primary importance if other features were to develop. However, this study tends to support the conclusion that these latter features could be directly attributed to the priority placed by the President.

The separately organized division and dedicated developmental staff were perceived as instrumental in the development and

implementation of a number of features deemed essential to the

program. These included: development of a comprehensive recruit-

ment process for developmental faculty, program evaluation, and

counselor integration into the program.

Another significant finding of this study was that major

decisions regarding the developmental program relied heavily on

input and evaluation from faculty.