THE IMPACT OF THE NIGERIAN MANPOWER PROJECT ON SELECTED COMMUNITY COLLEGES

The Ohio State University

Ph.D.

1979

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THE IMPACT OF THE NIGERIAN MANPOWER PROJECT ON SELECTED COMMUNITY COLLEGES

DISSERTATION

Presented in Partial Fulfillment of the Requirements for the Degree Doctor of Philosophy in the Graduate School of The Ohio State University

BY

Patricia Ann Skinner, B.S., M.A., Sp.A.

* * * * * * * * *

The Ohio State University
1979

Reading Committee
Lonnie Wagstaff, Ed.D.
Susan Cameron, Ph.D.
George Ecker, Ph.D.

Approved By

Advisor
Department of Educational Administration
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December 4, 1945 .................. Born - Benton Harbor, Michigan

1965 ......................... Associate of Arts
Lake Michigan College
Benton Harbor, Michigan

1967 ......................... Bachelor of Science in Business Education
Western Michigan University
Kalamazoo, Michigan

1967-1968 .................... Graduate Teaching Assistant
Business Education Department
Western Michigan University
Kalamazoo, Michigan

1968 ......................... Master of Arts in Business Education
Western Michigan University
Kalamazoo, Michigan

1968-1971 .................... Instructor and Office Education Coordinator, Lake Michigan College
Benton Harbor, Michigan

1972-1973 .................... Assistant Professor, Business & Secretarial Science, Holyoke Community College, Holyoke, Massachusetts

1973 ......................... Specialist of Arts in Business Education, Western Michigan University

1973-1977 .................... Associate Professor & Office Education Coordinator
Lake Michigan College
Benton Harbor, Michigan

1977-1978 .................... Graduate Research Associate
Nisonger Center for MR/DD
The Ohio State University
Columbus, Ohio
1978-1979 . . . . . . . . . . Part-Time Instructor
                      Business Department
                      Urbana College
                      Urbana, Ohio

1979-1980 . . . . . . . . . . Acting Director of Continuing Education, Otterbein College
                      Westerville, Ohio

PUBLICATIONS

"Are You Making the Right Job Choice?" The Secretary, March, 1975.


Specialist Project: "An Analysis of the Relationship Between the Instructional Emphasis of Two Filing Textbooks Commonly Used in Secondary Schools and Their Relation to the Filing Procedures in the Business Office."

FIELDS OF STUDY

Major Field: Higher Education Administration

  Studies in Educational Administration: Professor Lonnie Wagstaff
  Studies in Higher Education: Professor George Ecker
  Studies in Adult Education: Professor William Dowling
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CHAPTER I

THE PROBLEM

Introduction

Dramatic increases in the numbers of foreign students in U.S. college and university campuses have occurred in recent years. According to the Institute of International Education, foreign enrollments exceed 230,000 currently, and the figure could reach over a million in a decade.¹ Another change that has occurred in international education is the method of support for foreign students—which U.S. government support for foreign students has fallen by about 50%, with 80% of the foreign students now receiving support either from their own families, home governments, or private agencies in their home countries.²

In a recent article in the Chronicle of Higher Education, a noted economist predicted that American higher education may be on the verge of a revolution that will transform it from its current status as just another service industry into an international economic leviathan that could eventually employ the majority of the American work force in the production of education for export. He further emphasized that the


recent government announcement that 500 mainland Chinese students will seek to enter American colleges and universities this academic year suggests a potential expansion of enrollments that could transform the American economy into a vast network of public and private educational factories by the year 2000. By the year 2050, more than half of the nation's work force could be employed in this occupation.¹

The community and junior colleges in the United States have received a significant share of this increase of foreign students. In a study completed in 1977, it was estimated that there were between 58,000 and 68,000 foreign students in community and junior colleges in the U.S. in 1976-77. Although accurate historical data are difficult to find, it appears evident that there has been a dramatic upswing in the number of foreign students in community and junior colleges in the past decade.² At a 1977 Colloquium held in Wisconsin on "The Foreign Student in United States Community and Junior Colleges," Thomas Diener summarized the present status of community and junior colleges in relation to the enrollment of foreign students:

1. There have been recent and dramatic increases in the numbers of foreign students in community colleges in this country.

2. It is possible that there may be as many as 1 out of every 5 foreign students in the U.S. now attending a community or junior college.


3. In some institutions, there are sufficient numbers of foreign students enrolled to create a sizable minority within their student bodies.

4. In hundreds of institutions, foreign students are enrolled in sufficient numbers to require special programs, services, and administrative and counseling staff.¹

This increasing involvement of two-year institutions in international education has brought some major educational issues with it. S.V. Martorana feels a major issue is the need to reconcile the historical but relatively recently established educational mission of the community colleges with the increasingly evident call for an international perspective in their educational programs and services. He thinks community and junior colleges can attract larger numbers of foreign students, but they must consider capacity and capability. Capacity is the physical ability of the institution to enroll foreign students (which is supported by projections of enrollment declines for higher education in general), while capability is the ability to attract, enroll, and serve the educational needs of foreign students.²

Other issues community colleges have been facing due to the overall impact of foreign students are delineated in Chapter II, the Review of Related Literature.

Background of the Problem

Due to the technical nature of their programs, community and junior colleges have attracted a sizable number of enrollees from a

¹Ibid.

number of foreign countries, among those Nigeria. The Nigerian government has been working with the United States government in an attempt to develop agreements with community and junior colleges as well as some other institutions to educate a specific number of students in mid-management and other technical training programs, with a projected potential of 10,000 students.

The training Nigerians will receive in the United States is part of Nigeria's short-term, multimillion dollar program initiated in 1977, to train some 60,000 Nigerians in technical skills throughout the world—in the United States, West Germany, and France in particular. The program is only a small part of Nigeria's mammoth economic development plan for 1975-1978—which lays the foundation for a fully literate and productive Nigeria.¹

The Federal Ministry of Education, which has overall responsibility for Nigeria's training program, contracted with the Agency for International Development (AID) in 1977 to implement the United States segment, which has been called the Nigerian Manpower Project (NMP). AID has agreed to train up to 10,000 students in technical skills over the next few years, with Nigeria providing monetary assistance for its students. The Nigerian Manpower Project was the first major training program under AID's Office of Reimbursable Development Programs, which provides assistance and goods to developing countries able and willing to pay for such services. These programs help to provide the link in

a developing country's transition from dependence on external assistance to self-reliance.¹

The first of 2,000 Nigerian students began arriving in the United States in the fall of 1977 to study in two- and four-year programs. The students have been studying at 164 vocational and technical schools, community colleges, and colleges and universities throughout the United States. The major fields of study of these students include: civil and mechanical engineering, agricultural mechanization, construction, electronics, accounting, and computer technology. These are fields which are crucial to technological development and have not yet been offered on a massive scale in Nigeria. The major components of the administrative aspects of the Nigerian Manpower Project conducted by the Agency for International Development include: student selection, placement, orientation, counseling, monitoring and evaluation, and conducting regional conferences.²

Statement of the Problem

The problem of this study was to determine the impact of the Nigerian Manpower Project on selected community colleges within an open systems framework. The organizations were viewed as systems, with cycles of events where inputs were received, transformed, and outputs were transported into the environment. The source of input specifically focused on was the Nigerian Manpower Project, including the students

¹Ibid.
²Ibid.
and rules and regulations supplied by the Nigerian and U.S. governments. The throughput processes included the technology required to transform the students, and the outputs were the technically trained students. Thus, the major focus of the study was to discover whether these new inputs (foreign students and AID requirements) were different from the traditional inputs (American students) and whether the community colleges made any changes or experienced any conflicts due to these inputs.

The major questions to which answers were sought were:

1. What impact did the Nigerian Manpower Project have on the institutions that could be observed through changes in and/or problems with policies, procedures, personnel roles, services rendered, and instruction given?

2. Has the institution articulated an objective, purpose, or rationale for its involvement in the Nigerian Manpower Project? If so, what is it? If not, why not?

3. How does involvement in the Nigerian Manpower Project fit in with the overall institutional mission?

4. Have top-level administrators and trustees participated in formulating policies and procedures regarding this Project? Have faculty, students, foreign student advisers, and admissions officials been involved in the decision-making process?

5. Who are the key persons, as represented by role positions, presently involved in the NMP? What roles do these persons play? Were any of these positions added, changed, or in some way different from previous positions these persons held?

6. Is there a formal method of communication established to link those presently involved in the Project?

7. Are there specific procedures for making the faculty and community aware of the presence of the Nigerian students on campus?

8. Are the admissions requirements for the Nigerian students the same as those for American students?
9. Are the Nigerian students required to prove minimum competency in English? What type of test is required?

10. Are the Nigerian students required to provide evidence of good health and obtain hospital insurance?

11. Is a separate orientation provided for the Nigerian students?

12. Is an emergency loan fund available to assist Nigerian students in the event of minor cash emergencies?

13. Is on-campus housing available for the Nigerian students?

14. Is there an office, agency, or group of individuals who help Nigerian students find suitable housing?

15. Is there a foreign student organization on campus?

16. Is special counseling given to the Nigerian students when scheduling classes?

17. Is instruction in English as a Second Language required or available for Nigerian students who fail to meet established language proficiency requirements?

18. How are instructors prepared to meet the needs of the Nigerian students?

19. Is there a systematic procedure, different from that used with American students, for faculty members to follow when a foreign student experiences academic difficulty?

20. Is tutoring available on an organized basis?

21. Is individualized help in a learning or media center available to the Nigerian students?

22. Are there formal or informal procedures and/or planned activities for the purpose of making the faculty, students, and community aware of the cultural heritage of the Nigerian students?

23. What have been the major problems encountered through this Project?

24. How have/will these problems be resolved?

25. What role will this community college play in its involvement with the Nigerian Manpower Project in the future? More students? Fewer students?

26. Have the benefits been greater than the costs?
Definition of Terms

Community College: a two-year institution which offers a comprehensive curricula, including programs which are parallel to the first two years of a four-year college degree, technical and/or vocational programs, and community services.

Feedback: return to the input of the part of the output of a machine, system, or process. For this study, feedback specifically refers to evaluation and methods of communication within the institution.

Foreign student: anyone who is enrolled in courses in United States educational institutions who is not a citizen or an immigrant (permanent resident). This definition includes refugees.1

Impact: effect of the Nigerian Manpower Project on various components within and the environment of the institution, including the administration, faculty, staff, students, and relevant persons in the community.

Input: source of energy from the environment. For this study, a source of input consists of the Nigerian Manpower Project, including students and rules and regulations supplied by the U.S. and Nigerian governments.

International student: same as foreign student.

Junior college: two-year institution offering only university or college parallel programs.

Nigerian Manpower Project: project administered by the Agency for International Development, funded by the Nigerian government where Nigerian students are receiving technical training in U.S. vocational and technical schools, community colleges, and colleges and universities.

Output: product exported into the environment. For this study, the output consisted of technically trained NMP students.

Supervised Occupational Employment (SOE): refers to on-the-job-training of students which coincides with their field of study; also called internship, supervised occupational experience, cooperative work experience, cooperative employment, or experienced based education.

Technical Institute: two-year institution offering technical-vocational programs and community services.

Technology: state of man's knowledge at any point in time which dictates the kinds of variables required and the manner of their manipulation to bring that desire to fruition. Technology consists of the extent that the activities dictated by man's beliefs are judged to produce desired outcomes, also referred to as technical rationality.¹

Throughput: process of transforming energy to get work done. For this project, it specifically relates to processes necessary to administer the Nigerian Manpower Project (includes technology, cooperative field experience, counseling techniques, classroom instruction, and administrative functions).

Urban population: comprises all persons living: (a) in places of 2,500 inhabitants or more inhabited as cities; (b) excludes persons living in rural portions of extended cities; (c) unincorporated places of 2,500 or more; (d) other territory, incorporated or unincorporated, included in urbanized areas (a central city or cities) at the time of the census.²

Significance of this Study

This study is of importance to community colleges as well as to the fields of educational administration and international education. Community colleges who are interested in becoming involved in international education will receive practical information regarding the needs of foreign students, the affects of a contractual arrangement with the government on the institution, the number of personnel involved, the time requirements, and the benefits to be accrued for the institution and community. Specific suggestions are also given for new schools who wish to become involved in such an endeavor. In addition, the three community colleges who participated in the case


studies will receive an analysis of the impact of the Nigerian Manpower Project at their institutions.

For educational administration, this study represents a contribution to our knowledge regarding the significance of the environment as well as coping strategies utilized by institutions to adapt to changing inputs from the environment. A framework has been developed to study the impact of an input from the environment which could be used as a model for similar research endeavors.

For international education, this study enhances the limited knowledge available regarding foreign students studying in community colleges and provides specific details regarding contractual arrangements with foreign countries for educational exchange.

This study will also provide beneficial information to AID, who is sponsoring the Nigerian Manpower Project. They may wish to utilize some of the recommendations and other data in their decision making regarding future projects of this nature.

Chapter Organization

Chapter I was the introduction, consisting of the problem, the background, the significance of the study, as well as a definition of the terms used throughout the study. In Chapter II, literature pertinent to the study was reviewed, and the theoretical framework was explained. Chapter III consisted of an explanation of the procedures and methodology. Chapters IV, V and VI were case studies of the institutions studied. Chapter VII consisted of a comparative analysis of the case studies and contained final conclusions and recommendations.
CHAPTER II

REVIEW OF RELATED LITERATURE

Introduction

Since the Nigerian Manpower Project is of such recent origin, there is little written information available regarding it, and no research studies completed to date. Therefore, the review of related literature will focus on the general body of information relating to foreign students in community colleges, an overview of the Nigerian Manpower Project, and conclude with the theoretical framework around which this study was developed. This chapter will be divided into the following sections:

1. The Community College
2. Overview of the Nigerian Manpower Project
3. Rationale for Encouraging Foreign Students to Attend Community Colleges
4. Why Foreign Students Choose to Attend Community Colleges
5. Issues, Problems, and Concerns Associated with Foreign Students Enrolled in Community Colleges
6. Theoretical Framework: Open Systems Theory

The Community College

The community college is probably more diverse in defined functions, programs, clientele, and philosophical bases than any other
type of educational institution. In an analysis of community and junior colleges, Ralph Fields identified five fundamental characteristics which he felt clearly established the uniqueness of this institution:

1. **Democratic** -- low tuition and fees; nonselective admission requirements; and geographically and socially accessible.

2. **Comprehensive** -- enrolls a wide range of students with widely varying abilities, aptitudes, and interests, as well as having a comprehensive curriculum.

3. **Community centered** -- locally supported and controlled; local resources used for educational purposes; a community service improving the general level of the community.

4. **Dedicated to life-long learning** -- educational programs for individuals of all ages and varying educational needs.

5. **Adaptable** -- to individual differences among students, to differences in communities, and to the changing needs of society.

Thus, the community college is characterized as an organization of and for the people it serves. Its services are not confined to the traditional functions of the four-year college, but include activities which contribute to the general upgrading of society.

The students who attend community colleges usually represent a cross section of the population being served. They are generally from middle-class and blue-collar families, and their educational achievement tends to exceed that of their parents. Their academic abilities vary widely, as do their motivations and attitudes. The majority attend college part time, and the average age is increasing.

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2 Ibid.
Financial support for community colleges is obtained from a variety of sources, including state appropriations, local taxation, tuition and fees, and gifts and donations from private sources.¹

Overview of the Nigerian Manpower Project

Political Aspects

Nigeria, the most populated country in Africa, has an estimated 80-100 million people. In area, it is about the size of Texas and Oklahoma combined. The United States procures more oil from Nigeria than from any other country except Saudi Arabia, and Nigeria ships more of its oil to the U.S. than any other country. Nigeria gained its independence from Britain in 1970. Because it was a former British Colony, its educational system developed along the lines of the British system. Education was viewed as the avenue for professional success, so with independence came the need for more educated Nigerians. Since their independence, Nigeria has added 12 universities to the single institution which existed before 1960, and has hundreds of primary, secondary, and technical schools. Due to the large and growing population, the need for education far exceeds the supply of educational institutions.²

The Program

The program began in the U.S. in 1977, with the arrival of the first 489 students for two years of training in varied fields, such

¹Ibid.

as agricultural sciences, allied health, electronics, engineering technologies, mining, and petroleum technology. Colleges were invited to participate by the American Association of Community and Junior Colleges (AACJC), and those colleges who responded were contacted. The selection of colleges was based on the appropriateness of the college's program to the needs of Nigeria and the students, previous experience with foreign students, availability of housing, and the ability to accept students on very short notice. The students were then assigned to 68 educational institutions in 30 states and the District of Columbia.¹

The second group of nearly 500 students arrived in January, 1978. These students joined other Nigerians at over 113 educational institutions in 35 states. By May, it was obvious that the students were doing well academically, with nearly two-thirds of them completing the first year with a "B" average or better.² There are presently 1,800 Nigerian Manpower Project students in the United States, with an anticipated 500 more for September, 1979.³

The Nigerian Manpower Project has been a great stimulus for international activity on the community college campus, according to Dr. David W. McDowell, Acting Director of International Education, State University of New York. In a speech he prepared for the North

¹Ibid.
²Ibid.
Central Regional Conference on "The Impact of the Nigerian Manpower Project on American Schools," he said the Nigerian Manpower Project adds several important dimensions to international activity on community college campuses:

1. The NMP students are the largest group of foreign students on most campuses.
2. Their presence has required colleges to look carefully into advisement policies and procedures.
3. There is an awakened interest in Nigeria.
4. It has challenged universals about training and how to teach.
5. Education of these students should be viewed as an enriching and challenging cross-cultural experience.¹

Characteristics of the Nigerian Students

McDowell also discussed the importance of understanding the educational and social backgrounds of the Nigerians in order to facilitate meeting their needs at American institutions. His data was based on his doctoral dissertation which consisted of an anthropological study of the Nigerian culture. He mentioned these specific areas:

Career goals of Nigerian students may differ from those expected by the Nigerian government. The Nigerian government wants these students to be trained in two-year technical programs. Because these students view education as the pathway from the agricultural work of their parents, they seek as much education as possible. This is why many of these students seek to transfer to four-year programs once they

¹Speech given by David W. McDowell, "The Impact of the Nigerian Manpower Project on American Schools," North Central Regional Conference on the Nigerian Manpower Project, Kalamazoo, Michigan, 1 June 1979.
get to the United States. It also explains why they dislike "dirty work."

Teaching styles are different in America. American teaching is unique in that lecture, seminars, informality, and less structure exists than in educational systems in most of the rest of the world. Teachers in America tend to use more flexibility and more examples than most teachers overseas. In Nigeria, teachers use more lectures and give more notes—it is more rigid, more formal. There is more distance between students and teachers. Students are punished for having the wrong answers.

Interpersonal relations have a different focus for Nigerians. Banking is not conducted the same as in America. In Nigeria, students may spend hours cashing one check. Businesses will not accept payment by check; there are no credit cards. In the "pay-as-you-go" system in the United States, these students may easily fall into debt. Social customs governing organizations are different for Nigerians. Nigerians are not inclined to line up at banks, stores or restaurants. Their system encourages aggressiveness—taking turns gives way to the most aggressive. The Nigerians have a different sense of time and space (silent language of a culture). Unless there are specific timetables, Nigerians expect flexibility. Their system does have some deadlines such as dates for examinations. The real challenge is for them to know when times are specific and when they are not. Space is also much closer in relationships for them than it is with Americans. Nigerians have been accustomed to having very little authority over their own fiscal and personal management because much of their lives
are regulated by their government. Most scholarships are taken over by the government, and their medical coverage is comprehensive. Most students will have difficulty adjusting to budget preparation, frugality, and saving in the United States. Hygiene and personal habits may also create some difficulties for the Nigerians. The Nigerians are not accustomed to using deodorants as Americans are. Their sexual codes are different from Americans—they need to learn what is expected of them in sexual relations in this country.

McDowell also gave some recommended practices and procedures for American institutions to help them better cope with the special needs the Nigerians may bring with them:

1. Give Nigerian students as much information as possible on all policies and procedures--deadlines, policies of what the college can and cannot do for them. (Some of this can even be sent to them ahead of time in Nigeria.)

2. Know the policies of the Nigerian Manpower Project.

3. Provide a strong orientation program including information on the American school system, habits, customs, taboos, etc.

4. Careful advisement and guidance throughout the two years of the program is important. Issues need to be identified.

5. Staff or faculty orientation should be provided on the campuses. There should be discussion of styles of teaching and counseling.

6. Customs, standard practices, standards, and taboos should be discussed openly. Policies should be announced at the beginning of all classes.

In summary, McDowell said the Nigerian Manpower Project offers tremendous opportunities in that it provides Nigeria with needed

1Ibid.

2Ibid.
manpower, gives many colleges a chance to deal effectively with cultural diversity which will transfer to the American population, and provides many colleges with a rare opportunity to learn about another country. He said all people can benefit from learning more about each other in this interdependent world.¹

Expectations of the Nigerian Government and AID

The purpose of the Nigerian Manpower Project was to train Nigerians in middle level technical programs. In 1977, the Federal Military Government (FMG) of Nigeria established a National Middle Level Technical Manpower Committee, whose purpose was to oversee the implementation of this accelerated program in middle-level technical training. The FMG has established a goal of training over 50,000 persons within the next five years, using the resources of many technically oriented nations. Consequently, an agreement was made whereby AID would assume responsibility for the training of an indefinite number of students in middle-level technical programs.

AID is responsible for the administrative aspects of the NMP from student selection to monitoring and evaluation of the project. Student selection is conducted through the combined efforts of a team of officials from AID, including several representatives from community and junior colleges, and Ministry of Education officials in Nigeria. Selection of institutions is based on accreditation, availability of technical courses, willingness to enroll Project students, and an on-site evaluation by AID officials. Nigerian

¹Ibid.
students experience a week of cultural and academic orientation programs which are conducted by Washington-based organizations. A special NMP team counsels and advises students who experience problems, in cooperation with college coordinators at each institution who serve as liaisons between students and the Project team. AID Project members visit each college to assist the students enrolled there in resolving academic or social problems and to evaluate the effectiveness of the participating institutions. Regional conferences are sponsored by AID to clarify NMP objectives and to serve as a forum for colleges to share their experiences with the Project team.  

The expectations for both students and institutions are given in The Nigerian Manpower Project Regulation Handbook. Major policies which affect institutions include the following:

**Campus coordinator on each campus** -- The campus coordinator maintains contact with the Project officer in Washington, D.C., assists the student with academic plans, specific choice of courses, living arrangements, introduction to the different aspects of the community, provides an orientation to the school, makes sure the students receive their monthly allowances, and assists in any emergencies.

**Selection of students** -- Students are selected by a selection team composed of three or four Americans from AID's Nigerian Manpower Project headed by an official of the Nigerian Federal Ministry. Each student must sign a "Conditions of Training Form" before being accepted. (See appendix A.)

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Academic performance and grades -- Performance of students will be evaluated at regular intervals in accordance with the policies of the individual institutions. Performance reports will be forwarded to the Program Officer at the Nigerian Task Force in Washington by the individual schools. The Program Officer will carefully monitor the students' progress. Where difficulties arise, action will be taken by the school or the Nigerian Task Force Officer.

Time limitation -- Students enrolled in two-year colleges must complete their programs within 18-30 months. In no case will students in the two-year program be allowed to go home during their two years in the United States, and students are mandated to return to Nigeria for at least two years upon completion of their programs.

Transfers -- Students can neither on their own, nor without prior approval of the Project Officer, change their fields of study or change any aspects of their programs that will incur additional costs for the Nigerian government.

Operation of automobiles or other motor vehicles -- The NMP office strongly discourages the operation of automobiles or other motor vehicles by the Nigerian students during their study tours in the U.S.

