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Linking Street-Level Bureaucracy & Funds of Knowledge to Identify Core Competencies for Community College Admissions Counselors

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Linking Street-Level Bureaucracy and Funds of Knowledge to Identify Core Competencies for Community College Admissions Counselors

Abstract: Community college (CC) admissions counselors (ACs) are essential employees who serve as ambassadors of the institution. Their role involves providing valuable information to potential students and their families, leading to CC admissions. However, there is a lack of research exploring their work and how they cope with and adapt to the demands of their job. ACs juggle college fairs, campus visits, and reviewing application materials, which can be physically and emotionally challenging. To maintain stable student enrollment, CC leaders must find ways to keep ACs engaged and motivated. This study identified core competencies needed for communally engaged ACs by examining the alignment between position descriptions and the expectations of community college recruitment to assist students in the college decision-making process. By improving position descriptions and policies, this research sought to enhance ACs' ability to cope with and adapt to their work and reduce high turnover in CC admissions offices.

Keywords: community colleges, admissions counselor, funds of knowledge, street-level bureaucrats, core competencies

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Introduction

Community college (CC) admissions counselors (ACs) are critical front-line employees of the institution and community ambassadors with valuable information and knowledge to offer potential students and their families (Mathis, 2010). ACs typically have tools, resources, and needed information that, when transferred to potential students, can yield CC admission (Castrellón, 2022; Mathis, 2010). However, surprisingly little in the literature has studied their work; how they perform, cope with, and adapt to their work; and what avenues should be studied to enhance their work and practice in the field.

ACs work in a dynamic and challenging job environment that requires them to cope with and adapt to changing circumstances, a common practice of street-level bureaucrats (SLBs) (Lipsky, 2010). Roman (2007) highlighted the core AC responsibility of sharing curricular and cocurricular engagement opportunities that match student career and life interests. The National Association for College Admission Counseling, founded in 1937, provided institutions with a document entitled *Guide to Ethical Practice in College Admission*. This guide reflected the association's commitment to ensuring ACs are held to a set of principles while supporting students in the college transition process from secondary to postsecondary education and in the transfer process between postsecondary institutions.

Often, ACs are the first contact a prospective CC student engages with. In many ways, they serve as ambassadors within the community of the CC, while offering perspective or insight, or both, regarding expectations for enrollees (Roman, 2007). Therefore, we viewed ACs as SLBs in this study because, as Lipsky (2010) highlighted, professionalized, frontline workers

utilize their expertise or discretion, or both, in concert with policies passed down to them, to effectively complete their work. Therefore, the AC (as an SLB), provides prospective students a sense of comfort in the decisions they make while being aware of opportunities the institution can provide.

Castrellón's (2022) study found that ACs can be change agents who provide crucial information to help students find a meaningful path for their career and life interests. While the fast-paced work environment creates high turnover in the profession (Wright, 2022), many ACs find a passion for this work via working in communities in which they can support students and families. Hence, it is important to know how communally engaged ACs successfully cope with and adapt to their work. A better understanding of the core competencies best supporting communally engaged ACs may help mitigate high turnover in the field. This creates opportunities to elevate support for students, communities, and the work of CC ACs.

ACs: Context and Problem

An AC's duties can be strenuous, as they balance college fairs and school-visit duties with call campaigns, on-campus visits, one-on-one appointments, and other responsibilities. Additionally, there is typically a period within the recruitment cycle where counselors attend numerous college fairs, career fairs, and/or classroom presentations per week. The repetitive grind and demanding travel, as well as making hundreds of seemingly random calls (often met with hang-ups and no interest), can be soul-crushing for even the most passionate AC (Kirby, 2024). CC leaders must find ways to keep ACs engaged in, energetic during, and excited about the process so the institution can reap the benefits of stable student enrollment that reflects its community.

By creating a set of core competencies, this research should help CC admissions offices attract and retain communally engaged ACs. Like teachers, fatigued ACs encounter challenges in maintaining meaningful relationships with students, both physically and emotionally (Jennings & Greenberg, 2009). When both teachers and ACs possess enthusiasm about and interest in their students (considering all social and economic identities), they are less likely to burn out (Jennings & Greenberg, 2009). Hence, we homed in on the core competencies needed for communally engaged ACs.

