

ABSTRACT

LITTLE, JAMES EDWIN. South Piedmont Community College: Historical Description and Analysis of Events Leading to the Establishment of a New Community College in the North Carolina Community College System. (Under the direction of Edgar J. Boone.)

This study documents the decision and chronicles events that led to the creation of South Piedmont Community College, a multicampus community college that serves two counties in south central North Carolina. The decision to create a new community college to serve the people of Anson and Union Counties was a complicated process that evolved over two decades.

The Union Technical Education Consortium, a partnership between Union County and Anson and Stanly Community Colleges, was established in 1981 to serve community college educational needs in Union County. However, the Consortium was limited and not the best solution for the County. In addition, exceptional economic development and a rapidly growing population in Union County significantly increased the need for community college programs and services.

The Board of Commissioners in Union County wanted an independent community college. Industry needed increased work force development and training. Students were dissatisfied with programs and services and administrative support from the Consortium, and the need for additional education and training was apparent. However, leaders and stakeholders could not agree on an acceptable solution.

In 1996, the North Carolina Community College System and the Union County Board of Commissioners agreed to establish the Union County Study Committee to review previous studies, conduct meetings and interviews, and recommend solutions to meet the needs of the County and provide the best options. The Committee's

recommendation for a multicampus college to serve both Anson and Union Counties met opposition sufficient to stop the decision.

The multicampus recommendation became a political issue and was openly debated in the press. There was support for the recommendation, but the supporters were not able to convince the opposition of the value in the decision. The Union County Board of Commissioners opposed the multicampus solution and continued that opposition until 1999.

By 1998, the failure to reach a consensus created a stalemate. The General Assembly of North Carolina enacted legislation that directed a final study and mandated a decision by May of 1999. The State Board of Community Colleges named a consultant team to conduct the study. The report from that team, entitled *Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges*, was presented to the Board in April 1999 and recommended a multicampus college to serve the people of Anson and Union Counties.

Eighteen years passed from the establishment of the Union Technical Education Consortium until the final decision. During those years, numerous studies were conducted to identify needs and solutions and dialogue and debates continued. With the report from the consultant team, the subsequent recommendations of the State Board of Community Colleges to the General Assembly, and the enabling legislative action of that General Assembly, the final decision was reached to create a new community college in the North Carolina Community College System. The new college was named South Piedmont Community College.

SOUTH PIEDMONT COMMUNITY COLLEGE:
HISTORICAL DESCRIPTION AND ANALYSIS OF EVENTS LEADING TO
THE ESTABLISHMENT OF A NEW COMMUNITY COLLEGE IN THE
NORTH CAROLINA COMMUNITY COLLEGE SYSTEM

by

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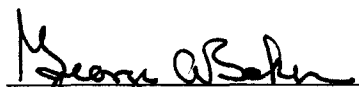
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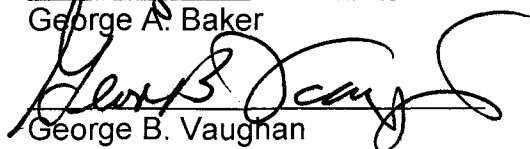
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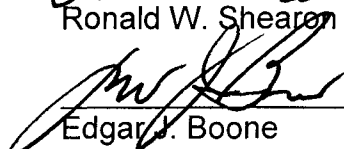
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BIOGRAPHY

James Edwin (Jimmy) Little was born December 21, 1942 in Rocky Mount, North Carolina, to Harvey Charles Little and Lola Pierce Little. The Little family included an older brother, Charles. They moved to Kenly, North Carolina, in 1950, where Little graduated from Kenly High School in 1961. He attended the University of North Carolina at Chapel Hill, graduating in 1966 with a bachelor of arts degree.

After college, Little entered the US Air Force and attended Officer Training School (OTS) and pilot training in Texas. From 1967 until 1993, he served his nation with tours of duty in Florida, New Mexico, Arizona, South Carolina, North Carolina, Washington, DC, and overseas in Vietnam, Germany, and South Korea. In 1981, he attended the US Army Command and General Staff College at Ft. Leavenworth, Kansas, and received a master's degree. He attended the US Air Force Air War College in 1985 and remained on the faculty. His tour of duty in North Carolina was as Director of Operations for the F-4 and F-15 aircraft at Seymour Johnson Air Force Base from 1987 until 1989.

After retiring from the military in 1993, Little returned to North Carolina and began a second career in education. He taught high school until 1997 in the Nash-Rocky Mount school system. In 1997, he was appointed Executive Director for the North Carolina State Approving Agency, the state agency that oversees military and veterans' educational benefits programs (GI Bill) in North Carolina.

James Edwin Little married Pamela Holst-Grubbe, the daughter of Tor and Rubye Holst-Grubbe, in Greenville, South Carolina, on May 26, 1973. They have three sons, Charles Thomas Little, Jon Alan Little, and Matthew Brian Little.

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I can never repay the sacrifice and support extended by my family. For my sons, Chuck, Jon, and Matt, who gave up weekends and personal time to allow me to attend classes and write papers and who tolerated my bad moods when tests and papers seemed to overcome my good judgment, my thanks and appreciation. For my

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A special note of love and appreciation to my mother, Lola Little. Mother died on January 7, 2003, just ten days before her 96th birthday and six months before I completed this dissertation. Her support, sacrifice, and encouragement to "finish your writing so you can enjoy life" will always be a significant personal memory of this learning experience.

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CHAPTER 1: INTRODUCTION

South Piedmont Community College, the newest college in the North Carolina Community College System (NCCCS), was established in 1999 to serve the educational needs of people in Anson and Union Counties. It was created out of the infrastructure and resources of Anson Community College (abolished in 1999) to serve as an independent, multicampus college with two major campuses in each county, Union and Anson. The new college provides education and training to Union County, which had a rapidly increasing need for community college programs and services, but had never established an independent community college.

On June 14, 1999, an article in *Community College Week*, entitled “North Carolina Abolishes One College, Creates Multi-Campus School,” reported the success of the creation of South Piedmont Community College. The article states that local lawmakers and residents considered the creation of South Piedmont Community College a “breakthrough.” Lynn Raye, chairperson of the Anson Community College Board of Trustees, stated, “This is rare, two counties merging together. . . . Now we won’t have to duplicate programs.” North Carolina State Senator, Aaron Plyler, commented, “The right thing has been done. . . . If two separate colleges had been established, the results would have been ‘devastating’ to both counties [Anson and Union] because of competition.” Donald Altieri, President of the new South Piedmont Community College and past President of Anson Community College, stated, “The whole [geographical] area is growing. Now there will be a regional college that can offer a greater range of services and programs that will benefit both communities” (Yates & Wright, 1999).

The decision to create this new community college involved a complicated decision-making process. The issues and events that led to the decision spanned more than 18 years. The historical development of the NCCCS, the roles established for the individual community colleges, and the process of change in a large and complex community were significant influences in the decision-making process. This study presents a description and analysis of events leading to the creation of South Piedmont Community College and offers insights for meeting future educational needs and expansion of programs and services in the State and other educational systems.

Community College Education in Union County

Prior to the creation of South Piedmont Community College, postsecondary education and vocational-technical training in Union County were provided by Wingate University and three community colleges. The three were Anson Community College, Central Piedmont Community College, and Stanly Community College.

Wingate University was founded by the North Carolina Baptist Association in 1896 as Wingate College, an independent, coeducational institution. Today, Wingate University is a liberal arts university offering more than 40 undergraduate majors, with graduate programs in business and education and a school of pharmacy offering a Pharm. D. degree. Wingate University advertises itself as “The Premier Small Private University in North Carolina” and is accredited by the Commission of Colleges of the Southern Association of Colleges and Schools. Its mission is to prepare students to become enlightened productive citizens by providing a high quality education in Judeo-Christian heritage. Wingate, with approximately 1,400 students, is located in

Union County on a 390-acre campus twenty miles east of Charlotte, North Carolina (*Wingate University, 2003*).

Central Piedmont Community College was established in 1963 when Mecklenburg College and the Central Industrial Education Center of Charlotte merged. One of the first of 58 colleges in the NCCCS, Central Piedmont Community College is a comprehensive college providing high quality, flexible prebaccalaureate and career-focused educational programs and services in more than 60 programs, along with a comprehensive literacy program and an extensive array of corporate and continuing education offerings. As a member of the League for Innovation in Community Colleges, Central Piedmont has been recognized as one of the top five of the nation's two-year colleges in teaching excellence. Located in the city of Charlotte, Central Piedmont Community College has the largest community college student enrollment in the State (*Central Piedmont Community College, 2003*).

Anson Community College, no longer in existence, was established by the North Carolina Department of Public Instruction in November 1962 as the Ansonville Industrial Education Center. In 1968, the Center became a member of the North Carolina Department of Community Colleges and was known as Anson Technical Institute, later named Anson Community College. The main campus was located in Polkton, 50 miles east of Charlotte. Additional facilities were located in Wadesboro, 10 miles east of Polkton, and in Union County, 20 miles west of Polkton. The mission of Anson Community College was to provide accessible, affordable, high quality education, keeping the learner's needs at the center of decision-making and to support economic development in partnership with its dynamic and diverse

community. The purpose of the College was “to provide educational programs and services for the citizens of both Anson and Union counties” (B-1, 4.15.99, copy of Anson Community College’s 1997 Web site). In 1996, Anson Community College served a County population of approximately 24,000 (B-1, 4.15.99, Anson County statistics).

Stanly Community College was established in July 1971 and officially opened in December of that year in temporary headquarters previously occupied by South Albemarle High School. Today, Stanly Community College’s main campus is located in the city of Albemarle on 140 acres of land two miles west of downtown. Albemarle is 50 miles east of Charlotte. The College reported in 2003 on its Web site that it represents a \$10,000,000-plus investment by citizens of Stanly County, annually serves over 10,000 students, and has served approximately 225,000 students since its inception. The Web site reports that the “mission of Stanly Community College is to provide educational opportunities for all adults regardless of economic status, race, creed or background” (*About Stanly Community College*, 2003). In 1998, Stanly Community College served a County population of 54,588 (B-1, 4.15.99, Stanly County statistics).

From 1981 until 1999, through a cooperative partnership with Union County, Anson Community College and Stanly Community College provided “a comprehensive program of technical, occupational, and literacy education for the citizens of Union County” (B-1, 4.15.99, copy of Anson Community College’s 1997 Web site). The partnership was called the Union Technical Education Consortium and administered programs and services through the Union Technical Education Center

(UTEC). The Anson Community College Web site identified UTEC as a Division of Anson and Stanly Community Colleges, with two Union County locations in the city of Monroe.

The people of Union County never established a community college. The specific reasons are not recorded, but opinions shared by residents and stakeholders report two possible reasons. One is that the early leaders of Wingate College discouraged the establishment of a community college in Union County. The second is that officials and residents felt that Union County could not fiscally support a community college (B-2, 4.11.99, Public Hearings: Anson County meetings, Union County meetings, and meetings with the county Boards of Commissioners). During the 1980s and 1990s, dramatic economic development and a rapidly growing population in Union County created an increasing need for community college education. Economic development in the County created a significant need for increased work force development and technical education. In 1996, the work-age population in Union County was 76,901 (B-1 & B-4, 1995-98, Statistics; 1996 & 1996a, NC Office of State Planning). By 1999, the population of Union County had grown to 113,113 and was projected to increase to 143,068 by the year 2010. Union County had become a burgeoning bedroom community for the greater Charlotte Metropolitan Region (B-3, 4.15.99, Final Report; Stuart, 1995). The greater Charlotte Metropolitan Region includes the city of Charlotte and eleven counties in North and South Carolina. Charlotte, the largest city in North Carolina, is a major business, distribution, and information-processing center, and the second leading banking center in the nation (Stuart, 1995; B-4, 1995, Stuart Report).

By 1996, “the long-term viability of Union County depended on the provision of adequate, quality technical instruction for the existing work force and for those who would enter the work force in the future” (B-2, 9.26.96, Union County Industrial Issues Forum, p. 2). Furthermore, the need for community college programs and services in Union County were greater than those provided by UTEC and the consortium arrangement between Union County and Anson and Stanly Community Colleges (B-4, 4.15.99, Final Report).

Community College Education in North Carolina

The NCCCS is the primary agency in the state for delivering job training, literacy, and adult education. The mission of the NCCCS is to open the door of opportunity by providing education and training for the work force, support for economic development, and services to communities and individuals (*North Carolina Community College System, 2003*). The community colleges that have serviced Union County and the newly established South Piedmont Community College are governed by the policies, rules, and regulations of the NCCCS. They share the history of that System and attempt to fill the roles established by the System.

Following World War II, North Carolina began a rapid shift from an agricultural to an industrial economy. With that change came awareness that a different kind of education than that which was available at the time was needed in the State. In 1950, the State Superintendent of Public Instruction authorized a study of the need for a system of tax supported community colleges. The resulting report by Allan S. Hurlburt, published in 1952, proposed a plan for the development of State supported community colleges.

In 1957, the General Assembly adopted the first Community College Act that provided funding for community colleges. The 1957 General Assembly also initiated a statewide system of Industrial Education Centers. By 1961, there were five public community colleges emphasizing arts and sciences, and seven industrial education centers focusing on technical and vocational education.

In 1962, the Governor's Commission on Education Beyond the High School, chaired by Irving Carlyle, recommended that the two types of institutions (i.e., community colleges and industrial education centers) be brought into one administrative organization under the State Board of Education and local boards of trustees. In May 1963, the General Assembly, in line with the Carlyle Commission Report, enacted into law General Statute (G.S.) 115A (later changed to 115D), which provided for the establishment of a Department of Community Colleges under the State Board of Education and for the administration of institutions in the Community College System (*North Carolina Community College System, 2003*).

In 1979, the General Assembly transferred control of the Department of Community Colleges from the State Board of Education to a new and separate State Board of Community Colleges. Board members were appointed in 1980 and assumed full responsibility for the System on January 1, 1981. As specified in Chapter 115D of the General Statutes, the State Board of Community Colleges has full authority to adopt the policies, regulations, and standards it deems necessary to operate the NCCCS.

The State Board of Community Colleges consists of 21 members. Ten are appointed by the Governor, four elected by the North Carolina Senate, and four

elected by the North Carolina House of Representatives. The Lieutenant Governor and the State Treasurer are ex officio members, and there is one student representative. The Board uses a committee structure and has five committees: finance and capital needs, legislative, personnel, policy, and program services (*North Carolina Community College System, 2003*).

Along with the State Board of Community Colleges, the North Carolina General Assembly has responsibility for community college education in the State. The General Assembly is composed of two bodies, the Senate with 50 members and the House of Representatives with 120 members. The presiding officer of the Senate is the Lieutenant Governor of the State. The Lieutenant Governor is an influential member of the State Board of Community Colleges. The presiding officer of the House of Representatives is elected from the membership. Legislators appoint members to serve on standing committees of each body; their work is important because every bill introduced is structured by one committee in the Senate and one in the House. In the General Assembly, a number of standing committees have oversight and budgetary responsibility for the NCCCS (*North Carolina General Assembly, 2003*).

When the NCCCS celebrated its 25th anniversary in 1988, it was the nation's third largest community college system, educating millions of students over the years and employing thousands of faculty and staff. The System continues to grow in enrollment nearly every year. The number of colleges remained stable after Brunswick Community College became the 58th in 1978. In 1991, the North Carolina Center for Applied Textile Technology came under the North Carolina State Board of Community

Colleges. In 1999, South Piedmont Community College was created, and Anson Community College was abolished.

In 2002, the NCCCS ranked fifth nationally in the number of graduates of technical programs. It enrolled one out of every six adults in the State in a community college program. According to a 2000-2001 headcount, the NCCCS served 776,000 students through the 59 institutions (*North Carolina Community College System, 2003*).

Issues in the Decision-Making Process for a New Community College

The June 14, 1999 article in *Community College Week*, cited earlier, reports that the issues to be considered in the creation of South Piedmont Community College include duplication of programs, competition among programs and colleges, the need for greater range in services and programs, and the need for a solution to these problems that would benefit the service area. Other issues and arguments are identified in a number of studies and reports.

In 1993, a report entitled, *Sweet Union 2000, Strategic Planning Process 1993-1995*, stated that Union County was one of the fastest growing areas in the dynamic Charlotte Metropolitan Region. The County experienced a higher population growth between 1980 and 1990 than the region as a whole, and the report noted that the rapidly growing population was “a strength” for Union County. The report identified additional strengths as: a skilled and large labor force, strong job growth over a ten-year period (the number of jobs in the county grew by 55% between 1980 and 1990, from 22,550 to 34,990), and educational opportunities. It stated that Union County was

fortunate to have Wingate University as well as UTEC (B-1, 1993, report entitled, *Sweet Union 2000*. . .).

According to the report, accommodating the rapid development within the boundaries of Union County was a significant challenge. The study reported that the County had sharper urban/suburban/rural conflicts than many other counties in the region. That is, Union County had a relatively small pocket of urban development (the city of Monroe), a large suburban sprawl area on the west side, and a largely rural area on the east side. Access to the economic engine driving the region's growth, Mecklenburg County and the greater Charlotte Metropolitan Region, was critical. Technical school training needed to be fully expanded to meet the needs of corporate customers and work force development in general. The development of a technical college in the County and the aggressive support of the community were the means to expand this work force resource (B-1, 1993, report entitled, *Sweet Union 2000* . . .).

However, the development of an independent community college for Union County was a longstanding and complicated issue. Leaders in the County had never established a community college: "A window of opportunity passed by for Union County in the 1960s when most counties of its size created a community college" (B-3, 9.17.97, Letter to the editor by J. Parker Chesson, p. 3). Several attempts were made after the initial window closed but were not successful. Nonetheless, the idea for the development of a community college in Union County never died. In 1988, seven years after the creation of the partnership that established UTEC as the community college facility for Union County, Commissioners Hawfield and Dillon from the Board of Commissioners raised the issue of a separate and independent college with the

Department of Community Colleges, again. The Presidents of Anson Community College and Stanly Community College protested the “Union County Movement . . . to establish its own college as a separate entity” (B-3, 3.17.98, Letter to Robert W. Scott from Presidents Chapman and Byrd, p. 1). The Union County Board of Commissioners remained a strong supporter of an independent community college and raised the possibility a number of times with the NCCCS throughout the years.

The issue of providing adequate, quality community college support for Union County appeared in a 1989 report entitled, *Quality and Adequacy of Current Community College Support Compared to Need: Industrial Review*. The report raised the question of whether adequate support for Union County was provided by the cooperative partnership and UTEC. The report was prepared for the Current Curriculum Committee of the Community College Advisory Board by the Industrial Ad Hoc Committee in September. It was designed to evaluate the overall adequacy of Anson and Stanly Community Colleges’ support for industrial training in Union County and the quality of courses being taught to meet industrial needs. The report gave the industrial training a 2 out of a possible 10. It rated curriculum support in the continuing education and literacy programs as only average.

According to the report, the industrial needs for community college support would grow substantially in the next 5 to 15 years, and industrial and occupational training needs should have the highest priority. Filling the void between high school and four-year degree institutions would become increasingly important due to changing demographics, skill requirements in industry, and rapidly changing technology. The report recommended that a satellite operation or contracted

instruction from a “more established industrial arts skilled community college in the area” be considered. As examples, the report listed Central Piedmont Community College in North Carolina and two colleges in South Carolina (B-1, 9.21.89, report entitled, *Quality and Adequacy . . .*).

The report was not lacking critics. Robert J. Washer, Vice President of the Union Technical Education Center of Anson and Stanly Community Colleges, identified concerns to Bobby Griffin, Chairperson of the Current Curriculum Committee for the Community College Advisory Board. Washer stated that a 10 on the scale used by the Ad Hoc Committee would require UTEC (the Anson-Stanly Community College facility in Union County) to have full-time, day curriculum programs and instructors with technical and engineering expertise. Washer stated, “It would have been preferable if the highest rating of ten were one that was realistic and attainable by ASCC [Anson-Stanly Community College] within the current resources and facilities available. . .” and pointed out that none of the options presented included a continuance of affiliation with Anson and Stanly Community Colleges (B-1, 10.6.89, letter from Washer to Griffin and the Community College Advisory Board, p. 2).

Effective delivery of services was another issue. The Union Technical Education Consortium began as a delivery partnership in 1981 and provided services until 1999. It was generally accepted that the partnership was limited by a lack of resources and that the programs and services provided did not fully meet the needs of Union County. A number of attempts were made to fix the issue of effective delivery of programs and services, but none was successful.

In February 1990, the Union County Manager attempted one fix by petitioning the State Board of Community Colleges to allow a local option. Under the local option, the County would be allowed to contract for the services of Central Piedmont Community College in addition to Anson and Stanly Community Colleges, “. . . where it is the opinion that ASCC does not have the depth of program to meet the current needs” (B-2, 2.27.90, Letter from Munn, p. 1).

The Union County Board of Commissioners proposed an independent alliance with Anson Community College during 1993 and 1994. In that alliance, Anson Community College would become the sole provider of services. The dialogue and discussion proceeded for several months, but no agreement for an alliance was reached (B-3, undated first page of correspondences in B-3, “Pertinent Papers Concerning the CC Issue”).

In November 1995, the Union County Board of Commissioners and the President of the NCCCS agreed to a study “to recommend the best way for the North Carolina Community College System to provide quality services to Union County.” The Union County Study Committee was appointed in January of 1996 and, in June, shared its recommendations to fix the delivery issue with Union, Anson, and Stanly County Commissioners. The Committee recommended that one, multicampus college be established to serve Anson and Union Counties (B-2, undated report and 2nd document in B-2, *Chronology of Union County Study*).

On June 28, 1996, the Union County Board of Commissioners proposed a second independent alliance, this time with Stanly Community College. They asked the President of Stanly Community College to have his college be the sole provider of

services to Union County. In December, the President presented a proposal to the Board of Commissioners showing how Stanly Community College could serve Union County. The dialogue between the Board and the President continued through 1997, but no agreement was reached.

In addition to the issues of adequacy, quality, and effective delivery of services and programs for Union County were the issues of funding and fiscal responsibility. The objective for the State and the community was to find a solution that would not harm or destroy the existing programs and services, not duplicate programs, and not create competition among colleges. The need was to accomplish the objective in the most fiscally responsible manner possible. The State General Assembly had a policy in place for determining decisions about programs and services and building new community colleges in the NCCCS that required effective delivery *and* fiscal responsibility.

In a paper entitled, *Issues Related to Establishing a New Community College for Union County*, produced by an unknown author during the debates of 1997, the following statements about fiscal responsibility and the establishment of new community colleges were presented for consideration:

The establishment of a new community college represents a significant expenditure of state dollars. Because of the requirements from regional accrediting associations and state mandates for minimum services to be provided by a college, the administrative overhead for creating a new college is substantial. This should be considered as a last option to be exercised when there simply is no other way to provide programs and services in a region.

The State Board of Community Colleges places a high value on regionalism and the sharing of high cost programs. Within this regional framework, programs and services can be shared among colleges, therefore ensuring that comprehensive services are available to all geographical regions. This emphasis has eliminated the need to establish additional colleges.

All of the identified programs and services which have been identified as being needed in Union County can be provided by the proposed new multi-campus community college which will serve Union and Anson counties. By avoiding the duplication of many costly administrative functions . . . the college will be much more cost effective than having two colleges serve the two counties. (B-1, paper is undated and the author not identified; paper is located in front of paper dated 2.17.97 and entitled, *Issues Related to Establishing a New Community College for Union County*).

In a letter dated July 1, 1997, J. Parker Chesson, Chairperson of the Union County Study Committee, provided some additional insights. He acknowledged Union County was one of the most populous counties in North Carolina without its own community college and with a rapidly increasing population and economic base. He stated that the need for focused work force training programs and services was readily apparent, and he acknowledged that the Union County Study Committee's efforts had concentrated on how to deliver those services.

Critical to understanding this issue [how to deliver these services] is the recognition that any delivery system to serve Union County must fit within the

context of an already existing system of 58 community colleges, each with its assigned service area, and the mandate from the legislature to regionalize programs wherever this is possible.

The North Carolina Community College System is a statewide system. Recommendations made by our committee must consider the impact on the total system. In its simplest form, the question being debated was how to improve services to Union County without harming other colleges in the system. (B-3, 7.1.97, Letter to the Editor by Chesson, p. 2)

In his charge to the consultant team for the final study in 1999, H. Martin Lancaster, President of the NCCCS, stated that the purpose of the 1999 study was to assess the community college program and service needs in Union and Anson Counties. It was to provide organizational and governance options for meeting the identified needs in an “. . . effective and fiscally responsible manner that is consistent with laws, statutes, and policies of the State of North Carolina and the State Board of Community Colleges” (B-4, 4.15.99, Final Report, p. 2).

Funding and fiscal responsibility, therefore, were multifaceted issues in the decision to create a new community college. As President Lancaster’s statement of purpose reported, the decision to meet the educational needs of the people of Union County had to be both effective and fiscally responsible.

In 1998, at the request of State Senator Aaron Plyler, President Lancaster provided estimates for operating a stand-alone community college in Union County. The report identified operating costs, facility costs, and the negative impact upon Anson and Stanly Counties. Based upon the average costs of allotments at six

colleges with service delivery areas (SDA) similar to the one projected for Union County, it was reported that, “. . . assuming that there was an unfunded, stand-alone campus in Union County, the cost to the State of North Carolina for a basic, average course of instruction for approximately 2,200 FTE [full time equivalent] student enrollment would be \$9,295,877” (B-1, 7.2.98, report of *Information on the Cost and Impact of Estimating a Community College in Union County*, p. 2).

North Carolina General Statute 115D-32 requires the tax-levying authority of each institution (Board of County Commissioners) to provide financial support for the operation and maintenance of the physical plant. This translates into the requirement of local funding for all utilities, maintenance employees, cost of motor vehicles, building improvements and repairs, and any other necessary expenses for operation of the physical plant. The report stated that the total average local appropriation to support a college the size of the proposed Union County Community College would be \$1,545,266 annually (B-1, 7.2.98, report of *Information on the Costs . . .*, p. 3).

In addition, North Carolina General Statute 115D-32 (a) (1) provides that the tax-levying authority of each institution is responsible for providing adequate funds for the erection of all buildings and additions and alterations to buildings. The report specified that approximately 13,600 gross square feet of space was available at the UTEC, and an estimated 230,500 square feet of additional space was needed. The average value of a physical plant that could house the estimated gross square footage was \$29.3 million. The report stated, “Assuming it would take four years to hire faculty and staff, put together the academic program and operate as a full-service campus,

the cost could be divided by approximately four with an estimated incremental cost of \$7,343,750 annually” (B-1, 7.2.98, report of *Information of the Costs . . .*, pp. 4-5).

A less in-depth study in 1997 by the NCCCS Director of Planning and Research estimated the annual ongoing costs to the State (non-instructional) as \$1.9 million, the capital costs as \$23 million, the land needs as 35 additional acres (no cost provided), and the annual operation and maintenance cost to Union County as \$1.1 million (B-3, 7.21.97, NCCCS Memorandum, Cost Estimates).

The negative impact upon Anson and Stanly Counties was derived by examining the number of FTE students from Union County attending both Anson and Stanly Community Colleges. Based upon 1996-97 data showing an FTE student population of 411, the negative impact was estimated to be a total loss of \$1.2 million (B-1, 7.2.98, report of *Information of the Costs . . .*, p. 5). If a single college with multicampuses was determined to be the most effective and fiscally responsible method of providing services, and either Anson Community College or Stanly Community College was chosen to be that single college, then the other community college and county would suffer the negative impact. The President of Stanly Community College addressed this issue with the Executive Vice President of the NCCCS on February 13, 1997. He expressed concerns about possible negative budget implications if Stanly Community College withdrew from Union County. He stated, “. . . without appropriate budget considerations by the state, the creation of the Anson/Union Alliance will cause severe financial hardship on Stanly Community College” (B-3, 2.13.97, letter to Executive Vice President, NCCCS, p. 1). In an earlier letter to the President of the NCCCS, the President of Stanly stated, “Merging Anson

and Union and Stanly withdrawing will require additional financial resources, not just a transfer of existing budget FTE from one college to the other” (B-3, 11.20.96, letter to President, NCCCS, p. 1).

In a report entitled, *Stanly Community College Post-UTEC Needs*, the budget requirements for the withdrawal of Stanly Community College from Union County and the UTEC agreement were identified. The report showed that a total regular budget consideration of \$500,000 over a four-year period and an equipment budget consideration of \$150,000 over a two-year period would be required if Stanly Community College withdrew (B-1, undated report ordered in B-1 in front of 10.8.96 document, *Stanly Community College Post-UTEC Needs*).