Supervised Occupational Employment (SOE) -- Students may engage in SOE for remuneration and credit as long as the program is an integral part of their school activities.

Practical training -- Students may be authorized by the Project Officer to engage in practical training for remuneration after completing their degrees. Practical training will be authorized by the
school coordinators and ultimately the staff of the NMP, only if such training is needed to complete program objectives, and is not disruptive to the local labor market.¹

It should be noted that the two requirements discussed above, Supervised Occupational Employment and Practical Training, have been somewhat revised since the Project Regulation Handbook was written. They will be discussed further in each case study as they are viewed at each college.

One other rule students must follow which has been mandated by the Nigerian government is that they are not allowed to bring dependents with them--many of the students must leave wives and children behind for 18-30 months.

The Nigerian government provides remuneration for tuition, books, a monthly stipend for living expenses, as well as paid insurance coverage for the time the students are studying in the United States.

Rationale for Encouraging Foreign Students to Attend Community Colleges

At a 1977 Colloquium on "The Foreign Student in United States Community and Junior Colleges," Edmund J. Gleazer, Jr., enumerated several reasons why foreign students should be encouraged as an integral part of community college environments. First, many issues colleges face are international and domestic (nuclear threats, energy shortages, commodity prices, and food supplies). Secondly, all

people on earth are interdependent, and education can help solve international problems. Third, community colleges touch the greatest number of people. More than half of those beginning their college work in this country now do so in community colleges, and community colleges are becoming one of the major institutions providing continuing educational services for those beyond the conventional college age. Fourth, there is no substitute for person-to-person intercultural experiences.¹

Community college involvement in international education is also being encouraged because it reduces provincialism among domestic students, brings added resources to the classroom, and is an asset to the social life of the campus. Research also indicates that it is valuable and influential in foreign relations. A recent Fulbright study shows that enrollment of international students has done more in the development of positive foreign relations than any other foreign aid program.²

At the 1977 Seminar on International Education, Ervie Glick spoke of international education as not only important, but necessary:

Not only does International Education stimulate and revitalize an entire campus, not only is it interesting and exciting, but it is a necessary component of modern education if we are to educate responsibly for tomorrow's citizenry. International


education does not happen by itself, as man is by nature ethnocentrically inclined. We are compelled, therefore, to consciously broaden our horizons to include a global view. It requires responsible, capable, and enthusiastic leadership.¹

Robert Breuder and Maxwell King emphasized that the question is no longer, "Should we get involved?" but rather, "How do we take advantage of the benefits that are associated with the international experience?" They advocate that the expertise that American community colleges have developed throughout their relatively short history has resulted in leading world nations as well as lesser developed countries to demand that community colleges actively enter the world community to share their experiences and resources.²

A formal commitment was made to international education in community colleges by persons who attended the 1977 "National Colloquium on the Foreign Student in U.S. Community and Junior Colleges" in the format of a public statement. The purpose of international education in community colleges was given as understanding international issues and appreciating customs and cultures worldwide. Foreign student enrollment in U.S. community colleges as a facet of the entire international education program should have these specific objectives: (a) to provide individual students from throughout the world with the education they want and need; (b) to aid in the development of the foreign students' home countries; (c) to strengthen the educational

¹Ibid.

program for U.S. students by using the foreign students as resources on other customs and cultures; and (d) to contribute to mutual world understanding.1

**Why Foreign Students Choose to Attend Community Colleges**

Lornie Kerr has mentioned several reasons why foreign students choose to attend community colleges. The major reason is that a community college offers specialized training in a two-year program which is particularly suited to the needs of the foreign student and his country. This reason has been the major impetus for the growth and development of the Nigerian Manpower Project. Other reasons for foreign student attendance at community colleges include the low tuition, provision of individualized assistance, less stringent admissions requirements, geographic location, and close association with students, faculty, and the community.2

As previously reported, community colleges selected for inclusion in the Nigerian Manpower Project met the following criteria: the college must have had appropriate programs, previous experience with foreign students, available housing, and the ability to accept students on very short notice.

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Edmund Gleazer discussed the contribution that community colleges have to offer foreign students and/or foreign governments is their ability to train middle-level manpower and provide technical and vocational education. He also indicated that other countries are looking to the United States for assistance in helping community colleges with community-based education. ¹

Issues, Problems, and Concerns Associated with Foreign Students Enrolled in Community and Junior Colleges

One of the characteristics of the community college which makes it unique could also present conflict with the international component: the fact that the traditional mission of the community college is to serve the needs of the community. Most community colleges were established for that purpose. Gleazer has stated:

The community college is a functioning segment of the community, and its mission centers around the education of the young, the continuing education of older citizens, and the general improvement of the community through beneficial and appropriate educational and cultural services. ²

In a publication prepared by the National Association for Foreign Student Affairs (NAFSA) on Crucial Issues in Foreign Student Education, the issues of orientation for foreign students, financing, and admissions policies were raised. It was suggested that greater emphasis needs to be placed on meeting the needs of foreign students

¹Gleazer, "To Transcend the Boundaries," pp. 5-6.

within specific disciplines to bridge the gap between the level of education in developing countries and the U.S. It was also recommended that NAFSA should explore ways of meeting impending crises in financing the education of foreign students, especially in view of increasing costs due to inflation and demands placed on traditional sources of financial aid in favor of U.S. minority students.¹

Kerr and Diener brought up the question of whether community colleges should be involved with foreign students at all:

Many community colleges in the U.S. seriously question whether they should be involved with foreign students or with international education at all. The rationale usually given is that they are locally based institutions with local financial support and therefore should not expand their responsibilities beyond this scope...for many, it is difficult to reconcile the basic educational mission of community colleges and international service.²

Martorana felt the basic issues generated in community colleges relative to programming for foreign students included: (a) congruence of educational philosophy and mission of community colleges with international education; (b) procedures utilized for financing community colleges need to be investigated, as in many states there is little monetary incentive to enroll foreign students; and (c) political aspects of the community need to be considered in reference to foreign student programs so that community support is not lost.³


²Martorana, "Constraints and Issues in Planning and Implementing Programs," pp. 32-38.

³Ibid.
A statewide study done in Florida in 1972 found foreign students had these concerns: financial aid, English proficiency, admissions and selection, and academic advising and records. Kerr suggested community and junior colleges need to develop an institutional philosophy regarding foreign student programs and delineate their role. They should carefully evaluate their standards prior to admitting foreign students. He also suggested community colleges involved in international education should develop a committee to serve as a policy-making and advisory body for the foreign student program and suggested the following roles be represented: Dean of Students, Foreign Student Advisor, teacher of English as a Second Language, an interested community person, and a student. Kerr offered suggestions for dealing with issues/problems in these specific domains: admission procedures and standards, information compilation from foreign students, advising, orientation, housing, community programs, student organizations, and professional associations.

Cliff Sjogren proposed that one of the major issues facing community colleges that enroll foreign students is that of selectivity in admissions: selectivity of both the qualifications of the student and the qualifications of the institution. He stated:

The challenge, therefore, is for U.S. institutions to effectively communicate to themselves and to prospective foreign students those policies and practices that will aid the

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institutions and the foreign student in making wise educational decisions. The primary component of that challenge relates to the ability and the willingness of the institution to retain personnel who are professionally competent to deal with the many educational, social, and economic issues that are uniquely associated with the accommodation of foreign students.

Sjogren's position on selectivity of institutions and foreign students was supported by data and conclusions from his doctoral dissertation, "Foreign Students in Michigan Community and Junior Colleges: An Analysis of Present Conditions, Experiences, and Expectations."2

Through a questionnaire submitted to participants of the North Central Regional Conference on the Nigerian Manpower Project, these problems were identified as being encountered by the Nigerian students as well as the institutions due to this project:

1. Financial problems due to the students' checks arriving late.
2. Difficulties faced by students through cooperative job experiences.
3. Difficulties faced by students with "hands on" experiences in the classroom.
4. Difficulty finding appropriate housing.
5. Inability/difficulty of teachers to meet the special needs of the Nigerian Manpower Project students.
6. Difficulty of providing the special services required.
7. Cultural differences between American and Nigerian students, such as the high need for structure and specificity in the relationships of the Nigerian students.
8. Math deficiencies of some students.

1Cliff Sjogren, "Is Your Institution Really Ready to Admit Foreign Students?" College and University (Summer, 1973): 601-611.
2Ibid.
9. Extra time required of personnel at colleges to advise and assist these students.¹

Theoretical Framework: Open Systems Theory

Traditional organizational theories have viewed the human organization as a closed system. This tendency has led to a disregard of various organizational environments and the nature of organizational dependency on environment. It has also led to overconcentration on internal organizational functioning, with a consequent failure to develop and understand the processes of feedback which are essential to survival. Open systems theory, on the other hand, maintains that environmental influences are integrally related to the functioning of a social system, and that a system cannot be understood without a constant study of the forces that impinge upon it.²

Community colleges, like most other educational institutions, are facing many changes in their environments to which they must effectively adapt. Viewing the community college within the open systems framework can provide insight into the nature of the relationship between this organization and its environment as well as the impact of that environment on the institution.

An element of the environment which was studied in this research was the Nigerian Manpower Project. The influx of a group of students from Nigeria was viewed as a response to the changing nature of the


student population available to enroll in community colleges as well as a response to part of the college's environment: the United States government. This study specifically focused on the impact of such an event through a systems framework. Conceptually, a system implies that there are a multitude of variables in organizations and that each of them affects all the others in a complex relationship. An event (such as the Nigerian Manpower Project) that appears to affect one individual or department may actually have significant influences elsewhere in the organization.¹

Common Characteristics of Open Systems

Open systems are characterized as having nine basic properties:

1. Importation of energy from the external environment -- Social organizations must draw renewed supplies of energy from other institutions, or people, or the material environment.

2. Through-put process -- Open systems transform energy available to them to enable work to get done.

3. Output -- Open systems export some product into the environment.

4. Systems as cycles of events -- The pattern of activities of the exchange of energy has a cyclic character. The product exported into the environment gives sources of energy for repeating the cycle of activities.

5. Negative entropy -- To survive, open systems have to move to arrest the entropic process and thereby acquire negative entropy. (The entropic process is the universal law of nature in which all forms of organization move toward disorganization or death.)

6. **Information input, negative feedback, and the coding process** -- Open systems utilize information as part of their input. One specific type of information is negative feedback which enables the system to correct its deviations from course. The coding process is also used to selectively receive inputs.

7. **Steady state and dynamic homeostasis** -- Organizations have a tendency to approach a steady state to preserve the character of the system.

8. **Differentiation** -- Open systems move toward differentiation and elaboration, resulting in multiplication and elaboration of roles with greater specialization of function.

9. **Equifinality** -- According to this principle, a system can reach the same final state from differing initial conditions and by a variety of paths.

The organizations studied were viewed as systems, with cycles of events where inputs were received, transformed, and outputs transported into the environment. The source of input specifically focused on was the Nigerian Manpower Project, including the students and the rules and regulations supplied by the Nigerian and U.S. governments. The throughput processes included the technology required to transform the students, consisting of special services such as counseling and job training as well as classroom instruction. The outputs were the technically trained students ready to make their contribution to their nation.

One of the major focuses of the study was to discover whether these inputs were different from the traditional inputs (American students) and whether the community colleges made any changes or

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experienced any conflicts due to these inputs. For example, were any changes made in personnel roles, services rendered, or instructional activities necessary to convert these inputs into the type of outputs required? Also, were there any differences in the outputs expected in these students due to the nature of the project?

An attempt was also made to discover whether the reason for becoming involved in the Nigerian Manpower Project was an attempt by the institution to arrest the entropic process and gain some additional reserves in their resources. Utilizing the open systems framework also provided insight regarding the institutions' capability for maintaining a steady state and dynamic homeostasis as well as gave information regarding whether any differentiation was required to adapt to the NMP. In addition, the concept of equifinality could be studied by observing whether the same goals had been reached at the different colleges through a variety of paths.

Significance of Organizational Environments

Contexts, or organizational environments, are important for understanding actions and structures. The key to organizational survival is the ability to acquire and maintain resources. Organizations are linked to their environments by federations, associations, customer-supplier relationships, competitive relationships, and a social-legal apparatus defining and controlling the nature and limits of these relationships. What happens in an organization is not only a function of the organization, its leadership, its structure, or goals, but also a consequence of the environment and the particular
contingencies and constraints deriving from that environment.¹

The basic concepts for a contextual perspective include organizational effectiveness, organizational environment, and constraints. Organizational effectiveness is an external standard of how well an organization is meeting the demands of the various groups and organizations that are concerned with its activities. This external basis for judging organizational effectiveness makes the concept of environment important. The concept of constraint is also important in understanding organization-environment relationships. Actions are constrained whenever one response to a given situation is more probable than any other response to the situation. Behaviors are frequently constrained by situational contingencies, and the individual's effect is relatively small.²

Richard Carlson discussed the significance of environmental constraints on organizations, focusing specifically on the nature of the relationship between the organization and the clients. He said one way of looking at the relationship of a client to a service organization is to bring into focus the extent to which the relationship contains the element of selectivity. From this perspective, it is obvious that some service organizations select their clients and some do not. In some service organization-client relationships, clients must (in the legal sense) participate in the organization and in


²Ibid., pp. 10-13.
others they can refuse to participate.¹

Carlson developed a typology of four types of relationships in service organizations:

TYPE I  - organizations which, either by formal or informal means, select the clients they wish to deal with and are participated in by clients on a voluntary basis. (Examples include the private university, hospitals, and doctors' offices.)

TYPE II  - organizations which do not select their clients, and participation in the organization is not mandatory. (Examples are state universities, community colleges, and adult education units.)

TYPE III  - organizations which select clients, and clients are compelled to participate. (Service organizations of this type are rare or nonexistent--an example of this kind of organization (not service) is the citizen army.

TYPE IV  - organizations where clients receive the service on a mandatory basis. (Examples are prisons, public schools, and state mental hospitals.)²

Community colleges traditionally fit into the TYPE II category; however, they do reserve the right to be selective in the admission of foreign students, so they have a different type of relationship with this type of client than with the American students. For colleges who consent to become involved in the Nigerian Manpower Project, another relationship must be considered which might present constraints: the relationship of the institution to a governmental agency (AID).

²Ibid.
Involvement in the Nigerian Manpower Project brings with it not only foreign students with differing needs but also requirements (constraints) presented by the U.S. government through AID and ultimately rules and regulations supplied by the Nigerian government.

**Interdependence and Resource Importance**

Interdependence is a consequence of the open-systems nature of organizations—because organizations must transact with elements of the environment in order to obtain the resources necessary for survival. Two important characteristics of interdependence in organizations are:

1. Interdependence varies with the availability of resources relative to the demands for them. (When there is a large amount of resources relative to the demand, interdependence between actors who need the same resource is reduced.)

2. Interdependence can create problems of uncertainty or unpredictability for the organization.¹

An organization's vulnerability to environmental influence is partly determined by the extent to which the organization has to depend on certain types of exchanges for its operation.² In the case of the Nigerian Manpower Project, the schools who participate become vulnerable to environmental influence to the extent that they sign an agreement with AID to provide certain services in exchange for the manpower and monetary resources. An example of this vulnerability might be their requirement to provide services that were not formerly available and which may have high costs on the organization.

²Ibid., p. 46.
Jeffrey Pfeffer and Gerald Salancik discuss two important dimensions of resource exchange—the relative magnitude of the exchange and the criticality of the resource. The relative magnitude of exchange is determined by assessing the total inputs or outputs accounted for by the exchange. (An organization that creates only one product or service is more dependent on its customers than an organization that has a variety of outputs.) Historically, universities have defined themselves as processing a relatively narrowly defined input—people between 18 and 22 years of age. As the supply of people in that group has decreased, relative to the capacity to process it, universities have faced problems. One response has been to broaden the range of inputs to include older people in adult and continuing education programs. An example of the same type of response in the community college has been the admission of larger numbers of foreign students from projects such as the Nigerian Manpower Project.

The other important dimension of resource exchange is the criticality of the input or output to the organization. Criticality measures the ability of the organization to continue functioning without the resource. This criticality may vary from time to time as conditions in the organization's environment change. Organizational vulnerability derives from the possibility of an environment's changing so that the resource is no longer assured. Achieving stability in the supply of a resource or in the absorption of an output becomes

\[\text{Ibid.}\]
problematic for an organization that requires steady resource exchanges to operate.\(^1\) The trend of increasing numbers of foreign students in community colleges could be viewed as one way of responding to the problem of declining in enrollments in community colleges in general.

**Summary**

The review of related literature focused on the mutual benefits associated with foreign students attending community colleges as well as issues surrounding these relationships. An overview was also given of the Nigerian Manpower Project, including the political aspects, a scenario of the program, characteristics of Nigerian students, and expectations of AID and the Nigerian government. The issues surrounding foreign students in community colleges as well as background information about the NMP helped provide the framework on which to base the case studies.

The impact of the Nigerian Manpower Project on community colleges has been viewed using the conceptual framework of open systems theory, emphasizing particularly the significance of organizational environments.

\(^{1}\text{Ibid., p. 47.}\)
CHAPTER III

METHODOLOGY AND PROCEDURES

Introduction

This study consisted of an examination of the Nigerian Manpower Project at selected community colleges. The case study methodology was utilized to gather in-depth information regarding the impact of this project on three specific community colleges. Data were gathered through a questionnaire which was part of the pilot study of this topic, through interviews with key participants of the Nigerian Manpower Project at each institution studied, and from documents, including college catalogs, student handbooks, written memos, policies, and procedures. Data were analyzed utilizing the systems framework and research questions previously generated.

Case Study Research

A case study consists of an intensive investigation of a social unit where an investigator gathers pertinent data about the present status, past experience, and environmental forces that contribute to the individuality and behavior of the unit. After analyzing the sequences and inter-relationships of these factors, a comprehensive, integrated picture of the unit as it functions in society can be
A major advantage of the use of the case study approach is that it can provide useful insights and help to retain and probe the patternings, sequences, and configurations of variables and relationships, that can be lost in research which treats variables in isolation. A case study can also be a valuable methodology in the accumulation of knowledge in that it can stimulate the production of hypotheses regarding possible regularities; can be used to test inferences in different contexts; can be used to pursue and/or probe causal relationships and to eliminate spurious relationships where a correlation or pattern is established; and it can be used to refine and/or qualify hypotheses.²

The case study method of research was selected for this study because it allowed the investigator to study an institution from a systems perspective and observe the relationships among various persons at the institutions both formally and informally. The nature of the questions generated in this study necessitated obtaining contextual as well as factual information.

The value of doing comparative case studies was in enriching the data base regarding the NMP by viewing it in three different settings, attempting to discover patterns, regularities, testing inferences

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in different contexts, and stimulating the production of hypotheses regarding possible regularities.

Since the investigation of the social units selected in this research were carried out in the natural social setting, they can be classified as field studies. Kerlinger defines field studies as ex post facto scientific inquiries aimed at discovering the relations and interactions among sociological, psychological, and educational variables in real social structures. Field studies can be further divided into two broad types: exploratory and hypothesis testing. This research is congruent with the exploratory type—the discovery of what is, rather than predicting relations. Exploratory studies have three purposes: to discover significant variables in the field situation, to discover relations among variables, and to lay the groundwork for later, more systematic and rigorous testing of hypotheses. According to Kerlinger, research aimed at discovering or uncovering relations is indispensible to scientific advance in the social sciences.\(^1\)

**Data Collection Techniques**

The data were collected by means of interviews, documents, and questionnaires. These three data sources were complementary and mutually enriching. The questionnaires, which were part of the pilot study, provided a broad view of the issues surrounding the NMP, roles of personnel involves, and provided the basic framework for the interview

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\(^2\)Ibid.
guides. According to John Madge, documents "supplement observation and participation in retrospect, by broadening the base of experience," and "the interview gives the initiator a far better opportunity to gauge the truthfulness or other qualities of his informant or candidate than when he has to rely on documentary sources (alone)."\(^1\)

There were several reasons why it was advantageous to use the interview technique for this research. First of all, the NMP had only been in existence for two years, so very little documentation was available regarding it. Secondly, it was hoped that the interviewees would provide personal and confidential information, which they might not ordinarily place in writing, and discuss issues more freely. Thirdly, the use of the interview would allow the researcher to follow up leads and take advantage of small clues; in dealing with complex topics and questions, the development or trend of the conversation could proceed in any direction and no instrument prepared in advance could fully meet this type of situation. Finally, the interview enabled the investigator to form an impression of the person who was giving the information, to arrive at some truth of the answers, and to "read between the lines" things that might not have been said in words.

One final justification of the interview approach was given by Dexter in his explanation of when interviews should be undertaken. He said interviews should be conducted when the following conditions can be approached: (a) alternative techniques have been seriously considered in terms of the research issues, (b) the research issues

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have tended to determine the selection of techniques, rather than the reverse, and (c) inferences drawn from the interviews can be subjected to some sort of independent criticism, or preferably, vigorous test.\(^1\)

For this study, alternative approaches were considered unsatisfactory due to the in-depth investigation and follow-up required to deal with the issues. A questionnaire was utilized in a preliminary pilot study of the issues surrounding the project and the results obtained further verified a more intensive approach was necessary. Thus, the research issue did determine the selection of the interview technique. In addition, the inferences drawn from the interviews were subjected to testing through requiring several persons to respond to similar questions and obtaining documentation to verify some of their statements.

The specific type of interview conducted in this research could be classified as an "elite interview." According to David Riesman, an elite interview is an interview with any interviewee who is given special, nonstandardized treatment. Special, nonstandardized treatment means stressing the interviewee's definition of the situation, encouraging the interviewee to structure the account of the situation, and allowing the interviewee to introduce to some extent (an extent which will vary from project to project and interviewer to interviewer) his notions of what he regards as relevant, instead of relying upon the investigator's notions of relevance. In elite interviewing, the investigator is willing and often eager to let the interviewee teach him what the problem, the question, and the situation is—to the limits

of the interviewer's ability to perceive relationship to his basic problems, whatever these may be.¹

Interview guides had been developed based on the issues surrounding the NMP and role positions of key participants, but flexibility was allowed in allowing interviewees to introduce what they thought was relevant and in encouraging them to teach the interviewer what the problems and situations were at their particular institutions. If an interviewee deviated from the interview guide, this was perceived as an opportunity to follow a lead which might provide new insight into the NMP at this institution.

The elite interview has been adopted much more often with the prominent and well-informed than with the rank-and-file of a population. One reason for this is that many well-informed or influential people are unwilling to accept the assumptions with which an investigator starts; they insist on explaining how they see the situation, what the real problems are as they view the matter. Moreover, the interviewer confronted with genuinely prominent people or the well-informed is unlikely to feel that he can insist on their hewing to a standardized line of discussion.² The persons interviewed for this study were the key participants of the Nigerian Manpower Project, those persons who were the most informed, most involved, and most affected by the NMP.

¹Ibid., p. 5.
²Ibid.
Selection of Institutions and Participants

The units of study in this research consisted of three community colleges in a midwestern state, labelled Community College A, Community College B, and Community College C. The community college was selected as the unit of analysis because there had been a significant increase in the number of foreign students enrolling in community colleges in the past five years, and a majority of the Nigerian Manpower Project students were being placed in community colleges. The three specific community colleges studied were selected because the state in which they were located ranked among the top ten states in the entire country in total number of foreign students; a sufficient number of NMP students were enrolled at each institution to study the impact; and they were different in size, population served, and the nature of their communities. The following table describes the approximate number of students in various categories at each institution selected:

<table>
<thead>
<tr>
<th>College</th>
<th>Full Time Students</th>
<th>Part Time Students</th>
<th>NMP Students</th>
<th>Other Foreign Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community College A</td>
<td>1,300</td>
<td>3,600</td>
<td>27</td>
<td>125</td>
</tr>
<tr>
<td>Community College B</td>
<td>5,500</td>
<td>11,000</td>
<td>41</td>
<td>208</td>
</tr>
<tr>
<td>Community College C</td>
<td>900</td>
<td>1,700</td>
<td>12</td>
<td>20</td>
</tr>
</tbody>
</table>

Community College A was classified as a medium-sized institution; Community College B, as a large institution; and Community College C, as a small institution. Community Colleges A and B served a predominantly urban population, while Community College C served a rural
population. Community Colleges A and B were located in a large district (at least 200,000 people in the county served) while Community College C was located in a small district (only 41,000 people in the district served). Also, Community Colleges A and B were located within close proximity to a major state university and several other private colleges, while Community College C was the only institution of higher education within the district.