Moll et al. (1992) introduced the funds of knowledge (FoK) theory, which refers to the rich cultural and experiential resources that individuals bring from their communities and homes, highlighting the value of leveraging this knowledge in educational settings. This concept is crucial for ACs to effectively cope with and adapt to their work. This concept made us reflect on Ruth Harris's (1941) idea of community as a learning lab. She sought to determine what teachers knew about the social conditions of students' neighborhoods, how their knowledge compared to their students', and how the socioeconomic conditions of communities determined students' social adjustment. She found that teachers who lived in the same community as their students possessed more community insight. While ACs do not necessarily need to live in the community, it is crucial that within their role they invest in understanding what students' interests are and how they can become involved with their community.

Purpose

There is limited empirical knowledge about the AC role, particularly at CCs. Moreover, as shared previously, high turnover rates proliferate (Dougherty & Andrews, 2007). This combination of factors lead us to question whether the core competencies of ACs are clear in job postings, and what the limited literature has identified as needed skills for the position (such as

effective recruiting, developing relationships, and curating relationships) (Patterson, 2021; Vander Schee, 2010). According to Huddleston (1991), "There is an absence of formal and informal training programs for professional counselors who function in admission programs" (p.38). Therefore, we sought to develop a set of core competencies that ACs and their supervising enrollment management leaders can adopt to maintain a team of productive CC ACs who thrive.

We examined whether there was a mismatch between what position descriptions questionnaires (PDQs) present and what SLB and FoK consider to be the role of a communally engaged AC. Of course, this all needed to connect with what occurs on the job daily. Part of the challenge is to better match what is happening by building better position descriptions, ones that more clearly match the needs of the CC AC role. Therefore, the purpose of this study was to (a) explore whether the AC position descriptions matched what the literature on SLB and FoK told us; (b) interrogate the literature and CC AC position descriptions to help shift position descriptions, as well as policies, for ACs so they can successfully cope with and adapt to their work; (c) shift the AC position descriptions and policies (if we need to); and (d) mitigate the high turnover of the CC admissions office.

Core Competencies

We elected to build core competencies for CC ACs because this would provide ACs with the skills, knowledge, and resources to complete their jobs effectively. Kotler and Keller (2016) provided a solid description of core competency:

A core competency has three characteristics: (1) It is a source of competitive advantage and makes a significant contribution to perceived customer benefits; (2) It has

applications in a wide variety of markets; and (3) It is difficult for competitors to imitate (Kotler & Keller, 58).

Moreover, Kotler and Keller (2016) detailed core competencies as a set of skills, knowledge, and abilities that an individual or organization possesses and can leverage to achieve a mission, competitive advantage, and long-term goals. Core competencies are important because they help counselors differentiate their skill sets and gifts, create innovative ways to interact with students, and sustain their competitive advantage within college admissions. Moreover, they enable individuals to develop the skills needed to excel in their roles and progress in their careers. Identifying, developing, and leveraging core competencies is essential for individual success.

Theoretical Argument

CC ACs play a crucial role in the community served by the college. It is critical that CC ACs familiarize themselves with the community to connect it with the institution more adeptly. One of the AC's duties is to generate a network of contacts within the K–12 community, including counselors, teachers, and community leaders, to assist in yielding enrollment. Therefore, we linked Lipsky's (2010) SLB with a FoK (Kiyama, 2011) approach to frame the core competencies that communally engaged CC ACs need in order to successfully cope with and adapt to their work and successfully serve CC students and their communities. Next, we explained each lens and then linked the lenses together to provide a framework that supported our mentioned purposes.

Coping and adapting to the work environment

A pillar of SLB work is being able to cope with and adapt to one's work. When embedded in the AC's role, these concepts produce a productive frontline worker who is at the

nexus point of policy and discretion. Lipsky's (2010) description of SLBs offered that "discretion is a crucial component for fulfilling their work tasks" (p.58). ACs demonstrate a prime example of their discretion by exercising autonomy and flexibility in planning and conducting school visits. They have the freedom to exercise their judgment, considering various factors when recruiting students. These factors may include identifying schools that share a strong connection with the institution, prioritizing students from dual-enrollment programs, considering test scores, catering to cost-conscious individuals, and addressing the needs of students who prefer to stay closer to home, among other considerations. ACs utilize their expertise to strategically select schools and tailor their recruitment efforts accordingly, ensuring a targeted and effective approach.