The issues associated with the decision for a new community college were numerous and thus complicated the decision-making process. The primary issue was to determine and provide adequate and appropriate community college programs and services for Union County and the surrounding service areas. The rapid economic development and population growth in Union County, with the accompanying need for education and training, necessitated a decision; but these very developments also complicated the decision. The question of how to deliver the programs and services was a critical one. The question involved determining whether the Consortium could deliver the programs and services or whether Anson Community College, Stanly Community College, or Central Piedmont Community College could best serve the needs. Further complicating the delivery question was the proposal for a local option to include community colleges in South Carolina. In addition, there was a desire for a separate and independent college for Union County.

Finding a method of delivery that would provide adequate and quality programs and services without harm to or destruction of existing programs and services, duplication of programs, or creating competition among programs was paramount. Funding was a key factor. In the background, but nonetheless influential, were the history of the NCCCS, the role of the community college in North Carolina, and the process of change in a complex and extended community.

Purpose and Significance of the Study

The purpose of this study is to document the decision-making process and chronicle the events that led to the creation of South Piedmont Community College, the latest community college in the NCCCS. The study attempts to answer two basic questions:

1. Why was South Piedmont Community College created?
2. How was South Piedmont Community College created?

The decision to create South Piedmont Community College was a complicated one. It involved a very large educational community that included three community colleges and one university. It involved dynamic and rapidly changing economic development with an accompanying need for increased community college programs and services. The process included decades of work that produced numerous studies and reports with numerous recommendations and potential solutions, none of which were accepted. The history of the NCCCS and the roles assigned to community colleges were always in the background of the decision-making process. The eventual decision to create a new community college involved a long, at times tedious, process of change, and this study attempts to capture that entire process.

As background, the study documents the history of the community college system, the roles of the community college in the State, and the issues and events (over the past 20 years) that determined the operating environment during the time of the decision-making process. A new paradigm for the development of human capital is presented to provide insight about the need for work force development, which was a major requirement driving the decision.

Identifying the key issues and events was a complex, but fascinating, process. A passage from *Study of Community College Needs in Anson and Union Counties . . .* best describes the intriguing nature of this research. “There was a sense of urgency among all interested parties. . . . At the same time, there were strongly held differences of opinions. . . .” (B-4, 4.15.99, Final Report, p. 3).

This study of the creation of South Piedmont Community College provides a look at the dynamics of a process that culminates in what has been termed the *right thing* for the State and region. This study provides insight for practitioners, officials, and administrators who make decisions in higher education daily.

The most significant contribution of this study is that it presents a single source documentation of the key decision to create South Piedmont Community College in the NCCCS, and provides data not available from other sources.

CHAPTER 2: REVIEW OF LITERATURE

In the decision-making process that led to the creation of South Piedmont Community College in North Carolina, a number of influences were important. One influence was the North Carolina Community College System (NCCCS). To appreciate the success associated with the creation of South Piedmont Community College, as reported in *Community College Week* dated June 14, 1999, a basic understanding of the NCCCS is essential. This chapter presents a brief history of the community college in North Carolina, a discussion of the roles performed by community colleges in the State, and a review of issues and events that led to the establishment of policies in the community college system of North Carolina during the time that the decision-making process to create a new community college was underway. In addition to the importance of community college history to the ultimate creation of South Piedmont, the phenomenon of change was also an important factor in the decision-making process. This report presents elements within the process of change that provide insight and perspective about the process. In short, this chapter is intended to help explain the complexity behind the decision to create South Piedmont Community College.

A Brief History of the Community College in North Carolina

The National Movement

A major influence in the development of the community college system in North Carolina was the national movement to create public and private junior colleges that emerged at the turn of the 20th century. As an answer to growing educational needs and as an opportunity to extend education to a larger number of postsecondary

students, educational leaders began to consider junior colleges to be appropriate institutions to accomplish both goals. The national movement to include junior colleges in the American higher education system established the role and mission for the American community college system (Cohen & Brawer, 1996). Such junior colleges provided a two-year course of study that served as a link between high school and the last two years of a four-year, research-oriented college or university. Community colleges also incorporate the roles of community involvement, economic and social development, and work force preparation. At the end of the 19th century, prominent educators advocated that American universities abandon their freshman and sophomore classes and relegate the function of teaching adolescents to junior colleges. During the Golden Age of college presidents in the late 19th and early 20th century, William Rainey Harper, President of the University of Chicago, and Henry Tappan, President of the University of Michigan, and William Folwell, President of the University of Minnesota, were key contributors to and advocates for this new philosophy (Cohen & Brawer, 1996).

This movement to include junior colleges in the American higher education system created a debate among educators that centered on two concepts. One called for the decapitation of four-year colleges and the establishment of a special junior college system. The other concept called for the upward extension of municipal high schools to establish municipal junior colleges. Either concept would provide a general education for the freshmen and sophomore years and relieve the universities of the burden of “lower division” education (Cohen & Brawer, 1996).

Harper was one of the strongest advocates for the junior college system. He was an inspiring teacher, a prodigious scholar, and one of the most interesting and prestigious college presidents during the Golden Age of college presidency (Crowley, 1994). Harper's vision was that the college curriculum should be divided. A lower division would be housed in the academic college, the junior college, and would provide a student's general and vocational educational needs through the age of 19 or 20. An upper division would belong to the senior college (an example of such for Harper was the University of Chicago), and it would be responsible for the higher-order of scholarship and preparation for professional careers. The division would allow senior colleges to focus faculty resources on research (Cohen & Brawer, 1996).

Harper's vision and support gave rise to the first public junior college in America, Joliet Junior College in Illinois. In an articulation agreement, Harper and J. Stanley Brown, Superintendent of the Joliet High School System, established grades 13 and 14 to provide equivalent lower division curriculum which was then accepted by the University of Chicago (Vaughan, 1997). In the nine years following 1892, Harper was responsible for the creation of the associate degree and the beginning of a nationwide movement that would influence the development of the community college system (Witt, Wattenbarger, Gollattscheck, & Suppinger, 1994).

Early in the 20th century, California emerged as a key influence on the development of the junior college and the role and mission of the community college system. By 1917, California had become an innovative stronghold for the development of community colleges, thanks to several powerful and prominent educational leaders. David Starr was President of Stanford University and, like Harper, was a strong

supporter of the European system, the expansion of high schools to teach college curriculum. Alexis F. Lange was Dean of the School of Education at the University of California at Berkeley and “regarded the junior college as the culmination of schooling for most students, with the high school and junior college together forming the domain of secondary education” (Cohen & Brawer, 1996, p. 8). In Lange’s view, the junior college would do more than prepare young people for college. It would provide vocational training for “the vocations occupying the middle ground between those of artisan type and the professionals” (Diener, 1986, p. 71). The California legislature gave support to the junior college movement and the system that became the community college system. Between 1913 and 1917, California formed 14 new junior colleges in its high school system. In 1917, the California legislature passed an act of legislation that provided State and County funding for junior colleges (Witt, 1988).

The next big step in the national movement to create and develop the community college system was the establishment of an organization that defined the role of the junior colleges and provided the philosophical foundation for the development of the community college system. The organization was the American Association of Junior Colleges which held its first annual conference in Chicago in 1921. This meeting gave legitimacy to the junior college movement and provided a basic foundation and structure for the system. With the support of educators and scholars such as Leonard V. Koos and Walter Crosby Eells, the junior college system became anchored in the higher education domain and established in the roots of the American community college system (Vaughan, 1997).

Community College Development in North Carolina

The development of the community college system in North Carolina formally began in the decade of the 1940s. It began within the national movement to create junior colleges, the GI Bill of Rights that included education benefits, and the Truman Commission Report that advocated the community college as an option for the expansion and extension of educational opportunities for all Americans. In 1946, North Carolina Governor, R. Gregg Cherry, appointed a steering committee to study the problem of an enrollment crisis in the State and to develop and implement a plan to ensure opportunities of a college education for all qualified applicants. The committee recommended the development of off-campus university extension centers. That recommendation was approved and implemented in the fall of 1946. To address the enrollment crisis and offer additional opportunities for college education, the State developed twelve off-campus centers that were administered by the Extension Division of the University of North Carolina system (Wescott, 1998).

The University Extension Division, with its centers providing educational opportunities in a variety of extension educational courses, was an important step in the development of the community college system in North Carolina. The college centers had a major impact on the development of education in the State, and that influence extended well beyond the closures of the centers in 1949. All the centers provided facilities to meet the needs of higher education, emphasized the importance of higher education within the State, and provided the opportunities (and examples) for communities to contribute to the educational needs within the State (Wescott, 1998).

One of the earliest advocates for the community college system in North Carolina was Clyde Atkinson Erwin. Erwin was appointed as the State Superintendent of Public Education in 1934 and served in that capacity for 18 years until 1952. He was a gifted speaker and tireless in his efforts to expand educational opportunities for all of the people of North Carolina (Powell, 1989). In 1946, Erwin requested that the State Board of Education consider the establishment of public community junior colleges. His arguments were that these community colleges would balance the senior college enrollments, make it possible for parents to save tuition and residential expenses, allow more young students to gain college education, and be more flexible in meeting educational needs as they developed (Lochra, 1978). In a biennial report for 1946-1948, Erwin recommended to Governor Cherry that a commission be appointed to study the education system in North Carolina and to make recommendations to the General Assembly of 1949 (Segner, 1974).

Superintendent Erwin's recommendation initiated the actions that authorized the formation of the North Carolina State Education Commission in 1947, and the Governor appointed members for that Commission in 1948. The Commission established the foundation for the creation of the community college system in the State. The Commission's report did not make a full recommendation for a community college system but did recommend that the State make provisions to authorize the establishment of community colleges "to be supported by local funds in communities where they can be established without handicapping the regular program . . ."

(Segner, 1974, p. 38).

Superintendent Erwin received authorization to name a community college study commission and appointed the members in 1950. Allan S. Hurlburt, head of the Department of English at East Carolina Teacher's College (later to become East Carolina University), was appointed Director, and the commission became known as the Hurlburt Commission (Mayberry, 1972). The Hurlburt Commission published its report in October 1952. The report, called *The Community College Study*, recommended a statewide system of tuition-free comprehensive community colleges. The report advocated a system with a two-year academic program, general education programs, terminal courses for vocational and technical studies, in-service training, leisure-time education, and re-entry or deficiency education for school dropouts. It recommended that instruction be administered through local initiatives, responsibility, and control, that costs be kept as low as possible, and that these costs be shared evenly between the State and local district. The study set a requirement that a local district must donate the initial site for the institution and outlined a plan for the 1953 North Carolina General Assembly to authorize the creation, establishment, and operation of community colleges (Segner, 1974). Moreover, *The Community College Study* reflected the views of Erwin and Hurlburt who viewed the system as an extension of the public school system by the addition of grades 13 and 14. The study also reflected the influence of the Report of the President's Commission on Higher Education, recommending tuition-free community colleges with a comprehensive curriculum (Wescott, 1998).

In March 1953, Representative Roy Taylor, a native of Buncombe County, submitted the Taylor Bill (HB 579) to the North Carolina General Assembly. The bill

called for the creation of community colleges, supervision of community colleges by the State Board of Education, permission to levy special taxes to maintain the colleges, and approval of the voters in the district to be served by the community college. However, the bill did not survive the legislative process. Opponents argued that the community college system would hurt the enrollment at North Carolina private junior colleges and that the State could not afford a community college system under the segregated conditions that existed in 1953. Other circumstances also contributed to the defeat of the bill. The death of Superintendent Erwin, the longtime supporter of the community college system, in the summer of 1952 diminished support for the bill. The Governor provided only lackluster support for the bill. After its defeat, North Carolina would not establish a system of community colleges for ten more years (Wescott, 1998).

Two Distinct Views

The next ten years would see a slow progression toward the development of a community college system in the State. Two individuals and two distinct views for the development of the system dominated that progression.

Luther Hartwell Hodges, Governor of North Carolina from 1954 until 1960, was a successful and prominent industrialist and businessman who led the State through much of the decade. After 32 years as an executive officer with Marshall Fields and Company, part of the mill industry in North Carolina, in 1950 Luther Hodges retired. He became Lieutenant Governor in January 1953 and, after the death of Governor Umstead in November 1954, Luther Hodges became the Governor of North Carolina. Hodges' administration was a progressive one. His outlook was moderate compared

to other Southern governors of the era. He managed the desegregation of the public school system during his administration. He encouraged and strongly supported the development of Research Triangle Park which became one of the most successful ventures in the State's recent history. Hodges, as an industrialist, believed that the success of the State depended upon the recruitment of industry into the State, and the recruitment of industry depended upon a trained labor force. Both industry and a trained labor force were necessary for the State to succeed in its efforts to raise the income of North Carolinians. He believed that a trained labor force was dependent upon a system of industrial education centers within North Carolina (Wescott, 1998).

William Dallas Herring, the second individual who would dominate the debate during this ten-year period, represented the idea of a comprehensive community college. Dallas Herring was an educator who was influenced by experiences in his childhood and early days in Duplin County and by the teachings of Thomas Jefferson and Walter Hines Page, a prominent North Carolina journalist. Herring was an advocate and promoter of education in Duplin County and received State recognition in 1954 as "Man of the Year in Education." He was appointed by Governor Umstead to serve on the Governor's Special Advisory Committee on Education, the Pearsall Committee, which was to study the problems arising from the Supreme Court's decision of May 1954 to desegregate the educational system (Batchelor, 1983). Through years of dedicated service to his State, he would serve as a leader of the State Board of Education and the State Board of Higher Education. Herring was a strong proponent of the comprehensive community college system, and his concept of it was the one that the State of North Carolina would eventually embrace. In the

developing years of the 1950s, it would take both the combined efforts of the former industrialist turned politician, Governor Luther Hodges, and the educator, Dallas Herring, to secure the money and support for the foundation of the community college system (Wescott, 1998).

In 1957, the State Board of Higher Education began another movement to establish a community college system by recommending to the General Assembly the Community College Act. This bill defined the community college as an educational institution (a) dedicated primarily to the particular needs of a community or area, (b) offering the freshman and sophomore courses of a college of arts and sciences and/or the first or first and second year courses of a two-year technical institute of college grade, and (c) organized and operating under this Act. By requiring the establishment of a local board of twelve trustees supervised by the Board of Higher Education, this bill removed the control of the community colleges from the local school boards (Segner, 1974). The bill, however, limited funding for terminal and adult education programs in the colleges; therefore, funding issues hampered the growth and development of the community colleges during the early years (Wescott, 1998).

Industrial Education Centers

In April 1958, a proposal was made to establish seven Industrial Education Centers (IECs) during the 1958-1959 school year and twelve additional Centers during 1959-1961. It was approved largely through the conciliatory efforts of Dallas Herring and the supportive efforts of Luther Hodges. The Centers were operated as part of the public school system and administered by the local superintendents and boards of education. No tuition was charged, and the IECs were operated with an

“open door” entrance policy. The curriculum at the IECs was technical and vocational in nature and reflected the needs of industry and, therefore, the influence of Governor Hodges. IECs offered six major programs: machine operator, craftsman, technician, supervisory training, upgrading classes for employed adults, and preparatory courses (Wescott, 1998).

By 1960, the IEC concept was considered a success. Thirteen Centers had been established, and all 13 had experienced phenomenal growth. Total enrollment in the Centers was over 11,000, more than \$2,500,000 in new capital expenditures was underway, and everywhere a Center had been constructed the demand for courses had been greater than the supply (Wescott, 1998).

However, the community colleges established under the Community College Act of 1957 were not flourishing by 1960. Only one new community college had been added, and the political system and environment in the State appeared to favor the development of the IEC concept over the community colleges. Efforts by Dallas Herring and others to include more comprehensive curriculum in the IEC program met with disapproval (Wescott, 1998).

The Comprehensive Community College

Change for the community college system in North Carolina was on the horizon, however. In a hotly contested campaign in 1960, Terry Sanford was elected Governor. Governor Sanford made education his hallmark, and his administration initiated change in the State’s community college system by recognizing the need for improvements in its higher education system (Wescott, 1998). Sanford questioned the adequacy of the community college law and the relationship between community

colleges and IECs (Segner, 1974). In 1961, Sanford appointed the Carlyle Commission to study the educational situation and make recommendations for improvements (Wescott, 1998).

The Carlyle Commission published its final report in December 1962. The report contained numerous recommendations for the improvement of higher education in North Carolina. One of its most far-reaching recommendations was the development of a statewide system of comprehensive community colleges (Segner, 1974). The Carlyle Report recommended that North Carolina develop one system of public two-year, post-high school institutions offering college-parallel, technical-vocational and terminal degrees, and adult education instruction tailored to area needs. It also recommended that the comprehensive community colleges be subject to state-level supervision by one agency. The report added that selected IECs be converted to community colleges by the addition of college-level instruction. This recommended change required the identification of local interests and unmet educational needs and a final approval by the State Board of Education. The recommendations of the Carlyle Commission were included in a comprehensive law called the Omnibus Higher Education Act, which was passed by the North Carolina legislature in May 1963 (Wescott, 1998).

From the Omnibus Higher Education Act of 1963 until 2003, the community college system in North Carolina has grown and expanded into one of the most impressive and prestigious systems in the nation. In North Carolina, the community college system consists of 58 colleges and one technical institution with hundreds of additional teaching facilities. It provides education and training in 148 programs of

instruction, and administers education and training to more than 700,000 students annually. The NCCCS is one of North Carolina's great success stories and fulfills a major component of the educational needs for the State.

Roles of the Community College in North Carolina

Social and Economic Development and Community Involvement

The primary role of the community college system in North Carolina is to provide education and training. Community colleges in the State also make important contributions to social and economic development and community involvement. The role of community colleges in the social and economic development of local communities was recognized as early as the 1920s (Witt et al., 1994). Ronald W. Shearon, professor and educator at North Carolina State University, addressed the dimension of social and economic development in 1974. In a study entitled, *Profile of Students in North Carolina Community Colleges and Technical Institutions*, Shearon found that community colleges were moving to serve a broad cross-section of the population and that they represented a major social force in providing educational opportunities (Shearon, 1976).

Several authors have addressed the role of economic development that involves a partnership among businesses, government, and education (community colleges). Robert W. Scott (1986), Governor of North Carolina from 1969 until 1973 and President of the NCCCS from 1983 until 1995, described the interrelated roles of community colleges, government, businesses, and industry. He discussed the efforts of community colleges to identify and meet business and industry needs for communication facilities, retraining older employees, and training skilled new

employees. Hirshberg (1991) found that the role of community colleges in economic development had expanded beyond providing traditional vocational education and job training. It included cooperative education programs, partnerships with state agencies, and customized job training for industries. In a report entitled, *Work Force Preparedness for Economic Development*, Vasu and Frazier (1989) found that employers reported a nearly 300% increase in the number of jobs requiring some postsecondary education.

Community involvement has been identified as an important role of community colleges in North Carolina. An excellent example of community involvement is provided by Community Based Programming, a model created by Edgar J. Boone at North Carolina State University. The Department of Adult and Community College Education at North Carolina State University teaches and advocates the Community Based Programming model. The concept of Community Based Programming allows a community college to design and follow a sophisticated programming model to assist a community and to lead a community toward decisions and goals that are defined by the community and achieved with community college involvement. Using this model, a community college assesses its mission, philosophy, goals, and structure to determine its readiness to assume the role of a community-based institution. It then initiates dialogue and forms a coalition among community leaders and other stakeholders to design the plan that will achieve the collective goals (Boone, 1997).

In recent years, the roles of social and economic development and community involvement in the NCCCS have been emphasized in statewide initiatives and legislation. In 1998, the North Carolina Work Force Investment Act highlighted the

economic development role. In an article entitled, *Economic and Work Force Development Issues Facing Community Colleges*, H. Martin Lancaster, President of the NCCCS, stated that from an economic development perspective, the shift toward a knowledge economy places greater importance on work force development and the role of the community colleges. He also stated that changes were needed to adapt to this environment and gave examples of changes in salaries, lifelong learning, short-term training initiatives, program integration, and redesign of delivery systems (Lancaster, 1999). Osborne (1990) also noted and supported the shift toward a knowledge-based economy and the need to improve work force development.

In March 1999, an article in the *Community College Week* presented important facts about economic development and the impact of the community college system in North Carolina. The article reported that community colleges in North Carolina were set up to help improve and drive the economy in the State. George A. Baker III, the Joseph D. Moore Distinguished Professor of Community College Leadership at North Carolina State University Emeritus, stated that two-year colleges along the Atlantic coast do a better job of partnering with business and industry because they were founded to do just that (Yates, 1999).

The article also reported that the NCCCS has earned a national reputation for responding with lightning speed to local needs of various businesses. The State's two-year colleges are so proficient at addressing and fulfilling the needs of business and industry that professionals who choose sites for new and expanding industries named North Carolina's work force training the best in the nation. Consultants from around

the country have praised North Carolina for its minimum of red tape and flexibility for companies to choose how their employee training is conducted (Yates, 1999).

Economic Development and a Knowledge Economy

In creating South Piedmont Community College, economic development, work force preparedness, and a shift toward a knowledge economy were important factors. Reports by Lancaster (1999), Swartz (2000), and a book by Osborne (1990) emphasize the role of economic development in the community college system of North Carolina.

Lancaster (1999) notes that the shift toward a knowledge economy places greater importance on work force development by the community college system. Swartz (2000) points out that the goal of the NCCCS has always been to train people for current industry needs. Since technology-based industry has become increasingly important in enhancing the prospects of finding quality jobs, many more students use the community college to improve their prospects in the job market and acquire additional technical training. David Osborne (1990) addresses the increased importance of the shift toward a knowledge economy, and the review of his work below adds insight into the creation of South Piedmont Community College.

The book, *Laboratories of Democracy*, by David L. Osborne (1990) deals with economic and political changes in state and federal governments in the 1980s and the effect of these changes on the educational needs of communities. Osborne describes a *new economy* and the changes in education and intellectual properties needed in this new paradigm. Osborne's concept of a skilled, educated work force (human capital), integral to the new economy concept, stresses that nothing is more important

than the skills and capacity of the work force. Nothing is more important than human capital. Technologies can be copied and exploited, but human capital is largely immobile. When a society has a work force that is better educated, more skilled and more creative, then it has a competitive advantage that cannot be taken away. Neither human creative power nor human capital are natural endowments. They are qualities achieved through public policies such as education, organized research, and investments in social overhead capital (Osborne, 1990).

Intellectual infrastructure, according to Osborne, is the key to the new economy. Physical infrastructure, based on raw materials, abundant low-cost labor, cheap power, and good transportation facilities, is the key to the old economy. Intellectual infrastructure, based on human creative powers, a highly educated work force, organizational talent, and the ability to adapt, is the key to the new economy (Osborne, 1990).

In the creation of South Piedmont Community College, Osborne's concepts of human capital, a skilled educated work force, and intellectual infrastructure were important considerations in the decision-making process. In Union County, the expanding economy and growing population created the need to increase human capital and to create intellectual infrastructure. Training a rapidly growing work force and enhancing educational opportunities were factors that necessitated a change in community college programs and services in Union County.

Influences on the Community College of North Carolina

Issues Influencing the System

In the 20 years preceding the creation of South Piedmont Community College, the NCCCS was faced with a series of diverse issues and events that continue to influence the system today. These issues and events, like the history of the NCCCS, were part of the setting that influenced the decision to create a new college in the State.

Four primary issues confronted the NCCCS in 1988. They were an ambiguous mission, goal dissonance, inadequate funding, and a governing structure struggling to balance local autonomy with statewide controls.

On May 15, 1988, the *News and Observer*, a newspaper in Raleigh, taunted the public with the headline, "Community Colleges Suffer Identity Crisis." The writer of the article drew this conclusion after reviewing a report entitled, *The Bridge to the Next Century*, which was intended to set an agenda for the NCCCS's second 25 years. According to the article, misunderstanding and confusion existed in North Carolina regarding the role and mission of the community college system (Clark, 1988).

The issue of goal dissonance was identified by Findt and Sullins (1990) as an incongruous understanding of the community college goal for education. According to the authors, the NCCCS had never determined whether college preparation or work force development should be the paramount goal. The potential for goal dissonance was incorporated in the development of the NCCCS. Private and public junior colleges, along with extension and industrial centers of the University of North Carolina, were combined to form the community college system. Of the 58 colleges in

the State, 27 began as IECs, 18 were chartered as technical institutes, 7 were established as community colleges, 2 were extension centers of community colleges, 2 were extension units of technical institutions, 1 began as a technical center, and 1 had been a private junior college (Lochra, 1978). The dichotomy of work force preparedness and college preparation was potential for conflict but also reason for clarifying and expanding the goals of the community college. Goal dissonance would remain an issue throughout the decision-making process for the creation of the new community college.

Funding has always been a problematic issue in the community college system. In 2003, the General Assembly continued to debate the funding issue for community colleges, the K-12 system, and the university system during the legislative budget completion.

The issue of a governing structure struggling to balance control was addressed by Barringer (1990). He identified the struggle of State control versus local autonomy as a persistent problem within the NCCCS. According to Barringer (1990), the problem associated with the struggle over control involved responsibility for oversight, that is, the body in charge of the community college. Two different boards had governed the community college system, the State Board of Education from 1963 to 1981 and the State Board of Community Colleges since 1981. Former Governor Robert W. Scott had attempted to establish a clear understanding of the struggle over control in the mid-1980s by addressing the needs of the State and “political acumen without partisan politics” (Scott, 1986). However, the controversy over local autonomy or State control of the community college continued.

In spite of the problems of an ambiguous mission, goal dissonance, inadequate funding, and struggle for control, there was general agreement about which objectives were most important in the NCCCS during the 20-year period preceding the decision to create South Piedmont Community College. They were vocational-technical preparation, general education, accessibility, and developmental as well as remedial preparation (Findt & Sullins, 1990).

Events Influencing the System

From 1989 forward, a series of events shaped and influenced the NCCCS. In 1989, the Commission on the Future of the North Carolina Community College System adopted recommendations to improve the operation, funding, and economic-social returns of the State's community colleges that included the following: (a) quality and access, (b) accountability and funding, (c) basic and critical thinking skills, (d) service to business and industry, (e) partners in education, and (f) leadership and governance. The Commission's recommendations guided community college management and, by 1992, produced various improvements in the NCCCS (B-2, 1992, NCCCS Statement).

In 1991, a report from the NCCCS presented a series of recommendations for the promotion and recruitment of minorities and women for senior-level administrative staff. The report recommended that each college incorporate goals for hiring more minorities and women, increase funding for enrollment of minorities and women in the Executive Leadership Management Institute, and appoint oversight committees (Deese & McKay, 1991). In response, in 1992, the North Carolina State Board of Community Colleges adopted a new policy to include women and minorities in

administrative roles. The policy called for increasing variety and nurturing awareness by developing diversity plans, creating and expanding professional development programs, and strengthening recruitment efforts, search committee processes, and retention strategies (B-2, 1992, Task Force Report).

In 1996, the North Carolina General Assembly directed the community college administration to align the community college system with the K-12 and University systems. According to Lloyd Hackley, President of the NCCCS, the community college system was off kilter. Classes and programs across the state had differed for years, with significant duplication of services among the community colleges. In response, the NCCCS developed a plan to reorganize the academic and vocational programs and to convert from a quarter-hour schedule of programs to a semester-hour schedule. More than 1,000 community college faculty members worked months to reduce 281 existing programs to 148 programs with 71 concentrations (Steinburg, 1996).

The reengineering plan did not proceed without criticism. Since the plan dictated that community colleges develop and implement programs with a regional focus, local administrators felt that efforts to react to the needs of immediate communities would be hampered (Steinberg, 1996). This criticism amounted to a restatement of the ongoing view that the NCCCS had a governing structure struggling to balance local autonomy with State control.

On January 27, 1997, the *Community College Week* published an article entitled, "Hard-Charging President of N.C.'s Community College System Resigns," reporting the resignation of Lloyd Hackley (Kelley, 1997). The secondary headline

read, "Hackley Calls it Quits after Two Years Doing 'Undoable' Job." The article concluded that Hackley's "hard-charging" style, coupled with the difficulty of working in a politically charged position that gave him little real power, led to his undoing. C. D. Spangler was President of the University of North Carolina system during this change in community college presidents, and he observed that, ". . . the organizational structure of the community college system even limited the effectiveness of a very strong president." The system required a politically savvy president who could lead by consensus (Kelley, 1997)

After Hackley's resignation, H. Martin Lancaster was named President of the NCCCS in the summer of 1997. Lancaster was a politically tested former NC State legislator and US Representative. The Lieutenant Governor of the State stated that Lancaster's strengths were his understanding of and ability in the legislative process. Lancaster stated there was no more important institution in the State than the community college system. He acknowledged that leading a decentralized system of community colleges would be similar to herding cats (Kelley, 1997a).

The Process of Change

The decision to create a new community college in the NCCCS involved a complicated process of change -- change in the physical structures and administrative system that managed the service area and in the attitudes and behaviors of the stakeholders. The activities that led to the decision involved a large number of people, issues without clear solutions, complex geographical and economic settings, and multiple organizations with differing agendas (multiple realities). With such a diverse

range of interests and needs, any decision-making process would necessarily be complicated.