The interviewees in this study were chosen on the basis of their roles in the Nigerian Manpower Project: the intent of the researcher was to interview only key participants. Key participants were identified by ascertaining key role positions through the preliminary pilot study and by discussions with the Nigerian Manpower Project Coordinator at each institution. Additional persons were also identified when the researcher was on campus interviewing other participants. The exact titles of persons interviewed varied at each institution, as did the number interviewed. Ten persons were interviewed at Community College A; ten persons at Community College B; and six persons at Community College C. Examples of role positions of key persons included: Dean of Students, Foreign Student Advisor, Secretary, Registrar, Internship Coordinator, and Instructor.

**Procedures**

**Pilot Study**

It was necessary to conduct a pilot study consisting of a trial interview and utilization of a questionnaire in order for the researcher to gain a comprehensive insight into the nature of the Nigerian
Manpower Project as well as to assist in the development of the interview guides to be used in the elite interviewing process. Dexter has confirmed the importance of an interviewer or investigator knowing a good deal about the topic. He said that where the interviewer knows a good deal about the topic, he can make appropriate discounts for interviewer statements by reference to other parts of data— including "common sense" and common knowledge. This factor also assists in making the analysis of the interviews more credible. In addition, exploratory or trial interviews can be an important experiment to ascertain how much one knows or can quickly pick up about the background and the situation.

The first part of the pilot study consisted of interviewing an administrator who was director of the Nigerian Manpower Project at a local community college. The purpose of this interview was to obtain comprehensive insight into the working aspects of the NMP, obtain the names of contact persons from AID who were involved in administering the Project, and develop the initial questionnaire to be utilized later in the pilot study.

The questionnaire was then refined and sent to administrators at three community colleges who were involved in the NMP and also evaluated by the members of the researcher's dissertation committee. The three administrators at community colleges were selected due to their knowledge of the NMP. It was anticipated that they could evaluate the content of the questionnaire to ascertain whether the

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questions were appropriate to the research problem being investigated.
The members of the researcher's dissertation committee could evaluate
the questionnaire for clarity, structure, and objectivity. The ques­tionnaire was then revised based on the input of this group of experts.

The major component of the pilot study consisted of submitting
the questionnaire to a group of faculty and administrators who attended
the North Central Regional Conference on the Nigerian Manpower Project
sponsored by AID in Kalamazoo, Michigan on May 31 and June 1, 1979.
The purpose of submitting this questionnaire to these persons was to
enhance the development of the interview guides and gain further in­sight on the issues associated with the NMP, from a larger cross­sec­tion of participants in the NMP. Persons who attended the conference
represented both two-year and four-year institutions, and were from
several midwestern states. In addition, significant persons who were
administering the NMP from AID were also in attendance. Nineteen ques­tionnaires were completed and returned. (See appendix B for a copy of
the questionnaire submitted.) The major findings from this question­naire included: (a) it would be beneficial to utilize three different
interview guides based on role positions of persons involved in the
Nigerian Manpower Project; (b) some questions were inappropriate and/
or unclear, so they needed to be deleted or revised; (c) major issues
and concerns were identified which could be focused on more specifi­cally through the interviews; (d) it was evident by the responses
that a more in-depth type of investigation would be required to ob­tain the information necessary for this research—responses were
limited due to the nature of utilizing a questionnaire where persons
were required to write all answers. Since the purpose of the conference was to address the issues of the participants in terms of problems at their schools due to the Nigerian Manpower Project, the researcher gained other valuable information which could not have been obtained any other way. Informal discussions were held with administrators and faculty regarding problems at their schools, and presentations were made by representatives of AID, representatives of the institutions involved in the NMP, as well as Nigerian students who also had concerns in relation to the Project. Also, the significance of this research endeavor was further verified through the informal discussions held with participants of the conference, many of whom requested copies of the results.

Three interview guides were then developed to be utilized in interviewing key participants of the NMP at the community colleges to be studied. (See appendix C.) Although the exact separation of levels was somewhat modified, this separation was consistent with Talcott Parsons' suggestion that organizations exhibit three distinct levels of responsibility and control—technical, managerial, and institutional. The focus at the technical level is on effective performance of the technical function. The managerial level controls or administers the technical suborganization and assists them in obtaining resources to carry out the technical function, while the function of the institutional level is that of articulation of the organization and institutional structure and agencies of the community.¹

¹Thompson, *Organizations in Action*, pp. 10-11.
For this study, the interview guides were color-coded and categorized as follows:

**Interview Guide A** - green - was developed for Line Administrators, such as President, Vice President, Dean of Students and Dean of Instruction.

**Interview Guide B** - white - was designed for Staff Personnel, such as Registrar, Foreign Student Advisor, and Secretary.

**Interview Guide C** - gold - was developed for instructors and job placement personnel.

The interview guides were then submitted to the researcher's dissertation committee for final evaluation of structure, clarity, and objectivity. The interview guides were revised based on the input of these persons. It was not intended that the interview guides be seen by the interviewees in the process of interviewing, but as a guide for the interviewer; however, in two cases where the interviewees were not available when the investigator was on campus, interview guides and tapes were sent to them for their responses. It was intended to follow these up by a telephone call, but this was not necessary due to the quality and content of information obtained from the persons answering from the interview guides.

The enhancement of the utilization of the interview method through such an intensive pilot study has been verified by Kerlinger: "The interview, when coupled with an adequate schedule of pretested worth, is a potent and indispensable research tool, yielding data that no other research can yield."

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Interviews

Permission was obtained to conduct on-site interviews at each institution through contact with the NMP Coordinator by telephone in February. Telephone conversations were followed up by letters explaining the nature of the study and promising confidentiality as well as a copy of the results to each participating college. In addition, NMP Coordinators were requested to send the investigator the names and role positions of key participants, a copy of their college catalog, and any written policies and procedures related to the NMP, as well as information regarding dates when key participants would be available for on-site interviews. (See appendix D for a copy of the follow-up letter sent.)

Interviews were conducted in June and July. The investigator spent approximately three to four days conducting interviews on each campus. The length of time of each interview varied from 30 minutes to over 2 hours, depending on the person's involvement in the Nigerian Manpower Project. All interviewees were asked to be available for approximately two hours. Direct audio recordings were made of all interviews, with the exception of one where there was mechanical difficulty.

Ten persons were interviewed on site from Community College A, nine of whom had been previously contacted. It was suggested during an interview with one key participant that the tenth person would provide insight from a different perspective than the other interviewees; thus, arrangements were made for this additional interview while on campus.
Ten persons were interviewed from Community College B, nine of whom were on campus. The tenth person had played a major role in the NMP, but had recently moved out of state. It was recommended by several persons interviewed that this person should be contacted. Subsequently, this person was sent a letter with a copy of the interview guide and a blank cassette tape on which to respond to the questions. Since the content of the information obtained through this interview was consistent with that obtained in the on-site interviews, it was not necessary for any follow-up conversations by telephone.

Six persons were interviewed from Community College B, five of whom were available for on-site interviews. The sixth person was on vacation during the investigator's visit to campus. Since this person was a key participant in the NMP, he was called by telephone prior to the researcher's visit to campus and asked if he would respond to the questions in the interview guide on a cassette tape. The tape was returned prior to the investigator's visit to the campus, so there was an opportunity to listen to the responses and determine if follow-up questions and/or verification of factual information needed to be obtained while on campus. Listening to this tape before visiting the college gave the researcher an overview of the Project which was helpful in obtaining contextual data.

Data Analysis

All data were categorized and examined utilizing the systems framework and research questions previously generated. For this study, the input, throughput and output processes of the open systems theory
appeared to be most significant. Data from each institution were analyzed by institution, based on reports of interviewees as divided into the following categories of role positions: (a) Line Administrators, (b) Staff Personnel, and (c) Instructors and Job Placement Personnel. Responses were further subdivided into the following sections: (a) role of participants; (b) reasons for involvement; (c) institutional mission; (d) characteristics of NMP students; (e) requirements of AID; (f) written plans, policies and procedures; (g) methods of communication/decision making/evaluation; (h) services provided; (i) instructional process; (j) conflicts/problems experienced; (k) changes made; (l) future; and (m) recommendations.

Background information of a contextual nature on the institution was given in the introduction to each case study, including a brief history of the institution, the mission and goals, nature and number of students served; types of programs offered, tuition structure, community setting, and details of any specific policies and procedures relating to international students. Conclusions and recommendations were given at the end of each study.

Subsequent to the analysis of the data from each community college, a comparison was made of the important findings from the three institutions--similarities/differences in personnel roles; involvement; characteristics of students; AID requirements; written plans, policies, and procedures; services provided; instructional process; methods of communication/decision making/evaluation; conflicts/problems experienced; specific changes made; future; and recommendations. Conclusions and recommendations were based on these data, taking into
consideration the differences in the institutions in size, total number of foreign students, type of community served, and other relevant information.

In collecting and analyzing data from interviews and documents, every effort was made to record objectively, to verify information by asking more than one source, by following the interview schedule as the circumstances dictated, and by utilizing the same basic outline to analyze the data collected. Glaser and Strauss note that in qualitative research "there is no clear-cut line between data collection and analysis...there is no sharp division between implicit coding and either data collection or data analysis." Thus, data collection and analysis were simultaneously analytic and synthetic, a dynamic process of necessity because of its immersion in the context of the phenomenon being studied.

Limitations

In utilizing the case study approach to view an institution from an open systems perspective, it was necessary to interview many persons in different role positions within each institution. In some instances, this person represented the only person in that particular role, such as Dean of Students. In other cases, a person represented a role which many persons played, such as instructor. Since only classroom instructors who were involved as key participants in the

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NMP were selected as interviewees in this study, caution must be exercised in not generalizing the responses of one or two persons in a role position to all persons in that role position in an institution. In addition, the investigator encountered difficulty obtaining interviews with more than one or two members of the instructional staff at any institution due to time and scheduling restrictions.

One limitation inherent in the interview technique was the effect of unintentional interviewer cues and biases in asking questions. The use of the tape recorder helped eliminate this bias in the recording of information, as a complete, accurate record was retained of the entire interview. Another confounding effect was that learning occurred between the first interview and twenty-sixth interview which could have introduced subtle changes in emphasis or expectations in questioning.

The three colleges selected for this study may not be representative of all community colleges involved in the Nigerian Manpower Project; however, they were selected based on certain criteria and characteristics which could be utilized as a basis for comparison—size, diversity, type of community, number of international students, and types of programs offered. Care was exercised in giving specific descriptions of each college selected so that any basis for comparison would be apparent.
CHAPTER IV

CASE STUDY A

Introduction

Community College A was located in a predominantly urban setting (75.4% of total population) with a total county population of approximately 202,000. The college, which opened its doors for the first time in 1968, was established by the citizens of the area to help provide for their vocational and academic needs. Its basic mission was to provide high quality comprehensive post-secondary, pre-baccalaureate educational programs as needed by the residents of its service area. The educational goals of this college focused on the following programs: vocational, occupational, technical, and career programs; transfer programs; adult and continuing education programs; community service; and developmental education. The college granted both certificates and degrees upon completion of specified requirements. The institution had an open enrollment policy, with accredited high school graduation or its equivalent required for degree programs.

There were approximately 1,300 full-time students and 3,600 part-time students enrolled at this institution, along with 27 Nigerian

Manpower Project Students and 125 other international students. In addition to meeting the regular admission requirements, foreign applicants had to provide evidence of proficiency in English and submit a Declaration and Certification of Finances form to insure that sufficient funds were available to meet the total expenses incurred while enrolled in college. In addition, it was mentioned in the 1977-79 College catalog that any foreign applicant should consider a possible housing and transportation problem, since the college provided no housing and was located outside the city limits. However, there was one major university as well as several private colleges in the proximity of this community college which enrolled a number of foreign students; a cooperative arrangement had been worked out regarding housing for the Nigerian Manpower Project students in available dormitory space at one college campus when they first arrived.

This institution had a tuition structure whereby in-district residents paid $15 per semester hour; in-state, out-of-district students paid $30 per semester hour; and out-of-state and foreign students paid $45 per semester hour. Additionally, in this particular state, state aid was provided for foreign students utilizing the same formula as for American students based on full-time equivalent credit hours.

The Nigerian Manpower Project students were studying in the following programs: Architectural Drafting, Electronics, Construction, Architectural Drawing, and Civil Engineering. The majority of NMP students were enrolled in the Construction and Civil Engineering programs.
Supervised Occupational Employment was an option, rather than a requirement, in most of the programs at this college. The institution was organized on a semester system, with the first group of NMP students arriving 10-13 days after the semester began. English as a Second Language was offered to international students prior to the matriculation of the Nigerian Manpower Project students. A full-time Foreign Student Advisor was available to assist in meeting the needs of all international students.

The ten persons who were interviewed at this college were categorized into the following groups: (a) Line Administrators, consisting of the Dean of Students, Associate Dean of Students, and Assistant Dean of Instruction; (b) Staff Personnel, including the Foreign Student Advisor; Secretary; Director of Financial Aid and Placement; and Director of Registration and Student Data; and (c) Instructors and Job Placement Personnel, consisting of two Instructors and the Assistant Director of Experienced Based Education.

The greatest amount of time spent on activities related to the Nigerian Manpower Project at this institution was spent by the Foreign Student Advisor and his secretary, who each indicated they spent over half of their time with the 27 NMP students (even though there were 125 other international students).

**Summary of Interviews**

**Reasons for Involvement in the Nigerian Manpower Project**

Community College A had made a commitment to increasing their foreign student population prior to the Nigerian Manpower Project through the establishment of a separate office for a full-time
Foreign Student Advisor (formerly a part-time position) and provision of a full-time secretary. Other reasons for involvement included: (a) monetary remuneration (foreign students paid three times as much tuition as American resident students, and state aid was received for the foreign student through the same formula as for American students); (b) the institution already had the types of programs the students needed; (c) the geographic location was appropriate; and (d) there was little or no impact on the community due to their location near other educational institutions which had large enrollments of foreign students on their campuses.

How Involvement Fit in With the Institutional Mission

It was felt by administrators that involvement in the NMP served to enrich and broaden the scope of the community—the student body which was made up primarily of local students. Two administrators felt the community should not be defined locally, but should be viewed globally.

There was little evidence of cultural interchange between the NMP students and the community, and it was felt by most staff and instructional personnel that the NMP students remained in their own groups most of the time.

In relation to the mission of the community college as serving the needs of the community, this project neither added to nor detracted from the mission, unless one viewed the community as global rather than local. On the other hand, the amount of time required by certain personnel and new services provided for the NMP students could
be viewed by some as time and services not provided to local students in a local community.

Plan for Future Involvement

Institutionally, there was no written plan for the college's future involvement with the Nigerian Manpower Project or international education in general, although administrators felt there were some understandings among various persons regarding its future in this domain. These understandings were not shared by personnel at the staff and instructional levels of the organization—most staff and instructional personnel indicated a lack of knowledge in this area. One administrator felt there should be a written plan for better understanding and communication among personnel at the institution.

Role of Personnel in the NMP

The amount of time required of personnel due to the Nigerian Manpower Project varied greatly. Line administrators and most staff personnel spent approximately one to five percent of their time on Project-related activities. The majority of time required for the NMP was within the Foreign Student Advisor's office—he and his secretary spent over half of their time with the NMP students. This was a disproportionate amount of time considering the fact that there were 125 other international students whose needs also had to be met through this office.

The instructors and Assistant Director of Experienced Based Education spent five to ten percent extra time with the NMP students; however, it was mentioned that the amount of time required of
classroom instructors could vary greatly depending on the nature of
the class (some instructors were spending up to fifty percent more
time with the NMP students in their classes than with other students).

Special Training to Assist Working with the NMP Students

No one had gone through any special training programs which dealt
with international education; however, most persons had attended at
least one conference or workshop dealing with this topic. There was
agreement by staff and instructional personnel that some type of orи-
etation would be beneficial for persons who worked with the NMP stud-
ents or international students on a daily basis, including information
regarding their cultural and educational backgrounds and differences
in language.

Institutional Commitment for the NMP

There were mixed feelings about institutional commitment for the
Nigerian Manpower Project—some staff and instructional personnel felt
there was a verbal commitment, but there was nothing specific in writ-
ing. One instructor felt the reason the faculty was not informed about
the institution's plans in relation to international students, and ul-
timately what kind of commitment there was, was due to the administra-
tion's confidence in the faculty's ability to be flexible and deal with
a situation such as walking into a class with 20 new foreign students
in attendance.

Administrators felt commitment was evident through their provid-
ing the services of a full-time Foreign Student Advisor; however, this
position had been created prior to the NMP and there were 125 other
international students to be served through this office. Administrators discussed the need for an additional staff person to assist in this office, but nothing specific had been done yet.

Characteristics of NMP Students Which Presented Special Requirements for the Institution

The NMP students had some unique characteristics due to their cultural and educational backgrounds which presented special requirements for the institution. The two characteristics which were most noticeable by personnel at all levels of the organization were the Nigerians' different sense of time from Americans and body odor due to their not wearing a deodorant. Nigerians were not accustomed to meeting time deadlines in their culture and thought it was acceptable to arrive at one or two o'clock for a ten o'clock appointment. The lack of a custom of wearing a deodorant created an immediate negative stereotype of the NMP students on the part of many personnel which made daily interactions more difficult.

Other characteristics of the NMP students which were most noticed by staff and instructional personnel included: aggressiveness and persistence, difficulty doing manual labor requiring them to get their hands dirty, lack of appreciation for the American work ethic, different sense of values relating to socialization and dating, different tastes in foods, and differences in religious backgrounds (many Americans were not familiar with the values, traditions, and norms the students portrayed due to their adherence to the Moslem religion).
AID Requirements

Administratively, the most difficult requirement the institution had to cope with (and this was beyond the control of AID) was the late arrival of the students--many of them were 10-13 days late. Classes had already begun; registration had taken place; and the date for the planned orientation had passed.

On a daily basis, AID's requirements had the most impact on the staff and instructional personnel. Numerous forms were required to be completed, students' support checks and insurance forms needed to be handled, and Supervised Occupational Employment was mandated.

Written Policies and Procedures

The only written policies and procedures relating to the NMP at this institution included a brief statement in the college catalog regarding the admission of international students, an international student handbook (which contained policies and procedures for students), and the Regulation Handbook furnished by AID. Most staff and instructional personnel did not feel there needed to be any written policies or procedures related to this project. However, one administrator felt there should be a policy statement with more detailed guidelines regarding the international student program in order to inform the faculty of the institution's goals in international education and to help obtain the faculty's support.

Services Provided/Should Be Provided for the NMP Students

Many new services, mostly through the International Student Office, were provided for the Nigerian Manpower Project Students,
including: (a) orientation for daily living skills; (b) assistance with transportation and housing; (c) assistance with medical problems; (d) maintenance of separate academic and medical files; (e) provision of mail service for the students; and (f) completion of numerous forms and records regarding the students for AID.

In addition, instructional and job placement personnel engaged in these activities to meet the special needs of the NMP students: (a) provision of seminars and meetings on interviewing and resume writing skills; (b) assistance with transportation for students to their jobs; and (c) assistance with social and cultural adjustment through field trips and informal meetings. Services which staff and instructional personnel felt should be provided in the future included: (a) subscription to a Nigerian newspaper; (b) involvement in a host family program; (c) handling of students as individuals during registration, rather than a group of foreign students; and (d) provision of special activities such as a reception and Nigerian Day or Nigerian Week.

Problems Associated with the NMP

The major problem associated with the NMP at this institution, according to administrators and many staff personnel, was the late arrival of the students. This affected many offices as well as created difficulties for instructional personnel. Staff personnel and instructors reported a negative attitude, and possible prejudice, on the part of some faculty and staff toward international students. Part of this negativism was attributed to the fact that there was no input from the
faculty regarding the influx of foreign students—most faculty and
many staff personnel were not informed about the arrival of the NMP
students until they saw them in the classroom. Some persons felt the
institution was not geared up instructionally for tutoring the NMP
students in the technical areas such as the machine shop. The fact
that the institution had approximately forty percent part-time facul-
ty also created difficulty in meeting special needs of any particular
group of students.

Transportation and housing were reported as problems by all
groups of interviewees. The amount of extra time required by certain
staff and faculty personnel also created problems in that it detracted
time from other activities in which they needed to be engaged. The
requirement of Supervised Occupational Employment created some dif-
ficulties because this was the first large group of international stud-
ents who were mandated to be placed on jobs—most of the students
lacked transportation; there were differences in cultural values pre-
venting students from working on certain days; and many employers pre-
ferred well-trained students.

Changes Made/Should Be Made for Success with the NMP

Major changes made due to the Nigerian Manpower Project included
the expansion of the role of the Foreign Student Advisor and his sec-
retary, the expansion of teachers' roles in terms of time requirements,
and the request for Supervised Occupational Employment. Other changes
included: altering procedures to meet special needs as they arose,
such as accounting procedures when the students' checks arrived late;
adjusting class times to fit the requirements of the NMP students; and requiring the best trained staff to be available for longer hours in the tutorial lab.

Administrators suggested these changes for future success with the NMP: (a) formulating an advisory committee for the International Student Program; (b) changing the diploma so that it was more explanatory of the degree the students were receiving (Associate of Applied Science in Electronics Technology, rather than just Associate in Applied Science); and (c) charging an administrative fee for all sponsored students and hiring a part-time staff person to assist with the International Student Program. Staff and instructional personnel made the following suggestions: (a) a course should be developed to orient the NMP students to the American culture, and (b) information should be provided to relevant persons prior to the arrival of a new group of international students.

Institutional Feedback

There was no specific evaluation of the NMP, but administrators and staff personnel were evaluated on a management-by-objectives system while instructors were evaluated based on their performance in the classroom with all students. One administrator and one instructor felt an overall evaluation of the NMP would be beneficial.

There were conflicting views regarding input in decision making and information giving within the institution. Administrators felt relevant participants in the Project were sufficiently contacted, while some staff personnel and instructors felt there was a
communication problem—staff and instructional personnel should have been informed about the NMP ahead of time if it would require them to work with large numbers of these students.

Future

There was a positive response by most administrative, staff and instructional personnel toward the continued involvement of the institution in projects such as the NMP as long as the institution had the type of programs the students needed and could provide the necessary supportive services. However, most staff and instructional personnel felt if more of a commitment was made in increasing numbers of students, a commitment should also be made to providing more services.

The future of foreign student programs such as the Nigerian Manpower Project in community colleges in general was perceived as fairly positive by most persons interviewed as long as the United States continued to have good relationships with the countries involved. The community college has many advantages to offer foreign students, especially training in mid-level technological fields which many foreign countries desperately need. The community college also has some unique characteristics which are congruent with the needs of many foreign students, including individualized instruction, family atmosphere, practical, up-to-date technical courses, and low cost.

Recommendations

Administrators made the following recommendations for new schools wishing to enroll students from projects such as the NMP:
1. Think carefully and plan involvement in such a project.