While this demanding environment often leads to high turnover in the profession, many ACs find passion in this work and successfully cope with and adapt to their duties. College admissions leadership teams have the duty of equipping their ACs with the tools to be successful while also seeking those skills (organizational, communication, and relationship-building) in applicants. Therefore, understanding the potential mismatch between position descriptions and the core competencies needed to effectively cope with and adapt to AC work is critical, and so is aligning core competencies with the needs of the position through an SLB lens.

As Khelifi (2019) revealed, SLB has been used sparsely in higher education; nevertheless, Witenstein and Abdallah (2022) revealed that its use was emerging as a mechanism for understanding front-line faculty and staff in higher education organizations. We aimed to build upon this research with ACs since they play a critical frontline role between the college and potential students in the community. Using this theory allows CC ACs sufficient leverage when assisting students with their needs and making significant decisions that impact students' lives

for the better. ACs can also share the quality of benefits provided by the institution. Within our framework, ACs' PDQs were better aligned to aid students in deciding on their college.

FoK

Since community engagement and knowledge are essential dimensions of the role of an effective AC, we would have been remiss to frame the work of an effective AC without this dimension; therefore, we leaned into the FoK approach. By learning about, acknowledging, and then leveraging the communal resources, values, and experiences of diverse community members, ACs can better meet the needs of potential students and effectively engage them in the CC environment (Kiyama & Rios-Aguilar, 2017). The FoK framework provided needed underpinnings of the role of a communally engaged AC via a dynamic, culturally responsive approach. When combined with the SLB framework, FoK's powerful conceptual foundation facilitates understanding of and investigation into issues affecting educational equity for marginalized populations (Kiyama & Rios-Aguilar, 2017), which make up a significant percentage of CC students. Consequently, FoK brings to life the communal-based dimension of successful AC work.

ACs should recognize that students possess unique cultural knowledge and skills accumulated by their communities. This perspective can help ACs better understand students' backgrounds and use them as a helpful tool when discussing postsecondary options with students and families. ACs can develop recruitment strategies and practices that are responsive to the culture of prospective students. Through their pioneering work, Moll et al. (2013) paved the way for a deeper understanding of how educators can tap into the rich resources present in communities. By valuing and integrating FoK, professionals are better positioned to tailor their approaches, cater to individual student needs, and facilitate more meaningful and culturally

responsive educational experiences. Moreover, the work of Moll et al. (2013) has provided a framework demonstrating how ACs can engage in collaboration with community organizations and schools to better understand the specific assets and needs of the communities they serve. By actively involving community members and stakeholders in recruitment strategies, counselors can partake in communal knowledge and establish more meaningful connections with prospective students and their families.

For ACs to be able to effectively utilize their professional skills to complete their jobs productively, we believe they need to possess a set of core competencies. These core competencies must link the discretion they need to complete their duties with the need to be tapped into diverse communal knowledge. Understanding how front-line, highly professionalized workers cope and adapt is a meaningful exercise because it helps illustrate and explain how policies play out in practice. The way job descriptions are built can have a meaningful impact on the skills that supervisors expect professionals to use in their role. They can provide a meaningful beginning for understanding what a CC expects out of an AC and whether the expectations match the communities' needs.

Study Setting and Key Research Questions

For our study, we analyzed the position descriptions of Ohio CC ACs to make meaning of this phenomenon. In our study, we delved into the position descriptions of ACs in Ohio CCs to gain a deeper understanding and uncover meaningful insights regarding this phenomenon. Ohio's CC system, composed of 23 institutions, was a perfect opportunity for our study due to each institution having a different connection based on their community. Using these two frameworks gave us ample knowledge to dissect the PDQs of these institutions. Finding

Linking SLB & FoK to Identify Core Competencies

11

similarities among these institutions helped us create a set of core competencies that each CC can

utilize to help grow their enrollment.