In changing organizational structure and behavior, the agent of change (or manager) can either focus on modifying the system to change behavior or focus on influencing people's attitudes and behavior directly. Systematic change modifies the organizational environment around people so that they must change their behavior if they are to continue to satisfy their needs (Hampton, Summer & Webber, 1987).

The process of change that led to the decision to create South Piedmont Community College involved four major aspects: (a) dissatisfaction with what existed, (b) unfreezing the old, (c) converting or modifying, and (d) refreezing the modified attitudes and behavior (Hampton et al., 1987). In the case of the creation of South Piedmont Community College and using Hampton et al.'s model, creativity was not sufficient to produce change; innovators and managers were needed to convert ideas to reality. Resistance to innovation and change was not universal and inevitable, but was certainly common. Participation by relevant persons was desirable and necessary, but did not guarantee liquidation of resistance.

Elements of Change

This review of the literature associated with the process of change provides an additional perspective for administrators and decision-makers. It allows an independent and objective evaluation of the relationship between events and the decision-making process that created South Piedmont Community College.

In 1982, Michael (1982) pointed out that managing organizational change is a key responsibility of leadership in teaching institutions. The elements of change

presented in this study raise questions about the effectiveness of the leadership in the management of the organizational change and how the change process could have been more effectively administered.

- A key fact is that people resist change. The most profound and seductive causes of resistance to change are experience and past success (Sagie & Elizur, 1985).
- Attitudinal and behavioral change begins with the premise that dissatisfaction must precede change (Greiner, 1967).
- The element of dissatisfaction produces a desire to change that allows a sequence of unfreezing, conversing, and refreezing to occur (Lewin, 1958).
- The usual change scenario begins with a catalytic event that produces a crisis, which in turn causes dissatisfaction. That event causes strategic adjustment and task redefinition and the eventual modification of key organizational arrangements. The output is change in the organization, the groups within the organization, and individuals (Nadler, 1982).
- Resistance to innovation and change is not inevitable, but is common when change is imposed without involving the relevant people (Hampton et al., 1987).
- Responsiveness to innovation or change depends heavily on the perceived need for the change (Westfall, 1969).
- People affected by change must be allowed active participation because they support what they help create (Beckhard, 1969).
- There will always be a dimension of *controlled chaos* in change (Quinn, 1985).
- Perfection and faultless performance are incompatible with innovation and change (Steele, 1983).

- Early change is the most difficult (Tolbert & Zucker, 1983).
- No application of management theory or quantitative analysis can change the fact that most innovation is charged with personal and organizational risks (Hampton et al., 1987).
- Change is a political process in which conflict occurs between proponents. Selection between competing alternatives is seldom purely rational (Wilson, 1982).
- Creativity is not sufficient to produce change. Change requires innovators and managers to convert ideas into reality (Hampton et al., 1987).
- Most innovations come from within an organization, but calls for more radical change come from outsiders who are less familiar with the industry or organization but more competent in new technology or ideas (Foster, 1986).
- Successful changes involve multiple factors simultaneously. Research indicates that simultaneously changing many factors is more effective than incremental piecemeal approaches (Miller & Friesen, 1982).
- An important phase in the change process is follow-up, the measuring of behavior and performance. Managers and leaders are seldom certain whether change reflects their intervention, external developments beyond their control, or even pure chance (Golembiewski, Billingsley, & Yeager, 1976; Terborg, Howard, & Maxwell, 1980).

Elements of Change and the Decision-making Process

When the elements of change and the events that led to the decision to create a new community college are compared and weighed against one another, a number of observations become obvious. One, resistance to change is evident. The old

system, the Union Technical Educational Consortium, was in place and continued to work throughout the decision-making process from 1981 until 1999. However, dissatisfaction with the programs and services was evident and preceded the change itself. The catalytic event in the creation of South Piedmont Community College was exceptional economic development and population growth in Union County. Stakeholders resisted change, but the resistance was not universal. There were efforts to involve relevant people in the decision-making process and allow active participation; however, involving relevant people and allowing active participation were not sufficient to lead to an eventual decision to found a new community college. The process of change involved a political process. In the end, change came from a legal mandate imposed by the North Carolina General Assembly.

Summary

This chapter presents historical information, concepts, and events and issues that influenced the decision to create a new community college in North Carolina. Without understanding the importance of these influences, a complete understanding of the decision to create this new community college is unattainable.

The history of the NCCCS is unique. Other states may have been similarly influenced by the national movement to establish community colleges. But for North Carolina, the experience of initiating the State system with such diverse institutions as IECs, community colleges, public and private colleges, and university extension centers, and founding the system under the special relationship and cooperation between Herring and Hodges, make this State's history unique. Special relationships

exist between community colleges and the purse strings of the State, between the community colleges and the roles they perform in the State.

The primary role of the community college in North Carolina is to provide education and training. Yet, the community colleges in North Carolina also have roles in economic and social development and in community involvement. In the decision to create South Piedmont Community College, economic development, work force preparedness, and a shift toward a knowledge economy (developing human capital) were important influences. The historical and problematic issues of an ambiguous mission, goal dissonance, inadequate funding, and a governing structure struggling to balance control also influenced this decision. Likewise, the requirements, guidelines, policies, and procedures for state-wide, day-to-day operation of the NCCCS were taken into consideration. The call for diversity among the institutions, the reengineering of the academic system, and the funding policies established by the State Board of Education and the General Assembly constituted additional factors that led to the ultimate foundation of a new community college. Finally, the dynamics of change were important influences in the decision to create South Piedmont Community College.

CHAPTER 3: METHODOLOGY

This study documents the decision-making process and chronicles events that led to the creation of South Piedmont Community College. The study was conducted using both qualitative and historical research models. Documents constitute the primary source of data.

Qualitative Research

Qualitative research models were developed mainly for the social sciences. They are largely subjective and rely heavily on the investigator's skills of observation and interpretation. Lincoln and Guba (1985), Burgess (1985), and others have described the various characteristics of qualitative research. Ten characteristics, listed below, are generally accepted in the disciplines that employ this methodology (Borg & Gall, 1989).

Research involves holistic inquiry carried out in a natural setting. In qualitative research, the investigator tries to study all elements present in the setting where the inquiry takes place. The emphasis on studying the whole setting in order to understand the actual occurrence is perhaps the most important characteristic of the qualitative research paradigm.

Humans are the primary data-gathering instrument. The qualitative researcher relies on human powers of observation rather than on measurement instruments. The main rationale is that no nonhuman instrument is sufficiently flexible to adapt to a complex situation and to identify and take into account biases between the measurement instrument and the subject.

Emphasis on qualitative methods. Qualitative data-gathering procedures are preferred over quantitative methods for much of historical and social science research because they are more amenable to a diversity of multiple realities found in complex situations.

Purposive rather than random sampling. By intentionally selecting a range of subjects to observe, documents to describe, and including deviant cases that are often missed by random sampling or rejected as outliers in quantitative research, the qualitative researcher is more likely to uncover the full array of multiple realities.

Inductive data analysis. Instead of deductive analysis, which focuses on testing preconceived hypotheses, the qualitative researcher studies the data inductively in order to reveal unanticipated outcomes. The qualitative researcher first gathers the data, then tries to develop a full understanding of them, and draws generalizations.

Development of grounded theory. A major characteristic of qualitative research is an emphasis on grounded theory, that is, theory grounded in or developed from the data.

Design emerges as the research progresses. In qualitative inquiry, the investigator starts with a very tentative design (or in some cases none at all) and develops the design as the inquiry progresses. This permits adaptation of the design to include variables that were not anticipated at the start.

Subject plays a role in interpreting outcomes. Because a qualitative researcher usually attempts to reconstruct reality from the references of the subject matter, it logically follows that respondents may in some cases be better able than the investigator to understand the complex interactions that have been observed.

Utilization of intuitive insights. Although most researchers develop hunches and intuitive insights from their interaction with the research situation, qualitative researchers place more emphasis on tacit and intuitive knowledge than do quantitative researchers. Qualitative researchers use insights and feelings as the basis for framing hypotheses that can then be explored objectively. They consider hunches to be a form of knowledge.

Emphasis on Social Processes. Qualitative studies focus upon social processes and the meanings that participants attribute to social situations (Borg & Gall, 1989, pp. 385-387).

Further insights into the origins and characteristics of qualitative research are provided by the ethnographic method designed by anthropologists. Many of the concepts, values, and methods that undergird qualitative research are found in the ethnographic method of research. Ethnography is defined as an in-depth analytical description of an intact cultural scene. For most educational studies, researchers have generally collected data over a much shorter period of time than is customary in anthropological field studies (Borg & Gall, 1989).

The elements of the value system in ethnographic techniques are:

Phenomenology. The researcher develops the perspectives of the group being studied (i.e., he must develop an insider's viewpoint).

Holism. The researcher tries to perceive the "big picture," the total situation, rather than focus on a few elements within the complex situation.

Nonjudgmental orientation. Judgments, hypotheses, or preconceptions may distort the researcher's understanding. The emphasis is on attempting to record the total situation in qualitative terms without superimposing one's own value system.

Contextualization. All data are considered in the context of the environment in which they are gathered (Borg & Gall, 1989, pp. 387-389).

Both the ten characteristics of qualitative research and four values of ethnographic techniques guided the research and documentation for this study. Qualitative research procedures were used because the creation of South Piedmont Community College involved a complex situation with diverse and multiple realities. Data were reviewed and interpreted using ethnographic techniques. The goal was to ensure that findings and conclusions developed from the research reflected a holistic approach with a nonjudgmental orientation, and that data were considered in the context of the environment in which they were gathered.

In the documentation, an attempt was made to understand the perspectives of the groups being studied and to experience an insider's viewpoint. Every effort was made to comprehend the "big picture" and the complexity of the total situation rather than be diverted by specific issues or events.

The research started with a tentative design that was adapted to include variables discovered during the investigation that were not anticipated prior to the start. No hypotheses are presented or were used. Documentation was recorded without superimposing a judgment or value system. Inductive reasoning was used to examine the data, develop an understanding of the situation, and document generalizations and findings. This study emphasizes the contextual element of

qualitative research. Data were considered in the context of the environment, the setting in which they were gathered. Background information about the NCCCS, as well as information about the geographical and economic settings in which the decision to create South Piedmont Community College was made, provide contextual information. By purposely selecting a wide range of diverse documents, deviant cases, and outliers, perspectives are included that enhance the contextual element of the research.

Historical Research

Historical research methods were used throughout this study. Historical research attempts to understand the past actions of human beings by collecting known data and arranging them in a pattern, and to focus on the unknown in an attempt to discover it (Collingswood, 1956).

Borg and Gall (1989) conclude that histories, chronicles, and historical research are produced for different reasons. Some historians are simply entranced by the past, intrigued with a particular historical period, and spend their time documenting events and objectives. The goal of other historians is to liberate society from the burden of the past by helping society understand it. One purpose of historical research is to provide a moral framework for understanding the present. Historical research sometimes serves the function of a guide to social reform and assists in predicting future trends. The main tasks of historical research are the search for relevant documents (journal articles, technical reports, unpublished manuscripts, etc.) and the interpretation of their significance (Borg & Gall, 1989).

Isaac and Michael (1981) suggest that the purpose of historical research is to reconstruct the past systematically and objectively by collecting, evaluating, verifying, and synthesizing evidence to establish facts and draw defensible conclusions, often in relation to particular hypotheses. They say that historical research is similar to reviews of literature, but is more rigorous, systematic, and exhaustive (Isaac & Michael, 1981).

According to Mouly (1970), the foremost purpose of historical research is to gain a clear perspective of the present. Present problems are understandable only on the basis of their historical background. Understanding the historical background provides a better perspective of the facts and values upon which important educational decisions can be based. Mouly (1970) says there are generally four steps in historical research: identify and delineate the problem, collect the data, establish the validity of the data, and then interpret the data.

Borg and Gall (1989) say there is no single, definable method of historical inquiry because it is dependent on the idiosyncratic ways in which different historians interpret and judge the past. But they identify steps that are common across most historical studies: (a) define the problems or questions to be investigated, (b) search for sources of historical facts, (c) summarize and evaluate the historical sources, and (d) present pertinent facts within an interpretive framework. The analysis of the historical research process does not imply that researchers can follow any sequence they desire. A structured sequence of steps is needed to guide the project (Borg & Gall, 1989).

In this study, the historical research centers on the creation of South Piedmont Community College within the NCCCS. Data were gathered and arranged in a pattern to answer two questions: Why was South Piedmont Community College created? How was the new college created in the NCCCS? The historical background associated with the creation of the college and a chronological ordering of events are presented to provide educators with information that can be used to make important decisions about the present and about future changes.

In conducting the historical research, a combination of the steps presented by Mouly (1970) and Borg and Gall (1989) was used. The first step was to identify and delineate the historical situation to be studied, which was the creation of South Piedmont Community College within the NCCCS. The second step was to collect data, which involved a review of the literature and a search for relevant documents. The literature review was used to compile the history and to identify the roles and the issues that influenced the NCCCS at the time the decision-making process to create a new college was underway. The search for relevant documents led to a significant source of information from a 1999 study entitled, *Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges* (Boone, Buonora & Ernst [B-4], 1999). The third step was to validate the data through reviews and cross-references. The fourth step was to analyze the data by evaluation and interpretation, which consisted of writing a summary of each document and studying the content of each for key issues and events. The final step is the presentation of the pertinent information in this documentary history.

Data Analysis

In qualitative historical research, there is no specific statistical method for validating data or a fixed formula for the analysis of data. Analyzing historical evidence is challenging because the strategies and techniques have not been well defined. The analysis consists of evaluating, categorizing, tabulating, chronologically ordering, selecting, and recombining past materials to present a historiography of events and activities. Even though the statistical tools for historical analysis are not as rigorous as for quantitative analysis, the conclusions and interpretations represent significant research and produce significant findings (Yin, 1989).

Documents were used here extensively to examine and tabulate events presented in the history that chronicle the creation of the new community college. The documents and data were used to reconstruct the past systematically and objectively. Every effort was made to gain a clear perspective of the future through a historical review of the past.

Because qualitative and historical research do not, like quantitative research, lend themselves to a strict statistical analysis, an appropriate set of standards for data analysis had to be determined. Examination of the data was conducted by an in-depth review and interpretation of each document. The documents and the events and activities they depict were ordered in sequence from oldest to most recent. The validation, reliability, and genuineness of the documents were examined using time sequence analysis, content evaluation, multiple-sourcing, and chronological ordering.

The documents were ordered and restructured to help answer the two basic questions of why and how South Piedmont Community College was created. The

restructured documentation then was able to provide the background and contextual information about the environment and the setting at the time the decision-making process was underway, identify needs that led to the creation, order events and activities that describe how the decision was reached, and present pertinent findings and recommendations derived from the data. Background and contextual information is presented in Chapters 1 and 2. Pertinent facts and findings are presented in Chapter 4

Documents and Data

Documents from the 1999 *Study of Community College Needs in Anson and Union Counties, North Carolina*. . . were especially significant. That study was mandated by the North Carolina legislature and directed by the State Board of Community Colleges. The objective was to evaluate the community college needs in Anson and Union Counties and recommend a solution to the State Board. The variety and number of documents contained in this 1999 study proved to be an exceptional source of information about the creation of South Piedmont Community College. They were generated from individuals and stakeholders who were active participants in the decision-making process and who, therefore, had first-hand knowledge of the environment in which the process took place.

The documents from that 1999 study include correspondences, previous studies, legislation and statutes, demographic data, enrollment and program data from the colleges serving the two counties, and reports of hearings and special meetings with business, education, and community leaders (Boone et al. [B-4], 1999). News articles were included that provide a rich diversity of opinions and facts. These insights

are important because they provide reaction to and independent viewpoints surrounding the notion of founding a new college.

Guba and Lincoln (1981) point out that documents are important sources of data and tools for historical research for the following reasons:

- Documents are a stable and rich resource that provide a base from which subsequent inquirers can work; they lend stability to further inquiry.
- Documents constitute a legally unassailable base from which to defend oneself against misinterpretations.
- Documents represent a natural source of information and are repositories of well-grounded data on events or situations.
- Documents are available on a low-cost or free basis and often require only an investment of time and energy from the researcher.
- Documents are nonreactive (although their content may be).
- Content analysis of documentation enables the researcher to determine if supplementary and contextual data should be gathered or how they should be gathered (Guba & Lincoln, 1981).

Sources for Documents and System of References

Copies of the documents collected during the 1999 *Study of Community College Needs*. . . are contained in four books, three large loose-leaf binders and one bound copy of the Final Report. The four books are maintained by the Department of Adult and Community College Education, the College of Education at North Carolina State University, Raleigh, North Carolina as private papers of Dr. Edgar J. Boone, Professor Emeritus, and at the NCCCS administrative offices, also in Raleigh. In the

four references, each book is identified separately as Book 1 (B-1), Book 2 (B-2), Book 3 (B-3), and Book 4 (B-4).

Documents from the 1999 study are used extensively throughout this study as references for events and activities. Because of the large number of references, the use of the authors' names and the date becomes redundant. Therefore, a system to reference the documents was developed specifically for this study. When data are referenced from one of the four books, the identity of the authors and the date, for example, (Boone et al., 1999), are not presented as part of the reference. The reference begins with the identification of the book (B-1, B-2, B-3, or B-4), followed by the calendar date that identifies the document or event. A title or identifying note about the document or event follows the date. An example of a reference used in this study is: (B-1, 6.25.99, Letter from Lancaster). This example refers to a document from Book 1. That document reports an event that occurred on June 25, 1999 and is stored in chronological order (oldest at the back, most recent at the front) within Book 1. The document in this example is a letter from H. Martin Lancaster, President of the NCCCS. References can be used to identify and access the original documents contained in each of the four books.

CHAPTER 4: FINDINGS

The decision-making process that led to the creation of South Piedmont Community College offers insights about the role of the NCCCS and the relationships of colleges with local communities. To document the history of that decision-making process, selected events are presented in a chronological order and in a subject-matter format. A chronology with extended references is presented in Appendix A. These findings, to the degree that it is possible, present an objective and nonjudgmental assessment of the history and process of the creation of South Piedmont Community College rather than an editorial commentary of the motives, policies, or actions taken.

The findings and chronology list facts and events contained in available documents and data. Data available from the final report of the 1999 study of Union County's educational needs, *Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges*, provide exceptional documentation (Boone et al. [B-4], 1999).

Early Years, 1981-1996

From 1981 to 1996, four factors were critical to the decision to create South Piedmont Community College. They were (a) the establishment of the Union Technical Education Consortium, (b) the inability of the Consortium to provide adequate programs and services which, in turn, created dissatisfaction with the Consortium, (c) the development of the need for expanded education and technical

training in Union County, and (d) the establishment of the Union County Study Committee to examine those needs and make recommendations.

Union County Technical Educational Consortium

During the expansion decades of the NCCCS, the people of Anson County established a technical institute that became Anson Community College in 1962. The people supported the College, and the College served the residents in the area well for almost four decades (B-3, 3.10-11.99, notes from Public Hearings). Union County, on the other hand, did not establish a community college. The specific reasons have never been determined. Public statements suggest that the early leaders of Wingate College discouraged the establishment of a community college and also that County leaders believed that fiscal support for a community college was not possible. Nonetheless, the desire for a community college existed. Historically, community colleges in the counties surrounding Union County provided education programs and services for Union County. In 1981, Central Piedmont Community College withdrew its formal educational service to Union County, and Anson Technical College and Stanly Technical College formed a partnership to service Union County (B-3, 3.5.81, package of letters, letter from Blake).

On March 5, 1981, Larry Blake, State President of the Department of Community Colleges in North Carolina, accepted a proposal presented by H. B. Monroe, President of Anson Technical College, and Charles Byrd, President of Stanly Technical College, to establish the Union County Technical Education Consortium. (Anson Technical College and Stanly Technical College later changed their names to Anson Community College and Stanly Community College.) The proposal established

an educational partnership agreement among the two colleges and Union County. The agreement vested the authority for the operation of the Consortium in representatives from Anson and Stanly Technical Colleges (B-3, 3.5.81, package of letters with letter from Blake).

A letter dated September 2, 1981 from the Director of the Consortium to Larry Blake stated that the Consortium had been well received throughout Union County. For the first time, in the fall of 1981, vocational and technical training were offered at the Union County Career Center (one of the sites for programs and services in Union County). The fall registration for the Union Technical Education Center (UTEC), the campus facility serving students in Union County, was held at the new Monroe Mall on September 24 (B-3, 3.5.81, package of letters with letter from Blake).

The Consortium established with Anson and Stanly Community Colleges served the Union County area from 1981 until 1999. However, by 1996, there was growing dissatisfaction with the Consortium agreement. The Union County Board of Commissioners declared their general dissatisfaction with the Consortium and attempted to change the consortium arrangement. Moreover, the Anson County Board of Commissioners passed a resolution stating, "The current consortium arrangement is not in the best long-term interest of Union County" (B-4, 5.7.96, Report; B-1, 9.21.89, Report; B-3, 3.5.81, Letter). Dissatisfaction with the current community college arrangement that provided service and programs was evident and growing.

Responses to the Inadequacy of the UTEC Programs and Services

The interest of the Union County Board of Commissioners to establish an independent community college was long-standing, even with the creation of UTEC

and the Consortium. The responses from the Board included requests for an independent college, a request for a local option, and two attempts to form alliances with two different community colleges, Anson and Stanly.

The efforts to establish an independent college were documented in March 1988 by a letter from the Presidents of Anson and Stanly Community Colleges to Robert W. Scott, President of the NCCCS. The Presidents expressed their concern about a "Union County movement" to establish an independent college in Union County, a movement they perceived as direct opposition to the Consortium (B-3, 3.5.81, package of letters, letter to Scott). Then, in 1989, after a Union County Industrial Ad Hoc Committee report was published that was critical of the Consortium's efforts, the Union County Board of Commissioners officially requested a separate charter for a community college (B-1, 12.18.89, Motion; B-1, 9.21.89, Quality; B-1, 10.6.89, letter from Washer). Charles Norwood, a member of the Union County Board of Commissioners, made the motion, and the Union County Commissioners agreed that moving toward the goal of establishing an independent technical education school in Union County should be continued (B-1, 12.18.89, Motion).

The Board's efforts for a local option began in 1990. A letter from Frank Elliot, Chairperson of the Union County Ad Hoc Industrial Committee, raised the proposal for a local option which the Board of Commissioners supported. Under the plan, the County would broker its own community college programs and select the providers with the most comprehensive and acceptable programs. The local option would allow Union County to select Central Piedmont Community College, in addition to Anson

and Stanly Community Colleges, to provide community educational programs in the County (B-1, 2.8.90, Letter). The Board made the request to the NCCCS and the response was that it was preferable for local leaders to resolve the issues of service area arrangement for Union County. The NCCCS position was that the option to use Central Piedmont Community College already existed. Under the current consortium agreement, Anson and Stanly Community Colleges could enter an arrangement with Central Piedmont Community College and the local community college boards could continue to manage the programs and services (B-3, 3.5.81, Package; 3.9.90 letter from Wilson to Munn).

The Union County Board of Commissioners' efforts to establish two different alliances began in 1993 when the Board attempted to form an alliance with Anson Community College, a single college alliance as opposed to the consortium arrangement. The Chairperson of the Commissioners invited the President of Anson Community College to consider becoming a partner with Union County (B-3, 12.18.96, letter from Altieri). A series of meetings took place from October 1993 through May 1994 but no alliance was established. In September 1994, the Union County Board of Commissioners created a task force to explore and evaluate the technical education options available to Union County. The creation of the task force stopped the attempt for alliance with Anson.

During 1996 and 1997, the Union County Board of Commissioners attempted to form a second alliance with Stanly Community College. In June 1996, the Commissioners asked the President of Stanly Community College if he would be interested in an alliance with Union County whereby Stanly would be the primary

provider of community college education (B-3, 2.4.97, letter from Stewart). There was a meeting between the President and the Commissioners in December (B-3, 2.4.97, letter from Stewart; B-2, 12.17.96, fax from Altieri). Efforts to form an alliance with Stanly Community College continued and intensified in February 1997 when the Union County Board of Commissioners sent a resolution to the NCCCS stating that the Board unanimously desired to be united with the College (B-3, 2.21.97, fax from Stone to Russell). However, the alliance was never successfully concluded.

Need for Additional Education and Training

The 1980s and 1990s were boom years for Union County. Economic development and a rapidly growing population significantly increased the need for additional education, programs, and training (B-1 & B-4, 1995-98, Statistics). This need is best described in the Union County Industrial Issues Forum memo, dated September 26, 1996.

The Industrial Issues Forum consists of representatives from [the] 39 largest industries in Union County who employ over 11,000 people locally and pay property taxes in excess of \$2.5 million. . . .

Improvements in the quality and diversity of community college support for Union County are important for the citizens in Union County, for work force development and for the success and growth of current industry. . .

. Work force development, availability, and the community college issue is one of the first subjects and is the most pressing industry need in Union County today. (B-2, 9.26.96, Union County Industrial Issues Forum, pp.1-3)

The expanded need for work force development drove the Union County Commissioners and the industrial leaders to seek a resolution for additional educational services and programs. The preferred solution for the Commissioners was an independent community college for Union County (B-1, 12.18.89, Motion).

Union County Study Committee

In 1996, the establishment of the Union County Study Committee and that Committee's recommendations contributed significantly to the decision to create South Piedmont Community College. In March 1995, the Union County Community College Task Force asked the Union County Board of Commissioners to hire a neutral party and provide funds to perform an unbiased needs assessment and satisfaction survey. The Commissioners advertised for bids, but by June 15 no acceptable bids had been tendered. In late 1995, through dialogue and meetings among Union County Commissioners, the NCCCS staff, and the President of the NCCCS, an agreement was reached to appoint a special committee, at no cost to Union County, to study the educational needs of the County. The Union County Study Committee was thereby formed to assess UTEC and the Consortium and the educational needs of the County and to determine the best solution for community college education in Union County (B-3, 6.30.97, fax with copy of Monnin letter).

The State Board of the NCCCS appointed the Union County Study Committee. J. Parker Chesson, Executive Vice President and Vice President for Planning and Research for the NCCCS, was selected to chair the committee. Seven additional members were chosen to serve on the committee. Three members of the committee were either serving, or had served, as Presidents of individual community colleges (B-

3, 6.18.97, letter from Russell; 7.1.97, letter from Chesson; B-2, 6.26.96, package from Locke).

The Union County Study Committee was charged with conducting a comprehensive review of all previous studies associated with the needs of Union County, conducting on-site meetings and interviews, and making recommendations to the State Board about how to service the needs of Union County (B-3, 6.23.98, letter from Lancaster). President Hackley of the NCCCS and the Union County Board of Commissioners agreed that the newly formed Union County Study Committee would examine UTEC and the Consortium and suggest ways that the educational needs of Union County could be fulfilled (B-2, 11.27.95, Notes). The Union County Study Committee worked from January through April 1996. The committee held two meetings in Union County and conducted interviews with stakeholders from Union and Anson Counties (B-3, 6.23.98, letter from Lancaster) (B-3, 6.18.97, letter from Russell).

The Action Plan, the final report presented by the Union County Study Committee, contains the following statements and recommendations. (This report from the Union County Study Committee is contained in Appendix B.)

- An increased local investment by Union County, by both the Board of Commissioners and by business and industry leaders, is critical for the success of an expanded high quality community college program.
- The current consortium arrangement is not in the best long-term interest of Union County.

- The Committee recommends the establishment of one community college whose service area will be Anson County and Union County, with two coequal campuses – one in Anson County and one in Union County.
- A new structure for the Board of Trustees should be developed, so equal representation will be present from Anson County and Union County.
- It is recommended that a new name be selected – one that is neutral without either county name being used.
- A needs assessment should be done by the new college to determine the program mix that is supportable in Anson County and Union County.
- The Committee recommends that this proposal, if agreed to by the System President and the State Board of Community Colleges, be presented to the affected parties for their comments and appropriate action.
- The Committee recommends that the effective date for the operation of the new college, including the new local governance structure, be July 1, 1997. (B-4, 5.7.96, Report of Union County Study Committee, pp. 3-4)

Two distinct patterns of response to the recommendations from the Union County Study Committee emerged -- opposition and support. The opposition to create one community college that would serve both Anson and Union Counties began even before the Union County Study Committee made the recommendation. The Committee heard from opponents at the meetings and interviews it conducted. In February 1996, for example, industry representatives in Union County offered three counterproposals that opposed the Committee's recommendation. The three proposed options were to give Union County local control to broker community college

programs and services in the County, give Central Piedmont Community College the authority to control and administer programs and services for the County, and, least preferred, give either Anson Community College or Stanly Community College the authority to control and administer programs and services (B-2, 6.26.97, package from Locke).

In June 1996, the Union County Board of Commissioners attempted to enter into an alliance with Stanly Community College whereby Stanly would serve as the primary provider of community college education in Union County, a move that was contrary to the recommendation of a shared arrangement with both Stanly Community College and Anson Community College. The dialogue between Union County and Stanly Community College continued through February 1997 without any agreement (B-3, 2.4.97, letter from Stewart; B-2, 12.17.96, fax from Altieri; B-3, 2.21.97, fax from Stone to Russell).