2. Formulate an advisory committee and have some of its members visit about six colleges presently involved in the NMP to ascertain what their responsibilities and problems are. They should attempt to visit a college in a similar setting to their own and talk with the persons who are working with the students, rather than the President or Dean of Students.

3. The faculty should be informed and asked for input if a decision is to be made to enroll a large group of international students.

4. Some type of inservice training should be provided to orient the instructional staff to any unique characteristics of the students.

The following recommendations were made by personnel at the staff level:

1. Make sure there is commitment from the faculty--ask for their input at the outset, not after a decision has been made to enroll a group of international students.

2. Provide information to the offices who will be working with the students prior to their arrival if possible.

3. Formulate a written foreign student policy.

4. Provide the services of a full-time Foreign Student Advisor with adequate staff (if there are a sufficient number of students).

5. Develop an orientation which encourages involvement of faculty and staff personnel.

Suggestions for new schools wishing to enroll students from projects similar to the NMP from the perspective of the instructional and job placement personnel included:

1. Ascertain how other schools work with the NMP.

2. Pre-screen the students to be sure they are in the appropriate occupational category--don't assume their standards are the same as those in the U.S.
3. Be sure that a competent person is available to counsel the NMP students--someone who can relate to them and deal with them on the American culture because they are going to have to fit in. This counselor will have to relate to the faculty as well as the administration and students.

4. Be aware that patience is required at the beginning while everyone gets adjusted.

5. If flexibility, compassion, decency, encouragement, a friendly face, and a smile could be institutionalized, that would be highly recommended as this is what many NMP students seek.

The following suggestions were given by one of the staff personnel for AID in relation to their role in the Nigerian Manpower Project:

1. Students should be screened and evaluated more carefully.

2. Students should be on campus in time to be oriented with other students.

3. The students' subsistence allowances should be evaluated in reference to the cost of living.

4. Students should be allowed to go home for the summer after a year, after completing a certain number of hours, with the restriction of a certain grade point average.

5. A follow-up should be done of the students after they return to Nigeria, and relevant information reported back to the institutions involved.

Summary of Findings

The major findings based on research conducted at this institution were:

1. The reasons for Community College A's involvement in the Nigerian Manpower Project included: prior commitment to international students, monetary remuneration, and their perceived ability to meet the technical needs of the students through previously established curricula.

2. Justification of the international component as being congruent with the traditional mission of the institution was given by defining the community as global rather than local. Although it was mentioned that a benefit for the community was cultural interchange with these students, there was
little evidence of any cultural exchange as the NMP students tended to stay in their own group most of the time.

3. The Nigerian Manpower Project students had some unique characteristics due to their cultural and educational backgrounds which required special attention.

4. The degree of impact of the NMP students on the institution varied depending on the role positions of personnel--administrators were affected very little and, in some cases, were unaware of any unique characteristics of the students, while persons at the staff and instructional levels were required to develop strategies for coping with the special needs presented to them.

5. AID's rules and regulations presented constraints on the institution in varying degrees depending on the role positions of personnel--persons most affected were at the staff and instructional levels.

6. The major impact of the NMP was evident at the staff and instructional levels where many changes were made to meet the special needs of the NMP students culturally, socially, and educationally. Changes included the provision of new services by staff personnel and special activities by instructional personnel.

7. Several personnel roles were affected by the NMP due to the additional time requirements. Personnel most affected included the Foreign Student Advisor, his secretary, some instructors, a few staff personnel, and the Assistant Director of Experienced Based Education.

8. Although the extent of problems associated with the NMP varied with role positions of personnel, the major problems were:

   a. Late arrival of the students (10-13 days subsequent to the beginning of the semester) affected many offices.

   b. Negative attitude toward international students by some staff and instructional personnel created tension in the organization.

   c. Lack of communication among administrators, staff, and instructional personnel regarding the NMP enhanced the negativism and tension.

   d. Additional time required of personnel due to the special requirements associated with the NMP created difficulty for those who were already overburdened with work.
e. Lack of available housing and a system of transportation on campus created difficulty for the Foreign Student Advisor's office as well as in the Experienced Based Education Office.

9. There was no formal evaluation of the NMP at this college, although one administrator and one instructor felt this should be done.

10. Administrators felt the institution could increase the number of students served, while staff and instructional personnel felt if there was an increase in the number of NMP students, there should be a concomitant increase in commitment in terms of supportive staff services provided.

11. Faculty input and participation regarding the NMP was perceived as important by most administrative, staff, and instructional personnel, although it had not occurred at this institution.

Analysis of Findings

Community College A was studied from an open systems perspective, with the organization viewed as a system, with cycles of events where inputs were received, transformed, and outputs transported into the environment. The source of input specifically focused on was the NMP, including the students and the rules and regulations supplied by the Nigerian and U.S. governments (through AID). The throughput processes included the technology required to transform the students, consisting of special services such as counseling and job training, and classroom instruction. The outputs were the technically trained students capable of making a contribution to the mid-level technology of their nation. One of the major focuses of the study was to discover whether these inputs were different from the traditional inputs (American students) and whether the community college made any changes or experienced any conflicts due to these inputs. Additionally, an attempt was made to
find out whether there were any differences in the outputs expected
due to the influence of environmental variables.

It was found that the source of inputs, the NMP students, were
different from the traditional inputs (American students) due to their
cultural and educational backgrounds, and consequently had needs which
required special attention at the institution. This finding concurred
with the study done by McDowell on the characteristics of the Nigerian
population. McDowell discussed the unique characteristics of the NMP
students due to their difference in cultural and educational back­
grounds at a conference sponsored to discuss issues associated with
the Nigerian Manpower Project.¹

The amount of impact experienced by personnel due to the unique
characteristics of the NMP students varied depending on the role posi­
tions of personnel. This variation was an example of Parson's sug­
gestion that organizations exhibit three distinct levels of responsi­
bility and control—technical, managerial, and institutional.² The
focus at the technical level was on the effective performance of the
technical function—thus, some instructional staff personnel had close,
direct relationships with the NMP students and were responsible for
meeting their special needs, while the administrators at the manager­
ial level were involved in controlling and administering the technical
suborganization and had little opportunity to interact with the students.

¹McDowell, "The Impact of the Nigerian Manpower Project on Amer­
ican Schools."

²Thompson, Organizations in Action, pp. 10-12.
AID's rules and regulations presented constraints on the institution in varying degrees depending on the role positions of personnel. This occurred because the institution had developed an interdependent relationship with AID through a contractual agreement. AID promised to provide students as well as monetary resources in exchange for services which would result in a type of output defined by AID and ultimately the Nigerian government. Pfeffer's notion that interdependence could create problems of uncertainty or unpredictability for the organization were supported in this research. Conflicts occurred at the institution due to AID setting up specific requirements for the students which affected services offered, scheduling of classes, and various other components. Traditionally, the institution had control over the variables which were now within AID's domain.

The major impact of the NMP was experienced in the throughput process—the transformation process of the students. In order to convert these inputs, with their unique characteristics, into the type of outputs required by AID and the Nigerian government, several changes were made in the throughput process. The changes incurred included the provision of many new services through the International Student Office, the expansion of the roles of several personnel, and the altering of some procedures. The major expansion, however, was incurred in the International Student's Office. This expansion was an example of Thompson's contention that organizations cope with uncertainty by

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1Pfeffer and Salancik, *The External Control of Organizations*, pp. 1-5.
creating certain parts specifically to deal with it.¹ This also con­
curred with the concept of differentiation in open systems theory
where open systems were characterized as moving toward differentia­
tion and elaboration of roles with greater specialization of function.²
The Foreign Student Advisor was ultimately responsible for the NMP
(his job description in relation to the project was written by AID)
and his role was necessarily expanded to deal with uncertainties pre­
presented by this Project. The expansion of the International Student
Office to include services which dealt with inconsistencies of these
new inputs could also be viewed as an example of a "boundary spanning
unit," a unit which dealt with homogeneous segments in a heterogenous
environment.³ This elaboration of roles and creation of a boundary
spanning unit was in response to the organization's need for maintain­
ing a steady state and dynamic homeostasis within the entire system.

One of the reasons for the institution's involvement in the NMP
was the monetary remuneration received. Monetary remuneration as
well as students were both important resources, especially in the
light of a slight trend of declining enrollment and predictions for
such a trend in the future. The enrollment of 27 NMP students was
not a sufficient number to have an impact on enrollment when there
was a total enrollment of several thousand; however, involvement in

¹Thompson, Organizations in Action, pp. 70-79.
³Thompson, Organizations in Action, pp. 70-79.
in society. If this were the case, this would also be an example of another characteristic of open systems: equifinality—the goal of educating students was reached by a different path—enrolling a different type of student and thereby producing another type of output. Focusing on the international component, therefore, did have an impact on the mission in that serving these students was not serving the traditional mission, but focusing in a different direction.

The major problems incurred due to the NMP were the additional time required of personnel, negative attitude of some staff and instructional personnel, the lack of communication regarding the NMP, difficulties with transportation and housing for the students, and the late arrival of the students. As previously mentioned, the additional time of personnel involved varied depending on their role positions, with the most time required by the Foreign Student Advisor and his secretary. These two persons were also most affected by the transportation and housing problems, as it was their responsibility to assist in the provision of these services. The late arrival of students affected many components of the organization from administrative offices to the classroom. This factor, along with a lack of communication regarding the NMP, enhanced the negative attitudes already held by some staff and instructional personnel toward international students. Administrators were generally unaware of the extent of the communication problem—they assumed faculty and staff would meet the special requirements of a new group of international students as they had met the needs of other diverse groups of students in the past. Community colleges traditionally have served the needs of a variety
a project of this nature could provide some security for a possible source of future students. Thus, this could be an example of involvement which might assist in arresting the entropic process and thereby acquire negative entropy, another important characteristic of open systems. To survive, open systems move to arrest the entropic process (the universal law of nature in which all forms of organization move toward disorganization or death).¹

Involvement in the education of international students was not perceived as in conflict with the traditional mission of the community college, but rather the definition of the community itself was expanded to include the world rather than a geographically defined district. However, the local community established this community college, and one of its basic purposes, as defined in the college catalog, was to meet the needs of its local constituents. Time spent and services utilized on the international students was time not spent and services not utilized for local students in a locally-based institution. Another characteristic unique to the community college might explain how the international component could fit in with the traditional mission—the characteristic of adaptability. The community college is adaptable to individual differences among students, to differences in communities, and to the changing needs of society. Enrolling international students could be important in the upgrading of society for better international relations and thus fulfill an important changing need

of students, and this institution already had tutorial services and provision for other types of individualized instruction which had been utilized to meet the needs of diverse groups in the past. The problem was not that the faculty and staff were unwilling or unqualified, but rather that they were uninformed. They would have had a more positive attitude about the NMP if they had been informed and asked for input prior to the arrival of the students on campus.

Conclusions

The following conclusions were drawn based on the study of the impact of the Nigerian Manpower Project on Community College A:

1. The NMP did have an impact on Community College A in terms of time requirements of personnel and caused several changes in procedures, services rendered, and the instructional process.

2. Channels of communication need to be established so that all personnel involved in the NMP become fully informed.

3. A written plan and/or policy relating to the International Student Program should be established and communicated to the appropriate persons to alleviate the uncertainty caused by this institutional component.

4. An orientation to the NMP or focusing on the international student population in general should be conducted if the institution plans to continue its efforts in this direction.

5. Additional staff support should be given to the Foreign Student Advisor if a commitment is made to enroll a larger number of contracted students, since a disproportionate amount of time is required to meet the needs of these students.

6. Because the NMP students have special needs due to their cultural and educational backgrounds, an orientation to college policies, procedures, and daily living skills in the American culture (similar to the orientation conducted at this college) is essential for the students' adjustment into the American educational system.
7. An attempt should be made to ascertain the extent of the negativism at this college of faculty and staff toward international students; if the college intends to increase its commitment to international education, some strategies should be developed to arrest this negativism (cooperation of key staff and faculty members might be attempted).

8. The Foreign Student Advisor played a significant role in the NMP at this institution; the degree of extent of the success of the NMP revolved around the dedication, perseverance, and flexibility of the person in this key position.
CHAPTER V

CASE STUDY B

Introduction

Community College B was located in a county which had a total population of approximately 265,000 persons, of which 85.7% were urban.\(^1\) This college evolved from a partnership of the community, students, and staff 23 years ago. According to the 1979-81 College Catalog, its vitality was measured by how well it responded to the educational needs of the individual and the community. The college was committed to community service programs, college transfer programs, and career training programs. Other goals included: to provide student services, student activities to develop leadership skills, and general education for all students; to make available the facilities and resources of the college to community groups; to maintain the development and support of an educational environment that enhanced an opportunity for individuals to search for truth concerning their culture and heritage; and to maintain continuous review and evaluation of the essentials for an effective learning environment—instruction, resources, and facilities—so that learning programs had quality and relevance.

\(^1\)County and City Data Book, pp. 232-245.
This college was organized on a quarter system and had a tuition structure whereby resident students paid $11 per credit hour; non-resident, in-state students paid $17 per credit hour; and out-of-state and foreign students paid $27 per credit hour. In addition, this college charged an administrative fee of $125 per student per quarter for international students admitted under Federal, State, or local governmental, private agency, individual, or group contracts. The administrative fee covered the costs of services that were necessary due to the special needs of international students, such as accounting services, agency reports, emergency funding, personal assistance, and contract implementation. This institution was also eligible for state aid for international students on the same basis as for American students.

There were approximately 5,500 full-time and 11,00 part-time students enrolled at this college, along with 41 Nigerian Manpower Project students and approximately 200 other international students. The Nigerian Manpower Project students were studying in the following programs: civil technology, industrial management, electronics, aviation/flight technology, electro/mechanical technology, mechanical technology, automotive technology, accounting, civil technology/drafting; architectural technology, construction technology, applied science/land survey, and civil engineering technology. The majority of these students were classified as being in the Engineering Technology Department.

Supervised Occupational Employment was an option, rather than a requirement, in most of the programs at this college. English as
a Second Language was offered to international students prior to the matriculation of the NMP students. There was no on-campus housing available for students, and special arrangements had to be made for transportation as this was a commuter college.

Community College B had specific written policies regarding the admission of international students which were designed to create a maximum positive experience for the international student, the service community, and the college community. International students were required to present proper visa credentials, proper and translatable academic credentials, evidence of English competency, and evidence of full financial support, including college expenses, costs of housing, and full medical, dental, and all other expenses to be incurred during their stay in the United States. It must also have been determined that the instructional program of the college could meet the specific educational needs and desires of the international student.

This college had an International Student Association Committee to serve as a body to propose guidelines for English proficiency required for the admission of international students, to review and evaluate the program of services to international students, and to serve as an appeal and review body for the granting of admission to international students. The membership on this committee included: Director of Admissions, representative from Language Arts, Advisor to the International Students, Dean of Student Personnel Services, and an appointed faculty member who had shown interest in foreign students.

There was a major state university located near this community college as well as several private colleges. The state university had
a large enrollment of international students, and there were many food specialty shops in the area which catered to the needs of the NMP students.

The ten persons who were interviewed from this college were categorized into the following groups: (a) Line Administrators, consisting of the President and Director of Admissions; (b) Staff Personnel, including the Coordinator of the NMP, Administrative Specialist, Staff Assistant, and Admissions Specialist; and (c) Instructors and Job Placement Personnel, consisting of the Chairman of Engineering Technology, the Internship Coordinator, an Instructor, and a Professor.

The greatest amount of time spent on activities related to the Nigerian Manpower Project on an ongoing basis was spent by the Coordinator of the Nigerian Manpower Project, who was part time (25 hours per week) and spent 100% of his time on Project-related activities. In addition, the President and Director of Admissions had spent a considerable amount of time on the NMP at the outset, as they were involved with the American Association of Junior and Community Colleges and AID in developing the plan and interviewing the first group of students in Nigeria.

Summary of Interviews

Reasons for Involvement in the NMP

The major reasons given by administrators for this institution's involvement in the Nigerian Manpower Project were: to serve the needs of the United States government, to assist the American Association of Community and Junior Colleges, and to continue to meet a developed
commitment to international students. The President of this community college had been personally called upon by AID, through the AACJC, to assist in the development of the Nigerian Manpower Project from its inception. The monetary remuneration was mentioned as a minor reason for involvement—in addition to the extra tuition and fees charged for international students, this college charged an administrative fee for all sponsored international students.

How Involvement Fit in with the Institutional Mission

It was felt by the administration that since the total enrollment of foreign students was only 1% of the total student population, the primary mission of the institution was toward the basic student in the community within a geographic service range of 25-30 miles. However, line administrators also believed that the community was more than local or regional, but national. The international aspect of educational opportunity was important to consider, and the impact the United States has had on the world technologically was there, whether they liked it or not. A bridge to that impact was educational training at a realizable level, which one and two-year programs in community colleges could provide, much more so than four-year degree programs.

In response to questions from local taxpayers regarding utilization of facilities for the training of international students, it was mentioned that there was a difference in tuition and fees for these students as well as the additional administrative fee.

The community itself had limited interactions with the NMP students, although some attempt had been made for cultural interchange
through having NMP students as speakers in elementary schools and a PTA. The benefit, therefore, had mainly been through cultural exchange information. There was mention of a negative article which appeared in the local newspaper shortly after the arrival of the NMP students due to their arriving in the middle of the winter and not having any winter clothing, but was noted that newspapers were usually prompt to cover negative situations.

Plan for Future Involvement

There was no specific plan in writing for the college's future involvement in international education. The administrators felt it was difficult to develop such a plan due to contingencies the institution was constantly dealing with from the environment. However, an attempt was being made for some planning through an ad hoc committee to the International Student Services Committee. This committee was involved in orientation, language difficulties, admissions testing, initial interviews, and the system of communication.

Role of Personnel in the NMP

Both line administrators interviewed at this institution played a significant role in the early development of the NMP on a national level—assisted AID in writing plans for community colleges, traveled to Nigeria to interview students, and helped decide which colleges should be involved in the U.S. in this Project. After the initial preparation (about three months), these administrators played a minor role and spent less than 5% of their time on Project-related activities.
The role of staff personnel in the NMP varied considerably, with two persons spending all of their time on Project-related activities and the others spending from 1-5% of their time. The NMP Coordinator was hired specifically to work with the NMP students for 25 hours per week. Some of his duties included: (a) orientation counseling; (b) locating living accommodations; (c) arranging for academic counseling; (d) coordinating student financial matters; (e) assisting with insurance forms; and (f) counseling for academic or personal problems such as landlord disagreements, feminine acquaintance difficulties, and appointments with doctors and dentists.

The other person who spent all of his time with the NMP students was a staff assistant in one of the technical departments. A unique situation had occurred with the first group of students who had enrolled at this institution in that 25 of them already had the equivalent of an associate or two-year degree. This staff assistant (who has since left the institution) was called in as a troubleshooter to assist with the transferring of students. It was anticipated that the institution could arrange practical training for these students to increase their manipulative skill ability and then move them into a Baccalaureate degree program in technology so they could move back into supervision in their home country.

The amount of time spent by instructional personnel and the Internship Coordinator on project-related activities varied, with one person spending 80-100% more time with these students than others; one, 50% more than with others; one, 5-10% more time; and one, 1-2% more time at the beginning of the term only. The Chairman of
Engineering Technology said he had become more involved recently because his assistant left the college, and this person had spent most of his time with the NMP students.

**Special Training to Assist Working with the NMP Students**

Most instructional and staff personnel had no special training for working with international students, although several had attended in-service workshops and conferences on related topics. Most staff personnel felt at least some background information on the culture of the students would be beneficial for better working relationships. Also, knowing more about the educational backgrounds of the NMP students and the type of educational system they came from would be helpful for persons attempting to properly place them in other programs.

One faculty member, who was a member of the Foreign Student Committee, mentioned that this committee was discussing the area of professional development to assist faculty members in working with foreign students. Two instructional personnel felt some background information regarding incoming foreign students would be beneficial for the faculty—especially in attempting to evaluate courses, credits, and programs taken in Nigeria as well as other countries. Another instructor felt the only background needed was common sense, sensitivity to others, and reading about Nigeria and its culture.

**Institutional Commitment for the NMP**

There was complete agreement among staff and instructional personnel regarding institutional commitment for this project from the highest level in this organization. Not only did two top administrators
become involved at the beginning of this project nationally, but there was continued interest in the NMP students during their stay at the college—the President hosted special receptions, dinners, and other social events for the NMP students. However, it was felt by some staff personnel that there were a few faculty and staff members who did not share this enthusiasm for the NMP and had a negative attitude regarding it.

Most instructional personnel reported they received the support they needed from both staff and administrative personnel in response to problems encountered in their role positions with the NMP. Faculty members also felt commitment was shown through the hiring of a part-time NMP Coordinator.

Characteristics of the NMP Students Which Presented Special Requirements for the Institution

The Nigerian students were described by one administrator as being very self-representing, but not aggressive. If they had business to transpire, they would put their best foot forward and attempt to get their needs met. The students needed to be oriented to budgeting—many of them spent their monthly stipends by the third or fourth day of the month. No problem had been observed by administrators due to a different sense of time and space from Americans. The Nigerians had some difficulty with manual labor—their feeling was it was something to observe rather than participate in and supervise over if possible. (One administrator observed this cultural difference while in Nigeria—in that country several Nigerians stood around with their hands in their pockets watching while one person did a particular task.)
The work ethic of the Nigerians was described by administrators as equally good, if not better than, most Americans. The Nigerians were reported to have a hygiene problem that was offensive to many Americans—not using a deodorant. It was also felt it was difficult socially for the Nigerian men because there were no Nigerian women in the group:

The staff personnel felt the NMP students had a tendency to be extremely aggressive and persistent. Several staff personnel noted that the NMP students had difficulty adjusting to the American banking and credit system. Staff personnel reported NMP students were operating within a different sense of time than Americans—if they had a morning appointment, they would arrive sometime during the day. This also occurred in classes—students would arrive late, leave early, or get up during the middle of the class and walk out. Staff personnel also noted the need for personal and dental hygiene with these students. One staff member mentioned the NMP students tended to be a bit suspicious—if something went wrong, they felt someone was "out to get them," rather than viewing it simply as an error or oversight. One staff person had a very negative experience with many of the NMP students and described them as being very unappreciative—the students felt they were due all the additional time and effort this person put forth on their behalf.

Another serious weakness of the NMP students due to their different cultural backgrounds was their inability to conduct business matters in a businesslike manner. The students placed emphasis on their word only, rather than having a written record. For example,
it was not uncommon for them to talk to a landlord, give a deposit, pay their monthly rent, and never receive a receipt.

Instructional and job placement personnel also viewed many of the NMP students as aggressive and persistent. Many of the NMP students were reported to have difficulty with "American" time. The NMP students adjusted easily to the informality of American instructors, although one instructor reported he kept his classes on a more formal basis because these students would deal on a more formal level when they returned to Nigeria. Two instructional personnel mentioned the Nigerians had some difficulty adjusting to tests other than those requiring rote memorization.

AID Requirements

Administratively, the geographic distance of some service providers for the NMP students presented some difficulties for the institution--insurance was an example where the college had to deal with an insurance form or doctor from St. Paul, Minnesota, or Arlington, Virginia. Another difficulty which AID's requirements presented was in the document of sponsorship which was required to be completed for other international students. A blanket document was signed by this college's president for all the Nigerian students. In essence, this document indicated that the undersigned would take full supervisory support for all financial, moral, economic, and social obligations of that student while he was at the college. It was an institutional requirement which was in the process of being revised due to the NMP.

Requirements made by AID to which staff personnel had to adjust included the Supervised Occupational Employment requirement and the
additional paperwork which needed to be completed. Assisting students who wanted to transfer required one person to work with these students full time until the adjustment was made.

The only requirement of AID which specifically affected instructional staff was the SOE which was mandated.