By analyzing these PDQs, we attempted to find relevant information that would bring to

light the various dimensions of the AC role, including responsibilities, attributes, and core

competencies. We identified six core competencies that emerged across 13 Ohio CCs that can be

used to attract and hire a communally engaged AC. We explored the expectations and

requirements set by the institutions for ACs, gaining a better understanding of the essential skills,

knowledge, and experiences needed in these roles. Therefore, we asked the following guiding

questions: (a) In what ways do the most recent Ohio CC AC position descriptions reflect the core

competencies of a communally engaged SLB? and (b) What core competencies should be added

to reflect our framework?

Methods

In providing an overview of the common work of ACs, we devised six core competencies

by using content analysis to review the job descriptions and provide key examples of the work of

ACs. ACs assist students in the college application process. They guide students regarding the

application requirements, deadlines, and procedures. This includes reviewing and evaluating

application materials and ensuring all necessary documents are submitted. It is important to note

that the specific duties and responsibilities of ACs may vary depending on the institution, their

level of experience, and the size of their department. Conducting a comprehensive content

analysis based on specific documents provided us a more detailed and accurate understanding of

their work.

Data Sources: Ohio CC PDQs

By utilizing 13 of the 23 Ohio CCs' most recent position descriptions and/or PDQs, we were able to provide core competencies that CCs were seeking in ACs so ACs could perform their duties successfully. We used the SLB and FoK frameworks and the PDQs to further explain the core competencies needed to better perform the job duties. By doing this we were able to show what is actually happening, using the PDQs and then what the frameworks told us was needed. We were able to capture PDQs from the 13 CCs by relationships fostered and an all-call email stating the purpose of the study. We sent follow-up email communication to remind colleges and request their most recent PDQ.

Data Analysis

According to White & Marsh (2006), content analysis is a highly versatile method widely utilized in higher education research. In our study, we applied this analysis to examine the position descriptions and understand the key activities and responsibilities of ACs. Creswell & Miller's (2000) approach to data analysis recommended that researchers use coding techniques, thematic analysis, and constant comparative analysis in qualitative research. They also emphasized the role of interpretation and making connections between the data and existing literature or theoretical frameworks (Creswell & Miller, 2000). In our study, we employed a this approach to establish connections between the SLB and FoK frameworks and the PDQs. By utilizing a this approach, we examined and interpreted the SLB and FoK frameworks in relation to the content within the PDQs. By identifying and categorizing key themes within the PDQs, we could better understand the core competencies sought for successful AC performance.

We used a deductive approach with the PDQs by gathering data to categorize six core competencies. A deductive approach is based on an earlier theory or model, and therefore it moves from the general to the specific (Burns & Grove, 2005). This approach was unique in

allowing us to analyze the 13 PDQs and compare them to the SLB and FoK frameworks. In our study, we use the information from the PDQs and the SLB and FoK frameworks to show connection.

To ensure comprehensiveness, we analyzed the PDQs from 13 Ohio CCs. We reviewed each PDQ to assess whether it contained pertinent information regarding (a) coping with and adapting to the work, (b) a FoK approach to the community, and (c) whether it provided enough information for CC ACs to effectively do the job. Through this content analysis process, we aimed to identify and understand the core competencies sought by CCs for successful AC performance. The review of each institution's position description provided the opportunity to identify overlapping core competencies, ones that were consistent across colleges, as well as competencies that should be included to form a communally engaged AC.

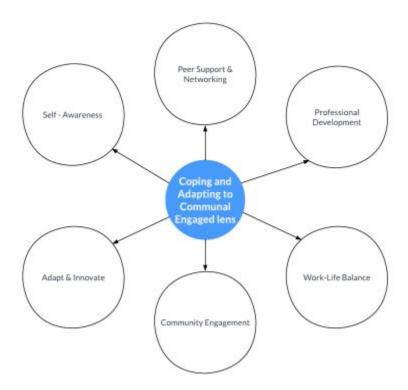
Using the themes derived from the position descriptions and drawing upon the SLB/FoK frameworks, we generated six core competencies. By utilizing content analysis and organizing our findings in a structured manner, we were able to critically examine the position descriptions, identify common themes, and contribute to a better understanding of the core competencies necessary for AC success.