At a special meeting in October 1996, the Union County Board of Commissioners considered a motion to oppose the Union County Study Committee proposal and hold discussions with the three community colleges in the area, Central Piedmont, Stanly, and Anson Community Colleges (B-3, 10.17.96, letter from Barbara Moore). Later, in April 1997, the Commissioners stated that they would not accept the Union County Study Committee plan presented by the North Carolina State Board of Community Colleges (B-3, 5.29.97, fax conveying letter from Shubert). Finally, in June 1997, the Union County Commissioners passed a resolution asking the North Carolina General Assembly to grant Union County one of three options, grant a charter for its own community college, permit Union County to contract for community

college services, or authorize a referendum so the people of Union County could choose which solution they preferred (B-2, 6.7.97, Union County Resolution).

The second pattern of response was support for a proposed alliance between Anson Community College and Union County. In January 1997, there was a follow-up meeting between Union County leaders and educators and officials from the NCCCS to continue discussions about services to Union County (B-3, 12.19.96, memo from Keith Brown). In February 1997, the North Carolina State Board of Community Colleges showed its support by approving the Union County Study Committee's recommendation that Anson Community College be abolished and a new college be established to serve both Anson and Union Counties (B-3, 4.15.97, letter from Hackley). At the same time, the Union County Chamber of Commerce presented a resolution in support of the merger of the UTEC and Anson Community College to provide educational support to the citizens of Union County (B-2, 2.24.97, Resolution).

The result of the two patterns of responses, opposition and support, was that groups of stakeholders were working at cross-purposes to one another. Various groups and leaders were taking steps independently or without unified support toward conciliation, and the effect was a failure to reach consensus.

Failure to Reach a Consensus

From 1996 until 1999, therefore, the leaders in the area and the State were trapped in a stalemate. There was failure to reach consensus on how best to serve the educational needs of Union County. Debate over the issues intensified. Actions took on political tones. There was an urgency among stakeholders to reach a resolution, but no consensus was possible because of the efforts of the opponents

and the failure of the two groups to communicate effectively with each other. Intense dialogue, debate, and discussion reigned throughout the period but no agreement was reached.

Two issues that dominated the stalemate were the continued opposition from the Union County Board of Commissioners to a multicampus alliance with Anson Community College and the need for regional consideration of effective delivery and fiscal responsibility in any agreed-upon outcome (B-3, 6.25.97, news article from the *Charlotte Observer*, 6.23.98, letter from Lancaster). The Union County Commissioners worked to ensure that Union County would control any potential community college education program in the County (B-3, 3.5.81, Package; 2.3.99, letter to Lt Governor Wicker). The residents of Anson County worked to ensure that the community college educational system, which they had established by building and supporting Anson Community College for 37 years, would remain available to their students (B-3, 3.11.99, Anson County Public Hearing). These two issues would not be resolved until 1999 when the final decision was made to create a new community college.

In an attempt at humor, columnist Steve Lyttle, writing for the *Union Observer* in the Sunday Edition of May 18, 1997, made this observation, "Some of them [most people I talk to] have the nerve to suggest that this whole community college ruckus is merely partisan politics. Democrats want Anson, Republicans want Stanly . . ." (B-2, 5.18.97, news article, *Union Observer*). However, the observation by columnist Lyttle did not capture the essence of the situation or the issues of the problem. The problem was a failure to compromise. Political debates highlighted the failure to reach a

consensus, but the situation was more complicated than a political debate between Democrats and Republicans.

Several key events in the stalemate over the creation of South Piedmont Community College highlight the complexity of the decision-making process. These events identify poor efforts at communication and the politicized nature of the debates. In June 1996, a State Representative challenged the recommendation of the Union County Study Committee that there be a single, multicampus community college to serve Union County. The John Locke Foundation prepared, at the request of the Representative, an evaluation of the Union County Study Committee Report that stated the Committee's recommendations did not appear to meet the best interests of Union County (B-2, 6.26.96, John Locke Foundation package). In March 1997, the Representative sent a letter to the editors of *The Union Observer/The Charlotte Observer* saying that politics should not be part of the assignment of community college service areas. The letter questioned the political influence that the Representative alleged to observe in the proposal for the new community college (B-3, 3.28.97, letter to editor). In a second letter, this one to the NCCCS Policy Committee, the Representative requested that the Policy Committee inform the North Carolina State Board of Community Colleges about the Union County Board of Commissioners' opposition to the proposal to create a multicampus community college with Anson Community College. The Representative also asked the State Board to reverse the decision for service to Union County (B-3, 5.29.97, fax with letter).

In March 1997, legislation was introduced in the State Senate to create a new multicampus community college in Union County, and both Democrats and Republicans supported the legislation. However, the Representative from the House responded that the bill would never get through the Appropriations Committee (B-2, 3.20.97, news article, *The Enquirer Journal*). In June 1997, the same State Representative again challenged the Union County Study Committee in the press and attached a provision to the North Carolina House budget that would give the Union County Commissioners authority to choose the best community college configuration for Union County. The provision was rejected (B-2, 6.21.97, correspondence, letter from Representative; B-2, 6.5.97, news article, *The Enquirer Journal*).

The Chair of the Union County Study Committee, J. Parker Chesson, defended the Committee's report in July 1997. He pointed out that the Committee had conducted the appropriate background studies, and he stressed the importance of the meetings with stakeholders and leaders in the service area. Chesson defended the Committee's recommendation that one college serve two counties and maintained that such an approach would provide the best educational services to Union County and the surrounding area (B-2, 7.7.97, letter to the editor).

The provision for a Union County and Anson Community College alliance, in the form of a single, multicampus community college, passed the legislative process in August 1997. In September, H. Martin Lancaster, President of the NCCCS, wrote to the Chairs of the Anson and Union County Commissioners notifying them of the passage and requested that the Commissioners together prepare a contract to execute the legislation. Union County Commissioners refused to talk with Anson

County Commissioners (B-3, 9.17.97, letter from H. Martin Lancaster). Again, in October, the Union County Board of Commissioners stated its opposition to the Anson and Union alliance and continued its support for an alliance with Stanly Community College (B-2, 10.5.97, news article, *The Enquirer Journal*).

State Senator Plyler, in December 1997, tried to put the struggle for community college education in perspective in an article to *The Enquirer Journal*. He stated that the goal of the process that the State and Union County were going through was to provide service to the businesses and citizens of Union County (B-2, 12.20.97, news article, *The Enquirer Journal*).

With two letters to State legislative leaders in 1998, Martin Lancaster summarized the status and history of the decision to create South Piedmont Community College. In the first letter, dated June 23, 1998, President Lancaster explained the efforts to create a new community college as follows:

- “It has long been acknowledged by the State Board of Community Colleges that the residents and businesses of Union County need and deserve better access to community college programs and services than is possible to provide through the present UTEC consortium. . . .”
- “The State Board, in an attempt to resolve the issue, appointed a study committee on January 11, 1996. . . .”
- “After much study and deliberation, the group recommended that the present Anson Community College be abolished and that a new college, which would serve both Anson and Union Counties, be established.”

- “That recommendation had support from Anson County and the business community in Union County but not by the Union County Board of Commissioners.”
- “The State Board, after considerable deliberation and with a full understanding of the support and opposition for the proposed new college, approved the recommendation at its February 21, 1997 meeting.”
- “Senator Plyler introduced the bill [enabling legislation] that was ultimately approved as a Special Provision in the 1997 Session of the General Assembly.”
- “The Union County Board of Commissioners has remained firm in their opposition to this approach.”
- “The Board’s position, however, has been that the needs of Union County could be met through the creation of a new college”
- “This approach is also consistent with the State Board’s interpretation of legislative intent that the community college system seeks ways to maximize its resources through regionalization of programs and services.” (B-3, 6.23.98, letter from Lancaster to Hightower, pp. 1-2)

Responding to opposition in the North Carolina House Appropriations Committee which attempted to force the State Board to establish an independent community college in Union County, President Lancaster wrote a second letter, dated July 21, 1998, to the Honorable Harold Brubaker of the North Carolina House of Representatives. Excerpts from this letter are as follows:

- “I am writing to you on behalf of the State Board of Community Colleges to express extreme concern about the amendment to the House Appropriations Bill

(Section 10.12) regarding the establishment of a community college in Union County.”

- “The amendment begins with the language ‘Notwithstanding, Section 9.7 of S.L. 1997-443, or any other provision of law, the State Board of Community Colleges shall establish a new community college in Union County.’”
- “If the amendment is adopted . . . the authority of the State Board has been ignored and undermined.”
- “The State Board is further concerned that to its knowledge, there has been no resolution or budget ordinance enacted by the Union County Board of Commissioners that demonstrates that adequate financial support will be available for this new institution.”
- “I am attaching a copy of a resolution which was adopted by the State Board on July 17, 1998 . . . [that] clearly reiterates the Board’s position on how to best meet the needs of the citizens of Union County [to establish a multicampus college].” (B-3, 7.21.98, letter with Resolution from President Lancaster, pp. 1-3)

Final Resolution

A Legislative Mandate

The decision that resolved the community college issue in Union County and created a new community college was made in 1999, and it was reached after another study that was directed by state legislators. The year began with no agreement between Anson and Union Counties. The previous years of discussions and studies, and the failure to reach a consensus after 1996, left the State and the two Counties still without a satisfactory outcome.

The North Carolina General Assembly, under Senate Bill 1366, delivered a legislative mandate for a final resolution. The bill directed an independent study by a consultant, with a subsequent recommendation from the State Board of Community Colleges, prior to May 1, 1999. The bill from the General Assembly stated:

Section 10.13. The Union County Commissioners and the Anson County Commissioners shall develop and submit to the State Board of Community Colleges prior to February 1, 1999, (i) a contract for establishment of a new multicampus community college to serve the two counties, or (ii) a proposal for separate community colleges to serve the two counties, or (iii) another proposal for providing access to community college courses to the citizens of Union and Anson Counties.

If the two boards of Commissioners do not jointly submit a single proposal to the State Board of Community Colleges, the State Board of Community Colleges shall, prior to February 28, 1999, and after consultation with the Joint Legislative Educational Oversight Committee, use funds within the Department's budget to employ an independent consultant to study the issue. The consultant shall assess the community college program and service needs of Union and Anson Counties and make recommendations for the best organization and service delivery system to address the identified needs.

The State Board of Community Colleges shall report its recommendations, based upon the consultant's report, to the Appropriations Committee of the Senate and the House of Representatives prior to May 1, 1999. (B-2, 3.6.97, New Community College Authorized)

The 1999 Study of Community College Needs

In a letter to Senator Plyler dated February 10, 1999, President Lancaster reported that the County Commissions of Anson and Union Counties were not able to work out an agreement before the February 1 deadline and that the State Board of Community Colleges was proceeding to name a consultant. He further reported that, rather than name a single consultant, the Board would contract with the College of Education and Psychology, Department of Adult and Community College Education at North Carolina State University for a team of experts in community college education to conduct the study and report to the State Board. Lancaster announced the team members: Edgar J. Boone, Professor Emeritus in the Department of Adult and Community College Education, as team leader, David Pierce, President of the American Association of Community Colleges, and Richard Ernst, recently retired President of Northern Virginia Community College (B-3, 2.10.99, letter from President Lancaster). Pierce would later be replaced by David Buonora, Senior Legislative Associate of the American Association of Community Colleges (B-4, 4.15.99, Final Report).

The official charge, given to the consultant team by Martin Lancaster, directed them to:

1. Provide an assessment of the community college program and service needs in Union and Anson Counties.
2. Provide organizational and governance options for meeting the identified needs in an effective and fiscally responsible manner that is consistent with laws,

statutes, and policies of the State of North Carolina and the State Board of Community Colleges.

3. Recommend the option which most closely fits the criteria described above.
4. For the recommended option, provide the detailed subrecommendations regarding organizational structure, governance including board(s) composition, mix and balance of curriculum and noncurriculum programs and courses, coordination of service to business and industry, and facilities needs. (B-4, 4.15.99, Final Report, p. 2)

In a forwarding letter, President Lancaster included the following statement for clarification:

Purpose #4 is not spelled out in the legislation and is not required if it should unduly prolong the study or add significantly to its cost. However, having the recommendation of #4 is very desirable. (B-4, 4.15.99, Final Report, p. 2)

From February through April 1999, the consultant team studied the program and service needs of community college education in Anson and Union Counties. They began by reviewing correspondence concerning community college needs in the two counties dating back to 1981. Previous studies were reviewed along with proposed legislation resulting from those studies. Demographic data for Anson and Union Counties as well as the greater Charlotte region were reviewed. Enrollment and programs of study for Anson Community College, Central Piedmont Community College, Stanly Community College, and UTEC were examined (B-4, 4.15.99, Final Report, p. 2).

The consultant team held public hearings in Anson and Union Counties. In addition, the team met with the Anson County Board of Commissioners, the Union County Board of Commissioners, the Anson Community College Board of Trustees, and local members of the North Carolina General Assembly. Team members met with representative samples of community leaders, business leaders, educators, and the media from Anson and Union Counties. They also met with students from Anson Community College and UTEC (B-4, 4.15.99, Final Report, p. 2).

The efforts of the consultant team were extensive, and the working environment presented challenges. As reported by Edgar Boone in a personal communication in October 2001, "We were not sure what was going to happen when we entered the auditorium for the public hearing in Union County! The room was packed. Everyone wanted to talk. We had to set time limits. The atmosphere was so thick you could cut it with a knife" (Edgar J. Boone, personal communication, October 2001). Through exceptional efforts, the team gathered the information necessary for the recommendations to the State Board.

The consultants' report to the State Board of Community Colleges was dated April 15, 1999. It was a comprehensive statement, containing a total of 15 recommendations (B-4, 4.15.99, Final Report). All of the recommendations by the team are contained in Appendix G. The key recommendations are that:

- A single college with two campuses, one in Anson County and one in Union County, be created to serve Anson and Union Counties.
- Effective July 1, 1999, the new college to serve Anson and Union Counties be established and Anson Community College be abolished.

- The structure of the Board of Trustees ensures majority representation from Union County because of the difference in population to be served in Anson and Union Counties.
- A comprehensive needs assessment be undertaken immediately by the new college, with the involvement of the major stakeholders, including business and industry, to determine the program mix, by campus, that is appropriate and supportable in the service area of the college.
- Start-up funds be appropriated by the North Carolina General Assembly to initiate new programs and services identified by the needs assessment for the campus located in Union County.
- The new college utilize the accreditation status of Anson Community College to continue full accreditation through the substantive change process of the Commission of Colleges of the Southern Association of Colleges and Schools. (B-4, 4.15.99, Final Report, pp. 4-6)

The State Board of Community Colleges accepted the final report on April 16, 1999. It was kept confidential and not released until after the full Board had met. The report contained a key to consensus building. The recommendation that the structure of the Board of Trustees would ensure majority representation from Union County appeared to adequately address the issues of opposition and control. The Board accepted the report, and the minutes of that meeting are contained in Appendix H.

Summary

The decision-making process for the creation of a new community college to serve the people of Anson and Union Counties was a complex and complicated one.

The decision-making process that led to the recommendation by the State Board of Community Colleges and the subsequent actions that created South Piedmont Community Colleges took more than 18 years and included numerous events and issues.

The Union Technical Education Consortium was established in 1981 to address the community college educational needs in Union County. But the consortium arrangement was limited by insufficient resources and could not provide programs and services to adequately meet the needs. In addition, Union County's exceptional economic development and growing population put new and additional pressure on UTEC and the Consortium. There was a gradual realization that the Consortium was not the best solution for the service area. Industry needed additional work force development and training. Students became dissatisfied with the programs and services and administrative support from the Consortium. The Board of Commissioners in Union County wanted to establish an independent community college. The need for additional education and training was apparent, but the leaders could not agree on the most effective and fiscally responsible delivery method.

The Union County Study Committee was established by a joint agreement between the Union County Board of Commissioners and the NCCCS. The Committee was directed to conduct a review of previous studies, conduct meetings and interviews, and make recommendations for solutions that would meet the needs of Union County and provide the best options for stakeholders. The Union County Study Committee's recommendation for a multicampus college to serve both Anson and Union Counties met with opposition sufficient to stop the decision.

The Union County Board of Commissioners opposed the multicampus solution and continued the opposition until 1999. The multicampus recommendation became a political issue that was openly debated in the press. There was support for the recommendation, but the individuals who supported it were not able to convince the opposition of the value in the decision.

By 1998, the failure to reach a consensus created a stalemate. There was no decision about how to meet the needs for community college education and training in Union County. The General Assembly of North Carolina legislated that a decision be concluded by May of 1999 and provided directives for a final study to make a recommendation.

The State Board of Community Colleges named a consultant team to conduct the study. The report from that team, entitled, *Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges*, was presented to the Board in April of 1999. The report recommended a multicampus college to serve the people of Anson and Union Counties.

From the establishment of the Consortium until the recommendation in 1999, eighteen years had passed. Numerous studies had been conducted to identify needs and solutions, but no solution was accepted. With the report from the consultant team, the subsequent recommendation of the State Board of Community Colleges to the General Assembly, and the enabling legislative actions of that General Assembly, the decision to create a new community college in the NCCCS was final. That college was named South Piedmont Community College.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

An article in the *Community College Week* dated June 14, 1999, stated, “The right thing has been done. . . . Now there will be a regional college that can offer a greater range of services and programs that will benefit both [Union and Anson] counties,” (Yates & Wright, 1999). The “right thing” was the creation of South Piedmont Community College. The decision-making process that led to its ultimate creation addressed the majority of issues surrounding leaders who were faced with the task of providing needed education services for the region. The process also allowed for compromises when differences of opinion emerged as to the direction leaders should go to meet the area’s educational needs.

To understand the reasons behind the decision to create South Piedmont Community College, it is necessary to address both the questions of why and how it was created. A review of the issues leading to the decision and a review of the findings and recommendations of the 1999 *Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges* provides most of the answers to these questions.

Why South Piedmont Community College was Created

Union County experienced dramatic economic development and a rapidly expanding population during the 1980s and 1990s. This growth created a need for additional education and training and expanded programs and services to prepare the work force for the flourishing economy in Union County. The 1999 *Study of Community College Needs* . . . states:

While the present consortium arrangement serving Union County is providing valuable community college programs and services, it is the nearly unanimous opinion of business, community, and political leaders, as well as students, that these programs and services are presently inadequate and will become even more inadequate as Union County continues to grow and attract new and expanding Business. (B-4, 4.15.99, Final Report, p. 3)

The creation of a new, multicampus community college provided the appropriate college programs and services for Union County and the surrounding area. It addressed the issues of rapid economic development and population growth in Union County and provided a solution to the inadequacies of the existing consortium arrangement.

The 1999 *Study of Community College Needs* . . . further reported:

There is a sense of urgency among all interested parties that something needs to be done, and soon, to address the need for expanded community college programs and services in Union County. At the same time, there are strongly held differences of opinion as to how to fulfill this need. (B-4, 4.15.99, Final Report, p. 3)

These strongly held differences involved a number of different issues. The Union County Board of Commissioners wanted a separate, independent, stand-alone community college in Union County. All interested parties wanted a provider that could deliver expanded programs and services, but the parties could not reach a consensus about the best option. The options were:

1. Continue the consortium arrangement.
2. Allow Central Piedmont Community College, Anson Community College, or Stanly Community College to become the primary provider of educational services for Union County.
3. Allow a local option that could include all North Carolina community colleges in the region as well as York Community College and Spartanburg Technical College, both in South Carolina.
4. Create a new college.

The last option listed above, the creation of a new college, involved either using existing resources within a multicampus arrangement or establishing a single, stand-alone college in Union County. The key issues of the decision were to (a) find the most effective delivery service that did not harm or negate existing programs and services in the area, duplicate existing programs, or create competition among programs and colleges and (b) find the most fiscally responsible solution.

The State Board of Community Colleges accepted the 1999 recommendation from the consultant team that the best decision was for a multicampus option. However, the decision did not satisfy the Union County Board of Commissioners' desire for a separate community college, but it did address the Board's concern about control of the community college programs and services in Union County.

Two letters in the 1999 *Study of Community College Needs* . . . describe advantages of the multicampus solution and strongly support the final decision. In the first letter, to the managing editor of *The Enquirer-Journal*, Monroe, NC, dated September 3, 1998, Frank Carpenter, an active participant in the decision-making

process who represented the view of industry, stated, “. . . Union County should not insist on having our own freestanding community college . . .” He offered the following reasons:

Financial. Community college operating budgets are funded by the State based on the prior year’s FTE [full time equivalent] units. All FTEs from students who attend classes at UTEC go to Anson and Stanly Community Colleges . . . [the] ‘new college’ would not be able to receive operating funds through normal funding channels.

Even if we could receive funding . . . it would be about \$2.9 [million]... of which about \$1.5 [million] would be for administrative expenses. Community colleges in other counties, similar in size to our county, generate FTEs that provide annual funding of \$5 – 9 million . . . our county commissioners would surely have to come up with very significant local supplemental funding each year for several years. Union County funding of UTEC is currently \$233,000 annually while Johnston County [about the same size as Union] funds its community college at more the \$1.5 [million] annually.

Accreditation. The new college would not be accredited, and course work from this school could not be transferred . . . the accreditation process would take at least a year, and the library required to qualify would probably cost \$2.5 million...

Start-Up Process. A new freestanding community college would have no employees, faculty, or administrators. More important, it would

have no students . . . In short, the new Union County community college would have to start from scratch. (B-3, 9.3.98, letter to the editor by Frank Carpenter, pp.1-2).

The second letter, this one to the Honorable Foyle R. Hightower, Jr. of the North Carolina House of Representatives, and dated July 17, 1998, is from E. Lynn Raye, Chair of the Anson Community College Board of Trustees. It cites the following advantages of a proposed partnership (multicampus decision) over the creation of a new, stand-alone institution:

- “The partnership, which would incorporate Anson Community College into an institution with a new name, would require minimal start-up funding.”
- “In addition to the obvious cost savings, the transition to provide comprehensive community college services to Union County would be much quicker through the proposed partnership. The partnership would also best reflect the State Board of Community Colleges’ and General Assembly’s desire to create regional entities. As you know, there is a moratorium on new colleges, based primarily upon recommendations of the Government Performance Audit Committee.”
- “If the proposed partnership comes to fruition, the resulting entity will reflect the unique character of each county without the expense of creating a new college.”
- “In addition to start-up costs, a new stand-alone community college in Union County would further dilute recurring funding for the entire Community College System. . . . A new college serving only Union County would result in a lower

level of funding for all other community colleges.” (B-3, 7.17.98, letter to Representative Hightower from E. Lynn Raye, pp. 1-3)

The 1999 *Study of Community College Needs* . . . addressed the major issues at the time and offered compromises and reasoned explanations that made the multicampus solution acceptable. The issues of controlling the programs and services in Union County, funding, and accreditation were resolved by recommendations in the report. Recommendation 3 states, “That the structure of the Board of Trustees ensure majority representation from Union County because of the difference in population to be served in Anson and Union Counties” (B-4, 4.15.99, Final Report, p. 4). This recommendation assured the Union County Board of Commissioners control of the programs and services in the County. Recommendation 10 states, “That start-up funds be appropriated by the North Carolina General Assembly to initiate new programs and services indicated by the needs assessment for the campus located in Union County.” Recommendation 8 states, “That the new Board of Trustees establish fiscal policy for the receipt, distribution, and use of funds appropriated to the new college” (B-4, 4.15.99, Final Report, p. 5). These last two recommendations ensured the interested parties that they could expect fiscal support from the General Assembly and that the funds would be controlled at the local level through the Board of Trustees of the new college. These two recommendations, 10 and 8, were important to the General Assembly, also. They ensured the members that the General Assembly would not be responsible for funding a new, stand-alone college with start-up costs

and operating costs estimated at over \$9 million and new facility costs estimated at \$29 million.

Recommendation 12 states, "That the new college utilize the accreditation of Anson Community College to continue full accreditation through the substantive change process of the Commission of Colleges of the Southern Association of Colleges and Schools" (B-4, 4.15.99, Final Report, p. 5). This recommendation ensured the successful transfer of academic credentials so that students were not penalized during the change period.

The Lieutenant Governor of North Carolina, Dennis Wicker, provided a summary assessment of the decision that created South Piedmont Community College:

The search for the best solution to the challenge has been ongoing for many years. . . . After much review and careful deliberation, . . . the most effective way for the community college system to address the needs of Union County is through the creation of a new community college which will serve Union and Anson Counties (B-3, 7.29.97, letter from Lt. Gov. Wicker to Union County Board of Commissioners).

How South Piedmont Community College was Created

Influences

Decisions made by extended social communities involve many outside and intangible influences. In the creation of South Piedmont Community College, a number of such influences were present. It is difficult to specify all the influences, but some can be identified and evaluated. To fully understand the creation of a new

community college in the NCCCS though, it is important to explore how the influences and events worked together as the decision-making process progressed.

The first consideration is the system under which the new college was created. The NCCCS is very successful, ranking as one of the top three community college systems in the nation. It is composed of 58 colleges and one technical institution that together have educated and trained the citizens of the State for more than 40 years. Many of the colleges began as IECs under the leadership of Governor Luther Hodges. The NCCCS has always maintained ties with industry and has assumed the responsibility for work force preparation and economic development. The System successfully manages programs and policies to ensure the success of the citizens of the State.

The System has been constrained by budget considerations since the start. However, the NCCCS and the State Board of Community Colleges which administers the System have attempted to ensure adequate, quality programs and services for constituents and stakeholders, effective delivery, and fiscal responsibility throughout the long and successful history of the System.

In addition to the NCCCS itself, a second undeniable influence is the setting in which the decision-making process took place. In this study, *setting* refers to a timeframe, roughly 1981 through 1999, that incorporates the economic, geographic, social, and political environments during this period. A number of persuasive arguments surrounding the decision-making process that led to the creation of South Piedmont Community College were based upon the setting or perceptions of the setting. Geographically and economically, the region is tied to the greater Charlotte

Metropolitan Region, the economic machine that drives the area. Access to the machine was essential for all of the surrounding counties; however, Union County experienced a greater economic development and increase in population than the other counties. By 1996, the population in Union County was four times larger than that of Anson County and two times larger than the population of Stanly County. Moreover, the income of the work force in Union County was approximately five times larger than that of Anson County (B-4, 4.15.99, Anson & Union Co statistics).

Advocates for an independent college who opposed the consortium arrangement and multicampus solution pointed out that Union County was the only county in the state with a population greater than 100,000 people that did not have its own community college. In fact, though, there were two other counties with populations over 100,000 that did not have community colleges.

In addition, advocates for an independent college who opposed the consortium and multicampus solution argued that Union County tax dollars subsidized Anson and Stanly Community Colleges. They argued that Union County taxes would continue to subsidize Anson under the multicampus solution. In fact, tax dollars appropriated by Union County Commissioners funded operations at UTEC in Union County and were not used for community college operations in Anson or Stanly Counties.

Further, advocates for an independent college who opposed the consortium and multicampus solution argued also that Union County's community college enrollment was growing and Anson Community College's was shrinking. They argued that Union County had the greatest population of community college students attending, yet UTEC continued to be a satellite under the consortium arrangement

with Anson and Stanly Community Colleges. They also argued that Union County had little in common with Anson County, economically or socially. However, in 1998, a report entitled *Separating Fact from Fiction* stated that Anson Community College enrollment grew over 20% from 1991 through 1997, and that Union County residents enrolled in curriculum classes at Anson Community College represented only 35.6% of the total enrollment. The report countered the argument that the two counties had little in common and stated that Union and Anson Counties, in fact, had much in common. It cited the two counties' improvements in adult literacy and work force preparedness as examples of shared concerns (B-3, 7.10.98, report, *Separating Fact from Fiction*).

Local politics, of course, were influential in the decision to create a new community college. A news article from the *Union Observer* dated November 23, 1997, ran the headline, "Political battle keeps UTEC [Union Technical Education Center] in limbo." It suggested that the decision for a new community college was a battle between Republicans and Democrats. According to the article, "Democrats want . . . Anson Community College in charge because Anson is a mostly Democratic county that has supported Democratic political candidates heavily in the past. . . . Democrats say . . . Union County's commissioners, all Republicans, oppose Anson because of its Democratic background," (B-2, 11.23.97, news article, "Political battle keeps UTEC in limbo").

Another news article from the *Charlotte Observer*, dated August 30, 1998, ran the headline, "Opponents reject community college compromise." According to the article, ". . . Republican and Democrat elected officials have argued bitterly for more

that a year over what [the] direction should be. . . . The Republican county commissioners . . . have favored several options, most recently for Union to have its own community college. The State Community College Board is opposed, saying it has a moratorium on creating new community colleges” (B-2, 7.30.98, news article, “Opponents reject community college compromise”). The political battle for a separate, stand-alone community college for Union County was longstanding. President H. Martin Lancaster referred to a request for a separate community college as far back as 1981. In addition, there were responses by the Presidents of Anson and Stanly Community Colleges to a Union County movement for a separate college in 1988. The Board of Commissioners from Union County wanted a separate community college, and its influence was felt throughout the deliberations.