Written Policies and Procedures

Community College B had a very detailed policy statement regarding the International Student Program, including the requirement of the special fee for sponsored students. However, one administrator mentioned the institution had done well in having everything written down, but not all the students were aware of the policy. He felt more needed to be done with ongoing orientation of the students to the policies and procedures required by the institution.

There was no written policy statement specifically relating to the NMP, and line administrators did not feel this was necessary—rigid policy formulation and procedural step-by-step outlines should not be developed just to do them. If some difficulties were encountered, the policies and procedures should have addressed those needs as they arose.

There were no written policies or procedures relating to personnel roles in the NMP, other than those included in the Regulation Handbook provided by AID. Most staff and instructional personnel did not feel it was necessary to have such policies.
Services Provided/Should be Provided for NMP Students

Services which were previously in existence for other students which were also offered to the NMP students included advising and counseling and assistance with transferring. New services which were provided for the NMP students included:

1. Orientation for daily living skills in the American culture.
2. Limited assistance with housing.
3. Establishment of an emergency loan fund.
4. Coordination of students' financial matters, such as payment of monthly stipends and arranging for charge accounts with the bookstore.
5. Provision of a field trip, which was called an "Industrial Seminar" so the students could obtain credit for it.
6. Assistance with transportation.

It was generally felt by staff personnel that the services provided were adequate, and no new services were suggested.

Classroom instructors engaged in the following activities to meet the special needs of the NMP students: special advising; tutoring sessions; and provision of more flexibility in testing, including giving a variety of tests and allowing more time on essay-type tests.

In scheduling classes, it was noted that classes were offered for the NMP students that might not have otherwise been offered that particular quarter. The Internship Coordinator was required to make special adjustments in terms of spending more time soliciting government agencies for student placement, since a lack of transportation prevented NMP students from obtaining other available jobs.
Problems Associated with the NMP

Administratively, the problems incurred due to the NMP included the development of the loan fund for NMP students and demand on the time of two top administrators at the outset. There were some misunderstandings initially regarding what AID would pay for, and it was promptly learned that if something was not included in the contract, it would not be covered.

A major problem which occurred at this institution was due to the group of students who already had the equivalent of an associate degree when they arrived. There were difficulties equating their prior educational experiences, conflicts between what the students, AID, and the college felt would be best in this situation, and a tremendous amount of time required to make all the transfer arrangements.

Classroom instructors reported these problems:

1. Difficulty advising students due to insufficient information regarding students' educational backgrounds.

2. Incomplete understanding of the job classification system in Nigeria.

3. Conflicts between which classes advisors felt students should take and those the students wanted to enroll in.

4. Additional time required of classroom instructors, many of whom were part time and unavailable.

5. Language difficulties (spoken English and ability to understand "Americanese") of students in classes.

6. Difficulties of students taking certain types of tests.

7. Difference in cultural values/sexual norms of NMP students which affected their relationships with women in classes.

There were also some special problems associated with NMP students being required to take SOE:
1. Ambiguity surrounding what was really required (due to AID).
2. Spoken English of students was a major problem given by employers.
3. Some employers were concerned about liability.
4. Lack of experience of NMP students created difficulties.
5. Negative attitude of some employers toward hiring minorities.
6. Lack of transportation of students created difficulties.
7. Instability of NMP students—moved around frequently and did not inform appropriate personnel at the college.
8. Time factor was a problem at first—students arriving late for appointments and/or work.

In addition, instructors and the Internship Coordinator reported that the lack of knowledge about the arrival of the NMP students ahead of time prevented them from having time to properly plan for adjustments necessary in their classes and programs.

**Changes Made/Should Be Made for Success with the NMP**

Specific changes made at this institution due to the NMP included:

1. Written policy statement that all sponsored international students would pay an administrative fee in addition to other costs.
2. Hiring of a coordinator for 25 hours per week to handle the paperwork and counseling of the NMP students.
3. Requiring Supervised Occupational Employment in programs for the NMP students.
4. Expansion of membership on International Student Admissions Committee to include a professor who had a large number of NMP students in his classes and academic program.
5. Instituting a revolving loan fund for the NMP students.
6. Making procedural changes when necessary, such as when checks arrived late.
7. Provision of special services through the NMP Coordinator, including orientation for daily living skills, assistance with housing, establishment of the loan fund, coordination of students' financial matters, and assistance with transportation.

8. Demand of more time on the part of classroom instructors.

9. Changes in class offerings and providing more individualized studies.

10. Flexibility in testing in some classes.

Administrators did not feel any additional changes were necessary for future success with this Project. Some staff personnel felt a better orientation should be provided for both the NMP students and personnel who would be working with these students. Instructional personnel felt the institution should be provided with more details regarding the specific skills these students should go back to Nigeria with, and instructors should be informed in advance about the arrival of a large group of foreign students. The Internship Coordinator suggested that each new group of students should be given an orientation specifically on the work experience, and less flexibility should be allowed in terms of the time requirement for this experience.

Institutional Feedback

No formal evaluation of the NMP had been completed to date, but the NMP Coordinator had developed an evaluation for the NMP students to complete once they returned to Nigeria.

There were conflicting views regarding input in decision making and information giving within the institution. Administrators felt relevant participants in the Project were sufficiently contacted, while some instructional personnel and the Internship Coordinator
said they were uninformed about the arrival of these students until they saw their names on class lists. Once the students had arrived, it was felt there was good communication in being able to effectively discuss problem areas.

Future

There was, generally, a positive response toward the continued involvement of the institution in projects such as the NMP as long as the institution was able to continue to meet the needs of these students. The NMP was viewed as important for cultural exchange and also a good resource for obtaining students in the days of decreasing student populations and competition among colleges for students. This institution would become more involved if success of the Project thus far, in terms of academic performance, was the criterion. The NMP students had done very well; averaging 19 credit hours per quarter, they had achieved a 3.1 overall grade point average.

Community colleges in general should only become involved in programs such as the NMP if they were large enough to have the programs to meet the needs of the students and to provide the supportive services required. Programs such as the NMP were perceived as beneficial to governments of developing nations to provide them with the type of manpower community colleges could so ably train. However, community colleges have an obligation to provide quality and appropriate education because it is very expensive for other nations to send their students to the United States on a mass basis.
Recommendations

The following suggestions were made by line administrators for new schools who might become involved in projects similar to the NMP:

1. Become very informed about the entire working elements of the Project—the role of AID, the definition of the position of AID philosophically and procedurally, and the position of AACJC.

2. Have a good model and document of information to study from several colleges presently involved in a similar project.

3. Participate ahead of time in one of the regional conferences on the NMP sponsored by AID.

4. Scan the college's programs to be certain appropriate programs are available for the students.

5. Inform the accounting department ahead of time to make them aware of changes that might have to be made in billing.

6. Hire a person such as an NMP Coordinator if there are at least 25 sponsored students at the institution.

7. Be certain that the school can deliver the services promised.

Staff personnel made the following suggestions for new schools wishing to become involved in endeavors similar to the NMP:

1. Consider the benefits and advantages of the international student population on campus both economically and culturally.

2. Become familiar with the materials available from the National Association of Foreign Student Affairs.

3. Realize the workload of a person like an NMP Coordinator is tremendous—and no letup is foreseen because the special needs of the students continue to arise.

4. Provide an orientation for students, faculty and staff.

5. Ascertain some of the special needs of these students ahead of time and be sure the institution has the capability to provide for those needs.

The following suggestions were given by instructors and job placement personnel:
1. Make certain that the institution can meet the needs of the students educationally, culturally, and socially.

2. Know what types of backgrounds the students have in relation to the programs offered.

3. Do not try to invent a new curriculum and implement it for the international students--be sure they can fit into existing programs.

4. Find a role model of a college who has been successful in meeting the needs of international students and investigate some of their procedures.

**Summary of Findings**

The major findings based on research conducted at this college were:

1. The reasons for Community College B's involvement in the NMP were: to serve the United States government when called upon, to assist the American Association of Community and Junior Colleges, to meet a prior commitment to the United States government, and to receive the monetary remuneration.

2. Justification of the international component as being congruent with the traditional mission of the institution was given by defining the community as global rather than local. Although it was mentioned that a benefit for the community was cultural interchange with these students, there was little evidence of any cultural exchange as the NMP students tended to stay in their own group most of the time.

3. The Nigerian Manpower Project students had some unique characteristics due to their cultural and educational backgrounds which required special attention.

4. The degree of impact of the NMP students varied depending on the role positions of personnel--administrators were affected very little and, in some cases, were unaware of some of the unique characteristics of the students, while persons at the staff and instructional levels were required to develop strategies for coping with the special needs presented to them.

5. AID's rules and regulations presented constraints on the institution in varying degrees depending on the role
positions of personnel--persons most affected were at the staff and instructional levels.

6. The major impact of the NMP was evident at the staff and instructional levels, including the internship experience, where several changes were made to meet the special needs of the NMP students culturally, socially, and educationally. Major changes included:

a. A written foreign student policy which included charging an administrative fee for all sponsored international students.

b. Hiring of an NMP Coordinator for 25 hours per week to provide the special services required.

c. Assigning a staff person to assist with student transfers on a full-time basis.

d. Establishment of an emergency loan fund for the NMP students.

e. Provision of special services such as assistance with transportation, housing and orientation.

f. Provision of internship experiences for the NMP students.

7. Several personnel roles were affected by the NMP due to the additional time requirements. Personnel most affected initially included the President and Director of Admissions who assisted in establishing the program on a national basis; once the project commenced at this institution, personnel most affected included the Nigerian Manpower Project Coordinator, a staff assistant in the technology area, several instructional personnel, and the Internship Coordinator.

8. The major problems associated with the Nigerian Manpower Project at Community College B were:

a. Additional time requirements of personnel diminished their time available for other priorities; this was a special problem for part-time instructors who were generally unavailable for additional time.

b. Development of the loan fund created some difficulties both in its administration and in its being perceived by some as "special treatment" for a special group of students.

c. Negative attitudes toward international students by some instructional personnel created tension in the organization.
d. Difficulties were experienced meeting the needs of transfer students and advising students due to the differences in their educational backgrounds and a lack of understanding among instructional personnel of the Nigerian educational system.

e. Conflicts occurred due to differing perceptions among advisors, NMP students, AID, and the Nigerian government regarding their transferring to other institutions and programs.

f. Problems occurred in some classrooms between NMP men and American women due to differences in cultural values and sexual norms of the two groups.

g. Special problems occurred due to the requirement of Supervised Occupational Employment, such as the ambiguity surrounding AID's requirements, liability of employers, students' lack of experience, lack of transportation, and negative attitude of some employers.

h. There was a communication problem in that many staff and instructional personnel were not informed (and felt they should have been) regarding the enrollment of the NMP students prior to seeing them in classes.

9. An effort had begun to formally evaluate the NMP at this institution by submitting a questionnaire developed by the NMP Coordinator to the NMP students prior to their departure for Nigeria upon completion of their programs.

10. Most personnel were in favor of continued involvement in projects such as the NMP as long as the institution was capable of meeting the special needs of the students.

Analysis of Findings

Community College B was studied from an open systems perspective, with the organization viewed as a system, with cycles of events where inputs were received, transformed, and outputs transported into the environment. The source of input specifically focused on was the NMP, including the students and the rules and regulations supplied by the Nigerian and U.S. governments (through AID). The throughput processes included the technology required to transform the students, consisting
of special services such as counseling and job training, and classroom instruction. The outputs were the technically trained students as well as the students prepared to transfer to four-year institutions due to their unique backgrounds. One of the major focuses of the study was to discover whether these inputs were different from the traditional inputs (American students) and whether the community college made any changes or experienced any conflicts due to these inputs. Additionally, an attempt was made to find out whether there were any differences in the outputs expected due to the influence of environmental variables.

It was found that the source of inputs, the NMP students, were different from the traditional inputs (American students) due to their cultural and educational backgrounds, and consequently had needs which required special attention at the institution. This finding concurred with the study done by McDowell on the characteristics of the Nigerian population. McDowell discussed the unique characteristics of the NMP students due to their difference in cultural and educational backgrounds at a conference sponsored to discuss issues associated with the Nigerian Manpower Project.¹

The amount of impact experienced by personnel due to the unique characteristics of the NMP students varied depending on the role positions of personnel. This variation was an example of Parson's suggestion that organizations exhibit three distinct levels of responsibility

¹McDowell, "The Impact of the Nigerian Manpower Project on American Schools."
and control—technical, managerial, and institutional. The focus at the technical level was on the effective performance of the technical function—thus, some instructional staff personnel had close, direct relationships with the NMP students and were responsible for meeting their special needs, while the administrators at the managerial level were involved in controlling and administering the technical suborganization and had little opportunity to interact with the students on a daily basis.

AID's rules and regulations presented constraints on the institution in varying degrees depending on the role positions of personnel. This occurred because the institution had developed an interdependent relationship with AID through a contractual agreement. AID promised to provide students as well as monetary resources in exchange for services which would result in a type of output defined by AID and ultimately the Nigerian government. Pfeffer's notion that interdependence could create problems of uncertainty or unpredictability for the organization were supported in this research. Conflicts occurred at the institution due to AID setting up specific requirements for the students which affected services offered, scheduling of classes, faculty advising, and various other components at the college. Traditionally, the institution had control over the variables which were now within AID's domain.

The major impact of the NMP was experienced in the throughput process—the transformation process of the students. In order to

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1Thompson, Organizations in Action, pp. 10-12.
2Pfeffer and Salancik, The External Control of Organizations, pp. 1-5.
convert these inputs, with their unique characteristics, into the type of outputs required by AID and the Nigerian government, several changes were made in the throughput process. The changes incurred included a written foreign student policy which required charging an administrative fee for all sponsored international students, hiring of an NMP Coordinator for 25 hours per week to provide the special services required, assigning a staff person to assist with student transfers on a full-time basis, as well as the expansion of roles of other personnel and the altering of some procedures. The major changes, however, were in the creation of the role of the NMP Coordinator, and the new role of the staff assistant. These changes were an example of Thompson's contention that organizations cope with uncertainty by creating certain parts specifically to deal with it. This also concurred with the concept of differentiation in open systems theory where open systems were characterized as moving toward differentiation and elaboration of roles with greater specialization of function. The NMP Coordinator was ultimately responsible for the Nigerian Manpower Project (his job description in relation to the project was written by AID) and his role was necessarily expanded to deal with uncertainties presented by this Project. The creation of this position to include services which dealt with inconsistencies of these new inputs could also be viewed as an example of a "boundary spanning unit," a unit which dealt with homogeneous segments in a heterogenous environment.

1 Thompson, Organizations in Action, pp. 70-79.
3 Thompson, Organizations in Action, pp. 70-79.
This elaboration of roles and creation of a boundary spanning unit was in response to the organization's need for maintaining a steady state and dynamic homeostasis within the entire system.

One of the reasons for the college's involvement in the NMP was the monetary remuneration received. Monetary remuneration as well as students were both important resources, especially in view of predictions of declining enrollments in the traditional college-age students in the future. The enrollment of 41 NMP students was not a sufficient number to have an impact on enrollment when there was a total enrollment of several thousand; however, involvement in a project of this nature could provide some security for a possible source of future students. Thus, this could be an example of involvement which might assist in arresting the entropic process and thereby acquire negative entropy, another important characteristic of open systems. To survive, open systems move to arrest the entropic process (the universal law of nature in which all forms of organization move toward disorganization or death).¹

Involvement in the education of international students was not perceived as in conflict with the traditional mission of the community college, but rather the definition of the community itself was expanded to include the world rather than a geographically defined district. However, the local community established the community college, and one of its basic purposes, as defined in the college catalog, was to meet the needs of its local constituents. Time spent and services

utilized on the international students was time not spent and services not utilized for local students in a locally-based institution. Another characteristic unique to the community college might explain how the international component could fit in with the traditional mission--the characteristic of adaptability. The community college is adaptable to individual differences among students, to differences in communities, and to the changing needs of society. Enrolling international students could be important in the upgrading of society for better international relations and thus fulfill an important changing need in society. If this were the case, this would also be an example of another characteristic of open systems: equifinality--the goal of educating students was reached by a different path--enrolling a different type of student and thereby producing another type of output. Focusing on the international component, therefore, did have an impact on the mission in that serving these students was not serving the traditional mission, but focusing in a different direction.

This institution recognized the importance of feedback and was in the process of obtaining a specific type of input regarding various aspects of the NMP through questionnaires submitted to the NMP students prior to their departure. This was an example of another characteristic of open systems--open systems utilize information as part of their input. One specific type of information is negative feedback which enables the system to correct its deviations from course.¹

¹Ibid.
The major problems incurred due to the NMP were the additional time required of personnel, development of the loan fund, negative attitudes of some staff and instructional personnel, difficulties meeting the needs of transfer students, lack of communication regarding the NMP, conflicts between NMP students and American women due to differences in cultural values and sexual norms, and special problems due to the requirement of Supervised Occupational Employment. As previously mentioned, the additional time of personnel involved varied depending on their role positions, with the President and Director of Admissions quite involved in the planning stages of the NMP and the NMP Coordinator and a staff assistant more involved on a continuing basis. Additional time required of classroom instructors in the technical departments created added stress because more than half of the instructional staff was part time and unavailable for extra tutoring that might be necessary. Development of the loan fund created some difficulties both in its administration and its being perceived by some individuals as "special treatment" for a special group of students. There were 200 other international students who were not given such a privilege. Conflicts occurred due to misunderstandings of the Nigerian educational system, priorities of the students, and requirements of AID and the Nigerian government in relationship to transfer. This factor, along with a lack of communication regarding the influx of the NMP students, enhanced the negative attitudes already held by some staff and instructional personnel toward international students. Administrators were generally unaware of the extent of the communication problem--they assumed faculty and staff would meet the special
requirements of a new group of international students as they had met the needs of other diverse groups of students in the past. Community colleges traditionally have served the needs of a variety of students, and this institution already had tutorial services and provision for other types of individualized instruction which had been utilized to meet the needs of diverse groups in the past. The problem was not that the faculty and staff were unwilling or unqualified, but rather that they were uninformed and thus unable to prepare in advance to meet the special needs presented by a diverse group of international students.

Conclusions

The following conclusions were drawn based on the study of the impact of the Nigerian Manpower Project on Community College B:

1. The NMP did have an impact on Community College B in terms of time requirements of personnel and caused several changes in policies, procedures, services rendered, and the instructional process.

2. Better channels of communication need to be established so that all personnel involved in the NMP, especially the faculty, become fully informed.

3. An orientation to the NMP or focusing on the international student population in general should be conducted if the institution plans to continue its efforts in this direction.

4. Because the NMP students have special needs due to their cultural and educational backgrounds, a comprehensive orientation to college policies, procedures, and daily living skills in the American culture is essential for the students' adjustment into the American educational system.

5. An attempt should be made to ascertain the extent of the negativism at this college of faculty and staff toward international students; if the college intends to increase its commitment to international education, some strategies should be developed to arrest this negativism (cooptation or key staff and faculty members might be attempted).
6. Ambiguity regarding Supervised Occupational Employment needs to be clarified, more specific guidelines rendered for staff involved, and a separate orientation related to the work experience requirement should be conducted for NMP students.

7. This institution utilized several coping strategies which enhanced the effectiveness of the Nigerian Manpower Project: (a) institutional planning, including a written policy relating to sponsored international students; (b) hiring of the NMP Coordinator whose role was to meet the special needs of the Project; and (c) attempting to obtain feedback from the NMP students regarding the strengths and weaknesses of the NMP.
CHAPTER VI

CASE STUDY C

Introduction

Community College C was located in a predominantly rural setting (55% of the total population) in a community with a total population of approximately 40,000. The total enrollment included approximately 900 full-time and 1,700 part-time students. According to the college's 1977-79 catalog, the purpose of the institution was to provide education primarily for those persons within commuting distance. Its founding in 1951 was a community effort and its growth was due in large measure to the continuing support it received from the area it served. Evidence of continuing support included: (a) county residents had never turned down a vote for millage to help finance the college's expansion; (b) area businesses, organizations, and individuals provided monies for students who needed financial aid and also donated equipment and funds for programs and projects as needed; (c) residents of the area served on college advisory committees; and (d) thousands of residents participated in the annual fund-raising barbecue on campus.
Programs offered included academic-transfer, vocational-technical, and community services. The college had an open enrollment policy, with a basic entrance requirement of high school graduation or its equivalent. The college was organized on a quarter system and had a tuition structure whereby in-district residents paid $11.50 per credit hour; in-service area residents paid $19.00 per credit hour; in-state residents paid $21.00 per credit hour; and out-of-state and foreign students paid $23.00 per credit hour. This college was also eligible for state aid for international students on the same basis as for American students.

There were approximately 32 international students enrolled at Community College C, of whom 12 were from the Nigerian Manpower Project studying in the petroleum technology and electronics programs. The only written policy relative to international students was in the admissions process. The college required English language proficiency as evidenced by the results achieved in tests such as the TOEFL test (Test of English as a Foreign Language) or by other certification of proficiency. International students were also required to purchase health insurance coverage if not otherwise insured, present the equivalent of a U.S. high school education with an approximate grade average of "B," and demonstrate the ability to finance their education in the United States by completing a financial statement.

Supervised Occupational Employment had not been a part of the technical programs the NMP students were enrolled in prior to this time. English as a Second Language was not offered for international students due to insufficient total numbers of international students.
On-campus housing was available for students—both dormitories and apartments. There was no transportation system to commute from the main campus to the technical buildings at another location. There was a very active International Student Organization on campus as well as a host family program.

The six persons interviewed from this college were categorized as follows: (a) Line Administrators, consisting of the Dean of Student Services; (b) Staff Personnel, including the Foreign Student Advisor, Director of Testing and Counselor; Comptroller; Secretary; and Volunteer Coordinator; and (c) Instructors and Job Placement Personnel, including a combined Reading Specialist and Instructor. Since this was a small institution and Supervised Occupational Employment was not previously a requirement, the Dean of Student Services was also involved with the SOE aspect of the students' programs.

The greatest amount of time spent on activities related to the Nigerian Manpower Project at Community College C was by the Foreign Student Advisor and office of the Dean of Student Services.

Summary of Interviews

Reasons for Involvement in the NMP

This institution became involved in the NMP because of its belief in intercultural education. The institution had philosophically made a commitment to international education and implemented it into programming. International students had been on campus for a number of years. It was felt that two-year colleges should be primarily involved in providing manpower needs—technological needs—for
developing countries. Monetary remuneration, as well as the ability to fill specific programs, were also given as reasons for the institution's involvement. Since this college had on-campus housing, the NMP students helped fill empty beds and available apartment rooms.

How Involvement Fit in with the Institutional Mission

A conscientious effort was made to inform the community and involve them in the NMP through a marketing approach and a well organized host family program. It was felt the Board of Trustees accepted the philosophy of a worldwide community, and the institution had an obligation to prepare students to live in a global situation rather than simply local. The major benefit for the community of the NMP was the articulation to them of what the world scene was like from a cultural and social standpoint. It was also felt the role of the college in the community was enhanced by their being perceived as leaders and moving ahead.

Another benefit for the community was the monetary remuneration from those students. An approximate revenue benefit for 25 foreign students was estimated for one quarter, and the net result was $181,000—this was quite a significant impact on a small community.

Plan for Future Involvement

There was nothing in writing relating to a plan for the college's future involvement with international education; however, there were some understandings between the President, Board of Trustees, and Dean of Students Services regarding an appropriate number of international students for the institution. The maximum number was given
as 1-2% of the total student enrollment. One percent was felt a good guideline because with the enrollment of foreign students should come a commitment to provide appropriate and adequate supportive services. The extent to which the institution could provide the supportive services would really determine the enrollment limits for international students. The Dean of Student Services felt some kind of commitment should have been made in writing.