Results

Figure 1 illustrates the core competencies needed to cope with and adapt as a communally engaged AC. The figure illustrates a comprehensive model that incorporates six core competencies for CC ACs to engage with their communities in a communally engaged manner. This model integrated four elements from the PDQs and incorporated two additional core competencies derived from the SLB and FoK framework. These core competencies can

serve as a guide for CC ACs to excel in their roles and establish meaningful connections within their communities.

Figure 1: Core Competencies & Examples of PDQ



Core Competencies

Community Engagement

ACs who engage with the communities from which students come can provide insight into students' unique backgrounds and perspectives. They can tap into community resources to better support students. ACs can connect with the communities by using local expertise and

knowledge to impact students' decisions. This engagement can help counselors understand the cultural factors that might influence a student's college aspirations and can also foster trust and collaboration (See Table 1 for a list of core competencies.)

Peer Support and Networking

Establishing peer support groups or networks where ACs can share experiences, strategies, and coping mechanisms fosters a sense of community and solidarity. This is vital for ACs to be able to cope with and adapt to their work and is a great mechanism to foster longevity within the profession. Through the groups, ACs can identify mentors and role models from the communities they serve. Within the state of Ohio, there is the Ohio Association for College Admissions Counseling, the professional organization for ACs. These connections foster opportunities for ACs to receive guidance and support within their roles.

Professional Development

Institutions must provide opportunities for professional development, training, and upskilling to help counselors stay updated with the latest trends and best practices in admissions counseling. ACs need ample feedback and moments of praise while doing their work.

Implementing regular feedback mechanisms, including performance reviews and evaluations, to provide constructive feedback and recognize counselors' achievements is crucial.

Adapt and Innovate

ACs can adapt and innovate by seeking feedback from students, families, supervisor(s), and community members. They can use that feedback to continuously improve their practices, making them more responsive to students' FoK. By understanding how a student's cultural background and community experiences might influence their educational aspirations, CC ACs

can aid students in their college decision-making process. They can also use this information to help students feel a sense of belonging at their institution.

Work-Life Balance

College admissions offices can promote a healthy work—life balance by implementing flexible scheduling and prioritizing the personal well-being of ACs. The SLB framework can be utilized to achieve work—life balance. They can manage their workload by assessing the demands of their role and making informed decisions about how to distribute their time and energy. For example, they can find peak periods in the admissions cycle and proactively plan their schedules to avoid excessive stress and burnout. By setting boundaries and finding healthy ways to balance their professional and personal responsibilities, they can better achieve work—life balance.

Self-Awareness

ACs can enhance self-awareness by embracing the concept of FoK. A self-aware AC understands the diverse backgrounds, values, and beliefs that students and families bring. This awareness is crucial to assist students with an open mind, recognizing that students come from diverse backgrounds. Self-awareness can lead to cultural competence, in which the AC is always seeking to understand and learn about diverse cultures and backgrounds. Furthermore, ACs can create a more inclusive environment by tapping into the FoK of students and families, fostering connections between them and the community.

Table 1: Framework for Community College Admissions Counselors: Coping and Adapting in the Workplace

Core Competencies	Example #1	Example #2	Example #3
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From the PDQ					
Community Engagement	Serve as liaison with students, parents, alumni, college staff and faculty, and the community to explain and interpret admissions, financial aid, transfer and career services functions, processes, and policies.	Generate a network of contacts within the K–12 community, composed of principles, counselors, teachers, and community leaders to assist in yielding enrollment.	Foster and maintain a safe environment of respect and inclusion for faculty, staff, students, and members of the community.		
Peer Support and Networking	Counsel prospective students and families regarding the general college search process, aspects of college life, the admissions process, and career exploration.	Seek to grow a pool of prospective students and, through a combination of mass communication and individual relationship-building, nurture prospects continuously throughout admission and enrollment.	Establish a rapport to explore the needs of students to ensure student success.		
Professional Development	Use discretion and good judgment in setting personal schedules which align with recruitment opportunities at various high school, community, and corporate events throughout the college's service area.	Serve as a member of the Ohio Association for College Admissions Counseling to stay informed about the latest trends and best practices in college admissions counseling.	Attend professional development opportunities within the scope of work responsibilities and department/college objectives.		
Adapt and Innovate	Develop strategy for campus outreach, partnerships, and recruitment of undergraduate students.	Manage the planning process and execution of multiple recruitment events, including college fairs, open houses, and campus visits.	Demonstrate self- motivation and willingness to research and continually update knowledge and skills, as well as provide input and accept		