Another substantial influence in the decision-making process was that of the individuals involved in the debate and their motives. The Presidents of Anson and Stanly Community Colleges were major participants. They cooperated in the Consortium, but they were also responsible for the independent colleges that they led. Three NCCCS presidents were also involved in the process. President Robert W. Scott (1983-95) was involved in the earliest requests for an independent college. President Lloyd Hackley (1995-97) participated through his involvement with the Union County Study Committee, and President Martin Lancaster presided over the actions leading to the final decision to create the new community college. Likewise, individual politicians were influential in a number of debates. Two members of the General Assembly and the Lieutenant Governor are often cited as political

participants. Leaders of the Industrial Ad Hoc Committee and the Community College Advisory Committee were also influential participants.

The Union County Board of Commissioners provides an example of individual involvement in the decision-making process with an instance of a clash of personalities. In 1998, the Board voted to oust its Chair, ostensibly over “a change in philosophy of the board to a county board form of government” (i.e., from a commissioner dominant to commissioner/manager form of government). However, critics maintain that the ouster was about the differences in opinion on the community college issue. Associated with the change was an allegation that politics among the Board members was involved in making the change (B-2, 12.19.98, news article, “Commissioners oust chairman”). Indeed, a number of personal opinions and influences affected the decision to create South Piedmont Community College. The report from the 1999 *Study of Community College Needs* . . . states, “There were strongly held differences of opinions as to how to fulfill this need” (B-4, 4.15.99, Final Report, p. 3). In short, influences that had a determination on the decision to create South Piedmont Community College include the NCCCS itself, the geographical, economic, social, and political setting, and the involvement of individuals. The latter, in conjunction with the institution of the NCCCS and the setting, provided the spark for controversy and debate that both enlivened and hampered the decision-making process.

Events

It is easier to enumerate and evaluate the events that led to the creation of a new community college in North Carolina than to assess the personalities and motives

of individuals involved in the decision. Events can be chronicled and, to an extent, ranked in importance.

In 1981, Central Piedmont Community College, located in Charlotte, NC, withdrew formal support for community college education in Union County. Anson Community College and Stanly Community College formed a partnership with Union County to provide community college education to Union County. The partnership divided the responsibilities for programs and services, established the governance procedures, and managed the community college education and training. That agreement, called the Union County Educational Consortium, established the Union Technical Education Center (UTECH) as a teaching facility in Union County.

By 1996, there was general agreement that the Consortium was no longer providing adequate college programs and services for the people of Union County. Economic development and population growth had increased the need for additional community college education in Union County that the Consortium was unable to meet. Stakeholders spoke openly about dissatisfaction with existing services and programs. There was a general agreement that the community college program in Union County needed to be expanded and improved, but there was no consensus about how to do it. The need for community college education in Union County and how best to deliver the needed services had been studied for years, yet no acceptable solution had emerged.

The Union County Study Committee was established by joint agreement between the Union County Board of Commissioners and the NCCCS in January of 1996 to study the needs of community college education in Union County and make

recommendations. The Committee recommended a new college with campuses in Anson and Union Counties.

In February 1997, the State Board of Community Colleges recommended to the North Carolina General Assembly that a new, multicampus college be established to serve the people of Anson and Union Counties. The recommendation was supported by the Senate which passed special enabling legislation. The bill called for the county commissioners from both counties to submit a single, joint proposal. If the two did not submit a single proposal to the State Board of Community Colleges, the State Board was to appoint a consultant to study the issues and make recommendations.

A significant debate and political battle followed. The Union County Board of Commissioners submitted a resolution to the State Board of Community Colleges that opposed the multicampus recommendation. In the House of Representatives, an amendment to the House Appropriations Bill was offered that would establish a new, stand-alone community college in Union County, in opposition to a Senate Bill supporting the multicampus recommendation from the State Board. The news media was filled with articles about the issues involved and activities of the various stakeholders.

Moreover, the two Boards of County Commissioners could not agree on a single proposal to submit to the State Board of Community Colleges, so the State Board, as directed by the General Assembly, employed an independent consultant team. The team was instructed to study the issues and provide recommendations that

would help resolve this longstanding issue (B-3, 2.10.99, letter from President Lancaster to members of the General Assembly).

The consultant team conducted extensive reviews of available data and records and held public and special hearings in the service area until April 1999. The final report from the consultant team was approved by the State Board of Community Colleges on April 16, 1999. The State Board then presented its report to the North Carolina Appropriations Committees, in both the Senate and House of Representatives, and recommended a new multicampus college for Anson and Union Counties. The General Assembly accepted the recommendation and provided enabling legislation for the creation of a new community college in the NCCCS. The new college, created in 1999, was named South Piedmont Community College.

Key Events in the Decision to Create South Piedmont Community College

<u>Date</u>	<u>Event</u>
6.96	Union County Study Committee recommendation to the State Board of Community Colleges and the Commissioners of Anson and Union Counties for a multicampus college to serve Anson and Union Counties (B-2, 6.18.97, letter from Barry Russell to legislative Representative with copy of UCSC report).
2.20.97	State Board of Community Colleges' recommendation to the North Carolina General Assembly for a new multicampus college to serve people of Anson and Union Counties.
2.20.97	Senate bill from the 1997 Session of the General Assembly, special provision, Section 10.13:

- “. . . county commissioners from both counties (will) . . . submit either a contract or a proposal for resolving the community college service delivery issues prior to February 1, 1999.”
- “. . . if the two boards of commissioners did not submit a single proposal to the State Board of Community Colleges, the State Board . . . shall prior to February 28, 1999, and after consultation with the Joint Legislative Education Oversight Committee, use funds within the Department’s budget to employ an independent consultant to study the issue” (B-3, 2.10.99, letter from President Lancaster to members of the General Assembly).

2.24.97 Resolution (by the Union County Chamber of Commerce Board of Directors) that endorses the merger of the present UTEC with the present Anson Community College to form a new institution as prescribed by the North Carolina Community College System (B-3, 6.13.97, letter from Chair of the Chamber of Commerce to Senator Plyler).

6.25.97 Union County Board of Commissioners’ letter to the NCCCS with the resolution in opposition to the multicampus recommendation: grant community college charter for Union County, allow Union County to contract with any college, allow referendum for citizens to vote on college (B-3, 6.25.97, letter from Union County Board of Commissioners to Lt. Gov. Wicker).

7.27.97 Senate Conferees do not agree to referendum for a vote by citizens (B-3, 7.27.97, letter from Speaker Brubaker to people of Union County).

7.27.97 Amendment to the House Appropriations Bill (Section 10.12) to establish a new, stand-alone community college in Union County (did not pass) (B-3,

7.17.98, letter from Chair of Board of Trustees, Anson Community College, to State Representative Hightower).

7.29.97 Response to Union County letter and resolution dated 6.26.97:

- “. . . search for the best solution . . . has been ongoing for many years. . . “
- “State Board’s position is that the most effective way is through the creation of a new community college which will serve Union and Anson Counties. . . “
- “State Board is committed to ensuring the new college will be the effective provider of programs and services. . . “
- “. . . encourage your renewed consideration for the creation of this new college.” (B-3, 7.29.97, letter from Lt. Gov. Wicker to Chairperson Pittman, Union County Board of Commissioners)

9.17.97 Confirmation that the NC General Assembly passed the special provision which permits the establishment of a new multicampus community college to serve Anson and Union Counties.

9.17.97 Request for Anson County and Union County Boards of Commissioners to submit to the State Board of Community Colleges a contract for establishment of the new institution (new, multicampus community college to serve Anson and Union Counties) (B-3, 9.17-97, letters from President Lancaster to the two Boards of Commissioners).

7.17.98 State Board of Community College Resolution to reaffirm recommendation of February 20, 1997:

- “. . . recognizes the needs of citizens, businesses and industries of Union County for improved community college services”
- “. . . . provision of G.S. 115D-4 mandate that new community colleges are to be established on the recommendation of the State Board of Community Colleges subject to the approval of the General Assembly”
- “. . . the System is committed to addressing the State’s training needs in a fiscally responsible manner, having aggressively pursued regionalization at the request of the General Assembly in an attempt to offer programs in a more cost-effective way”
- “. . . the State Board of Community Colleges reaffirms its recommendation approved February 20, 1997, to establish a multicampus college whose administrative and service delivery area will be Anson County and Union County, with campuses in each county.” (B-3, 7.21.98, letter from President Lancaster to Speaker of the House, Brubaker)

7.21.98 Letter of concern and restatement of State Board Resolution in which President Lancaster states concern about:

- the amendment to the House Appropriation Bill (Section 10.12) to establish a community college in Union County, “Notwithstanding, Section 9.7 of S.L. 197-443, or any other provision of law, the State Board of Community Colleges shall establish a new community college in Union County”.
- the fact that there is no resolution or budget ordinance presented by Union County Board of Commissioners for adequate financial support for a new institution.

- the fact that there is no provision in the Appropriations Bill to ensure that adequate recurring state funds will be available.
- the fact that an amendment to establish this new college would act against the recommendation of the State Board of Community Colleges and would severely undermine the authority and credibility of the State Board and would no doubt open the door for many other attempts to intervene (B-3, 7.21.98, letter from President Lancaster to Speaker of the House, Brubaker).

2.19.99 State Board of Community Colleges' approval for the employment of an independent consultant team to study the issue and provide recommendations that will help us resolve this long standing issue (B-3, 2.10.99, letter from President Lancaster to members of the General Assembly, p. 2).

4.15.99 Final report entitled, *Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges:*

- reviewed correspondence concerning community college needs in Union and Anson Counties dating back to 1981, previous studies along with proposed legislation resulting from those studies, demographic information for the two counties as well as the greater Charlotte region, enrollment and programs of study for Anson, Stanly, and Central Piedmont Community Colleges, and UTEC.
- held two public hearings in Anson and Union Counties, met with Boards of Commissioners from Anson and Union Counties, Anson Community

College Board of Trustees, local members of the North Carolina General Assembly, representative sample of community and business leaders and educators, media representatives, and students (B-4, 4.15.99, Final Report).

4.16.99 State Board of Community Colleges' approval of the recommendations by the consultant team (B-3, 2.1.99, letter from President Lancaster to Senator Plyler) (B-4, 4.15.99, Final Report).

5.99 State Board of Community Colleges' recommendation to the Appropriations Committees of the Senate and House of Representatives (B-3, above).

Recommendations

Three recommendations for future studies stem from this research. One study would determine the reasons stakeholders in the local service area did not effectively communicate and make recommendations to improve the administrative system under which the decision was made. A second study would document and evaluate the implementation of the decision-making process that led to the creation of the new community college. A third study would measure the performance of South Piedmont Community College and evaluate its effectiveness in serving the educational needs of the area.

The first study would evaluate the efforts toward, and the effects of, communication among the individuals and groups that participated in the decision-making process. The attempts to communicate and the efforts to reach a decision are obvious from the data. The communication among the stakeholders should have been

effective in reaching a decision. Yet no consensus was reached. No decision was made until a legislative mandate imposed the process and time for a final decision.

Questions for this first study should include: What methods of communication did the stakeholders employ? Why were their methods unsuccessful at reaching a consensus? What were the reasons that stakeholders did not reach a consensus? How did the elements of group dynamics and the change process affect the failure to communicate or reach a consensus? Were other elements or issues involved in the failure to reach a consensus? How did the administrative system, established for the NCCCS and the General Assembly, work? What were the problems and issues associated with the administrative system? How can the process be improved?

This first study, to determine the reasons stakeholders could not reach a consensus, would be difficult to quantify. Questions and answers would involve subjective evaluations and human observations and responses. However, a study to look at methods of communication using surveys, forms, and interviews with participants who have had time to reflect on the activities since the decision was made could reveal the reasons for the failure to communicate.

At the completion of this research, South Piedmont Community College was in the fifth year of operation. By accounts from the stakeholders, the community college had achieved a normal and productive status. However by 2003, a study to evaluate how effectively the school serves the public and the educational needs of the area had not been performed. In addition by 2003, no study had been conducted about how the decision was implemented.

These questions should be developed in a future, second study about the implementation of the decision process. How was the decision to create the new community college implemented? What were the physical and administrative processes and procedures used to implement the decision? Who were the major contributors and how did they contribute? Who were detractors and how did they function? What were the conditions and the problems of implementing the decision? How did the stakeholders and the community within the service area of the new community college react to the decision? What were the responses of those who executed the decision and achieved the goal? What actions were extended by the stakeholders to accept the decision and the new college? What actions and activities were successful in achieving acceptance?

The following questions should be developed for a third possible study to evaluate and measure the effectiveness of South Piedmont Community College. How, and how effectively, is the community college serving the educational needs of the stakeholders in the service area? What programs and services have been implemented? Are they servicing the needs of the service area? What indications of effectiveness are present in the service area? What feedback is available and what level of satisfaction is reported? What enrollment data are available and how do these data support the effectiveness of the service? What are the general results of the decision, the final outcome? How was, or is, the creation of South Piedmont Community College a success?

The decision to create South Piedmont Community College within the NCCCS has been identified as “the right thing” to do. It serves as a model and example of

decision-making in higher education. These three recommended studies, one to identify the reasons for the failure to reach consensus, one to document and evaluate the implementation of the decision, and one to evaluate the outcome of the decision, would add new knowledge and provide new strategies for making future decisions in higher education.

Summary

This report documents the decision-making process and chronicles events leading to the creation of a new community college in the NCCCS. It presents an example of decision-making in higher education that provides insights about the system and suggests strategies for future decisions. The example presents perspectives about intangible influences, the process of change, and a new paradigm in education. The report makes three recommendations for future studies about the creation of South Piedmont Community College.

South Piedmont Community College, the newest community college in the NCCCS, was created as a multicampus college to serve the people of Anson and Union Counties. The College is headed by one President with Administrative Directors for the main campuses in Anson and Union Counties and has additional teaching sites in the service area to accommodate the student population. Reports from stakeholders and administrators identify the decision and the creation as a success. The creation of this new college has completed a decision-making process that was more than eighteen years in the making, has provided enhanced programs and services for student education and work force preparedness, and has answered the

need for community college services in the service area that includes the two counties.

According to the Yates and Wright (1999) article, the “right thing” was done. The creation of South Piedmont was indeed the right decision for the people of the service area and for the State of North Carolina.

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APPENDICES

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APPENDIX A

Chronology of Events Leading to the
Creation of South Piedmont Community College

Chronology of Events Leading to the
Creation of South Piedmont Community College

- Union County Technical Education Consortium Established, 1981
- Motion from Union County for an Independent Community College, 1989
- Request from Union County for Local Option, 1990
- Attempts for Alliance between Union County and Anson Community College, 1993-94
- Formation of the Union County Study Committee, 1995-1996
- The Union County Study Committee and the Committee Report, 1996
- Opposition and Support, 1996-1998
- Failure to Reach Consensus, 1996-1998
- The Final Decision, 1999

NOTE: This chronology is a compilation of information, quotations, and statements retrieved from documents in the four notebooks of supporting data and the *Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges, April 15, 1999*. It identifies major events, activities associated with the events, and the specific references from the notebooks and study. Under each major event that is listed, the ordering of activities is from the most recent activities associated with the event to the oldest activities which provide information about the event.

Union County Technical Education Consortium Established, 1981

- 3.5.81 Proposal for a Union County Technical Education Consortium from H. B. Monroe, President of Anson Technical College, and Charles Byrd, President of Stanly Technical College, presented to Larry Blake, State President of the Department of Community Colleges, North Carolina (B-2, 3.5.81, letter from Blake) (B-3, 3.5.81, package of letters).

Motion from Union County for an Independent Community College, 1989

- 12.18.89 Motion by Charles L. Norwood that the long-term goal of establishing an independent technical education school in Union County be continued by the Technical Education Study Committee in Union County (B-1, 12.18.89, motion) (B-2, 3.10.99, meeting notes from Bartholomew).
- 10.6.89 Letter from Washer, Administrator for UTEC, to Union the County Community College Advisory Board responds to findings of Ad Hoc Industrial Subcommittee: Anson-Stanly Community College should be considered the provider; standards and evaluations were not realistic (B-1, 10.6.98, letter from Washer).
- 9.21.89 Report, *Quality and Adequacy of Current Community College Support Compared to Need: Industrial Review*, for Current Curriculum Committee of Community College Advisory Board (Union County) by Industrial Ad Hoc Committee, rates Anson and Stanly Community Colleges' support for industry as 2 of 10, curriculum support as average (C), and recommends including a contracted instruction from an established industrial arts skilled community college' gives examples of York Technical College in SC,

Spartanburg Technical College in SC, or Central Piedmont Community College in NC); the evaluation was critical and negative in terms of type of courses available, level of excellence, and performance (B-1, 9.21.89, report entitled, *Quality & Adequacy...*) (B-2, 3.11.99, meeting notes from Union County, testimony of Frank Elliot).

- 3.11.88 Letter to NC Department of Community Colleges President Scott references a Union County movement and some interest and desire by some citizens in Union County to establish another unit of the NC Community College System (B-3, 3.5.81, package of letters references Union County's efforts 81-90, letter to Scott).

Request from Union County for Local Option, 1990

- 4.12.90 Meeting between UTEC Administrator Washer and other Anson-Stanly Community College administrators (Lois Dixon, and Dallas Garrett) to discuss the local option and the involvement of Central Piedmont Community College in technical education in Union County (B-3, 3.5.81, package; 4.12.90 letter from Crawford to Dillon).
- 3.9.90 NCCCS position on Union County's request for local option: Boards of Anson and Stanly Community Colleges can enter into an agreement with Central Piedmont Community College or NCCCS State Board could modify service area arrangement for Union County; State Board prefers matter be handled at the local level with Anson and Stanly Community Colleges' Boards. (B-3, 3.5.81, package) (B-3, 3.9.90 letter from Wilson to Munn).

- 2.27.90 Request by the Union County Board of Commissioners, through the Union County Manager, to allow a local option of using Central Piedmont Community College in addition to Anson and Stanly Community Colleges to offer programs and services (B-3, 3.5.81, package with letter from Munn to Wilson)
- 2.8.90 Letter from Frank Elliot, Chairperson of the Development Committee (Ad Hoc Industrial Committee), to Mr. Max Melton, Chairperson of the Union County Commissioners, recommending that County Commissioners petition the NC State Community College Board to allow local option of using Central Piedmont Community College in addition to Anson and Stanly Community Colleges because Anson and Stanly do not have the depth of programs to support Union County (B-1, 2.8.90, letter) (B-1, 2.27.90, letter Munn to Wilson) (B-2, 3.10.99, meeting notes from Union County public hearing, testimony by Bartholomew).

Attempts for Alliance between Union County and Anson Community College, 1993-94

- 10.93 Anson Community College is invited by Union County Commissioner, Paul Standridge, to consider becoming a partner with Union County (B-3, 12.18.96, letter from Altieri).
- 10.21.93 First meeting of Anson Community College and Union County members: this meeting was followed by a series of meetings and reports to discuss the alliance which was never established. Events included (a) Feasibility Study Committee, 11.30.93, (b) Anson Community College - Union County Alliance Transition Plan of 4.19.94 was later revised by Stanly Community

College President May 25, (c) Dr. Altieri's presentation of concerns to Union County Commissioners and Anson Board of Trustees, 5.16.97, and (d) task force created by Union County Board of Commissioners to explore and evaluate the technical education options available to Union County which eventually stopped the efforts for an alliance, 9.8.94 (B-4, 4.15.99, report entitled *Alliance with Union County* showing a chronology of events, 1993).

- 8.19.92 Report to Union County Commissioners from Industrial Ad Hoc Committee: Appoint a Technical College Board and allow it to contract with neighboring schools, focus on two-year associate degrees in technical, manufacturing, and trade subjects, and review facility design and instructional plan (B-2, 8.19.92, letter by Elliott) (B-2, 3.11.99, public hearing testimony by Frank Elliot).

Formation of the Union County Study Committee, 1995-1996

- 11.27.95 Meeting between Lloyd Hackley, President of the NCCCS, and the Union County Board of Commissioners to agree to the Union County Study Committee; notes of the meeting record these items were discussed:
- NCCCS would develop a team to study the potential of UTEC and the best options.
 - Regionalism would be part of the study, would be the right thing, would probably provide the best service, under current NC law any new community college must be considered on a regional basis (B-2,

11.27.95, notes and comments from special meeting, Hackley and Union Commissioners).

11.27.95 Hackley appoints a special committee to study the needs of Union County; chaired by J. Parker Chesson, Jr., the Committee met four times in 1996, Jan. 11, Feb. 12-13, March 19, and April 9. (B-2, 6.26.96, Locke package).

3.20.95 The Community College Task Force (Union County) report of March 20, 1995, recommends that the Union County Commissioners fund and hire a neutral party to perform an unbiased needs assessment/satisfaction survey; documentation indicate that several task force recommendations had been prepared over the years and that there had been four or five ad hoc committees or task forces of citizens appointed by the (Union) county commissioners over the years. By June 15 deadline, no proposals were considered acceptable for hiring. At that point, NCCCS President offers to help carry out a survey with no charge to the County. The Commissioners accept the offer (B-3, 6.26.97, fax with copy of letter to editor by Monnin).

The Union County Study Committee and the Committee Report, 1996

6.23.98 Letter from H. Martin Lancaster to Representative Foyle Robert Hightower:

- Outlines tasks and requirements.
- Outlines recommendations.
- Reviews State Board actions and enabling legislation procedures.
- States the Board's position: (a) needs of Union County could be met through the creation of a new college and (b) this solution would provide

the most cost-effective and efficient way to meet the needs of both Counties (B-3, 6.23.98, letter from Lancaster).

7.7.97 Letter of clarification to the Editor, *The Enquirer-Journal*, from J. Parker Chesson presents the following:

- Committee and task was requested by the Union County Board of Commissioners.
- Members included Staff from NCCCS with three past presidents from community colleges in NC.
- Anson-Stanly-Union consortium was not acceptable; no consensus on service provider.
- The question was how to improve service to Union County without harming other colleges in the system.
- NCCCS is a statewide system; any recommendation must consider impact on the total System.
- Committee made the best recommendation for providing full community college services to the citizens of Union County (B-3, 7.1.97, letter to the editor, *The Enquirer-Journal*).

6.18.97 Letter from Barry W. Russell to NC State Representative gives background information on the Union County Study Committee's work:

- Membership list.
- Summaries of Study Committee's Meetings dated 1.11.96. 2.12.96, and 3.19.96.

- Excerpts from Union County Board of Commissioners dated 10.17.97 (B-3, 6.18.97, letter from Barry W. Russell).
- 6.3.97 Letter from Dennis A. Wicker, Chairperson of the State Board of Community Colleges to NC State Representative:
- Committee recommended one college with two co-equal campuses.
 - Representatives from industry were unanimous in support of the Anson/Union alliance.
 - State Board of Community Colleges determined the long-term needs of Union County could be served best through this configuration; unanimously approved (B-3, 6.3.97, letter from Wicker).
- 2.20.97 Recommendation from the NCCCS Policy Committee to the State Board of Community Colleges to establish a multicampus college with service delivery areas in Anson and Union Counties; supported by a news articles: “The State board that oversees NC’s community college system approved a motion Friday aligning Union County’s technical education training with Anson Community College” (B-2, 6.21.97, Fax) (B-2, 6.20.97, policy notes) (B-2, 2.23.97, news article, *The Enquirer-Journal*).
- 11.1.96 Anson County Board of Commissioners Resolution supports the Union County Study Committee’s recommendation for an alliance between Anson and Union Counties; provides Anson Community College’s *Proposal for Future Services to Union County* (B-2, 11.1.96, Anson Resolution).
- 5.7.96 Report of Union County Study Committee provides summary of action by the Committee and gives the Final Action Plan:

- Recommends the establishment of one college whose service area be Anson County and Union County, with two co-equal campuses – one in Anson County and one in Union County.
- A new name be selected for the college.
- The effective date established as July 1, 1997 (B-4, 5.7.96, *Report of Union County Study Committee*).

3.19.96 Meeting conducted by the Union County Study Committee (Chairperson J. Parker Chesson) on the campus of UTEC to discuss services to Union County; college presidents from Stanly, Anson, and Central Piedmont Community Colleges provide testimony (B-3, 6.18.97, letters from Russell; 6.3.96 and from Zeiss to Hackley reference the 3.96 meeting held by the Union County Study Committee).

1.11.96 State Board of Community Colleges appoints a study committee tasked with comprehensive review of all previous studies, conducting on-site meetings and interviews, making recommendations to the State Board. Recommendation from the Committee said that the present Anson Community College be abolished and a new college be established to serve both Anson and Union Counties. Recommendation received support from Anson County and the business community in Union County but not the Union County Board of Commissioners. State Board approved the recommendation on February 21, 1997. The study by the Committee is reported to contain:

- Sweet Union 2000 plan.

- Another plan for growth in the Charlotte region.
- Feasibility study for UTEC.
- Budget and background information.
- Training needs of local industries.
- Two reports on UTEC's community impact.
- Various letters to legislators and study committee membership list (B-3, 6.23.98, letter from Lancaster) (B-3, 6.26.97, fax from Monnin with news article by Gudritz).

Opposition and Support, 1996-1998

- 6.26.97 Rumors about Union County Study Committee and Committee's bias: report that J. Parker Chesson told a prior study group in 1994 that negotiations were underway to turn all responsibility for community college education in Union County over to Anson Community College; report of J. Parker Chesson statement in the Union County Community College Task Force meeting that said Anson Community College needs a good viable partnership with Union County and that the regional approach forges a partnership where there is a win-win situation (B-3, 6.26.97, fax from Monnin with two news articles from *The Enquirer-Journal*: (a) one written by Molly Gudritz, Staff Writer, (b) the other a letters to the editor by NC State Representative).
- 7.2.97 News articles: (a) "This [recommendation by Union County Study Committee in 1996 for an alliance of Anson and Union Counties] happens to be the same recommendation made in 1993-94 . . ."; (b) "Same

recommendation made in 1993-94. . . .”, (B-2, 7.2.97, news article, *The Enquirer-Journal* with letter to the editor by Monnin) (B-3, 6.30.97, fax with letter to editor and news article by Monnin attached).

- 6.23.97 Union County Board of Commissioners unanimously passes a resolution asking the General Assembly of North Carolina to:
- Grant Union County a charter for its own community college, or
 - Permit Union County to contract for community college services from any existing college, or
 - Authorize a referendum so that the people of Union County may choose the college that will provide them services (B-2, 7.27.97 letter from Brubaker) (B-2, 7.16.97, fax of Pittman letter to Wicker).
 - Resolution requests that Anson Community College withdraw completely from Union County and that all services needed by Union County be provided through Stanly Community College or Central Piedmont Community College.
 - Resolution requests that all units of Union County government cease contracting for any services with Anson Community College (B-2, 6.23.97, Union County Resolution) (B-2, 9.8.97, news article, *The Enquirer-Journal*) (B-3, 6.26.97, fax from Monnin).
- 4.22.97 Union County Commissioners indicate they will not accept the plan of the NC State Board of Community Colleges (B3, 5.29.97, fax with letter from NC State Representative dated 4.27.97).

- 4.7.97 Resolution by Union County Board of Commissioners requests that Stanly Community College continue to serve through the Consortium in its current administrative lead until final resolution (B-2, 4.7.97, Resolution).
- 2.24.97 Resolution of the Union County Chamber of Commerce entitled "Support of the Merger of the Union County Technical Center and Anson Community College to Provide Basic and Technical Education for the Citizens of Union County" (B-2, 6.25.97, fax from Carpenter to Russell) (B-2, 2.24.97, Resolution).
- 2.21.97 State Board of Community Colleges approves study committee recommendation that Anson Community College be abolished, that a new college (multicampus) be established that would serve both Anson and Union Counties (B-3, 4.15.97, letter from Hackley to Pittman).
- 2.21.97 Union County Board of Commissioners sends resolution to NCCCS announcing their that they have a unanimous desire to be united with Stanly Community College as a satellite and not to be in the position of being tied to Anson Community College (B-1, 2.21.97, fax, Stone to Russell).
- 2.19.97 Meeting in Union County with Union County Commissioners and members of the NCCCS, headed by Hackley, for the purpose of seeking information (B-1, 2.19.97, report entitled *Meeting in Union County*).
- 2.13.97 Meeting with the Union County Industrial Issues Forum scheduled with Mike Taylor, President of Stanly Community College, to hear the outline of Taylor's proposal (B-3, 2.4.97, letter from Stewart).