Role of Personnel in the NMP

The Dean of Student Services developed the Nigerian Manpower Project on this campus and was responsible for all of the coordinating with the exception of actual foreign student advising. The Dean of Student Services spent approximately 15% of his time on basic managerial tasks, such as calling Washington or writing letters relative to the Project. The job placement was also done by the Dean of Student Services since there was no formal internship program in existence.

The amount of time spent by staff personnel on the NMP varied from 25% to less than 5%. The Secretary to the Dean of Student Services spent the most time due to the additional paperwork required.

The instructor interviewed spent very little extra time with the NMP students due to the individualized nature of her classes, although she reported other instructors complained of spending a tremendous amount of extra time with international students in general.
Special Training to Assist Working with the NMP Students

None of the instructional or staff personnel had received any special training to work with the NMP students, although it was felt something like this might help bridge the gap of those faculty who had negative attitudes toward international students.

Institutional Commitment for the NMP

It was felt by staff personnel that there was commitment for the NMP at this college. Commitment was perceived as especially important at this institution due to the nature of the community--their goal to be "pure white."

There was some commitment perceived by the instructor interviewed, but it was felt there was some hesitation to provide any extra services for international students. An attempt had been made to implement English as a Second Language, but the administration felt there were not enough students to justify this class.

Characteristics of the NMP Students Which Present Special Requirements for the Institution

The line administrator did not perceive the NMP students to be any more aggressive or persistent than any other foreign students. He also felt there was no problem with these students adjusting to the American banking and credit system or having a different sense of time and space from Americans. To the contrary, it was felt these students were very timely. Several of the NMP students worked on campus in custodial areas and had no problem with getting their hands dirty. They did have a problem with personal hygiene, but it wasn't felt the
problem was bad enough to require attention--it would be worked out within the dormitory living situation. This group of NMP students were perceived as very loyal, cooperative, timely, and always dressed appropriately for social gatherings.

One of the staff personnel had little contact with the NMP students and was unable to respond to questions regarding their characteristics. Of the three who responded, there were some differences in their perceptions of the NMP students. Two persons felt the NMP students were very aggressive and persistent, and gave examples of how these students had difficulty adjusting to the American banking and credit system. These staff members also had experiences with the NMP students where the students showed a different sense of time in not realizing the importance of meeting deadlines and being prompt for appointments and/or meetings. The other staff person responded that there were no problems in these areas.

All staff personnel noticed a problem with personal hygiene with the NMP students--it created a negative impression of the students with some faculty, staff, and other students.

Both women staff members who were interviewed reported that the NMP students had some difficulty recognizing women as authority figures in their relationships with them. In one case, directives finally had to be given by a male because the woman was not perceived as having this authority.

One staff member reported the NMP students experienced quite a cultural shock when they discovered they were the only black persons in the community. The students felt as though they were "on display"
when they first arrived and wished they had been forewarned about the "whiteness" of the community. These students were also stunned by the severe winters in this area of the country and knew nothing about the type of clothing needed or how to survive the cold weather.

Students also had difficulty adjusting to the food in the dormitory—some of them became quite ill until they finally moved into their own apartments and did their own cooking.

The instructor felt the Nigerian students were better prepared academically than most foreign students. Their test scores in English were consistently higher than other foreign students. The difficulty the NMP students had was with spoken English and their own style of communication. The students also had to make adjustments to teaching styles of instructors—they did not know what was expected of them in the American system. The NMP students were also perceived as being very isolated due to the color of their skin—they were out of place in this white community.

The NMP students were not perceived by the instructor as aggressive or persistent, and there was no evidence of their having any problems regarding time differences. They did have difficulty adjusting to tests other than rote memorization. They seemed to have a real appreciation for the American work ethic—as illustrated by their dedication to their studies.

AID Requirements

It was felt by the line administrator that many of AID's policies and procedures were a bureaucratic waste of time, especially for
a small institution with only 12 NMP students. The paperwork re-
quired much additional time of the Dean, his secretary, and the For­
eign Student Advisor. The line administrator felt AID's requirements
had not caused any changes in policies, and it was doubtful this would
happen. AID's request for SOE was not perceived by the Dean as a re-
quirement, just a lot of additional work.

Staff personnel were also affected by the additional time re-
quirement due to the added paperwork caused by AID. It was felt AID's
discouraging the students not to own cars caused some difficulties for
the NMP students.

There were no specific requirements made by AID on the classroom
instructors. AID requested that the students obtain on-the-job train-
ing, but there were differences in perceptions as to whether it was
actually a requirement. The Dean of Student Services felt it was not
required, and said the institution would not adhere to it if it were
required. The Foreign Student Advisor felt it was an excellent idea
and really enhanced the training programs. Some students were placed
for two weeks at an oil refinery, some at local oil companies, and
others were sent to another city to participate in a management train-
ing program.

Written Policies and Procedures

There was nothing in writing detailing the extent of the institu-
tion's involvement with international students, although it was
felt this was something that should be done. There was a written
memorandum concerning the NMP which was submitted to and approved by
the President and Board of Trustees prior to involvement with this project. This was felt to be important in this small community where there were only a handful of noncaucasians.

There were no specific policies or procedures relating to role positions of personnel in the NMP; most staff personnel did not feel this was necessary because most persons understood what various roles persons played at this small college.

Services Provided/Should Be Provided for the NMP Students

With the exception of assistance with paperwork, no new services were provided due to the NMP; but some existing services were expanded. The host family program and international student organization were both considerably more active due to the NMP and the nature of the community. Services already in existence which were also provided for the NMP students included:

1. Orientation for daily living skills.
2. Orientation to college policies and procedures.
3. Assistance with advising and counseling.
4. Assistance with housing
5. Emergency loan service.

In addition, instructors engaged in the following activities to meet the special needs of the NMP students: tutorial sessions, assistance with the American culture through informal meetings, and special placement testing.

Staff personnel felt the following services should be provided to assist the NMP students in the future: assistance with transportation, more extensive orientation, and a reception for host families.
Problems Associated with the NMP

Administratively, there were no major conflicts associated with the NMP, just a tremendous amount of paperwork, reporting, and attempting to keep up to date. One problem which was specifically mentioned was dealing with the medical insurance program. More time was wasted writing letters for the pettiest matters. The students completed forms properly—it was a matter of "red tape" due to the insurance company. It was felt by the line administrator that there were people in AID's office who were being paid to handle such matters, and the institution should not have to do any more than see that the claim was sent in.

The line administrator also reported a conflict existed between some faculty and international students in general—some faculty felt it was beyond their call of duty to spend the additional time required of the foreign students. One particular faculty member with a negative attitude was creating difficulty because he was the only one who was qualified to teach a particular course the NMP students were required to take. At a larger institution, this might have been more easily resolved by having the students take the class from another instructor.

The major problem mentioned by staff personnel was with the insurance—students were not informed about how American health plans worked and they didn't understand that every time they went to the hospital they had to pay for any services rendered. There was also difficulty with getting students to do any required paperwork, not just for insurance, but any form required by AID.
The major problem instructors experienced was the amount of extra time required by foreign students in general and the difficulty in understanding their spoken English. Even though the Nigerians had been educated in an English-speaking system, they still had a heavy accent and were not familiar with American slang expressions. There were also some other educational gaps—for example, they had a difficult time in government class being overwhelmed by the difference in political ideologies and political systems.

It was felt there was generally a negative attitude by instructors against international students because of the additional time requirements, although the feelings were not as negative about the Nigerians since these students worked very hard compared to some of the other foreign students. Because this was a very traditional and conservative institution, the question was raised as to whether some of this hostility wasn't directed toward the oil-producing countries, and these students were perceived as representative of a particular country.

The major problem associated with Supervised Occupational Employment was in negotiating with AID regarding the experience the students should have—AID felt students should have experience in one setting while the institution wanted the students to be placed elsewhere. The institution was concerned not only with these students but in future placements and had spent much extra time making arrangements locally. It was felt by personnel at the institution that if these opportunities were not utilized that year, they might not be available again. AID finally conceded to the institution's wishes. There was
positive feedback from all employers where students had been placed.

Changes Made/Should Be Made for Success with the NMP

The Dean of Student Services reported one positive change that had occurred due to the NMP over the past two years was that the college worked harder to make the community aware of the foreign student program on campus and integrated that program in the community through a marketing approach.¹ The only change in personnel role due to the NMP was the additional time required of the Dean and Foreign Student Advisor.

If SOE was a requirement, this would be a major change for this institution—and one that the Dean would not agree to embark into unless appropriate funding were provided to handle the additional workload. If SOE was mandated, it was felt the institution would discontinue involvement in the NMP because it would be too much work for a small institution.

Changes due to the NMP which affected staff personnel included placing the students in work experiences and expanding many of the services offered. The role of the Volunteer Coordinator was greatly expanded due to the need for better integration of the NMP students in the community.

Changes made by classroom instructors included making adjustments on tests when necessary and spending additional time with these students.

¹"Marketing approach" was a term utilized by the Dean of Student Services at this college to describe the college's planned efforts to make the community aware of the forthcoming arrival of the NMP students through advertising as well as solicitation of support through involvement in the host family program.
The line administrator did not feel any policy changes were necessary for improvement of the program in the future—the policies were flexible enough that they allowed for an appropriate enrollment of international students. However, some procedural changes would be beneficial. One change suggested was allowing the college curriculum to become internationalized. This could be done by utilizing foreign students as resources in the classroom, offering a course in international economics, and other methods which took advantage of this unique opportunity. It was also felt this change in curriculum might be beneficial in solving the problem with the faculty who have negative attitudes—if they saw everyone else "jumping on the bandwagon," maybe they would also join. Another change suggested by the Dean was hiring additional professional personnel to assist the Foreign Student Advisor who was overburdened with all his other responsibilities. In addition, it was suggested that it might be beneficial to establish an advisory committee for international education.

Some staff personnel suggested a more extensive orientation should be provided for the NMP students (acquainting them with the area, helping with shopping) as well as assisting with transportation.

No suggestions for changes were made by the instructor, but it was mentioned that the situation would become very difficult if the quality of the NMP students changed. Even though some instructors complained about international students, it was felt that the Nigerians were mature, diligent, and had very good educational backgrounds.
Institutional Feedback

There was no evaluation of the Nigerian Manpower Project; some staff personnel felt this should be done in the future.

The faculty were informed about the NMP prior to the arrival of the students, and input was requested from them regarding any problems on several occasions. All personnel were aware of the problem of negative attitudes of some faculty regarding international students.

There was no formal method of communication established to link persons presently involved in the NMP. The Dean of Student Services felt it might be beneficial to establish an advisory committee for international education, although this might be difficult because community colleges tended to be in a syndrome period for committees--there was an advisory committee for almost everything and many of them were superficial at best.

Future

There was a positive response by all personnel interviewed toward continued involvement in the NMP as long as the institution could provide the necessary support services to meet the needs of the students, although it was felt that some faculty were consistently hindering efforts to have a more extensive international student program. It was also felt the number of students should not be increased from the present number unless additional support staff and services were provided.

The institution philosophically believed that one of their major responsibilities, obligations, and goals should be to try to help meet
the manpower mid-level management training needs of developing countries. The best way to accomplish that was through a contracted program such as the NMP. One of the major advantages of this program was the strong control built into it—students were under specific time limitations and restricted to the two-year programs.

Only those two-year colleges who were prepared to handle international students and to provide enough supportive services should be involved with any program for international students. For those institutions, contracted programs offer several advantages:

1. The financial benefit is tremendous—there is no need to worry about whether or not the foreign student has adequate financing.

2. These programs provide a good source of students to increase enrollments in technical programs.

3. There is a significant financial benefit to the community.

Recommendations

The Dean of Student Services made the following recommendations for new schools wishing to become involved in projects such as the NMP:

1. Plan ahead—outline what needs to be done.

2. Understand the contractual arrangements.

3. Think through very carefully and clearly what the needs of the students are as the contract is written.

4. Provide the services needed and realize that there should be an ongoing commitment for some services such as orientation.

5. There should be a Foreign Student Advisor available to assist these students at least part time.

6. Have a departure orientation to bid the students farewell in an appropriate fashion.
The following suggestions were made by staff personnel:

1. Set some guidelines on how the program will be run—think through all the aspects of the program from orientation through departure.

2. Provide an orientation for faculty and staff on the cultural backgrounds of the students and their special needs.

3. Have a host family program and international club for the foreign students.

The following suggestions were made from the instructional perspective:

1. There should be an assessment of the students' backgrounds in relation to the institution—preparation, maturity, and attitudes.

2. Some effort should be made to prevent students from getting so isolated.

3. An attempt should be made to help inculturate the students to the American educational system—help them understand the different requirements of instructors and how to take a test which does not require rote memorization.

4. Assistance should be provided to help students become more independent.

Summary of Findings

The major findings based on research conducted at this college were:

1. The reasons for Community College C's involvement in the NMP included: prior commitment to international education, monetary remuneration, and ability to enroll additional students in existing programs.

2. Justification of the international component as being congruent with the traditional mission of the institution was given by defining the community as global rather than local. There was considerable cultural exchange evident in this community due to a very active host family program and marketing approach utilized to minimize the impact of 12 Nigerians in an all-white community.
3. The Nigerian Manpower Project Students had some unique characteristics due to their cultural and educational backgrounds which required special attention.

4. The degree of impact of the NMP students on the institution varied depending on role positions of personnel—the administrator was affected very little and was unaware of some of the unique characteristics of the students, while persons at the staff and instructional levels were required to develop strategies for coping with the special needs presented to them.

5. AID's rules and regulations presented constraints on the institution in varying degrees at the administrative, staff, and instructional levels.

6. The major impact of the NMP was evident at the staff and instructional levels where a few changes were made to meet the special needs of the NMP students. Changes included the expansion of services presently provided by staff personnel and provision of special activities by instructional personnel.

7. Several personnel roles were affected by the NMP due to the additional time requirements. Personnel most affected included the Dean of Student Services, his secretary, the Foreign Student Advisor, Volunteer Coordinator, and some instructors.

8. The major problems associated with the NMP at this college were:

   a. Additional time requirements of staff personnel due to increased paperwork detracted from time available for other priorities.

   b. Problems were encountered due to students' misunderstanding of American health plans.

   c. Negative attitude toward international students by some faculty created difficulty; one particular faculty member was mentioned who created problems because he was the only instructor who taught a required course.

   d. Instructors had difficulty understanding the spoken English of the NMP students and complained of having to spend additional time with foreign students in general.

   e. There was a conflict between administrative personnel and AID regarding whether SOE was a requirement.

   f. NMP students had difficulty adjusting to dormitory living and food and had transportation problems.
9. There was no formal evaluation of the NMP at this college, although several personnel felt this might be beneficial.

10. There was faculty input and participation regarding the NMP prior to its inception as well as a formal affirmation of the NMP by the President and Board of Trustees.

11. It was felt that the institution should not increase the number of students involved in the NMP unless additional support staff and services were provided.

**Analysis of Findings**

Community College C was studied from an open systems perspective, with the organization viewed as a system, with cycles of events where inputs were received, transformed, and outputs transported into the environment. The source of input specifically focused on was the NMP, including the students and the rules and regulations supplied by the Nigerian and U.S. governments (through AID). The throughput processes included the technology required to transform the students, consisting of special services such as counseling and job training, and classroom instruction. The outputs were the technically trained students. One of the major focuses of the study was to discover whether these inputs were different from the traditional inputs (American students) and whether the community college made any changes or experienced any conflicts due to these inputs. Additionally, an attempt was made to find out whether there were any differences in the outputs expected due to the influence of environmental variables.

It was found that the source of inputs, the NMP students, were different from the traditional inputs (American students) due to their cultural and educational backgrounds, and consequently had needs which required special attention at this institution. This finding concurred
with the study done by McDowell on the characteristics of the NMP students due to their difference in cultural and educational backgrounds at a conference sponsored to discuss issues associated with the Nigerian Manpower Project.¹

The amount of impact experienced by personnel due to the unique characteristics of the NMP students varied depending on the role positions of personnel. This variation was an example of Parson's suggestion that organizations exhibit three distinct levels of responsibility and control—technical, managerial, and institutional.² The focus at the technical level was on the effective performance of the technical function—thus, some instructional and staff personnel had close, direct relationships with the NMP students and were responsible for meeting their special needs, while the administrator at the managerial level was involved in controlling and administering the technical suborganization and had little opportunity to interact with the students on a daily basis.

AID's rules and regulations presented constraints on the institution in varying degrees depending on the role positions of personnel. This occurred because the institution had developed an interdependent relationship with AID through a contractual agreement. AID promised to provide students as well as monetary resources in exchange for services which would result in a type of output defined by AID and

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²Thompson, Organizations in Action, pp. 10-12.
ultimately the Nigerian government. Pfeffer's notion that interdependence could create problems of uncertainty or unpredictability for the organization were supported in this study.\(^1\) Conflicts occurred due to AID's attempting to specify requirements at this institution which would affect services offered and personnel roles. Traditionally, the institution had control over variables which AID was attempting to administer.

The major impact of the NMP at this institution was experienced in the throughput process—the transformation process of the students. In order to convert these inputs, with their unique characteristics, into the type of outputs required, it was necessary to expand some of the services rendered. The major expansion occurred in the Dean of Student Services office, with the additional paperwork required, extra time for counseling by the Foreign Student Advisor, and expansion of the host family program and international student organization. The expansion of these two programs was in response to the uncertainty of the impact which might be caused by a group of black students in an all-white community. These expansions were an example of Thompson's contention that organizations cope with uncertainty by creating certain parts specifically to deal with it.\(^2\) This also concurred with the concept of differentiation in open systems theory where open systems were characterized as moving toward differentiation and

\(^1\)Pfeffer and Salancik, \textit{The External Control of Organizations}, pp. 1-5.

\(^2\)Thompson, \textit{Organizations in Action}, pp. 70-79.
elaboration of roles with greater specialization of function.\(^1\) The expansion of the role of the Dean of Student Services and Foreign Student Advisor as well as the host family program and international club to deal with inconsistencies of these new inputs could also be viewed as an example of a "boundary spanning unit," a unit which dealt with homogeneous segments in a heterogenous environment.\(^2\) This elaboration of roles and creation of a boundary spanning unit was in response to the organization's need for maintaining a steady state and dynamic homeostasis within the entire system.

One of the reasons for the college's involvement in the NMP was the monetary remuneration received. Monetary remuneration as well as students were both important resources, especially in view of predictions of declining enrollments in the traditional college-age students in the future. The enrollment of 12 NMP students was not a sufficient number to have an impact on enrollment when there was a total enrollment of several hundred; however, involvement in a project of this nature could provide some security for a possible source of future students. Thus, this could be an example of involvement which might assist in arresting the entropic process and thereby acquire negative entropy, another important characteristic of open systems. To survive, open systems move to arrest the entropic process (the universal law of nature in which all forms of organization move toward


\(^2\)Thompson, *Organizations in Action*, pp. 70-79.
Involvement in the education of international students was not perceived as in conflict with the traditional mission of the community college, but rather the definition of the community itself was expanded to include the world rather than a geographically defined district. However, the local community established the community college, and one of its basic purposes, as defined in the college catalog, was to meet the needs of its local constituents. Time spent and services utilized on international students was time not spent and services not utilized for local students in a locally-based institution. Another characteristic unique to the community college might explain how the international component could fit in with the traditional mission—the characteristic of adaptability. The community college is adaptable to individual differences among students, to differences in communities, and to the changing needs of society. Enrolling international students could be important in the upgrading of society for better international relations and thus fulfill an important changing need in society. If this were the case, this would also be an example of another characteristic of open systems: equifinality. The goal of educating students was reached by a different path enrolling a different type of student and thereby producing another type of output. Focusing on the international component, therefore, did have an impact on the mission in that serving these students was not serving the traditional mission, but focusing in a different direction.

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2. Ibid.
The major problems associated with the NMP at this college were the additional time required by personnel, negative attitudes of some instructional personnel, and conflict between the college's administration and AID regarding the work experience requirement of the Project. As previously mentioned, the additional time of personnel involved varied depending on their role positions, with the most time being required by the Dean of Student Services, his secretary, the Foreign Student Advisor, the Volunteer Coordinator, and some classroom instructors. The negative attitudes of some faculty created difficulty in gaining support necessary for the success of the international program. Additionally, because this was a small institution, it was difficult to circumvent a negative instructor, as might have been done at a larger college, by having international students enroll in another instructor's class. Most personnel were aware of the negative attitudes of some of the instructors, but a solution had not yet been devised to deal with this problem. The Dean of Student Services was resistant to the influence/authority of AID on the institution. It was felt too much bureaucratic paperwork was required for such a small number of students, and the college administration was unwilling to allow AID to present such a constraint as the requirement of Supervised Occupational Employment on this institution. However, most of the NMP students had been placed in some type of work experience programs.
Conclusions

The following conclusions were drawn based on the study of the impact of the Nigerian Manpower Project on Community C:

1. The NMP had a minor impact on Community College C in terms of time requirements of personnel and caused some expansions in services rendered and activities necessary by instructors, but no major changes were incurred.

2. An orientation to the NMP or focusing on the international student population in general should be conducted if the institution plans to continue its efforts in this direction.

3. Because the NMP students have special needs due to their cultural and educational backgrounds, a more comprehensive orientation needs to be conducted relating to college policies, procedures, and daily living skills.

4. An attempt should be made to ascertain the extent of the negativism at this college of faculty toward international students; if the college intends to increase its involvement with international education, some strategies should be developed to arrest this negativism.

5. Ambiguity surrounding Supervised Occupational Employment needs to be clarified both by AID and the institution.

6. This institution utilized several coping strategies which enhanced the effectiveness of the Nigerian Manpower Project:
   a. development of a marketing approach to inform the community about the NMP students prior to their arrival,
   b. involvement of the community through the host family program,
   c. creation of a positive image of the NMP students through the activities of the international student organization, and
   d. utilization of a communication system whereby faculty were informed about the NMP students prior to their arrival on campus.
INTRODUCTION

The purpose of this study was to determine the impact of the Nigerian Manpower Project on selected community colleges within an open systems framework. It was found that there was an impact of the NMP at each college, but the nature of the impact varied from institution to institution.

In this chapter, a comparative analysis will be made of the findings resulting from the study of each of the institutions. Findings will be summarized and analyzed, final conclusions made, and recommendations given regarding additional research in this area. Finally, recommendations will be given to improve the Nigerian Manpower Project.

CONTEXTUAL CHARACTERISTICS OF THE COMMUNITY COLLEGES STUDIED

The three community colleges studied were diverse in size, populations served, and the nature of their communities. Community College A was classified as a medium-sized institution, served a predominantly urban population, was located within close proximity to a major state university and several other private colleges; and
enrolled 27 NMP students and 125 other international students. Community College B was a large institution serving a predominantly urban population within close proximity to several colleges, and enrolled 41 NMP students along with 200 other international students. Community College C was a small institution located in a predominantly rural setting with no other colleges in the immediate vicinity and enrolled 12 NMP students and 20 other foreign students.

The following similarities were discovered relating to the contextual characteristics of the three colleges:

1. They were all established by the area citizens to meet the needs of the local community with similar missions and educational goals.

2. All three colleges had a tuition structure whereby international students were charged at least twice as much tuition as resident students.

3. Supervised Occupational Employment had not been required in any programs at any of the institutions prior to the NMP.

4. All three colleges had inadequate transportation systems for international students.

5. A Foreign Student Advisor and/or NMP Coordinator was available at least half-time on each campus.

6. All three colleges required international students to achieve a certain level of proficiency on the TOEFL prior to their admittance to college.