			additional and changing work responsibilities.		
In Addition to the PDQ					
Work–Life Balance	Establishing clear boundaries between work and personal life is essential. Admissions counselors can designate specific working hours and avoid taking work-related calls or responding to emails outside of those hours. This allows them to disconnect from work and dedicate time to personal pursuits.	Admissions counselors should prioritize self-care activities to recharge and rejuvenate. Engaging in hobbies, exercising, practicing mindfulness or meditation, or simply spending time with loved ones can provide much-needed relaxation and help manage stress levels.	Continuous professional development can contribute to a more efficient and satisfying work—life balance. Additionally, seeking support from colleagues, mentors, or joining professional networks can provide guidance and a sense of community.		
Self- Awareness	Admissions counselors can engage in regular self-reflection to assess their performance, decision-making, and interactions with students.	Admissions counselors can actively seek feedback from students, colleagues, and supervisors to gain insights into their performance and areas for improvement. Welcoming constructive criticism and using it to enhance their counseling approach demonstrates self- awareness and a commitment to growth.	Recognizing and valuing diverse backgrounds and experiences is important for an admissions counselor. Developing cultural competence involves understanding and challenging one's own cultural assumptions and biases, and actively seeking to provide equitable support to students from different cultural backgrounds.		

Examples of Core Competencies within the PDQ and the SLB and FoK Framework

Figure 1 provides the key competencies from the PDQs and SLB and FoK framework. Table 1 served as a positive instrument in our research, offering meaningful examples that utilized theory and practice to explain how communally engaged ACs cope with and adapt to their work.

The SLB/FoK framework came into play often in this table because it provided examples of how ACs in CCs can effectively cope with and adapt to their work through a communally engaged lens. This framework offered practical examples in the table that display how ACs can effectively cope with and adapt to their work, ultimately leading to enhanced community engagement and enrollment. In this table, we provided real examples illustrating how the core competencies support the AC role. By linking theory and practice, we provided practical insight and actionable strategies for ACs to effectively engage with and serve their CC.

Recommendations for Research, Practice and Policy

This study can shift college admissions offices to better align with the core competencies ACs need to perform their job. College and enrollment management leaders can find ways to better align their PDQs to their community while also providing opportunities for ACs to cope with and adapt to their role. College personnel should conduct a thorough review of PDQs to ensure they reflect the values and needs of the community, while also ensuring the development and growth of the AC. This step can provide positive change within the PDQs and CCs.

Institutions can strengthen policy by partnering with external community stakeholders.

To enact positive change and better align ACs with the core competencies necessary for effective performance, colleges should (a) engage in research connecting the community's and ACs'

knowledge, (b) consider implementing our FoK and SLB framework in the PDQs to more saliently reflect ACs' work, and (c) offer continuous professional development in community-based organizations, allowing the AC to become familiar with the community's rich history. By collaborating with external stakeholders, ACs can become more effective in connecting students from the community to the college. Recognizing and addressing the unique challenges ACs may face in their work can establish opportunities for ACs to gain experience, thereby mitigating some degree of turnover. Additionally, providing professional development and training opportunities would equip ACs with the knowledge, skills, and strategies needed to engage within the community.

Conclusions

In conclusion, this study highlights the significance of creating PDQs that illustrate work duties of ACs that reflect what is needed for ACs to successfully complete their work. Framed by FoK and SLB, we have extended the literature regarding how ACs cope with and adapt to their work, and how using a communally engaged lens fosters keener community connectivity. The use of Ohio CC PDQs can offer direction to other CCs and CC systems in crafting their own. Finally, this study offers researchers, administrators, and practitioners meaningful findings and theoretical framing to support future empirical and practical work on the diversity of CC staff positions.

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