- 2.3.97 Union County Board of Commissioners begins procedures to form an alliance with Stanly Community College (B-3, 2.4.97, letter from Stewart to Hackley attaches draft copy of Board of Commissioners letter).
- 1.30.97 Meeting with Donald Altieri, President of Anson Community College, and the Union County Industrial Issues Forum for presentation of Altieri's outline for the joint community college (B-3, 2.4.97, letter from Stewart).
- 1.8.97 Meeting with Union County leaders and educators and NCCCS staff to discuss the educational services for Union County (B-3, 12.19.96, memo from Keith Brown).
- 12.16.96 Stanly Community College President, Michael Taylor, meets with Union County Board of Commissioners, at the request of the Union County Board Chair, to discuss the possibility of an alliance (B-3, 2.4.97, letter from Stewart to Hackley); Altier, President of Anson Community Collge, surprised and disturbed when Taylor made a counter presentation for a Stanly Community College and Union County alliance to the Union County Commissioners (B-3, 12.18.96, letter from Altieri) (B-2, 12.17.96, fax from Altieri).
- 10.17.96 Special Meeting of the Union County Board of Commissioners: Commissioner Loflin makes motion to oppose the proposal of NCCCS for new college; requests authority to hold discussions with Central Piedmont Community College, Stanly, and Anson Community Colleges; states that the petition from 31 of the largest Union County industries strongly recommends that Central Piedmont Community College serve as

administrator and primary service provider for Union County (B-3, 10.17.96, letter with excerpt from Barbara Moore) (B-2, 10.24.96, news article, *The Enquirer-Journal*).

- 9.26.96 Report entitled *Union County Industrial Issues Forum, Community College Support for Union County* presented to the Union County Commissioners and provided to an extensive mailing list, identifies need for improvements in community college support; identifies work force development and the community college issue as most pressing; recommends negotiation with adjacent community colleges as service providers and recommends selection of most effective, with a preference for Central Piedmont Community College; recognizes State preference for combining Anson and Union Counties into one community college; offers an alternate solution called the local option (B-2, 9.26.96, letter from Elliot; undated, CMCI package) (B-2, 3.11.99, Frank Elliot testimony).
- 6.96 Union County Board of Commissioners writes to Stanly Community College asking if Stanly would be interested in an alliance with Union County to be the primary provider of community college education in Union County (B-3, 2.4.97, letter from Stewart to Hackley with draft letter from Pittman dated 2.3.97).
- 2.12.96 Input from the Union County industry representatives to NCCCS: give Union County local control to use surrounding assets, have Central Piedmont Community College control and administer or have Anson

Community College and Stanly Community College control and administer UTEC (B-2, 6.26.96, Locke package).

- 2.9.96 Report by Frank Elliot, made on February 9, 1996, identifies local control as a possible option with Central Piedmont Community College; states that Anson and Stanly Community Colleges' control did not work in the past (B-1, 2.6.96, report of Union County industry) (B-2, 3.11.99, Frank Elliott testimony).

Failure to Reach Consensus, 1996-1998

- 1.20.99 News article: "County boards hit brick wall on community college" (B-2, 1.20.99, news article, *The Enquirer-Journal*).
- 12.7.98 News article: "Union County Board of Commissioners ousts Chairman Feezer and elects Standridge" (B-2, 12.19.98, news article, *The Enquirer-Journal*).
- 7.21.98 Letter from H. Martin Lancaster to Speaker of NC House, Brubaker, expressing concerns about:
- Amendment to the House Appropriations Bill (Section 10.12).
 - Establishing a new college against the recommendation of the State Board.
 - Funding by the Union County Commissioners (B-3, 7.21.98, Letter from H. Martin Lancaster).
- 12.18.97 Letter to the editor from Senator Plyler, "Goal is service to businesses, citizens of Union" (B-2, 12.20.97, news article, *The Enquirer-Journal*).

- 10.6.97 News article: "Union County Board of Commissioners selects Stanly Community College as the fiscal director for UTEC; Board recognizes opposition to the Anson-Union alliance" (B-2, 10.5.97, news article, *The Enquirer-Journal*).
- 9.17.97 Letters from H. Martin Lancaster, President of the NCCCS, to Mr. Leroy Pittman, Chairperson of the Union County Board of Commissioners, and Honorable Ross Streated, Chairperson of the Anson County Board of Commissioners, that:
- Notify passage of special provision (legislation).
 - Request submission of a contract prepared jointly by both boards (B-3, 9.17.97, letters from H. Martin Lancaster).
- 8.29.97 News article: "Provisions for Union, Anson college alliance passes – Union County refuses to sit down with anyone from Anson County" (B-2, 8.28.97, news article, *The Enquirer-Journal*).
- 6.25.97 News article comment: ". . . .Union commissioners passed a resolution early Tuesday asking Anson Community College to withdraw from the consortium that runs Union's technical education program" (B-2, 6.25.97, news article, *The Charlotte Observer*).
- 6.24.97 News article: "NC State Representative and Union County Commissioner Stone call the 1996 NC State Board of Community College study committee report a 'charade'":
- Does not explain why Anson and Union should pair.

- Does not contain data and demographics supporting the recommendation (B-1, 6.30.97, fax and letter from Chesson to Russell contains Monnin's letter and news article) (B-1, 6.26.97, fax from Monnin with news article).
- 6.21.97 Letter to the editor by NC State Representative denounces Union County Study Committee and other issues (B-2, 6.21.97, correspondence with letter from Representative).
- 6/97 Union County Commissioners stop discussion about multicampus decision (B-2, 6.13.97, letter from Russell to Anson County Commissioners).
- 6.7.97 News article: "Commissioners [Union County] unanimously pass a resolution requesting that the General Assembly adopt legislation that would permit Union County to create a separate community college" (B-2, 6.8.97, news article, *The Enquirer-Journal*).
- 6.4.97 News article: "A provision by Representative [name omitted], R-Union, to the N.C. House budget bill, which would give Union County commissioners the authority to choose the best match for Union County was rejected" (B-2, 6.5.97, news article, *The Enquirer-Journal*).
- 5.16.97 Union County Chamber of Commerce mailing urges support for merging UTEC with Anson Community College (B-2, 5.16.97, letter from NC State Representative to Carpenter).
- 4.22.97 Letter from NC State Representative asks the NCCCS policy committee to inform the State Board that the Union County Commissioners would not

accept the plan; to reverse the decision concerning the provisions of services to Union County (B-3, 5.29.97, fax with Representative's letter).

- 4.15.97 Letter from NCCCS to Union County commissioner Pittman states that State Board of Community Colleges approved the study committee recommendation that Anson Community College be abolished and a new college established that would serve both Anson and Union Counties; if Union County does not continue to provide local financial support for UTEC, it will be necessary to cease operations at the Center (B-3, 4.15.97, letter from Hackley to Pittman).
- 3.28.97 Letter to the editors from NC State Representative states politics should not be part of assignment of community college service area; states position of Union County Commissioners; asks questions about political issues (B3, 3.28.97, letter to editors from Representative).
- 3.20.97 News article comment: "A bill passed earlier this week by the NC Senate which would create a new multi-campus community college for both Anson and Union counties;legislation introduced by Senator Aaron Plyler, D-Union, and Senator Richard Conder, D-Richmond. . . ." Note: this article indicates that Union County Commissioner and one-time Chairperson John Feezor met with Senator Plyler. (B-2, 3.20.97, news article, *The Enquirer-Journal*).
- 6.26.96 John Locke Foundation package prepared for NC State Representative states that the Union County Study Committee recommendation does not

appear to meet the best interest of Union County (B-2, 6.26.96, John Locke Foundation package)

The Final Decision, 1999

- 4.15.99 Recommendation by the consultant team to the NC State Board of Community Colleges (B-4, 4.15.99, Final Report).
- 3.11.99 General information from hearings held by the NCCCS consultant team in Anson County (B-2, 3.10-11.99, Anson County hearings).
- 3.10.99 General information from hearings held by the NCCCS consultant team in Union County (B-2, 3.10-11.99, Union County hearings).
- 2.10.99 NC State Board of Community Colleges employs a consultant team (B-3, 2.10.99, letters from H. Martin Lancaster to Representative Preston and Senator Plyler).
- 1.27.99 News article: "Union County endorses dual-campus community college" (B-2, 1.27.99, news article, *The Charlotte Observer*).
- 3.6.97 Senate Bill 1366, wording in a package under GENERAL ASSEMBLY OF NORTH CAROLINA, SESSION 1997, page 50 (B-2, 1997, LEGISLATION AND GENERAL POLICIES, Senate Bill 1366).
- 1.18.97 News article: "Anson/Union leaders balk over college plans / No agreement yet to create school for both counties" (B-2, 1.20.99, news article, *The Charlotte Observer*).

APPENDIX B

Union County Study Committee Report, January – March 1996

**Proposal for Future Services to Union County
by the
North Carolina Community College System**

Background

Since 1981, Union County has been served by Anson Community College and Stanly Community College in a collaborative arrangement. At that time, Central Piedmont Community College withdrew from Union County, concentrating its programs in the rapidly developing Charlotte/Mecklenburg County area. The Union Technical Education Consortium, later to be called the Union Technical Education Center [UTEC], has gradually grown in size and program offerings since its inception 15 years ago. Because of its accessibility and dedicated faculty and staff, this cooperative program has enabled thousands of Union County students to receive quality educational services, preparing them for further education and the local work force.

Today, most of UTEC's programs are offered on a 37-acre campus located on Highway 200 South in southwestern Monroe, the county seat. Another facility in downtown Monroe is also used for classes. Full-time day and part-time evening degree programs have been offered since 1991 and include the following: Business Administration, Electronics Engineering Technology, Machinist, Early Childhood Associate, Administrative Office Technology, Criminal Justice, Accounting, Human Services Technology, and College Transfer. In 1994, UTEC occupied a new 13,600 square foot facility. Presently, a lack of facilities is a serious barrier for expanded services to students. With this in mind, the 1993 state-wide community college referendum included funds for expanded facilities in Union County which now total \$2,764,264. These must be matched with local funds by July 1, 1998, or the funds revert to community college projects in other parts of the state, as determined by the State Board of Community Colleges.

Local Interest in Expanded Services

In late 1995, the Union County Board of Commissioners started discussions with Dr. Lloyd V. Hackley, President of the North Carolina Community College System, concerning the need for expanded community college services in Union County. These discussions focused on the best way for other colleges in the region to serve the county in a cooperative arrangement. The commissioners asked that the present Anson Community College-Stanly Community College consortium be evaluated, including the possibility of involving Central Piedmont Community College.

Dr. Hackley appeared before the Board of Commissioners on November 27, 1995, to listen to the Board's concerns about the future of community college programs in Union County. At the Board's request, he appointed a special committee to study the needs of Union County and the best way for the North Carolina Community College System to provide quality services to its

citizens and its business and industry community. He informed the commissioners that he would make every effort to complete the study by the end of April 1996.

Work of the Union County Study Committee

The Union County Study Committee met four times, with two of the meetings being held in Union County.

- **January 11, 1996** — An organizational meeting was held at the System Office in Raleigh.
- **February 12-13, 1996** — A two-day meeting was held at UTEC to receive information, comments, and recommendations from key education, business and industry, and economic development groups. This meeting focused on present and future needs, as perceived by Union County leaders, which need to be provided by community colleges in that region. All participants were provided questions in advance to help them frame their responses. This was a very productive and informative session.
- **March 19, 1996** — A one-day meeting was held at UTEC with representatives of Anson Community College, Stanly Community College, and Central Piedmont Community College. The focus of the meeting was to review the history of UTEC, current offerings, plans for the future by Anson Community College and Stanly Community College, and the appropriate role for Central Piedmont Community College in Union County.
- **April 9, 1991** — The Union County Study Committee met at the System Office to discuss the information gathered at its meetings. Committee members expressed their appreciation for the strong interest shown by the leaders of Union County, both elected leaders and those associated with business and industry, in enhancing community college workforce training for their citizens. It is obvious they recognize the importance of education in improving the livability and the economic development of Union County. As one of the most rapidly growing counties in North Carolina, the citizens deserve an increased focus by county leaders on educational opportunities beyond the high school. To not do so will work to the long-term detriment of Union County, its citizens, and the business and industry community.

The Committee is recommending an action plan which is described on the following pages. It includes bold and innovative recommendations, all of which were developed in the context of, as was so aptly stated by several of the Union County leaders, "doing what is best for the long term interests of the citizens of Union County." In addition, the Committee had to balance this interest with the fact that three community colleges are located in counties surrounding Union County.

Action Plan

The Union County Study Committee presents the following findings and recommendations concerning the future of community college services in Union County.

1. County officials, both elected and those in the business and industry community, are very interested in enhancing the level of community college services in Union County, particularly those related to workforce training.
2. An increased local investment by Union County, by both the Board of Commissioners and by business and industry leaders, is critical for the success of an expanded, high quality community college program. This includes providing annual funds from the county for the operation and maintenance of facilities, matching the \$2,764,264 in capital bond funds which are now available for expanding facilities at UTEC [by July 1, 1998], and support from the corporate community.
3. The current consortium arrangement is not in the best long term interest of Union County. UTEC, although doing a good job within the limits of its resources, suffers from an identity problem in the community and with students. Is it a college, is it part of the high school, or exactly what is it? These questions were raised by students and by others. The consortium arrangement creates significant administrative problems for UTEC and for students [e.g., students may have to write multiple checks for tuition and books, possibly register for two sets of classes because two colleges are involved, etc.].
4. The Committee recommends the establishment of one college whose service area will be Anson County and Union County, with two co-equal campuses — one in Anson County and one in Union County.
5. A new structure for the Board of Trustees should be developed, so that equal representation will be present from Anson County and Union County. General Statutes 115D-59 authorizes the establishment of multiple-county administrative areas. House Bill 2048, 1994 Session, modified this section to allow for the selection of trustees in a manner agreed to by the affected boards of commissioners and as approved by the State Board of Community Colleges.
6. It is recommended that a new name be selected for this college — one which is neutral, without either county name being used.
7. It is recommended that the State Board of Community Colleges ensure a three- to five-year transition period so that Stanly Community College will not be harmed in its budget, due to enrollment loss, as it withdraws from the current consortium. Stanly Community College officials indicated they are amenable to such a phase out, assuming this is what

the Union County Board of Commissioners desires and if it can be done in a planned and phased fashion.

8. An allocation of Focused Industry Training funds, or other funds which could serve the needs of existing business and industry in Union County, should be made available to the new college. This will help ensure that quality services are provided to the business and industry community in both Anson County and Union County.
9. A needs assessment should be done by the new college to determine the program mix that is supportable in Anson County and Union County. The college should also be required to collaborate, when needed, with other nearby colleges to take advantage of unique resources they may have for assisting in workforce training.
10. The Committee recommends that this proposal, if agreed to by the System President and the State Board of Community Colleges, be presented to the affected parties for their comments and appropriate action. In addition to the Union County Board of Commissioners, this should include the boards of trustees at Anson Community College and Stanly Community College and the Anson County Board of Commissioners.
11. The Committee recommends that the effective date for the operation of the new college, including the new local governance structure, be July 1, 1997. This will allow 1996-1997 to be a planning and transition period.

Rev. 5-7-96

For SBCC Program Committee Members

Background Information on the Union County Study Committee's Work

Study Committee Membership List

Summary of the initial meeting of the Study Committee -- January 11, 1996

February 12-13 meeting schedule of the Study Committee

Five-page summary of the Study Committee's February 12 and 13 meetings

March 19 meeting schedule of the Study Committee

Three-page summary of the Study Committee's March 19 meeting

**Union County Study Committee
Membership List**

Mr. Keith Brown
Director of Planning and Research
North Carolina Community College System

Dr. J. Parker Chesson, Jr. [Committee Chair]
Executive Vice President and
Vice President for Planning and Research
North Carolina Community College System

Dr. James Dixon
Vice President for Academic and Student Services
North Carolina Community College System

Dr. Harry Jarrett
Dean of Instruction
Randolph Community College

Dr. Marvin Joyner
President
Central Carolina Community College

Mr. Benson Otovo
Vice President for Business and Finance
North Carolina Community College System

Ms. Leslie Takahashi
Assistant Vice President for Public Policy
North Carolina Community College System

2-5-96

**Union County Study Committee
Meeting — January 11, 1996**

The Union County Study Committee met at 2:00 p.m. in Room 467 of the Caswell Building. Present were Parker Chesson [Chair], Jim Dixon, Benson Otovo, Keith Brown, Leslie Takahashi, Marvin Joyner, and Harry Jarrett.

Parker Chesson reviewed the request which has been made by the Union County Board of Commissioners to assess the educational services which are needed and which can be provided by the system in that county. For approximately 15 years, Stanly Community College and Anson Community College have jointly provided educational programs in a consortium arrangement called UTEC.

The primary purpose of the meeting was to develop a plan of work for the study. The committee decided to proceed as follows:

1. The committee believes it can accomplish its work without requesting special funds from the Union County Board of Commissioners.
2. The study will be completed by the end of April 1996.
3. The committee will arrange a two-day meeting in Union County on February 12-13, 1996. This time will be used to receive information, comments, and recommendations from key education, business and industry, and economic development groups in Union County. Elected officials will also be invited to meet with the committee. This meeting will focus on present and future needs, as perceived by Union County leaders, which need to be met by the community colleges in that region. A list of questions will be developed and provided to those invited to the meeting. Parker Chesson will make arrangements for the meeting and forward information to the committee members in the next several days.
4. After receiving this information from Union County leaders, meetings will be arranged with the presidents and trustee chairs from Anson Community College, Stanly Community College, and Central Piedmont Community College. The focus of these meetings will be to review, in detail, current offerings at UTEC; plans for the future by Anson and Stanly; and the appropriate role, if any, for Central Piedmont in Union County.

The meeting adjourned at approximately 3:30 p.m.

**Union County Study Committee
Union Technical Education Center
February 12-13, 1996**

Monday -- February 12, 1996

- 1:00 p.m. Committee Orientation
- 1:30 p.m. Union County Board of Commissioners
 John Feezor (Chr.), Clayton Loflin (V.Chr.), Leroy Pittman, Paul Standridge,
 and Richard Stone
- 2:45 p.m. Union County Public Schools-
 Superintendent Cliff Dodson, School Board Chair Carolyn Lowder, Dr. Linda
 Presley (Principal, Union Co. Career Center), and High School Principals
- 4:00 p.m. Open Session with UTEC students
- 5:00 p.m. Union County Economic Development Commission
 Lee Correll (Economic Developer), Clayton Loflin, Eddie Thornton, Frank
 Elliott, David Strawn, and David Stewart (UTEC Fund)
- 5:45 p.m. Dinner session with Dr. Bill McCoy, Director, UNC-Charlotte Urban Institute,
 at the Sagebrush Steak House
- 7:30 p.m. Open session with business/industry representatives and other officials
 Invitees: Judy Whitley, William Wilson, Dave Stewart, John Looney, Jim
 Kinsey, Peter Collias, Wally Moore, Steve Spradling, Larry Arant, Mark
 Strom, Eddie Goodman, James David Lee, and Frank Carpenter

Tuesday -- February 13, 1996

- 8:30 a.m. Union County Community College Task Force
 Invitees: Dr. Anne Monnin (Chair), Ms. Delano Cox, A. J. Fowler, Frank
 Davis (Wingate University), Edd Little, Larry Helms (Mayor, Indian Trail),
 Jeanette Bartley, Scott Kirkwood, and Jeanette Haynes (Mayor, Waxhaw)
- 10:00 a.m. Union County Chamber of Commerce -- Jim Carpenter, President
 Ray West (publisher, Enquirer-Journal) and Earl Miller
- 11:00 a.m. Adjourn

**Union County Study Committee
Summary of Meeting
February 12-13
Union Technical Education Center**

Overview

The Committee met for one and one-half days at the Union Technical Education Center (UTEC) to receive comments from community leaders. Sessions were held with the Union County Board of Commissioners, Union County Public Schools, UTEC students, business and industry representatives, the Union County Community College Task Force, the Union County Chamber of Commerce and the Union County Economic Development Commission. Committee Members present included Dr. Parker Chesson (chair), Dr. Marvin Joyner, Dr. Harry Jarrett, Dr. James Dixon, Mr. Benson Otovo, Mr. Keith Brown, and Ms. Leslie Takahashi.

Committee Orientation

Dr. Robert Washer, director of UTEC, welcomed the committee and summarized past efforts to study the needs of Union County residents for community college education, as well as the history of UTEC facilities within the county. He said that nine curriculum programs were currently being offered at UTEC, as well as basic skills programs and business and industry programs.

Union County Board of Commissioners

Commission Vice-Chair Clayton Loflin began the presentation for the County Commissioners by asking the committee to consider what is best for Union County citizens, both as citizens and taxpayers. He noted that the current investigation into community college service for Union County was initiated as the result of citizen inquiries. He thanked the committee members for their service and particularly noted the importance of an unbiased look at the situation. Commissioner Paul Sandridge noted that the issue of control was particularly important to the Commissioners who want more say in the educational opportunities provided to their citizens. He also noted that the Commissioners are interested in getting a wider range of educational offerings, such as those provided to Mecklenburg County residents by Central Piedmont Community College. Support for business and industry was particularly noted, especially in the area of technical education. Workforce development was mentioned as the number one economic development concern in the county. The failure of a bond issue for community colleges in 1994 was discussed as well as a current effort to raise private funds to match the \$2.7 million in state bond funds that needs a local Union County match by 1998. The suggestion was made that Union County provided an opportunity to expand the State Board of Community Colleges' thrust toward regionalism, especially with CPCC's proposed satellite campuses. The healthy fund balance of the county was noted, although with the caveat that being a "bedroom community" of Mecklenburg brings new demands for services without a corresponding growth in the tax base. It was also noted that Union's economy differs significantly from Anson or Stanly, with low unemployment and rapid population growth.

Union County Public Schools

Superintendent Cliff Dodson began the session by noting that he is relatively new to his job and was not part of the previous efforts to address the question of community college service to Union County. He noted that UTEC and the Career Center have worked closely together in a consortium arrangement. Linda Presley provided an overview of the 16 programs offered through the Career Center which is a magnet school drawing students from five high schools. Currently half the programs offered by the Career Center are supported by programs at UTEC which allow students to continue postsecondary work. UTEC was praised for its cooperation with the Career Center. She noted that Union County citizens continue to be confused about the roles of the Career Center and UTEC, and that there is a strong desire to have more offerings in the county. Tech Prep is relatively new in the county, with seven articulated programs. The Career Center currently serves 835 students, with 365 of them in areas of allied health. The program mix of the Career Center was established after surveys of business and industry needs and student interests were conducted. Opportunities to expand community college programming in public school facilities were discussed, with the conclusion that space would be available only at night as the public schools are currently operating 22 mobile units. The school system is trying to encourage more students to enroll in technical courses by allowing them to take one on a pass-fail basis so their GPA would not be affected. The community college presence in the high schools was judged to be low, with the perception that few people know about UTEC.

Open Session with UTEC Students

Approximately 15 current students and UTEC graduates met with the committee, including representatives from the Student Government Association. Their comments addressed the following points:

- *Convenience.* The fact that UTEC is located within Union County was an important factor for these students. Several had completed their degrees part-time over an extended period and needed a facility near their jobs and homes to make this possible. Commuting to Charlotte was not seen as a workable option for these students because of obligations and the lack of four-lane access to Charlotte at this time. "If you work until 5, you can't get to CPCC for a 6:30 class," one student noted.
- *Quality.* The smaller class size and personal relationships developed with faculty were two of the advantages of UTEC which students noted. Several had either tried CPCC or considered taking classes at CPCC and decided to try UTEC instead for this reason. The commitment of the faculty and the counseling staff were repeatedly noted. The recent addition of a library was noted as a plus.
- *Identity crisis.* The shared governance and staffing of UTEC by Anson and Stanly Community Colleges means confusion about UTEC, what it does, and the value of a degree under its auspices. Students noted that they take classes at UTEC, but get diplomas from one of the two colleges. They worry that UTEC might not have a strong reputation with employers.

- *Administrative headaches.* Anson and Stanly both service UTEC and this means inconveniences for UTEC students, such as having to write two checks in the bookstore or for tuition and complications with the accounting for student fees. Problems with transfers of credit between the two colleges were also noted.
- *Equipment and facilities.* Some programs and equipment at UTEC are seriously outdated, according to a graduate who is now an instructor at UTEC. Other students noted that they felt UTEC did not have the resources of other area community colleges.

Union County Economic Development Commission

"Employee training is essential," Frank Elliott of Teledyne and a member of the Economic Development Commission said at the outset of this session. He noted that there is a high level of frustration over the quality and quantity of workforce training available in the county. In his view, extension courses are essential, but curriculum courses enable a foundation of resources to support continuing education efforts by providing a pool of skilled faculty. He said the quality of training available in the county has been poor, noting that employers look to the community college system to provide people who are experienced as adult educators. To support total quality management efforts in the county, good training is essential. He reiterated the importance of local control over educational offerings in the county. The lack of a common shift profile in the county was noted. The frustration over repeated attempts to deal with this issue since 1989 was noted. An update was provided on the UTEC Foundation which is seeking to raise \$2.7 million in private funds to match the state bond money. Several employers who had worked in other NC counties noted the paucity of offerings in Union versus other counties. A dilemma was noted that the business and industry leaders are loathe to put serious support behind an effort to fund an expanded community college presence when they are not sure whether their money will buy the level of quality they need.

Dinner Session with Dr. Bill McCoy, University of North Carolina at Charlotte Urban Institute

Information about the rapid growth of Union County and the pressures associated with that growth was shared. The county remains agriculturally oriented toward the east with increased urban orientation toward the west. Agriculture and service industry jobs underpin the economy. The population of the county has nearly doubled over the last thirty years. Projects under construction to establish a limited access highway to Charlotte is expected to increase growth. The comparison of Stanly and Anson as the two poorest counties in the region was noted. A fiscally conservative attitude toward taxation in Union County was noted.

Open Session with Business and Industry

Two representatives from business and industry attended this session, with an additional two subsequently making contact with the committee. Points raised include the following:

- *Virtual community college.* Since new community college charters are unlikely, Union County presents an opportunity to explore new ways of providing community college services in a high-growth county.
- *Keep it in Union.* Reluctance was expressed to investing further dollars in UTEC because this was seen as investing in Anson and Stanly counties, rather than Union.
- *Past successes.* UTEC's work with Johnston Mills was lauded as a success story. UTEC helped support the company as it retooled, remachined and refitted its operations.
- *Program mix.* High tech training, machinist training, and computer training were noted as particular training needs. Opinions were mixed as to whether the college transfer function is an important one, with some saying that this should not be a priority and others saying that it needs to be. Local flexibility was seen as essential. Whatever arrangement is worked out needs to be able to respond to the needs of Union County business and industry.
- *Student recruitment.* A stronger community college presence in Union County was seen as a way of attracting more workers into areas where there are currently shortages of trained workers.
- *Identity.* The lack of a central campus for community college operations in the county was seen as contributing to the lack of support for and understanding of UTEC's services.
- *Resources.* The level of resources supporting UTEC activities was reported to be inadequate. One business, Imo Industries, indicated that they certainly would be willing to support any community college presence through donated equipment. They have done so in the past, but UTEC has had to turn down donations because of lack of space.

Union County Community College Task Force

Citizen-led efforts to study the community college service needs of the county were recounted, including some recent work to convene manufacturers and employers to detail specific training needs. The list of needs included both technical topics such as computer design and basic academic competencies such as reading and work ethics. The fact that minimal opportunities for college transfer were available within Union County was noted, as was the fact that many employers provide tuition reimbursement. The issue of the quality of UTEC programs was discussed, with the note that the quality of programs offered through Anson Community Colleges had improved since Don Altieri had become president. The lack of identity for UTEC was mentioned. The issue of what the county was willing to spend was raised and not resolved, although the failure of the bond referendum was mentioned and competition for the private dollar with Wingate College was noted as a barrier. The Task Force noted that it is currently in a "holding pattern."

Union County Chamber of Commerce

Two representatives of the Chamber of Commerce met with the committee. They noted that in general, citizens were not satisfied with the level or quality of services, and that workforce development has become increasingly important because of the tight labor market in the county. The lack of skilled people, particularly to hold manufacturing jobs, was seen as a barrier to growth. The consortium arrangement currently supporting UTEC was seen as confusing. The lack of local authority to determine program mix was noted. It was also noted that the

educational and economic needs of the eastern part of the county differ from those of the western part which is more oriented toward Mecklenburg. The suggestion was made to divide the county in terms of service area. The county's ability to provide bond or operating support to a more comprehensive community college effort was judged as low because of public school funding needs.

Critical Issues for Further Discussion

The meetings held in Union County suggest that further exploration of the following issues is needed:

- Union County's willingness and ability to provide significant, sustained financial support for community college activities within the county.
- Possible governance structures that might give Union County more of a say on the program mix to be delivered within the county.
- What technical programs could be added at UTEC or through other channels and made available within Union County.
- Adequacy of current community college marketing efforts within Union County
- Possibility of name change for UTEC/establishment of branch campus
- Opportunities for expanding cooperation with Career Center (particularly in areas identified as immediately needed)
- How to reduce the administrative hassles for students attending UTEC, such as the need to write more than one check, etc.