There were also several differences in contextual characteristics at the three institutions. Community College A was organized on a semester system, while the other two colleges utilized a quarter system. Community College C was the only college which had on-campus housing for students, including both dormitories and apartments. Community College B had a comprehensive foreign student policy in writing,
charged an administrative fee for all sponsored international students, and utilized an International Student Admissions Committee to assist with the international student program. English as a Second Language was offered at Community Colleges A and B, while it was not available at Community College C. Community College C was the only institution which had a very active international student organization as well as host family program.

Comparative Responses to Research Questions

Why Did the College Become Involved in the NMP?

All three colleges had made a prior commitment to international education and considered involvement in the NMP as an extension of this commitment. In addition, monetary remuneration was mentioned as a factor for involvement at all institutions. One college gave additional reasons for involvement of serving the United States government and the American Association of Community and Junior Colleges.

How Did Involvement Fit in with the Institutional Mission?

The community was described as global rather than local at all colleges. There was limited involvement of international students in the community and little evidence of cultural exchange at Colleges A and B, while Community College C utilized a marketing approach to inform and involve the community in the international student program at the college.
Was There a Written Plan for Future Involvement in the NMP?

None of the colleges had a written plan relating to their future involvement with international education, although administrators at Community Colleges A and C felt there were some understandings among key personnel regarding the college's future in international education.

What Was the Role of Various Personnel in the NMP?

Two administrators at Community College B spent a considerable amount of time on the NMP prior to its inception on campus on a national basis. Once the NMP was begun at the colleges, administrators at all three institutions played a minor role in the Project, while staff and instructional personnel were most affected in terms of time requirements. The majority of time required on Project-related activities at all three colleges was spent by personnel in the Foreign Student Advisor's/NMP Coordinator's office. At Community College B, a unique situation occurred which required a staff assistant to spend 100% of his time with the NMP students for the year--NMP students had arrived who already had the equivalent of an associate degree and needed assistance with transferring.

Was Any Special Training Given to Assist Personnel Working with NMP Students?

Most staff and instructional personnel at the three colleges had no special training for working with international students, with the exception of attendance at a few conferences or workshops. Many staff and instructional personnel at each institution felt some type of orientation about the backgrounds of the international students would
be beneficial for those persons who worked with the students on a
daily basis.

Was There Evidence of Institutional Commitment for the NMP?

Community College B had a strong commitment to the NMP due to
the involvement of their top administrators initially which included
a written foreign student policy as well as the creation of the posi­
tion of NMP Coordinator. There was some evidence of commitment at
Community Colleges A and C, but there was nothing specific in writing.

Did the NMP Students Have Characteristics Which
Presented Special Requirements for the Institution?

The NMP students had some unique characteristics due to their
cultural and educational backgrounds which required special attention
at all three colleges. The degree of impact of the NMP students at
each institution varied depending on the role positions of personnel--
administrators were affected very little and, in some cases, were un­
aware of some of the unique characteristics of the students, while
persons at the staff and instructional levels were required to develop
strategies for coping with the special needs presented to them.

Characteristics of the NMP students which presented special re­
quirements at all three colleges were: personal hygiene problem,
aggressive and persistent nature of students, different sense of time
from Americans, and difficulties with budgeting and business matters.
Community Colleges A and B reported these common characteristics:
difference in religious backgrounds and different sense of values re­
lating to socialization and dating. Community College C was the only
college which was required to cope with these characteristics: difficulty of students recognizing women as authority figures, difficulty of students adjusting to dormitory food, difficulty of students adjusting to the American teaching style, and cultural shock of students due to their being the only black persons in the community.

Did AID Present Any Special Requirements for the Institution?

AID's requirements presented constraints on all three institutions in varying degrees depending on the role positions of personnel. However, at Community Colleges A and B, most of the impact was felt at the staff and instructional levels, while the impact was also felt at the administrative level at Community College C. The major source of impact was the requirement of Supervised Occupational Employment at Community Colleges A and B as well as the additional paperwork. Community College C felt the impact of the paperwork, but did not recognize SOE as a requirement.

Were There any Written Policies and Procedures Relating to the NMP?

Community Colleges A and C had very brief policy statements relating to the admission of international students, while Community College B had a very comprehensive policy statement relating to international students as well as a specific statement relating to sponsored students which necessitated a special administrative fee from all sponsored students.
What Services Were Provided and/or Should be Provided Due to the NMP?

All three colleges completed numerous forms and records for the NMP students. Community Colleges A and B provided the following other new services for the NMP students: orientation for daily living skills, assistance with transportation and housing (very limited at Community College B), and establishment of an emergency loan fund.

Community College A also provided assistance with medical problems, mail service, and maintained separate academic and medical files on the NMP students. Community College C was the only college which had a host family program and active international students' organization; both of these programs were expanded due to the arrival of the NMP students.

Special activities of instructional and job placement personnel at one or all of the colleges consisted of the following: assistance with social and cultural adjustment through field trips and informal meetings, provision of seminars on interviewing and resume writing skills, assistance with transportation to jobs, special advising and tutorial sessions, and flexibility in testing.

Personnel at Community College B did not feel any other services should be provided, while staff and instructional personnel at Community College A made the following suggestions for future services: subscription to a Nigerian newspaper; involvement in a host family program; handling of students as individuals, rather than a group of foreign students, during registration; and provision of special activities such as a reception and Nigerian Day and/or Week.
Suggestions by staff personnel for new services at Community College C included: assistance with transportation, more extensive orientation for students, and a reception for host families and NMP students.

What Were the Major Problems Associated with the NMP?

Problems incurred at all three institutions due to the NMP included the additional time requirements of personnel, negative attitudes by some faculty and staff toward international students, and lack of transportation for students. Community Colleges A and B reported the following common problems: lack of communication among administrators, staff and instructional personnel regarding the NMP; and lack of available housing. The following problems were incurred by only one institution: late arrival of the students, development of the loan fund, difficulties meeting the needs of the transfer students, problems between NMP men and American women, special problems associated with SOE, problems due to students' misunderstanding the health plan, difficulty of instructors understanding the spoken English of the NMP students, conflict over whether AID was a requirement, and difficulty of students' adjusting to dormitory living and food.

What Changes Were Made and/or Should Be Made for Success with the NMP?

Changes which were made at all three colleges due to the NMP included: expansion of the role of personnel in the International Student's Office in terms of time required to include necessary tasks
such as paperwork; provision of some type of SOE; procedural changes when necessary, such as when checks arrived late; changes in class offerings and provision of more individualized studies; and expansion of teachers' roles in terms of time requirements. Changes which were made at only one or two institutions included: provision for flexibility in testing; written policy statement related to sponsored international students requiring an administrative fee; hiring of an NMP Coordinator; expansion of membership on the International Student Admissions Committee; institution of a revolving/emergency loan fund; utilization of a marketing approach in the community; expansion of the host family program; and expansion of the international student organization.

Suggestions for future changes varied at each college, including the following:

1. Formulate an advisory committee for the international student program.
2. Charge an administrative fee for all sponsored students.
3. Hire an additional staff person to assist with Project-related activities on a part-time basis.
4. Provide information about the NMP to relevant persons prior to the arrival of a new group of students.
5. Provide a better orientation for NMP students as well as for staff and instructional personnel.
6. Develop a course to orient NMP students to the American culture.
7. Provide an orientation specifically relating to work experience and allow less flexibility in the time requirement for work experience.
8. Allow the college curriculum to become internationalized and provide more assistance with transportation.
What Type of Institutional Feedback was Solicited in Relation to the NMP?

There was no formal evaluation of the NMP at Community Colleges A and C, while an evaluation was in process at Community College B. The NMP Coordinator at Community College B had developed a questionnaire which was given to the NMP students prior to their departure for Nigeria.

There were conflicting views at Community Colleges A and B regarding input in decision making and information giving within the institution—administrators felt participants were informed while many staff and instructional personnel said they were uninformed. At Community College C, all faculty and staff were informed about the NMP prior to the arrival of the students.

What Future Was Perceived for Community College Involvement in the NMP from an Institutional and National Perspective?

There were varying perceptions regarding future involvement in the NMP. Personnel at Community College B were in favor of continued involvement as long as the institution was capable of meeting the special needs of the students, while at Community College C it was felt the institution should not increase its involvement unless additional support staff and services were provided. There were conflicting views at Community College A—administrators felt the number of NMP students served could be increased while staff and instructional personnel felt there should only be an increase in students if there was an increase in supportive and staff services provided.

Community colleges in general should only become involved in programs such as the NMP if they were prepared to handle international
students and could provide the many supportive services required. It was emphasized that community colleges have an obligation to provide quality and appropriate education because it is very expensive for other nations to send their students to the United States. Inappropriate and/or poor quality programs could greatly hamper international relations, and it would be better for community colleges not to get involved in such an endeavor if they were not prepared for it.

Summary of Findings

The major findings based on the comparison of the three case studies were:

1. Although the three colleges were diverse in size, populations served, and the nature of their communities, they were all established by area citizens to meet the needs of the local community and had similar missions and educational goals.

2. All three colleges had a tuition structure whereby it was monetarily advantageous to enroll international students.

3. Supervised occupational employment had not been required in any of the programs in which NMP students were enrolled prior to their admission, and the colleges' involvement in SOE created difficulties at all institutions.

4. All three colleges required international students to achieve a certain level of proficiency on the TOEFL prior to their admittance to college.

5. The three colleges had made a prior commitment to international education and considered involvement in the NMP an extension of this commitment. Monetary remuneration was also given as a reason for involvement by all three institutions.

6. Justification of the international component as being congruent with the traditional mission of the institution was given by defining the community as global rather than local at all institutions. There was limited involvement of the community and little evidence of cultural exchange at Community Colleges A and B, while Community College C utilized
a marketing approach to inform and involve the community in the international student program at the college.

7. None of the colleges had a written plan relating to their future involvement with international education.

8. The NMP students at all three colleges had some unique characteristics due to their cultural and educational backgrounds which required special attention.

9. The degree of impact of the NMP students at all three colleges varied depending on the role positions of personnel--staff and instructional personnel were most affected.

10. AID's requirements presented constraints on all three institutions in varying degrees depending on the role positions of personnel. However, at Community Colleges A and B, most of the impact was felt at the staff and instructional levels, while at Community College C the impact was also felt at the administrative level.

11. Community Colleges A and C had very brief policy statements relating to the admission of international students, while Community College B had a very comprehensive policy statement relating to international students as well as a specific statement for sponsored students.

12. The major impact of the NMP was evident at the staff and instructional levels at all three colleges through changes made and/or problems incurred.

13. Changes made at all colleges due to the NMP included the expansion of the role of the personnel in the International Student's Office; provision of some type of SOE (although it was not considered a change at Community College C); procedural changes when necessary, such as when the students' checks arrived late; changes in class offerings and provision of more individualized studies (although very minor at Community College C); and expansion of teachers' roles in terms of time requirements.

14. The extent of the changes made varied at each college, with Community College C (the smallest college) making the fewest changes and Community College B (the largest college) making the most extensive changes.

15. The major problems incurred at all institutions were: additional time requirements of personnel, negative attitudes by some faculty and staff toward international students, and the lack of transportation for the NMP students. Two community colleges (A and B) had problems with housing and communication among administrators, staff and instructional personnel regarding the NMP.
16. Only one college (Community College B) had begun a formal evaluation of the NMP.

17. There were differences of opinion at the three colleges regarding the future of the NMP. Personnel at Community College B and a few at Community College A were in favor of continued involvement in the NMP, while at Community College C it was felt the institution should not increase involvement unless additional support staff and services were provided.

Analysis of Findings

All three colleges were studied from an open systems perspective, with the organizations viewed as systems, with cycles of events where inputs were received, transformed, and outputs transported into the environment. The source of input specifically focused on at each college was the Nigerian Manpower Project, including the students and the rules and regulations supplied by the Nigerian and U.S. governments (through AID). The throughput processes included the technology required to transform the students, consisting of special services such as counseling and job training, and classroom instruction. The outputs were the technically trained students as well as the students prepared to transfer to four-year institutions (at Community College B only).

It was found that the Nigerian students as inputs were different from the traditional inputs due to their cultural and educational backgrounds and consequently had needs which required special attention at all three institutions. There was some variation in NMP students' characteristics regarding the most attention at the three colleges due to the diversity and nature of the colleges. This finding regarding the unique characteristics of the NMP students having
an impact on the institutions concurred with the study done by McDowell where he found that Nigerians had some unique cultural characteristics which might require special services at American educational institutions.¹

The amount of impact experienced by personnel due to the unique characteristics of the NMP students varied at the three institutions depending on the role positions of personnel. This variation was an example of Parson's suggestion that organizations exhibit three distinct levels of responsibility and control--technical, managerial, and institutional.² The focus at the technical level was on effective performance of the technical function--thus, some instructional and staff personnel had close, direct relationships with the NMP students and were responsible for meeting their special needs, while the administrators at the managerial level were involved in controlling and administering the technical suborganization and had little opportunity to interact with the students on a daily basis.

AID's rules and regulations presented constraints on the three institutions in varying degrees depending on the role positions of personnel. However, at Community Colleges A and B, most of the impact was felt at the staff and instructional levels, while the impact was also felt at the administrative level at Community College C. The constraints were felt because the colleges had developed an interdependent relationship with AID through a contractual agreement.

¹McDowell, "The Impact of the Nigerian Manpower Project on American Schools."
²Thompson, Organizations in Action, pp. 10-12.
AID promised to provide students as well as monetary resources in exchange for services which would result in a type of output defined by AID and ultimately the Nigerian government. Pfeffer's notion that interdependence could create problems of uncertainty or unpredictability was supported in varying degrees at the three colleges. Conflicts occurred at all institutions due to AID's attempting to implement requirements for the students which affected services offered, scheduling of classes and various other components. An additional conflict occurred at Community College C where there was resistance to AID's control, especially in the nonrecognition of SOE as a requirement and dislike of bureaucratic rules, regulations, and generated paperwork. It was felt that a small institution with staff who already played multiple roles did not have time for such additional requirements and constraints for only 12 NMP students. Community Colleges A and B, on the other hand, already had large enrollments of international students and were able to justify offering new services on this basis. Community College B seemed to be in the optimum situation in that an NMP Coordinator was hired through extra fees charged for sponsored students. This Coordinator then handled all the paperwork and bureaucratic requirements necessitated by AID.

The major impact of the NMP on all three colleges was experienced in the throughput process--the transformation process of the students. In order to convert these inputs, with their unique characteristics,

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Pfeffer and Salancik, *The External Control of Organizations*, pp. 1-5.
into the type of outputs required by AID and the Nigerian government, several changes were made in the throughput process. There were some similar changes made at the three colleges as well as variations due to the diversity of the institutions. The extent of the changes made varied at each college, with Community College C (the smallest college) making the fewest changes and being the most resistant to change, and Community College B (the largest college) making the most changes. This could be explained by the nature of a small versus large institution. The small institution could not afford to hire additional staff or provide many new services for only 12 NMP students, while the large institution could justify more staff due to the large enrollment. However, the method of coping with the impact was similar at all three colleges. The major change was either the expansion of the role of certain personnel in the International Student Office or creation of new roles. These changes were in response to the uncertainty caused by the NMP. The type of uncertainty varied at each institution. For example, a major uncertainty at Community College C was the impact of a group of black students on an all-white community. The expansion or changes, therefore, were examples of Thompson's contention that organizations cope with uncertainty by creating certain parts specifically to deal with it.\(^1\) This also concurred with the concept of differentiation in open systems theory where open systems were characterized as moving toward differentiation and elaboration

\(^1\)Thompson, *Organizations in Action*, pp. 70-79.
of roles with greater specialization of function.¹ The expansion of roles and/or creation of new roles to deal with inconsistencies of the different inputs could also be an example of a "boundary spanning unit," a unit which dealt with homogeneous segments in a heterogeneous environment.² This elaboration of roles and creation of boundary spanning units was in response to the organizations' need for maintaining a steady state and dynamic homeostasis within the entire system.

One of the reasons for involvement of all the colleges in the NMP was the monetary remuneration received. Monetary remuneration as well as students were both important resources, especially in view of predictions of declining enrollments in the traditional college-age students in the future. There was not a sufficient number of NMP students at any institution to have an impact when compared with total enrollment; however, involvement in a project of this nature could provide some security for a possible source of future students. Thus, this could be an example of involvement which might assist in arresting the entropic process and thereby acquire negative entropy, another important characteristic of open systems. To survive, open systems move to arrest the entropic process (the universal law of nature in which all forms of organization move toward disorganization or death).³

²Thompson, Organizations in Action, pp. 70-79.
Involvement in the education of international students was not perceived as in conflict with the traditional mission of the community college, but the definition of the community itself was expanded to include the world rather than a geographically defined district at all three colleges. However, all colleges were established by their local communities with one of the basic purposes of meeting the needs of the local constituents. This expansion of mission was an example of the adaptability of community colleges to individual differences among students, to differences in communities, and especially to the changing needs of society. Enrolling international students was perceived at each community college as important in the upgrading of society for better international relations; thus, it fulfilled an important changing need in society. This type of adaptability was an example of another important characteristic of open systems: equifinality.\(^1\)

The goal of educating students was attained through a different path, enrolling a different type of student. Focusing on the international component, therefore, did have an impact on the institutional missions of these colleges because serving these students was not serving the traditional mission, but concentrating in another direction.

The major problems which occurred at all institutions due to the NMP were the additional time requirements of personnel, negative attitudes of some faculty and staff toward international students, and the lack of transportation for the NMP students. Housing arrangements and lack of communication were also major problems at Community

\(^1\)Ibid.
Colleges A and B. The additional time required of personnel varied by institution and according to role positions. The negative attitudes of some faculty and staff toward international students at each institution created tension within each college, and no apparent solution was obvious. Special difficulties were encountered at the small college due to the inflexibility of scheduling and small number of faculty members— the schedule could not be changed so that a negative instructor was alleviated from the responsibility of teaching international students because that instructor might be the only one who taught a particular class. Lack of transportation created inconvenience for the students which affected their ability to obtain work experience off campus; ability to get to the doctor, retail establishments or meet other personal needs; and also necessitated some of them walking long distances in inclement weather. Strategies for coping with this difficulty varied at each college. At Community College A, the Foreign Student Advisor and his secretary personally transported the NMP students when special needs arose. A similar method was utilized on a very limited basis at Community College B, although transportation was basically felt to be the student's responsibility. There was no special arrangement made for transportation at Community College C due to the students living on campus and having a health service immediately available. However, students were required to walk long distances in inclement weather to commute from the main campus to the technical center. (American students were also faced with this contingency, but many of them owned or had access to automobiles.)
Although housing was not a problem for Community College C because of their having dormitories and apartments on campus, NMP students experienced difficulties adjusting to dormitory living, food and the lifestyle of the young American students (loud stereos, parties, etc.). NMP students appealed to be moved to apartments as quickly as they could.

Lack of communication regarding the NMP was a problem at Community Colleges A and B, the two larger colleges, while it was not a problem at Community College C. At Community Colleges A and B, faculty and staff personnel complained that they were not informed about the NMP prior to the arrival of the students. Involvement was planned at Community College C so that all relevant personnel were informed prior to the inception of the NMP, formal approval was obtained from the President and Board of Trustees, and the community was made aware of the NMP through a marketing approach. It was important for Community College C to utilize such a strategy due to the nature of their community—small, conservative, and all white. This strategy was another example of Thompson's contention that organizations cope with uncertainty by creating parts specifically to deal with it. In this situation, a plan was created by the Dean of Student Services in an attempt to provide information and utilize a system of communication regarding the NMP, there was still a problem with negativism as experienced by Community Colleges A and B.

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1Thompson, Organizations in Action, pp. 70-79.
Some of the problems encountered at the colleges as well as the changing nature of the institutional missions were addressed only temporarily, which appeared to be an attempt to maintain a steady state and dynamic homeostasis in order to preserve the character of the system. The necessity for only temporal arrangement was justified initially by the lack of time available for institutions to plan for this new contingency—one of the determinants for selecting institutions to become involved in the NMP was their ability to "gear up" on short notice. There was not enough time to develop a plan which would take into consideration the institutional structure and how it may need to be adapted as well as foresee any unanticipated consequences. However, now that community colleges have experienced the effects of the NMP, efforts should be made to address the problems and recognize the changing nature of the mission so that conflicts incurred do not render the institution dysfunctional.

The problems discovered in this study concurred with those made reference to earlier in the Review of Related Literature section. Kerr and Diener questioned the ability of some institutions to address this new mission, while Martorana felt an important issue to be faced by community colleges was congruence of educational philosophy and mission of community colleges with international education.\(^1\) Kerr also suggested community colleges should develop an institutional philosophy regarding foreign student programs, delineate their role,

\(^1\)Martorana, "Constraints and Issues in Planning and Implementing Programs," pp. 32-38.
evaluate their standards prior to admitting foreign students, develop a committee to serve as a policy-making and advisory body for foreign student programs, and be ready to deal with the issues of admissions, procedures, advising, orientation, housing, community programs, students' organizations, and professional organizations. ¹

Some of the issues mentioned above were recognized at the community colleges studied, but it was obvious by the number of problems at each college that further attention needed to be given to some areas and more conscientious planning needed to be done at various levels in the organization: institutionally, especially considering the new mission; managerially, including structural components and development and implementation of policies and procedures; as well as at the technical level, giving instructional assistance where necessary.

Conclusions

The following conclusions were drawn identifying institutional issues related to three specific areas: assumptions, planning and impact.

Assumption Issues

1. Important determinants for the perceived success of the NMP at all three colleges were:

   a. their prior involvement in international education,

   b. their ability to meet educational needs of the NMP students through previously established curricula, and

c. their ability to be flexible and adaptable, as evidenced by their utilization of various coping strategies to deal with the impact of the NMP.

Pre-planning/Planning Issues

1. With the exception of one community college, there was inadequate planning for the institutions' involvement in the NMP.

2. Key participants in the NMP should have been informed about the Project prior to its inception so they could plan strategies to meet the special needs of the students.

3. Colleges involved in the NMP needed to be prepared to cope with some negativism and resistance toward international students by certain personnel in their organization.

4. There was little formal recognition of a change in institutional mission--this issue needed to be addressed.

5. There was a relationship between program size and development of written policies and procedures--the larger programs had more extensive written policies and procedures.

Impact--Institutional and Community Issues

1. The NMP had varying degrees of impact on the community colleges in terms of time requirements of personnel and caused expansions and/or changes in services rendered at all colleges.

2. There was a relationship between the extent of changes made and the size of the institution--the smaller institution made fewer changes than the larger colleges.

3. There were differences in coping strategies which could be related to the diverse nature of the institutions.

4. Personnel at all colleges recognized some of the unique characteristics of the NMP students and were attempting to meet their needs through a variety of strategies.

5. There was little evidence of a negative impact of the NMP on the communities at any of the colleges; to the contrary, the monetary impact was obviously a positive benefit for the communities.
Recommendations

The case study methodology was valuable in providing insights into the impact of the Nigerian Manpower Project from a systems perspective. This comprehensive approach allowed the investigation of many variables which might be isolated and studied more intensively in future research. Further study could be conducted in the following areas:

1. More intensive investigation of the impact of the NMP on the college community, especially a community consisting of a predominantly rural population.

2. Further study of the Supervised Occupational Employment aspect of the NMP from the perspective of the student, employer, and college coordinator.

3. Investigation of the entire faculty, full and part time, to gain further information about their views, attitudes, and perceptions regarding international students.

4. Follow-up study of the NMP students at two-year and five-year intervals to discover the impact of the American educational system on their lives and to provide insight into changes that could be made to enhance the programs at the schools.

5. Further study of the relationship between institution/program size and changes made.

6. Comparison of community colleges who had no prior experience with international education and those who had experience to discover what coping strategies were utilized for success with the NMP.