Further Data Needed

- More analysis of what Union County students are taking at CPCC
- Postsecondary-going rate in Union County versus surrounding counties
- Proposal for CPCC Matthews campus — status and proposed offerings
- Wingate College position on community college expansion in Union County
- Room for expanded role for CPCC in customized training for Union County business and industry under current arrangement (i.e. availability of funds and personnel, adequate authority, etc.)

**Union County Study Committee
Union Technical Education Center
Tuesday — March 19, 1996**

- 10:00 a.m. Meeting with representatives of Anson CC and Stanly CC
Anson: Dr. Don Altieri, President; Lois Crumpler, Dean;
Anne Covington, Board Chair; and John Pigg, Trustee from
Union County.
- Stanly:* Dr. Michael Taylor, Acting President; Donnie
Lowder, Interim President effective April 1; Whit Whitley,
Board Chair; and Mary Lou Holtzclaw, Trustee from Union
County.
- 12:00 noon Lunch at UTEC
- 1:00 p.m. Meeting with representatives of Central Piedmont CC
Dr. Tony Zeiss, President; Dr. Phyllis Barbour, Dean;
and Bill Dish, Board Chair.
- 2:30 p.m. Committee discussion
- 3:00 p.m. Adjourn

**Union County Study Committee
Summary of Meeting
March 19, 1996
Union Technical Education Center**

Overview

The Committee met for the day at the Union Technical Education Center (UTEC) to receive comments from area community colleges regarding the provision of service to Union County. Sessions were held with representatives from Anson Community College, Stanly Community College and Central Piedmont Community College. All Committee members were present.

Presentation by Stanly Community College

Stanly Community College was represented by Dr. Michael Taylor, Acting President; Donnie Lowder, Vice President for Administrative Services and Interim President effective April 1; Whit Whitley, Board Chair; and Mary Lou Holtzclaw, Board representative from Union County.

Dr. Taylor began the session by reviewing a history of the consortium which has provided services to Union County since 1981. Milestones include: in 1986, hiring of Bob Washer as director; 1989, \$1 million special state appropriation for the establishment of UTEC; 1991, addition of day-time classes; and 1994, the opening of the current facility. Dr. Taylor noted that the current facility has been judged inadequate since its opening -- there is no more space left at either the UTEC facility or the old Belk building. He also mentioned that since 1991, 31 students have graduated having taken all their course work at UTEC. Current administrative practice between Anson and Stanly Community Colleges is to have monthly meetings of the two presidents at UTEC. Stanly currently supplies three full-time faculty, support for four of the programs offered, the library services, the Human Resources Development Program link, and the Focused Industrial Training program (where Stanly is fiscal agent for both UTEC and Anson). FTE is split 50/50 between Stanly and Anson, with occupational extension FTE split 60/40. Each college contributes half of the counseling position. A recent addition to the course offerings at UTEC has been developmental courses, with PLATO software available through a skills lab. New curriculums are started through community interest, similar to what is done at other community colleges when starting new programs. Stanly went through SACS accreditation in 1993 and Anson in 1992, and under both Dr. Taylor reported that UTEC met the standards.

Chairman Whitley noted that funding for UTEC operations has come a long way from the time not too long ago when only \$12,000 per year was spent on community college services in the county. He stated that the position of the Stanly Board is that they have enjoyed serving Union County as part of the consortium, but that they understand they serve at the pleasure of Union County. If a new alliance excluding them is the best option to serve Union County residents, they will be glad to cooperate, but Stanly itself is not interested in a stand alone alliance with Union County. Should it be deemed best for Stanly to pull out, they ask that Stanly be provided a three-year window of time to mitigate the impacts on the college which has invested heavily in Union County. Mr. Whitley stated that the Stanly Board is interested in the overall goal of a strong community college system and will abide and cooperate with whatever decision is made. Mr. Whitley also noted that the ultimate problem with UTEC is the lack of dollars to support it

properly. Dr. Taylor emphasized that Stanly had 25 years of service in Union County, during which time they had spent resources in Union that might otherwise have been spent in Stanly. He also noted that while service to Union County has been beneficial to Stanly, the college is not dependent on a continuation of that relationship to maintain their viability.

Presentation by Anson Community College

Anson Community College was represented by President Don Altieri, Dean Lois Crumpler, Board Chair Anne Covington, and Union County Board member John Pigg.

President Altieri reported that the relationship between Stanly and Anson in the provision of services to Union County through UTEC has been a model of cooperation. As part of providing services, both colleges have done a significant amount of planning and talking to people in the community. Historically, Anson has been the junior partner in this relationship, but Altieri has sought to change this during his tenure. He has been particularly interested in exploring technology as a way of providing an alternative delivery system for the provision of education to Union County residents; focusing on technical education, which is what Union County business and industry leaders most want; and taking steps to ensure that the \$2.5 million in State bond funds available to Union County is matched so they will not revert in 1998. Maureen Little from the Anson staff has been working with business and industry to broker the resources of UTEC and the Community College System to the Union County employer community. Dr. Altieri noted that, in his opinion, the next step for Union County was for Anson and Stanly to do a comprehensive needs assessment of educational needs of the county. He also said he saw a pressing need to establish a clear identity for community colleges in Union County. He noted that Anson has done some planning for the future of their operations in Union County at the request of Paul Standridge, a Union County commissioner.

Trustee Pigg mentioned that the Union County trustees from both boards have formed a steering committee to help focus efforts in Union County. Currently there are three trustees from Union County on Anson's board and two on the board at Stanly.

Issues Raised During Discussion

During the general discussion following the two college presentations, the following points were raised:

- ◆ Ensuring adequate service to business and industry is a critical component of any plan for providing service to Union County in the future.
- ◆ Investments in Union County will have to take place over a period of time and a strategy to make those investments is needed. Other communities have been making these investments for over three decades.
- ◆ Both Stanly and Anson boards are receptive to the idea of name changes and shared governance if that could ensure better service for the area.
- ◆ The lack of resolution about this issue has kept both colleges from risking the investment of additional resources in Union County.
- ◆ Anson Community College is more dependent on service to Union County than Stanly is at this point. For example, Dr. Altieri said that 46 percent of the students served at the Polkton campus (in Anson County) are Union County residents.

- ◆ Lack of adequate facilities in Union County is a major barrier. Consumers are more sophisticated and are not willing to take classes in high schools and other makeshift operations.
- ◆ Stanly assumes that equipment funds invested at UTEC would stay in Union County.
- ◆ Union County needs more governance control to be willing to make further investment.

Presentation by Central Piedmont Community College

Central Piedmont was represented by Dr. Tony Zeiss, president; Dr. Phyllis Barbour, dean; and Bill Dish, Board Chair.

Dr. Zeiss began by stating that the primary focus of CPCC must be service within Mecklenburg County. The college's goal is to be the nation's leader in workforce development, and they remain committed to providing Union County with any resources they are not able to obtain from other colleges in the consortium (as long as CPCC has resources available to serve Union County). He also provided an overview of the plan for Mecklenburg County which involves a ring of satellite campuses around the outside of the county. The campus nearest to Union County (in Matthews) will offer college transfer courses and what Dr. Zeiss described as "soft" technical courses, such as business skills. Matthews is the first campus that will be completed under the plan, which was reviewed by Dr. Barbour. He reiterated that key to CPCC's growth has been support from Mecklenburg County, and he said he thought it unlikely his county commissioners would be interested in a more extensive role for CPCC in Union County, unless they would be paid for the services.

Following the presentation by CPCC, the Committee meeting was adjourned.

APENDIX C

Letter from H. Martin Lancaster, Notification of Special Legislative Provision,

September 17, 1997



NORTH CAROLINA COMMUNITY COLLEGE SYSTEM

September 17, 1997

MARTIN LANCASTER
PRESIDENT

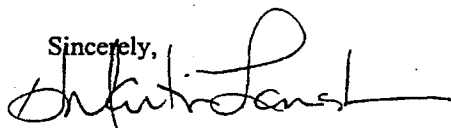
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Mr. Leroy J. Pittman, III
Chairman
Union County Board of Commissioners
P.O. Box 218
Monroe, North Carolina 28111-0218

Dear Chairman Pittman:

I am pleased to confirm for you that the North Carolina General Assembly passed the special provision which permits the establishment of a new multi-campus community college to serve Anson and Union counties. A copy of the provision is included for your review. As you can see, the next step is that Anson and Union Counties should jointly prepare and submit to the State Board of Community Colleges a contract for the establishment of the new institution. This contract must be consistent with G.S. §115D-59 (copy also enclosed). We are happy to make available to you the resources of the System and to have State Board members or System staff meet with you to help you work through the consideration of this authorization.

With the cooperation of leaders in both counties, this new college will be an effective deliverer of services and programs that will meet the needs of the residents and businesses of Anson and Union Counties. Please feel free to call on me or the staff of the Community College system office if we can assist you in any way as you develop your contract.

Sincerely,

H. Martin Lancaster

HML/BWR/cv
Enclosures

cc: The Honorable Ross Streater

GENERAL ASSEMBLY OF NORTH CAROLINA
1997 SESSION
S.L. 1997-443 / SENATE BILL 352

Requested by: Senator Plyler

ESTABLISHMENT OF A NEW MULTICAMPUS COMMUNITY COLLEGE TO SERVE ANSON AND UNION COUNTIES AUTHORIZED

Section 9.7. (a) On February 21, 1997, the State Board of Community Colleges recommended the establishment of a multicampus college whose administrative and service delivery area will be Anson County and Union County. Under the recommendation of the State Board, the structure of the Board of Trustees shall ensure equal representation to both Anson County and Union County and the new Board of Trustees shall select the name of the new college; therefore, Anson and Union Counties shall act pursuant to G.S. 115D-59 to jointly propose and submit to the State Board of Community Colleges such a contract for the establishment of the new institution to serve the multiple-county administrative area of Anson and Union Counties.

(b) Effective the later of the date this act becomes law and the date the State Board of Community Colleges approves the terms of the contract: (i) the new institution to serve the multiple-county administrative area of Anson and Union Counties is established and (ii) Anson Community College is abolished.

(c) The State Board of Community Colleges shall provide special oversight during the transition period to the new college structure.

Requested by: Senators Lee, Winner, Representatives Arnold, Grady, Preston
COMMUNITY COLLEGE PROGRAM EFFICIENCY

Section 9.8. The State Board of Community Colleges shall direct the community colleges to continue to review classes with low enrollment to determine whether some classes should be terminated or consolidated into other programs to increase the efficiency of the Community College System. The State Board of Community Colleges shall report to the Joint Legislative Education Oversight Committee on the results of this review by November 1, 1998, and November 1, 1999.

Requested by: Senator Hartsell, Representatives Arnold, Grady, Preston
HOSPITAL-BASED NURSING PROGRAMS

Section 9.9. Funds appropriated to the Department of Community Colleges for hospital-based diploma nursing programs shall be made available to both associate degree nursing programs and diploma nursing programs.

Requested by: Senators Lee, Winner, Representatives Arnold, Grady, Preston
HRD MULTI-ENTRY/MULTI-EXIT CLASSES

Section 9.10. (a) The State Board of Community Colleges may allow the Human Resources Development Program to offer multi-entry/multi-exit classes for their students and to count the class hours on a contact-hour basis.

(b) Nothing in this section allows these classes to generate budget FTE.

Requested by: Senators Lee, Winner, Representatives Arnold, Grady, Preston
OPERATIONS AND MAINTENANCE OF PLANT FUNDS

Section 9.11. (a) Of the funds allocated to Central Carolina Community College for the 1998-99 fiscal year, the College may use up to one hundred ninety thousand dollars (\$190,000) for the operations and maintenance of the plant.

(b) Of the funds allocated to Southwestern Community College for the 1998-99 fiscal year, the College may use up to one hundred twenty-one thousand dollars (\$121,000) for the operations and maintenance of the plant.

(c) Central Carolina Community College and Southwestern Community College shall work with the counties in their service delivery areas to develop a plan for sharing the costs of operations and maintenance of plant costs equitably among

ARTICLE 5.

*Special Provisions.***§ 115D-59. Multiple-county administrative areas.**

Should two or more counties determine to form an administrative area for the purpose of establishing and supporting an institution, the boards of commissioners of all such counties shall jointly propose a contract to be submitted to the State Board of Community Colleges as part of the request for establishment of an institution. The contract shall provide, in terms consistent with this Chapter, for financial support of the institution, selection of trustees, termination of the contract and the administrative area, and any other necessary provisions. The State Board of Community Colleges shall have authority to approve the terms of the contract as a prerequisite for granting approval of the establishment of the institution and the administrative area. (1963, c. 448, s. 23; 1979, c. 462, s. 2; c. 896, s. 13; 1979, 2nd Sess., c. 1130, s. 1.)

Local Modification. — Mayland Community College: 1993 (Reg. Sess., 1994), c. 575, s. 1.

§ 115D-60. Special provisions for Central Piedmont Community College.

(a) The board of commissioners of Mecklenburg County is authorized to provide the local financial support for the Central Piedmont Community College as provided in G.S. 115D-32 by levying a special tax to a maximum annual rate equal to the maximum rate last approved by the voters of the county for the support of the Central Piedmont Community College as operated pursuant to Article 3, Chapter 116, of the General Statutes of North Carolina, or by appropriations from nontax revenues, or by both. The question of increasing the maximum annual rate may be submitted at an election held in accordance with the provisions of G.S. 115D-33(d) and the appropriate provisions of G.S. 115D-35.

(b) When, in the opinion of the board of trustees of said institution, the use of any building, building site, or other real property owned or held by said board is unnecessary or undesirable for the purposes of said institution the board of trustees may sell, exchange, or lease such property in the same manner as is provided by law for the sale, exchange, or lease of school property by county or city boards of education. The proceeds of any such sale or lease shall be used for capital outlay purposes. (1963, c. 448, s. 23; 1965, c. 402; 1979, c. 462, s. 2.)

§ 115D-61. Special provisions for Coastal Carolina Community College.

All local taxes heretofore authorized by the voters of Onslow County to be levied annually for the local financial support of the Onslow County Industrial Education Center may continue to be levied by the board of commissioners of Onslow County for the

Sec. 3. This act is effective upon ratification and shall not have any effect on subdivisions submitted for approval to the Stanly County Planning Department prior to the effective date of this act.

In the General Assembly read three times and ratified this the 27th day of June, 1994.

H.B. 2048

CHAPTER 575

AN ACT RELATING TO MAYLAND COMMUNITY COLLEGE'S CONTRACT.

The General Assembly of North Carolina enacts:

Section 1. G.S. 115D-59 reads as rewritten:

"§ 115D-59. Multiple-county administrative areas.

Should two or more counties determine to form an administrative area for the purpose of establishing and supporting an institution, the boards of commissioners of all such counties shall jointly propose a contract to be submitted to the State Board of Community Colleges as part of the request for establishment of an institution. The contract shall provide, in terms consistent with this Chapter, for financial support of the institution, ~~selection of trustees,~~ termination of the contract and the administrative area, and any other necessary provisions. The contract shall also provide for the selection of trustees in a manner agreed to by the boards of commissioners and approved by the State Board of Community Colleges. The State Board of Community Colleges shall have authority to approve the terms of the contract as a prerequisite for granting approval of the establishment of the institution and the administrative area."

Sec. 2. The contract for Mayland Community College adopted pursuant to G.S. 115D-59 prior to June 30, 1994, is cancelled effective June 30, 1994. Effective July 1, 1994, a new contract may be adopted for Mayland Community College in accordance with G.S. 115D-59, as amended by Section 1 of this act.

Sec. 3. This act applies only to Mayland Community College.

Sec 4. Section 1 of this act becomes effective July 1, 1994. The remainder of this act is effective upon ratification.

In the General Assembly read three times and ratified this the 27th day of June, 1994.

APPENDIX D

General Assembly of North Carolina, Senate Bill 1366, Section 10.13, 1997

(Legislative Mandate)

Requested by: Senators Plyler, Perdue, Odom, Representatives Holmes, Esposito, Creech, Crawford

COMMUNITY COLLEGE TO SERVE ANSON AND UNION COUNTIES

Section 10.13. The Union County Commissioners and the Anson County Commissioners shall develop and submit to the State Board of Community Colleges prior to February 1, 1999, (i) a contract for establishment of a new multicampus community college to serve the two counties, or (ii) a proposal for separate community colleges to serve the two counties, or (iii) another proposal for providing access to community college courses to the citizens of Union and Anson Counties.

If the two boards of Commissioners do not jointly submit a single proposal to the State Board of Community Colleges, the State Board of Community Colleges shall, prior to February 28, 1999, and after consultation with the Joint Legislative Education Oversight Committee, use funds within the Department's budget to employ an independent consultant to study the issue. The consultant shall assess the community college program and service needs of Union and Anson Counties and make recommendations for the best organizational and service delivery system to address the identified needs.

The State Board of Community Colleges shall report its recommendations, based on the consultant's report, to the Appropriations Committees of the Senate and the House of Representatives prior to May 1, 1999.

Requested by: Senators Lee, Winner, Dalton, Purcell, Perdue

PRISON PROGRAM START-UP FUNDS

Section 10.14. Funds appropriated for private prison program start-up shall be allocated in accordance with actual, noninflated, start-up costs based on the date the programs begin operation. It is the intent of the General Assembly to reimburse in the 1999-2000 fiscal year any audited, actual expenditures for private prison program start-up at Pamlico and Mayland Community Colleges that were incurred during the 1998-99 fiscal year.

PART XI. UNIVERSITIES

GENERAL ASSEMBLY OF NORTH CAROLINA
SESSION 1997

S

1

SENATE BILL 319

Short Title: New Community College Authorized.

(Public)

Sponsors: Senators Plyler and Conder.

Referred to: Education/Higher Education.

March 6, 1997

A BILL TO BE ENTITLED

1
2 AN ACT TO AUTHORIZE THE ESTABLISHMENT OF A NEW MULTICAMPUS
3 COMMUNITY COLLEGE THAT WILL SERVE ANSON AND UNION
4 COUNTIES.

5 The General Assembly of North Carolina enacts:

6 Section 1. (a) On February 21, 1997, the State Board of Community
7 Colleges recommended the establishment of a multicampus college whose
8 administrative and service delivery area will be Anson County and Union County.
9 Under the recommendation of the State Board, the structure of the Board of Trustees
10 shall ensure equal representation to both Anson County and Union County and the
11 new Board of Trustees shall select the name of the new college; therefore, Anson and
12 Union Counties shall act pursuant to G.S. 115D-59 to jointly propose and submit to
13 the State Board of Community Colleges such a contract for the establishment of the
14 new institution to serve the multiple-county administrative area of Anson and Union
15 Counties.

16 (b) Effective the later of July 1, 1997, and the date the State Board of
17 Community Colleges approves the terms of the contract: (i) the new institution to
18 serve the multiple-county administrative area of Anson and Union Counties is
19 established and (ii) Anson Community College is abolished.

20 (c) The State Board of Community Colleges shall provide special
21 oversight during the transition period to the new college structure.

22 Section 2. This act is effective when it becomes law.

APPENDIX E

Letter from H. Martin Lancaster, Representative Hightower, June 23, 1998 (Summary
and State Board's Position)

Representative Foyle Robert Hightower, Jr.
Page 2
June 23, 1998

As I am sure you are aware, however, the Union County Board of Commissioners have remained firm in their opposition to this approach. The State Board will support and facilitate whatever solution is ultimately approved by the General Assembly. The Board's position, however, has been that the needs of Union County could be met through the creation of a new college serving Anson and Union Counties and that this solution would provide the most cost-effective and efficient way to meet the needs of both counties. This approach is also consistent with the State Board's interpretation of legislative intent that the community college system seek ways to maximize its resources through regionalization of programs and services.

If I can provide any additional information about the State Board's position or the delivery of programs and services within Anson and Union Counties, please be sure to let me know.

With kindest regards, I am

Sincerely,



H. Martin Lancaster

HML:BWR:rd

APPENDIX F

Letter from H. Martin Lancaster, Honorable Brubaker,
July 21, 1998 (State Board's Position and Resolution)

The Honorable Harold Brubaker
July 21, 1998
Page 2

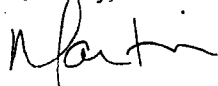
institution...." The Board is concerned that this requirement is being ignored. The State Board of Community Colleges is also concerned that there is no provision in the Appropriations Bill to insure that adequate recurring state funds will be available in the future to support an additional stand-alone college. Without this commitment, there is significant risk that the financial support for the new institution would be taken from the 58 existing community colleges in our system. Given our serious funding challenges, we simply cannot let this happen.

The State Board of Community Colleges has been given broad responsibility to provide governance for a statewide system of community colleges. The Board seeks to meet the education and training needs of the state citizens in a responsible and fiscally-sound manner, as it has clearly been directed to do in the Statutes. Section 115D-5 (a) states that "The State Board of Community Colleges may adopt and execute such policies, regulations and standards concerning the establishment, administration and operation of institutions as the State Board may deem necessary to insure the quality of educational programs, to promote the systematic meeting of educational needs of the State, and to provide for the equitable distribution of State and federal funds to the several institutions." The amendment to establish this new college against the recommendation of the State Board of Community Colleges would severely undermine the authority and credibility of the State Board and will no doubt open the door for many other attempts to intervene with the governance of the system in ways that may not make sound educational or fiscal sense.

I am attaching a copy of a resolution which was adopted by the State Board on July 17, 1998, at its regular monthly meeting. This resolution clearly reiterates the Board's position on how to best meet the needs of the citizens of Union County. It is our hope that the members of the General Assembly will support the Board's position and will continue to back the authority of the State Board to manage the community college system that has been granted to it.

With kindest regards, I am

Sincerely,



H. Martin Lancaster

HML:rd

Resolution

of the State Board of Community Colleges
On Meeting the Educational Needs of Union County

Whereas, the North Carolina Community College System is composed of 59 institutions across the State, with the mission to open the door to high quality, accessible educational opportunities that minimize barriers to post-secondary education, maximize student success and improve the lives and well-being of individuals, and

Whereas, the State Board of Community Colleges was established by the 1979 General Assembly and assumed governance of the 58 community colleges and one technology center on January 1, 1981, and

Whereas, the State Board of Community Colleges recognizes the needs of the citizens, businesses and industries of Union County for improved community college services, and

Whereas, the provisions of G.S. 115D-4 mandate that new community colleges are to be established on the recommendation of the State Board of Community Colleges subject to the approval of the General Assembly, and

Whereas, the North Carolina Community College System has developed a multi-campus structure to allow multiple counties to be served effectively with a cost-effective administrative infrastructure; and

Whereas, the State Board of Community Colleges has not recommended the establishment of a new community college in Union County, but has recommended a multi-campus college to serve both Union and Anson counties, and

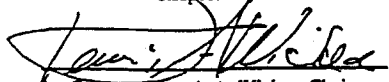
Whereas, the System is committed to addressing the state's training needs in a fiscally responsible manner, having aggressively pursued regionalization at the request of the General Assembly in an attempt to offer programs in a more cost-effective way; and

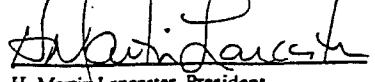
Whereas, the North Carolina Community College System is in desperate need of additional funding to upgrade technology, purchase equipment, strengthen occupational training programs and raise faculty salaries; and

Whereas, the State Board of Community Colleges is concerned about the dilution of scarce resources that the addition of a new college in Union County, or in any other county, would represent

Therefore, Be It Resolved that given the current resources of the Community College System, debate on the community college needs in Union County and the options for meeting those needs, the State Board of Community Colleges reaffirms its recommendation approved February 20, 1997, to establish a multi-campus college whose administrative and service delivery area will be Anson County and Union County, with campuses in each county.

Respectfully submitted this seventeenth day of July, Nineteen hundred and ninety-eight.


 Lt. Governor Dennis A. Wicker, Chairman
 State Board of Community Colleges


 H. Martin Lancaster, President
 North Carolina Community College System

APPENDIX G

*Study of Community College Needs in Anson and Union Counties: A Report
Submitted to President Martin Lancaster and the North Carolina State Board of
Community Colleges, April 15, 1999 (Final Report with Recommendations)*

STUDY OF COMMUNITY COLLEGE NEEDS
IN ANSON AND UNION COUNTIES,
NORTH CAROLINA: A REPORT SUBMITTED TO
PRESIDENT MARTIN LANCASTER AND THE
NORTH CAROLINA STATE BOARD
OF COMMUNITY COLLEGES

April 15, 1999

External Consultants:

Dr. Edgar J. Boone, Professor Emeritus,
North Carolina State University
(Team Chair)

Mr. David A. Buonora, Senior Legislative Associate
American Association of Community Colleges

Dr. Richard J. Ernst, President Emeritus
Northern Virginia Community College

STUDY OF COMMUNITY COLLEGE NEEDS IN
ANSON AND UNION COUNTIES

Report of the Consultants

April 15, 1999

AUTHORIZATION

Senate Bill 1366 from the 1997 Session of the General Assembly included a special provision, Section 10.13, that addressed the community college program and service needs of Union and Anson Counties. Specifically, the county commissioners from both counties were given an opportunity to submit either a contract or a proposal for resolving the community college service delivery issues prior to February 1, 1999. The provision further required that if the two boards of commissioners did not submit a single proposal to the State Board of Community Colleges, the State Board must, prior to February 28, 1999, and after consultation with the Joint Legislative Oversight Committee, employ an independent consultant to study the issue. The boards of commissioners did not jointly submit a single proposal; therefore, the following team of consultants was employed to undertake a study of community college needs in Union and Anson counties:

Dr. Edgar J. Boone, Professor Emeritus, North Carolina
State University (Team Chair)

Mr. David A. Buonora, Senior Legislative Associate,
American Association of Community Colleges

Dr. Richard J. Ernst, President Emeritus, Northern Virginia
Community College

PURPOSE OF STUDY

The purpose of the study, as outlined by H. Martin Lancaster, President of the North Carolina Community College System, is as follows:

1. Provide an assessment of the community college program and service needs in Union and Anson counties.
2. Provide organizational and governance options for meeting the identified needs in an effective and fiscally responsible manner that is consistent with laws, statutes, and policies of the State of North Carolina and the State Board of Community Colleges.
3. Recommend the option which most closely fits the criteria described above.
4. For the recommended option, provide detailed sub-recommendations regarding organizational structure, governance including board(s) composition, mix and balance of curriculum and non-curriculum programs and courses, coordination of service to business and industry, and facilities needs.

In his forwarding letter, President Lancaster included the following clarification:

"Purpose #4 is not spelled out in the legislation and is not required if it should unduly prolong the study or add significantly to its cost. However, having the recommendations of #4 is very desirable."

METHODOLOGY

The consulting team began its study by reviewing correspondence concerning community college needs in Union and Anson counties dating back to 1981. Previous studies were also reviewed along with proposed legislation resulting from those studies. Demographic information for Anson and Union counties, as well as for the greater Charlotte region, was reviewed. Enrollment and programs of study of Anson Community College, Central Piedmont Community College, Stanly Community College, and Union Technical Education Center were reviewed.

The consulting team held two public hearings -- one in Anson County and one in Union County. The team met with the Anson County Board of Commissioners, the Union County Board of Commissioners, the Anson Community College Board of Trustees, and local members of the North Carolina General Assembly. In addition, the team met with a representative sample of community leaders, business leaders, educators, and the media from Anson and Union counties. The team also met with students of Anson Community College and the Union Technical Education Center. A schedule of meetings, list of participants at formal hearings, and other selected documentation on which the final recommendations were based are included in the Appendix.

FINDINGS

Union County students are currently served principally by three community colleges -- Anson, Central Piedmont, and Stanly. In 1997-98, these three institutions served 2,336 Union County students in curriculum programs and 4,326 Union County students in extension programs. Of the total of 6,662 students, 2,794 were served by Anson Community College, 1,749 were served by Central Piedmont Community College, and 2,119 were served by Stanly Community College.

Based upon the most current data available, the 1999 population of Anson County is 23,922 and is projected to remain relatively stable through the year 2010. The 1999 population of Union County is 113,113 and is projected to increase to 143,068 by the year 2010.

While the present consortium arrangement serving Union County is providing valuable community college programs and services, it is the nearly unanimous opinion of business, community, and political leaders, as well as students, that these programs and services are presently inadequate and will become even more inadequate as Union County continues to grow and attract new and expanding business and industry.

There is a sense of urgency among all interested parties that something needs to be done, and soon, to address the need for expanded community college programs and services in Union County. At the same time, there are strongly held differences of opinion as to how to fulfill this need.

RECOMMENDATIONS

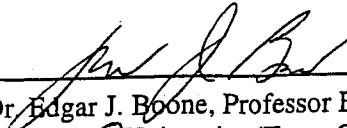
Based upon considerable study and reflections on current and projected educational needs of people in the two counties, the consultants submit the following recommendations to address the need for expanded community college programs and services in Anson and Union counties:

1. That a single college with two campuses, one in Anson County and one in Union County, be created to serve Anson and Union counties.
2. That, effective July 1, 1999, the new college to serve Anson and Union counties be established and Anson Community College be abolished.
3. That Anson Community College and the Union Technical Education Center (UTEC) be incorporated into the new college.
4. That the structure of the Board of Trustees ensure majority representation from Union County because of the difference in population to be served in Anson and Union counties.
5. That the new Board of Trustees be constituted by July 1, 1999, and consist of 14 members as follows:
 - Two residents of Anson County appointed by the Governor.
 - Two residents of Union County appointed by the Governor.
 - Two members elected by the Anson County Board of Education.
 - Two members elected by the Union County Board of Education.
 - Two members elected by the Anson County Commissioners.


- Three members elected by the Union County Commissioners.
 - The president of the student government or the chair of the executive board of the student body of the community college, who shall serve as an ex officio nonvoting member.
6. That the new Board of Trustees select the name of the new college taking into consideration and reflecting the service area of the college.
 7. That the new Board of Trustees select the president of the new college and determine where the president's office or offices shall be located.
 8. That the new Board of Trustees establish fiscal policy for the receipt, distribution, and use of funds appropriated to the new college.
 9. That a comprehensive needs assessment be undertaken immediately by the new college, with the involvement of the major stakeholders including business and industry, to determine the program mix, by campus, that is appropriate and supportable in the service area of the college.
 10. That start-up funds be appropriated by the North Carolina General Assembly to initiate new programs and services identified by the needs assessment for the campus located in Union County.
 11. That the new Board of Trustees take immediate steps to plan and construct adequate facilities to support the programs and services on the campus located in Union County.
 12. That the new college utilize the accreditation status of Anson Community College to continue full accreditation through the substantive change process of the Commission on Colleges of the Southern Association of Colleges and Schools.

13. That the new college collaborate, when needed, with other institutions to take advantage of unique resources that are available to support and expand the programs and services of the college.
14. That the organizational structure of the new college reflect the multi-campus nature of the institution with a president and with a provost for each campus reporting to that president. Each provost would serve as the academic leader and administrative head of the campus. Instructional functions, including learning resources and student services, should be decentralized and assigned to the campuses. Support functions, such as accounting, human resources, development, public information, facilities planning, institutional research, and information technology, should be centralized. Such an organizational structure will avoid unnecessary duplication and help to assure a cost effective and fiscally responsible institution.
15. That adequate funds be appropriated by the North Carolina General Assembly to provide for an appropriate transition period for Stanly Community College to phase out of Union County. The amount to be appropriated will be based on financial data provided by Stanly Community College and verified by the Vice President for Business and Finance of the North Carolina Community College System. That financial data shall be computed based on the average indirect costs which have been generated over the last three years as a result of Stanly Community College's participation in offering programs and courses at the Union Technical Education Center. That sum shall decline by 1/3 each year over a three-year period.

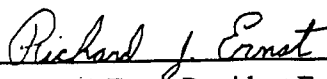
Submitted by:



Dr. Edgar J. Boone, Professor Emeritus, North Carolina
State University (Team Chair)



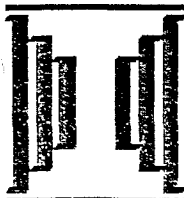
Mr. David A. Buonora, Senior Legislative Associate,
American Association of Community Colleges



Dr. Richard J. Ernst, President Emeritus, Northern
Virginia Community College

APPENDIX H

Minutes of Regular Meeting of the State Board of Community Colleges, April 16, 1999



North Carolina Community College System

Preparing North Carolina's World-Class Workforce

Regular Meeting of the State Board of Community Colleges

Gaston College
Lincoln Center
Lincolnton, North Carolina

April 16, 1999
9:00 a.m.

CALL TO ORDER

The regular meeting of the State Board of Community Colleges was called to order. The following members were present:

Lt. Governor Dennis A. Wicker, Chair	R. Carolyn Harmon
Dr. Bob H. Greene, Vice Chair	Sandra L. Hayes
Hugh F. Bryant	Thomas C. King, Jr.
Dr. Jeannette M. Council	Dr. G. Herman Porter
Sharon Alfred Decker	Ann T. Turlington
Meigs C. Gordon	Michael L. Weisel
Peter D. Hans	James J. Woody, Jr.

Also present was Alan Dingman, Student Liaison to the Board.

Absent were Harlan E. Boyles, E. B. Haie, Anne-Marie Knighton, B. Joanne Steiner and Herbert L. Watkins.

WELCOME TO THE CAMPUS, Dr. Patricia A. Skinner, President, Gaston College

Saying that the State Board was glad to have the opportunity to visit Gaston College, Lt. Governor Wicker recognized the president of the college, Dr. Skinner.

Dr. Skinner introduced the following people from the area:

- Rep. Daniel Wilson Barefoot.
- Harry Huss, a former Chair of the Lincoln County Board of Commissioners. He was instrumental in developing plans and raising the funds for Lincoln Center.
- Rosalind Welder, the Dean of Lincoln Center.
- James A. Hallman, the Chair of the Lincoln County Board of Commissioners.
- Bob Huitt, the Mayor of Lincolnton.

Mr. Hallman brought the State Board greetings. On behalf of the Lincoln County Board of Commissioners, Mr. Hallman welcomed the State Board members to the county.

Mr. Huitt also brought greetings. On behalf of the city council, the Office of the Mayor and the citizens of Lincolnton, he welcomed the State Board to the city. He said the residents of both the city and the county are very proud of Lincoln Center, that they are strong supporters of the North Carolina Community College System and that they thank the State Board members for their commitment to the communities in the region.

Lt. Governor Wicker thanked both Mr. Hallman and Mr. Huitt for their greetings, and he thanked Dr. Skinner for the hospitality her college had shown the State Board members.

He said the State Board members are grateful for the funding that the county commissioners provide and appreciate their partnership in supporting Gaston College and the Community College System.

Lt. Governor Wicker also thanked Mr. Huitt for the city's hospitality. The lieutenant governor said that the region's legislative delegation—including Rep. Barefoot, Rep. John Douglas Bridgeman, Sen. David W. Hoyle and Rep. Joe Leonard Kiser—has been very supportive of the System.

The lieutenant governor thanked Stan Kiser, the Lincoln County Manager, and Rep. Olin Max Melton from Union County for coming to the meeting.

APPROVAL OF THE MINUTES

On a motion by Dr. Greene, seconded by Ms. Harmon, the Board approved the minutes for its March 19, 1999, meeting.

APPROVAL OF THE REVISED AGENDA

On a motion by Mr. Weisel, seconded by Dr. Porter, the Board approved the agenda for its April 16, 1999, meeting with the changes stated below.

A. Military Tuition Refund

By acclamation, the Board agreed to add "Military Tuition Refund" as a "For Action" item in the Policy section of the agenda.

B. Adding a Course to the Item, "Instruction to Captive/Co-Opted Groups"

By acclamation, the Board agreed to add a course called "Basic Woodworking" to the item, "Instruction to Captive/Co-Opted Groups," which is in the Program Services section of the consent agenda.

C. Installment-Purchase of Personal Computers

By acclamation, the Board agreed to add "Installment-Purchase of Personal Computers" as a "For Action" item in the Finance and Capital Needs section of the agenda.

D. Critical Success Factors Report

By acclamation, the Board agreed to remove the "For Information" item, "Critical Success Factors Report," from the Policy section of the agenda.

APPROVAL OF THE REVISED CONSENT AGENDA

On a motion by Mr. Golden, seconded by Dr. Council, the Board approved the revised consent agenda (see the change stated in the previous section) for its April 16, 1999, meeting.

The revised consent agenda consisted of the items listed below, which were submitted by the committees stated.

Policy Committee, Meigs C. Golden, Chair

A. Rule-making Process

Attachment Pol. 6 in Folder 4-99

The Board approved the text of 23 NCAC 2B.0104, Mission of the Community College System; 2C.0503, Donated Property; 2C.0504, Acquisition of Equipment; and 2C.0505, Noncertified Source Purchases in order to continue the rule-making process.

B. Community College Related Bills/G.S.115-D (Community College Laws)
Attachment Pol. 7 in Folder 4-99

The Board endorsed the following four bills, all of which are relevant to G.S. 115-D: House 244. Student on the Community College Board; House 260. Community College Technical Changes; House 273. Modify Community College Board Membership; and House 293. Proprietary School/Civil Penalties.

Program Services Committee, Dr. G. Herman Porter, Chair

A. Curriculum Program Applications

The Board approved the application of Fayetteville Technical Community College to offer A25240 Hotel and Restaurant Management (local) and the application of Haywood Community College to offer A40220 Geographic Information System/Global Positioning System Technology (local) on the condition that equipment funds are available to the colleges and operating funds generated by the budget formula will permit the offering of the programs without any special allocation of funds [23 NCAC 2E.0201 (a)].

Note: curriculum title codes with alphabets as suffixes represent concentrations. A concentration of study is a group of courses required beyond the required subject/course core for a specific, related employment field. Concentrations are designated under curriculum program titles and include a minimum of 12 semester hours.

B. State Board Reserve Fund Awards 1998-99

The Board awarded \$8,000 to the Academic and Student Services Division of the North Carolina Community College System Office for the Distance Learning Substantive Change Statewide Southern Association of Colleges and Schools (SACS) Project.

The SACS team will visit Oct. 10-13, 1999.

C. Instruction to Captive/Co-Opted Groups
Attachment Prog. 10 in Folder 4-99

The Board approved a course of instruction for captive or co-opted groups (per 23 NCAC 2E.0403).

D. Additions to the Continuing Education Master Course List

The Board approved the following courses for placement on the Continuing Education Master Course List:

<u>Program Area</u>	<u>Course Title</u>	<u>Course Number</u>	<u>Recommended Hours</u>
F30	Networking Technology	CAS 3000	64
H30	Lead Abatement for Supervisors and Contractors	COD 3200	32
H30	Lead-Based Paint Abatement Design Strategies	COD 3201	8
H30	Lead Abatement Worker Training	COD 3202	16
L30	Central Sterile Processing	MED 3002	96
H20	Water Treatment Operator Continuing Education	WAT 3134	6

This action complies with HB 80, Section 40, of the 1994 Appropriations Act.

E. Modification of the Continuing Education Master Course List

The Board approved the following modification of the Continuing Education Master Course List:

<u>Program Area</u>	<u>Course Title</u>	<u>Course Number</u>	<u>Current Hours</u>	<u>Recommended Hours</u>
C30	Retail Floral Design	HOR 3314	35	60

Finance and Capital Needs Committee, James J. Woody, Jr., Chair

A. Equipment Acquisition Plans

The Board approved the equipment acquisition plans submitted by the following five colleges:

Guilford Technical Community College, Randolph Community College, Richmond Community College, Roanoke-Chowan Community College and Southeastern Community College.

B. Construction/Property

The Board authorized construction projects at Anson Community College, Caldwell Community College and Technical Institute, Catawba Valley Community College, Fayetteville Technical Community College and Sandhills Community College, and it also authorized the acquisition and/or disposal of real property at Catawba Valley Community College, Central Piedmont Community College and Mayland Community College.

POLICY COMMITTEE, Meigs C. Golden, Chair

For Action

A. Moving the Item, "Recommendation for Addressing the Community College Program and Service Needs of Anson and Union Counties"

Without objection, Lt. Governor Wicker, as Board Chair, moved the item, "Recommendation for Addressing the Community College Program and Service Needs of Anson and Union Counties," so it would be the first item in the Policy Committee report rather than the last, as originally planned.

B. Recommendation for Addressing the Community College Program and Service Needs of Anson and Union Counties

Attachment Pol. 5 in Folder 4-99

On a motion by Mr. Golden, seconded by Dr. Greene, the Board unanimously adopted the recommendations presented in the report, "Study of Community College Needs in Anson and Union Counties, North Carolina: A Report Submitted to President Martin Lancaster and the North Carolina State Board of Community Colleges," with the following changes in the first sentence in recommendation number 14 on page 6 of the report:

"That the organizational structure of the new college reflect the multi-campus nature of the institution with a single president and ~~with~~ a provost for each campus reporting to that president."

Also, the Board agreed to forward the recommendations to the General Assembly.

A team of three consultants—Dr. Edgar J. Boone, the chair of the team and Professor Emeritus at North Carolina State University in Raleigh; David A. Buonora, Senior Legislative Associate for the American Association of Community Colleges; and Dr. Richard J. Ernst, President Emeritus of Northern Virginia Community College—studied the community college needs in the two counties and prepared the report. Dr. Boone presented the report to the State Board.

The Board held a public hearing on the matter before voting on the above motion. The following two people spoke: E. Lynn Raye, Chair of the Anson Community College Board of Trustees, and Dr. Donald Paul Altieri, President of Anson Community College.

Mr. Raye said the Anson Board of Trustees and the college support the recommendations that the team of consultants made. He thanked the consultants for their work and then introduced the past Chair of the Anson Board, Anne M. Covington.

Speaking next, Dr. Altieri thanked the State Board members and the System Office staff for their support during the debate. He said the formation of a regional college at that time was the right decision. He also said the college would need start-up funds from the General Assembly.

Mr. Hans asked what the reaction to a regional college was in Union County. Saying that he could speak for the citizens of that county, Frank Carpenter, a former Chair of the Union County Chamber of Commerce Board, said they will be very pleased with the arrangement. He thanked that State Board members and the System Office staff—particularly Dr. Barry W. Russell, Executive Vice President and Chief Operating Officer for the System Office—for their work on the matter. He said he hoped that everyone could move forward now with plans for the new college.

C. Military Tuition Refund

On a motion by Mr. Golden, seconded by Ms. Harmon, the Board authorized the following, effective immediately:

- Full refunds and fees for military reserve and National Guard personnel called to active duty or active duty personnel who receive temporary or permanent reassignments as a result of military operations then taking place outside the state of North Carolina that make it impossible for them to complete their course requirements;
- The buying back of textbooks from these students through the colleges' bookstore operations; and
- The use of distance learning technologies and other appropriate educational methodologies to help these students, under the guidance of faculty and administrative staff, complete their course requirements.

with the amendment that the students must request the tuition refunds and the buying back of their textbooks.

The Board also authorized the initiation of the rule-making process to make military tuition refund, as stated above, a permanent rule.

For Future Action

A. Request for Change in Service Areas Affecting Halifax and Roanoke-Chowan Community Colleges

Attachment Pol. 2 in Folder 4-99

The Board will be asked to approve the request of the Northampton County Board of Commissioners to redefine the service area boundary between Halifax Community College and Roanoke-Chowan Community College so as to include the town of Jackson in the Halifax Community College service area.

Administrative Code 2C.0107 gives the State Board the authority to reassign a service area upon the recommendation of the System president. The president's recommendation shall be based on an analysis of the service areas involved, including consultation with the presidents of the colleges and the county commissioners of the county or counties affected.

B. Approve a Contract to Establish Mayland Community College as Restated and Amended

Attachment Pol. 3 in Folder 4-99

The Board will be asked to approve a contract that will establish Mayland Community College as restated and amended.

Amending the contract will allow the three counties involved—Avery, Mitchell and Yancey—to appropriate disproportionate financial support in excess of the regular financial support during a fiscal year, subject to approval of the boards of the county commissioners for the three counties.

C. Request to Relocate Off-Campus Center (Craven Community College)

Attachment Pol. 4 in Folder 4-99

The Board will be asked to approve the request of Craven Community College to establish the Havelock/Cherry Point Off-Campus Center, which the State Board had approved in 1994, at a site in Craven County that is within three miles of the original site.

The center was never built because of problems with the original site. This move will not impact any other colleges or programs.

PROGRAM SERVICES COMMITTEE, Dr. G. Herman Porter, Chair

For Information

- A. In-Plant Training Courses: Second Quarter 1998-99 Report
Attachment Prog. 1 in Folder 4-99

The Board was presented with information on the in-plant training courses that were approved by the System Office and were conducted during the second quarter of 1998-99 (October to December 1998).

- B. Carl D. Perkins Vocational and Technical Education Act of 1998—Transitional State Plan 1999-2000
Attachment Prog. 2 in Folder 4-99

The Board was given the Transitional State Plan 1999-2000.

The U. S. Department of Education has allowed states to submit a transitional state plan for fiscal year 1999-2000 in order to be eligible for funding under the Carl D. Perkins Vocational and Technical Education Act of 1998, P. L. 105-332. This act, which was signed into law October 31, 1998, replaces the Carl D. Perkins Act of 1990.

The funds will become available July 1, 1999. North Carolina is slated to receive \$31.7 million for vocational education.

The five-year State Plan that is required will be presented for approval before May 2000.

For Future Action

- A. Curriculum Program Applications
Attachment Prog. 3 in Folder 4-99

The Board will be asked to approve the applications of 10 community colleges to offer specified curriculum programs on the condition that equipment funds are available to the colleges and operating funds generated by the budget formula will permit the offering of the programs without any special allocation of funds [23 NCAC 2E.0201 (a)].

The colleges and their respective programs are as follows (the curricula identified with an asterisk are new to the System):

Alamance Community College. C45600 Phlebotomy (certificate, local); Caldwell Community College and Technical Institute, *D____ Ophthalmic Medical Assistant (diploma, regional) and D45200 Computed Tomography and Magnetic Resonance Imaging Technology (diploma, local); Carteret Community College. *A____ Internet Technologies (local) and A45750 Therapeutic Massage (local); Cleveland Community College. A45740 Surgical Technology (local); Fayetteville Technical Community College. A2526D Information Systems/Network Administration and Support (local); Forsyth Technical Community College. *A5518_ Criminal Justice Technology/Latent Evidence (local); Halifax Community College. A55140 Cosmetology (local); Randolph Community College. A2512A Business Administration/Banking and Finance (local) and A2526D Information Systems/Network Administration and Support (local); Rockingham Community College. A55180 Criminal Justice Technology (local); Rowan-Cabarrus Community College. D25240 Hotel and Restaurant Management (diploma, local) and A2526D Information Systems/Network Administration and Support (local).

Note: curriculum title codes with alphabets as suffixes represent concentrations. A concentration of study is a group of courses required beyond the required subject/course core for a specific, related employment field. Concentrations are designated under curriculum program titles and include a minimum of 12 semester hours.

B. Curriculum Standard Revision of D45320 Electroneurodiagnostic Technology
Attachment Prog. 4 in Folder 4-99

The Board will be asked to approve a revision of the D45320 Electroneurodiagnostic Technology curriculum standard, effective fall semester 1999.

The health care industry requested this revision, which will allow the college to offer an associate degree in the Electroneurodiagnostic Technology program. Southwestern Community College is the only college in the System approved to offer this program.

C. Curriculum Terminations
Attachment Prog. 5 in Folder 4-99

The Board will be asked to approve the requests of three community colleges to terminate specified curriculum programs.

The colleges, their respective programs and the reasons for terminating those programs are as follows:

- Alamance Community College. A50100 Biomedical Equipment Technology. job market and skill needs have changed and can be met with other, existing curricula.
- Guilford Technical Community College. C45350 Health Care Technology. change in industry needs; D50360 Packaging Machinery Servicing. low enrollment for the past two years; and D60120 Auto Parts Sales Representative. no enrollment for the past two years.
- Wayne Community College. A15160 Fish and Wildlife Management Technology. lack of placement opportunities for technicians in the field.

D. Approval of the Annual GED Contract
Attachment Prog. 6 in Folder 4-99

The Board will be asked to approve the annual General Education Development (GED) contract between the North Carolina Community College System Office and the GED Testing Service.

The contract states that GED Testing Service will continue to provide GED test scoring services for the community colleges and that the North Carolina Community College System Office will continue to be designated as a GED test center, which stocks special test editions for the colleges. The contract year is June 1, 1999 - May 31, 2000.

E. Adult Basic Skills Professional Development: Phase Nine
Attachment Prog. 7 in Folder 4-99

The Board will be asked to approve \$183,545.00 for the Adult Basic Skills Staff Development project, which is based at Appalachian State University. The funds will come from Federal Adult Basic Education Funds; the funding period is July 1, 1999 - June 30, 2000.

Created to meet the staff development needs of literacy providers in North Carolina, the project will:

- Develop additional video support for instructor training.
- Provide training for instructor trainers through two presentations of a one-week summer institute.

FINANCE AND CAPITAL NEEDS COMMITTEE, James J. Woody, Jr., Chair

For Information

Bond Project Status Report
Attachment F-C 1 in Folder 4-99

The Board was given a bond project status report.

For Action

Installment-Purchase of Personal Computers

On a motion by Mr. Woody, seconded by Mr. Weisel, the Board authorized the System Office to enter into an installment-purchase agreement with Triangle Bank.

In this agreement, the System Office will borrow \$105,459.40 at a 5.2% interest rate over a three-year period for a total of \$114,278.40 in order to purchase personal computers for System Office staff.

TURNING THE MEETING OVER TO THE VICE CHAIR, Lt. Governor Dennis A. Wicker

Because he had to leave at this point, Lt. Governor Wicker, as Board Chair, turned the meeting over to the Vice Chair, Dr. Greene.

LEGISLATIVE COMMITTEE, Thomas C. King, Jr., Chair

Mr. King reported on the following:

- Agency bills, such as the sales tax and fuel tax bills.
- The change in the law regarding who is eligible to serve on the State Board of Community Colleges.
- The connection between the Community College System and the North Carolina Citizens for Business and Industry (NCCBI). Dr. Phail Wynn, Jr., President of Durham Technical Community College, recently joined the NCCBI Board, and George W. Little, a member of the Sandhills Community College Board of Trustees, recently joined the NCCBI Executive Committee. Mr. King said that Phil Phillips, the new Chairman of NCCBI, has already spoken out on behalf of the state's community colleges. Agreeing to accompany President

Lancaster in his visits with members of the General Assembly on May 12th. Mr. Phillips has promised to ask them to support the community colleges. Former Sen. Jim Broyhill, said Mr. King, will do the same on May 4th.

- The support of community leaders on behalf of the Community College System.
- A possible push for an increase in tuition for the community colleges.
- Legislation banning members of the General Assembly from serving on local boards of trustees.

PERSONNEL COMMITTEE, Dr. Jeanette M. Council, Chair

On a motion by Dr. Council, seconded by Dr. Porter, the Board convened in closed session for the discussion of personnel matters.

CLOSED SESSION FOR PERSONNEL MATTERS

By acclamation, the Board reconvened in Open Session and took the following action:

Approval of the Interim President of McDowell Technical Community College

On a motion by Dr. Council, seconded by Dr. Porter, the Board approved Dr. Ed Beam, retired President of Caldwell Community College and Technical Institute (CCC&TI) and former Interim President of CCC&TI and Southeastern and Wilkes community colleges, as Interim President of McDowell Technical Community College, effective May 1, 1999.

SYSTEM PRESIDENT'S REPORT, H. Martin Lancaster

The full text of President Lancaster's report is on the North Carolina Community College System web site. The address for that site is <http://www.ncccs.cc.nc.us>.

To find the report, first access the site. Next, click on "President - State Board" at the left side of the screen. Then click on "President's Reports to the State Board." The list of reports will be displayed. Click on the April report, and it will open.

Also, a summary of the president's report is given in the April 1999 issue of *Board Highlights*.

After President Lancaster gave his report, Dr. Greene recognized Alan Dingman, Student Liaison to the State Board and President of the North Carolina Comprehensive Community College Student Government Association (N4CSGA). Mr. Dingman thanked the State Board members for their support during his year as Student Liaison. His last official Board meeting will be the one held in May 1999. Mr. Dingman also thanked Dr. Major Boyd, Director of Student Support Services for the System Office, for all his hard work in serving as the trustee of the N4CSGA.

Ms. Turlington invited everyone to Sampson Community College the last week in April 1999 for the dedication of two new buildings.

Ms. Harmon, a resident of Lincoln County, said she was delighted that everyone was able to visit the county and enjoy its natural beauty and history.

VICE CHAIR'S REMARKS/DISCUSSION, Dr. Bob H. Greene

Dr. Green thanked Dr. Skinner for her hospitality, and he thanked both the Gaston College staff and the System Office staff for organizing the meeting. He said that Dr. Skinner and her staff could be proud of everything they were doing at the college.

The vice chair congratulated David Sullivan, Executive Assistant to the President, on being accepted to law school. He then recognized Dr. Cuyler A. Dunbar, President of Catawba Valley Community College, who invited everyone to visit his college.

Dr. Greene encouraged everyone to attend the Academic Excellence Awards Luncheon, which will be held in May (see the following section for details).

DATES OF NEXT MEETING

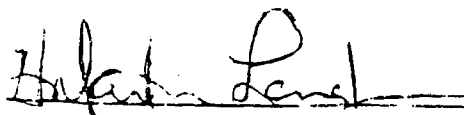
The Academic Excellence Awards Luncheon will be held from 11:45 a.m. to 1:30 p.m. on Tuesday, May 18, 1999, at the North Raleigh Hilton.

The next meeting dates of the Board are Thursday and Friday, May 20-21, 1999, in Raleigh.

ADJOURNMENT

On a motion by Dr. Greene, seconded by Mr. King, the Board adjourned at 10:50 a.m.

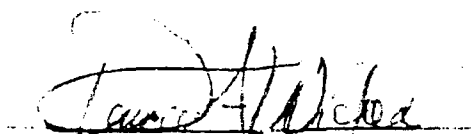
RESPECTFULLY SUBMITTED BY:



Secretary

H. Martin Lancaster, System President

APPROVED BY:



Chair

Lt. Governor Dennis A. Wicker

Agenda attachments referenced in this document were previously mailed and therefore are not attached to these minutes. If copies are needed, please contact the Office of State Board Affairs, North Carolina Community College System, 200 W. Jones St., Raleigh, NC 27603-1379. (919) 733-7051.

APPENDIX I

General Assembly of North Carolina, Session 1999, Session Law 1999-60,

Senate Bill 1039, May 19, 1999

GENERAL ASSEMBLY OF NORTH CAROLINA
SESSION 1999

SESSION LAW 1999-60
SENATE BILL 1039

AN ACT TO ESTABLISH A NEW MULTICAMPUS COMMUNITY COLLEGE TO SERVE ANSON AND UNION COUNTIES.

The General Assembly of North Carolina enacts:

Section 1. There is established a new multicampus community college to serve the multiple-county administrative area of Anson and Union Counties. The initial board of trustees of the new college, which is appointed as provided in Section 2 of this act, shall select the name of the college.

Section 2. Notwithstanding G.S. 115D-12(a) and G.S. 115D-59, effective July 1, 1999, the initial board of trustees of the new college shall consist of 14 members appointed or elected as follows:

- (1) Two residents of Anson County appointed by the Governor;
- (2) Two residents of Union County appointed by the Governor;
- (3) Two members elected by the Anson County Board of Education;
- (4) Two members elected by the Union County Board of Education;
- (5) Two members elected by the Anson County Commissioners;
- (6) Three members elected by the Union County Commissioners; and
- (7) The president of the student government or the chairman of the executive board of the student body of the community college, who shall serve as an ex officio nonvoting member.

The initial terms of one member appointed pursuant to subdivision (1) of this section, one member elected pursuant to subdivision (3), and one member elected pursuant to subdivision (6), shall expire June 30, 2001. The initial terms of one member appointed pursuant to subdivision (2) of this section, one member elected pursuant to subdivision (5), and one member elected pursuant to subdivision (6), shall expire June 30, 2002. The initial terms of one member appointed pursuant to subdivision (1) of this section, one member elected pursuant to subdivision (3), and one member elected pursuant to subdivision (4), shall expire June 30, 2003. The initial terms of one member appointed pursuant to subdivision (2) of this section, one member elected pursuant to subdivision (4), one member elected pursuant to subdivision (5), and one member elected pursuant to subdivision (6), shall expire June 30, 2004. Subsequent terms of office

shall expire four years after appointment.

Section 3. Anson Community College is abolished. All functions, powers, duties, and obligations previously vested in Anson Community College are transferred to and vested in the new community college. The Anson Community College Board of Trustees shall serve as the board of trustees for the new college until the new board of trustees is appointed and qualified. The board of trustees for the new community college shall seek the transfer of the regional accreditation for Anson Community College to the new community college through the substantive change process of the Southern Association of Colleges and Schools.

Section 4. The State Board of Community Colleges may authorize the use of funds in the Anson-Union Community College Reserve to begin the operation of the new community college prior to July 1, 1999. Effective July 1, 1999, it is the intent of the General Assembly that the State Board repay the Reserve with funds appropriated for the operation of the new community college and that these funds remain available for expenditure for the new community college.

Section 5. This act is effective when it becomes law.

In the General Assembly read three times and ratified this the 12th day of May, 1999.

s/ Dennis A. Wicker
President of the Senate

s/ James B. Black
Speaker of the House of Representatives

s/ James B. Hunt, Jr.
Governor

Approved 10:15 a.m. this 19th day of May, 1999