Community colleges wishing to become involved in a project such as the NMP should consider these recommendations:

1. Involvement should be carefully considered and planned in advance; involve and inform key participants at the planning stages; and consider utilization of an advisory committee for international students.

2. Formulate a written policy clarifying involvement in international education.
3. Comprehensive information should be obtained through written documents as well as visitations to similar institutions prior to involvement in such a project.

4. Realize that the costs in time of personnel and possible conflicts could outweigh the benefits of monetary remuneration and additional student resources.

5. Be sure the college can provide the appropriate programs and services required, including the services of a Foreign Student Advisor.

6. Provide an orientation for NMP students as well as college personnel.

7. Consider the benefits of a host family program and international program and international club for the students.

8. Consider the impact of such an endeavor on various components of the institution, including the administrative functions, instructional and staff personnel, services provided, as well as the nature of the community and student body.
APPENDIX A

CONDITIONS OF TRAINING

NIGERIAN MANPOWER PROJECT
Conditions of Training

1. Name of Participant (Mr., Mrs., Miss) (Last, First, Middle)  
2. I.D. Number

I agree that if I am accepted to receive technical training under the Federal Military Government of Nigeria's program for technical manpower training, I will adhere to the program arranged as requested by my government, devote my time and attention to my studies and/or practical training, and conform to all regulations and procedures for the duration of the training program. I agree that I will not seek extension of the period of my program, but will return to my country without delay upon completion of my training and will endeavor to utilize the training acquired under the program for the benefit of my country.

Furthermore, I thoroughly understand the following policies of the Federal Military Government of Nigeria:

I. Dependents - Dependent relatives are discouraged from accompanying or joining a participant while he is in training to avoid hampering or deterring accomplishment of training objectives. Possible increased problems of adjustment and added burdens will thus be avoided.

II. Termination of Training Programs Before Normal Duration - The right is reserved to terminate the training program of those participants who:

A. Fail in their academic or other studies.
B. Fail to carry classroom work that the training institute feels is commensurate with their ability.
C. Fail to show sufficient interest in or to pursue effectively the practical training phases of their programs.
D. Have severe health problems.
E. Conduct themselves in a manner prejudicial to the program or to the law of the country of training.
F. Marry during the training without securing prior A.I.D. approval.

It is further understood that return visits to Nigeria will not be permitted during the training period.

Signed:

(SIGNATURE OF PARTICIPANT)  
(SIGNATURE OF AID OFFICIAL)

Date

(TITLE)
APPENDIX B

NIGERIAN MANPOWER PROJECT QUESTIONNAIRE

SUBMITTED AT CONFERENCE
NIGERIAN MANPOWER PROJECT QUESTIONNAIRE

PURPOSE

The purpose of this questionnaire is to identify areas of impact of the Nigerian Manpower Project on community colleges. This information will serve as a basis for comprehensive case studies to be done at several community colleges. This data will ultimately be included in the doctoral dissertation, "The Impact of the Nigerian Manpower Project on Selected Community Colleges."

DESCRIPTIVE INFORMATION

1. Please check the category below which best describes your institution:

   ____ Community College    ____ Proprietary Institution
   ____ Technical Institute or College
   ____ Four-year College or University
   ____ Junior College        ____ Other: Please specify: ______

2. What is your title and position? ______________________________

3. What is the scope of your responsibility in this position? ______

4. How long have you been in this position? ______________

5. Briefly describe your role in the Nigerian Manpower Project: ______

6. Approximately how many students in each of the following categories were/are enrolled at your institution in the years indicated?

<table>
<thead>
<tr>
<th>1976-77</th>
<th>1977-78</th>
<th>1978-79</th>
</tr>
</thead>
<tbody>
<tr>
<td>Full-Time Students</td>
<td>______</td>
<td>______</td>
</tr>
<tr>
<td>Part-Time Students</td>
<td>______</td>
<td>______</td>
</tr>
<tr>
<td>Foreign Students (total)</td>
<td>______</td>
<td>______</td>
</tr>
<tr>
<td>Nigerian Manpower Project Students</td>
<td>______</td>
<td>______</td>
</tr>
</tbody>
</table>

7. What is the date when your college first became involved in the Nigerian Manpower Project? ______
8. Why did your school first agree to become involved in this Project? (Check all those listed below which apply—please indicate in rank order—1=highest, etc.)

- to serve the United States Government
- to meet the needs of the Nigerian students
- to continue to meet a developed commitment to foreign students
- to receive the monetary benefits from the Project
- to increase enrollment
- other—please specify: __________________________

AREAS OF IMPACT

Key Personnel

1. Please place a check mark next to the role positions of the key personnel involved in the Nigerian Manpower Project. In the space provided at the right, indicate whether any of these roles were changed, added, or revised due to the Nigerian Manpower Project.

<table>
<thead>
<tr>
<th>INVOLVED</th>
<th>ROLE POSITION</th>
<th>CHANGED</th>
<th>ADDED</th>
<th>REVISED</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>President</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Vice President(s)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dean of Instruction</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dean of Students</td>
<td></td>
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<tr>
<td></td>
<td>Registrar</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Director of Admissions</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Counselor</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Foreign Student Advisor</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Department Chairperson</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Business Manager</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Secretary and/or Clerical</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Staff</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Instructor(s)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
2. Should any new positions be added or other personnel revisions be made due to this Project? If so, indicate the specific changes?

Policies and Procedures

Directions: There are two parts to which to respond for each of the following questions. The first part requires you to indicate the present situation at your institution by checking yes, no, or don't know. The second part requires your opinion as to whether you think something should exist which does not presently exist—indicate the affirmative by placing a check mark in the should be column.

<p>| | | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Is there a written institutional policy statement specifically detailing the extent of your institution's involvement with foreign students?</td>
<td>Yes</td>
<td>No</td>
<td>Don't Know</td>
</tr>
<tr>
<td>2.</td>
<td>Is there a written institutional policy statement specifically detailing the extent of your institution's involvement with the Nigerian Manpower Project?</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Is there a formal method of communication established to link those presently involved in this Project?</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Are the admissions requirements for the Nigerian Manpower Project students the same as those for American students?</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Are the Nigerian Manpower Project students required to prove minimum competency in English?</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
6. Are there specific procedures for making the community aware of the presence of the Nigerian Manpower Project students?

7. Are the Nigerian Manpower Project students required to provide evidence of good health?

**Services**

1. Is a separate orientation provided for the Nigerian Manpower Project students?

2. Is an emergency loan fund available to assist the Nigerian Manpower Project students in the event of minor cash emergencies?

3. Is on-campus housing available for the Nigerian Manpower Project students?

4. Is there an office, agency, or group of individuals who help the Nigerian Manpower Project students find suitable housing?

5. Is there a subscription to a Nigerian newspaper in your college's library?

6. Is there a foreign student organization?

7. Are there any other services that are or should be provided for the Nigerian Manpower Project students? If so, please indicate:

**Instruction/Cooperative Experience**

1. Is special advising given to the Nigerian Manpower Project students when scheduling classes?

2. Is instruction in English as a Second Language required or available for the Nigerian Manpower Project students who fail to meet established language proficiency requirements?

3. Is anything special being done to help cooperative employers meet the needs of these students?
4. Is anything special being done to help prepare classroom instructors to meet the needs of the Nigerian Manpower Project students?

5. Is there a systematic procedure, different from that used with American students, for faculty members to follow when a Nigerian Manpower Project student experiences academic difficulty?

6. Is tutoring available on an organized basis?

7. Is individualized help in a learning or media center available to the Nigerian Manpower Project students?

Cultural Impact

1. Are there formal or informal procedures and/or planned activities for making the faculty and students aware of the cultural heritage of these students?

2. Are there formal or informal procedures and/or planned activities for making the community aware of the cultural heritage of the Nigerian Manpower Project students?

PROBLEMS

1. Check any of the following which have been major problems encountered at your institution due to the Nigerian Manpower Project:

   cultural differences between American and Nigerian students, such as the high need for structure and specificity in the relationships of the Nigerian Manpower Project students

   inability/difficulty of teachers to meet the special needs of the Nigerian Manpower Project students

   no Foreign Student Adviser available for these students

   difficulty of providing special services required

   financial problems

   difficulties faced by students through cooperative job experiences

   difficulties faced by students in "hands on" experiences in classroom
NIGERIAN MANPOWER PROJECT QUESTIONNAIRE - Page 6

1. Difficulty finding appropriate housing for Nigerian Manpower Project students

   Other: please specify: ________________________________
   ________________________________
   ________________________________
   ________________________________

2. What actions have been taken to resolve these problems? ________________________________
   ________________________________
   ________________________________
   ________________________________
   ________________________________

3. Overall, did the institutional benefits associated with the Project exceed the institutional costs (time, money, personnel, etc.)? Please explain your answer with as much specific information as possible.
   ________________________________
   ________________________________
   ________________________________
   ________________________________

FUTURE

1. What role will your institution play in the Nigerian Manpower Project in the future?

   Encourage more students

   Keep the same number of students

   Discontinue involvement with the Nigerian Manpower Project

If you would like a copy of the results of this study, please send a self-addressed, stamped envelope to:

   Mrs. Patricia Skinner
   888 Loch Lomond Lane
   Worthington, OH 43085
INTERVIEW GUIDE A

(Line Administrators—President, Vice President, Dean of Students, Dean of Instruction, etc.)

Reminder: names of persons and institutions will be kept confidential.
Ask if it is all right to use tape recorder.

***

BACKGROUND INFORMATION

DATE/TIME/PLACE OF INTERVIEW: ____________________________________________

PERSON INTERVIEWED: ____________________________________________________

TITLE/POSITION: _______________________________________________________

LENGTH OF TIME IN POSITION: ______________________________

LENGTH OF TIME AT INSTITUTION & CAPACITY: ______________________________

SCOPE OF ROLE IN NIGERIAN MANPOWER PROJECT: _________________________

Background Questions

1. Approximately how much time have you/do you spend working on activities
related to the Nigerian Manpower Project?

   Start-up Time— (% of time first couple months)
   During the first year — (% of time)
   Presently—(10%, 20%, of time)

2. Why did your institution become involved in the Nigerian Manpower Project?

   □ to continue to meet a developed commitment to foreign students
   □ to meet the needs of the Nigerian students
   □ to increase enrollment
INTERVIEW GUIDE A - Page 2

3. How does involvement in the NMP fit in with the overall institutional mission? (Anything in writing regarding this?)

4. Does your college have a plan for its future involvement with international education? (Written goals, objectives?) Will there be such a plan? Why or why not?

INPUT

1. Due to their cultural and educational backgrounds, the Nigerian Manpower Project students have experienced different customs, habits, practices, norms, and traditions than most of the American students. Which of the following characteristics have you observed of the Nigerian Manpower Project students at your institution?

- extremely aggressive and persistent—may ask the same question several times even though they have already received “no” for an answer
- have difficulty adjusting to American banking and credit systems—easily fall into debt
- have different sense of time and space than Americans (don’t realize the importance of meeting deadlines and being on time for class and work, etc.)
- haven’t been used to housekeeping duties at living quarters (many of them were used to having servants in their country)
INTERVIEW GUIDE A - Page 3

_____ have difficulty doing manual labor which requires them to get their hands dirty

_____ do not have an appreciation for the American work ethic

_____ have some hygiene and personal habits which may be offensive to Americans (not using deodorant, etc.)

_____ other: please specify

2. What is the nature of the relationship you/your institution has with the representatives from AID relative to the Project?

a. Do you agree with their policies and procedures?

b. Have you had occasion to bargain with them relative to changes? How much success have you had?

c. Do you feel AID has too much influence over the way the Project is being run at your institution?

d. Have AID's requirements caused any changes in your institution? (policies, procedures, teaching expectations, etc.)

THROUGHPUT

1. Is there a written institutional policy statement specifically detailing the extent of your institution's involvement with foreign students? (If yes, could I obtain a copy?) If not, why not? Should there be?
2. Is there a written institutional policy statement specifically detailing the extent of your institution's involvement with the Nigerian Manpower Project? (If yes, could I obtain a copy?) If not, why not? Should there be?

3. Is there a formal method of communication established to link those presently involved in this Project? (If yes, describe it briefly. Is it written?) If not, why not? Should there be? How should it be structured?

4. What conflicts/problems have been experienced by any of the following personnel at your institution due to this Project?
   a. Administrators --
   b. Staff --
   c. Faculty --
   d. American students --
   e. Nigerian students
f. Cooperative employers --


g. Persons in the community --

5. Have any solutions been developed to deal with these problems?

OUTPUT

1. Have any changes been made in policies, procedures, personnel roles, instructional process, services provided, or community relations due to the Nigerian Manpower Project?

   a. Policies and procedures --

   b. Personnel roles --

   c. Instructional process (including Supervised Occupational Experience)

   d. Services Provided -- (services expanded, new services provided, etc.)

   e. Community relations --
INTERVIEW GUIDE A - Page 6

2. Do you feel any changes should be made in any of these areas for your future success with this Project?
   a. Policies and procedures --
   b. Personnel roles --
   c. Instructional process --
   d. Services provided --
   e. Community relations --

3. What benefits do you perceive for the community from the NMP?
   a. What involvement has been solicited from the community?
   b. Is anyone coordinating the state social agencies to assist the Nigerian Manpower students with the adjustment cycle?
   c. Has the NMP altered the perceptions of the community toward the college?

FEEDBACK

1. Is there a mechanism in your system for evaluating the Nigerian Manpower Project? If yes, what is it? If not, why not? Do you feel there should be?

2. Have you asked for input regarding the success/problems of the NMP from its various participants? If so, whom did you ask and how? If not, why not? Do you feel this should be done?
INTERVIEW GUIDE A - Page 7

FUTURE

1. What future do you see for foreign student programs such as the NMP at your institution? More involved, less involved? (Anything in writing?)

2. What future do you see for foreign student programs such as the NMP at community colleges in general? Why?

RECOMMENDATIONS

1. What suggestions/recommendations do you have for new schools wishing to enroll students from projects such as the Nigerian Manpower Project?
*******NIGERIAN MANPOWER PROJECT****

INTERVIEW GUIDE B

(Staff Personnel—Admissions/Registrar, Counselors, Foreign
Student Advisors, Secretaries, etc.)

Reminder: names of persons and institutions will be kept confidential.
Ask if it is all right to use the tape recorder.

BACKGROUND INFORMATION

DATE/TIME/PLACE OF INTERVIEW: ________________________________

PERSON INTERVIEWED: _________________________________________

TITLE/POSITION: ______________________________________________

LENGTH OF TIME IN POSITION: _________________________________

LENGTH OF TIME AT INSTITUTION & CAPACITY: ____________________

ROLE IN THE NIGERIAN MANPOWER PROJECT: _____________________

Background Questions

1. How much authority do you have relative to decisions which have to be made
   regarding the NMP?

2. Approximately how much time do you spend working on activities related
   to the NMP? 10%, 20%, 30% time

3. Is this more or less time than when you were first involved in the Project?

4. Do you anticipate spending more/less time on Project-related activities
   in the future?
5. Do you have any special training to help you work with international students and/or Nigerian Manpower Project students? Do you feel it is necessary to have special training? Why or why not? What kind of training would help?

6. Do you feel there is institutional commitment for the NMP from the highest levels in your organization? Why or why not? Do you think this is important?

INPUT

1. Due to their cultural and educational backgrounds, the Nigerian Manpower Project students have experienced different customs, habits, practices, norms, and traditions than most of the American students. Which of the following characteristics have you observed of the Nigerian Manpower Project students at your institution?

- extremely aggressive and persistent—may ask the same question several times even though they have already received "no" for an answer
- have difficulty adjusting to American banking and credit systems—easily fall into debt
- have different sense of time and space than Americans (don’t realize the importance of meeting deadlines and being on time for class and work, etc.)
- haven’t been used to housekeeping duties at living quarters (many of them were used to having servants in their country)
- have difficulty doing manual labor which requires them to get their hands dirty
- do not have an appreciation for the American work ethic
- have some hygiene and personal habits which may be offensive to Americans (not using deodorant, etc.)
- other: please specify
2. What is the nature of the relationship you/your institution has/have with the representatives from AID relative to this Project?

   a. Do you agree with their policies and procedures?

   b. Have you had occasion to bargain with them relative to changes?

   c. Do you feel AID has too much influence over the way the Project is being run at your institution?

   d. Have AID's requirements caused any changes in your institution? (policies, procedures, services expected, etc.?)

THROUGHPUT

1. Are there any written policies/procedures relating to your role in the NMP? If yes, can I obtain a copy? If not, do you think there should be?

2. What types of services do you provide for the NMP students? Which of these were already in existence? Which were expansions and/or new services?

   ___ orientation for daily living skills in the American culture

   ___ orientation to college policies and procedures
3. Are there any services which you plan to provide in the future?

4. Are there any services you think should be provided, but you are unable to provide at your school at the present time?

5. What are some of the major problems/conflicts that have been experienced through your office due to this project?
INTERVIEW GUIDE B - Page 5

6. Have solutions been found? What are they?

OUTPUT

1. Have any specific changes been made in policies, procedures, personnel roles, or services provided through your office due to the Nigerian Manpower Project?

a. Policies and procedures —

b. Personnel roles —

c. Services provided —

d. Other —

2. Do you feel any changes should be made in any of these areas for your future success with this Project?

FEEDBACK

1. Is there a formal mechanism you or your superior uses to evaluate your effectiveness in this Project? If yes, what is it? If not, why not? Do you feel there should be one?
FUTURE

1. What future do you see for foreign student programs such as the NMP at your institution? More involved, less involved?

2. What future do you see for foreign student programs such as the NMP at community colleges in general? Why?

RECOMMENDATIONS

1. From the perspective of your role in the NMP, what suggestions/recommendations do you have for new schools wishing to embark in this type of endeavor?
*****NIGERIAN MANPOWER PROJECT*****

INTERVIEW GUIDE C
(Instructors & Job Placement Personnel)

Reminder: names of persons and institutions will be kept confidential.
Ask if it is all right to use the tape recorder.

BACKGROUND INFORMATION

DATE/TIME/PLACE OF INTERVIEW: ______________________________________
PERSON INTERVIEWED: _________________________________________________
TITLE/POSITION: ______________________________________________________
LENGTH OF TIME IN POSITION: _________________________________________
LENGTH OF TIME AT INSTITUTION & CAPACITY: ___________________________
SCOPE OF ROLE WITH NIGERIAN MANPOWER PROJECT STUDENTS: ________
____________________________________________________________________

Background Questions

1. Approximately how much extra time do you have to spend working with
the NMP students? (10%, 20%, more time?)

2. Do you spend more or less time now than when you were first involved
with these students?

3. Do you anticipate spending more/less time on Project-related activities
in the future?
4. Have you had any special training to help you work with the NMP students (or other international students)? Do you feel it is necessary? In what way?

5. Do you feel there is institutional commitment for the NMP from the highest levels in your organization? Why or why not? Do you feel this is important?

INPUT

1. Due to their cultural backgrounds and differences between the Nigerian and American educational systems, the Nigerian Manpower Project students may bring some different needs to the classroom/work experience situation. Which of the following characteristics have you observed of the Nigerian Manpower Project students at your college?

- extremely aggressive and persistent—may ask the same question several times even through they have already received "no" for an answer

- have different sense of time and space than Americans—do not realize the importance of being on time to class, work, etc.

- have difficulty adjusting to informal relationship between teachers/students in American colleges

- have difficulty adjusting to tests other than those requiring rote memorization

- do not have an appreciation for the American work ethic

- other: please specify
2. What is the nature of the relationship you/your institution have/has with the representatives from AID relative to this Project?

a. Do you agree with their policies and procedures?

b. Have you had occasion to bargain with them relative to changes? How much success have you had?

c. Do you feel AID has too much influence over the way the Project is being run at your institution?

d. Have AID's requirements caused any changes in your institution? (policies, procedures, services expected, changes in instructional demands or work requirements, etc.)

THROUGHPUT

1. Are there any written policies/procedures relating to your role in the NMP? If yes, can I have a copy? If not, do you think there should be?

2. Are there any activities you engage in to help meet the special needs of the NMP students?
   - special advising for scheduling classes
   - tutorial sessions
   - remedial classes to help remedy deficiencies
3. (for instructors) What are some of the problems you have encountered through having NMP students in your classes?

4. What solutions have you found?

5. Is supervised occupational experience a requirement in your program?

6. Do the NMP students have any special problems with SOE?
   ____ lack of experience
   ____ not used to American work ethic
   ____ different cultural values
   ____ attitude of employers creates difficulty
   ____ liability for employers
   ____ other—please specify
7. Have you found solutions to these problems?

8. What has been the success rate in placement of the NMP students so far? What placement problems have you had? Solutions?

OUTPUT

1. Have any changes been made relative to classroom instruction and/or SOE due to the NMP?
   a. Classroom instruction—
   b. Supervised Occupational Experience—

2. Do you foresee making any changes in the near future?

3. Are there any changes you would like to make, but may not be able to at the present time?
FEEDBACK

1. Is there a formal mechanism you use (or your supervisor) in evaluating your effectiveness relative to the NMP? If not, why not? Do you feel this should be done?

2. Have you been consulted on problems/concerns regarding the NMP which directly relate to your job?

FUTURE

1. What future do you see for foreign student programs such as the NMP at your institution? More involved, less involved?

2. What future do you see for foreign student programs such as the NMP at community colleges in general? Why?

RECOMMENDATIONS

1. From the perspective of your role in the NMP, what suggestions/recommendations do you have for new schools wishing to embark in this type of endeavor?
APPENDIX D

FOLLOW-UP LETTER TO

PARTICIPANTS IN THE NMP
Mr. Sam Smith  
Community College A  
Jones Avenue  
Middletown, USA  

Dear Mr. Smith:

Thank you for agreeing to participate in my research of the Nigerian Manpower Project at your school. The purpose of this study is to discover the impact of the Nigerian Manpower Project on community colleges within an open systems framework. To assure confidentiality, identification of schools and participants will remain anonymous. This study should provide some useful information to those involved in the Project at your school, as well as give guidance to new schools starting out in this endeavor.

As I mentioned to you during our telephone conversation, I would like to interview you and any other key persons involved in this Project at your school. Would you please complete the enclosed form letting me know the names and positions of those individuals at your earliest convenience and return it to me in the enclosed self-addressed envelope. Would you also check with these people to see if they will be available for 2-2 1/2 hours for an interview the week of June 25-29 and let me know if this time fits into your schedule.

Also would you please send me a copy of your latest college catalog and any literature/publicity or written policies and procedures relating to the Nigerian Manpower Project at your school.

Thank you very much for your cooperation and assistance.

Very truly yours,

Mrs. Patricia Skinner  
Ph.D. Candidate in Educational Administration  
THE OHIO STATE UNIVERSITY

P.S. Enclosed is a copy of my resume to answer any questions you might have regarding my background and experience in the community college.
**NGERIAN MANPOWER PROJECT**

**LIST OF KEY PARTICIPANTS AT CCC**

Directions: Please list the names of all key participants in the Nigerian Manpower Project at your school who, in your judgment, would provide useful insight into the impact of this Project on your school. Examples of role positions include: President, Director of the Nigerian Manpower Project, Foreign Student Advisor, Secretary, Business Manager, School Nurse, Classroom Instructor, Cooperative Employer, or Coordinator.

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<th>NAME OF PERSON</th>
<th>ROLE POSITION</th>
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The date mentioned in the letter, June 25-29, will/will not fit in with my schedule and those people listed above. If this date is not suitable, alternative dates are: (please list in order of preference)

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Please return this form at your earliest convenience in the enclosed, self-addressed envelope.
BIBLIOGRAPHY


Shearer, B.L. "Is Your Institution Really Ready to Admit Foreign Students? Are You?" College and University. (Summer 1973): 611-618.


