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HIGHER EDUCATION AMENDMENTS OF 1970

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 3474

TO AMEND THE HIGHER EDUCATION ACT OF 1965, THE NATIONAL DEFENSE EDUCATION ACT OF 1958, THE HIGHER EDUCATION FACILITIES ACT OF 1963, THE INTERNATIONAL EDUCATION ACT OF 1966, AND FOR OTHER PURPOSES

AND RELATED BILLS

JULY 21 AND 22, 1970

PART 3

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51-567 O WASHINGTON : 1971

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ROY H. MILLENSON, *Minority Staff Member*

CONTENTS

CHRONOLOGICAL LIST OF WITNESSES

TUESDAY, JULY 21, 1970

Page

Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey -- 1384

Gleazer, Dr. Edmund J., Jr., executive director, American Association of Junior Colleges; Dr. Albert Canfield, director, Washington State Board of Community College Education, and National Chairman of the National Council of State Directors of Community Junior Colleges and Dr. Robert Leo, special assistant to the chancellor of Dallas County Junior College District and member, AAJC Commission on Legislation, a panel ---- 1386

Canfield, Dr. Albert A., chairman, the National Council of State Directors of Community Junior Colleges and director of the Washington State Community College Education ---- 1468

Leo, Dr. Robert J., special assistant to the chancellor of the Dallas County Junior College District, Dallas, Tex., and member, AAJC Commission on Legislation, Dallas, Tex ---- 1541

Harlacher, Dr. Ervin, president, Brookdale Community College, Lincroft, N.J ---- 1644

Martorana, S. V., Ph. D., vice chancellor for two-year colleges, State University of New York ---- 1663

Hayes, Dr. William, president, Alice Lloyd College, Pippa Passes, Ky -- 1700

WEDNESDAY, JULY 22, 1970

Smith, Dr. Norvel, president, Merritt College, Oakland, Calif., and Milton Bassin, president, New York Community College, Brooklyn, N.Y., a panel ---- 1721

Muirhead, Dr. Peter P., Associate Commissioner for Higher Education, U.S. Office of Education, accompanied by Albert L. Alford, assistant commissioner for legislation, and Juliette N. Lester, Community College Affairs Notice ---- 1737

Young, Mrs. Patricia B., and Terrence A. Tollefson, New Jersey Department of Higher Education ---- 1784

Wattenbarger, Dr. James L., Institute of Higher Education, University of Florida, Gainesville, Fla ---- 1798

Wentling, James, member of the advisory board, Kent State University, Ashtabula, Ohio, and economist and director of marketing of the Bancohio Corp.; Dr. John W. Ryan, chancellor for regional campuses of Indiana University; Kenneth L. Holderman, vice president for commonwealth campuses of Pennsylvania State University; accompanied by Dr. C. H. Lawshe, vice president, Lafayette, Ind.; and John G. Beasley, Government liaison, University of South Carolina, Columbia, S.C ---- 1827

STATEMENTS

Bassin, Milton G., president, New York City Community College, Brooklyn, N.Y., prepared statement ---- 1776

Canfield, Dr. Albert A., chairman, the National Council of State Directors of Community Junior Colleges and director of the Washington State Community College Education ---- 1468

Prepared statement ---- 1530

Evans, Hon. Daniel J., Governor, State of Washington ---- 1527

Gleazer, Dr. Edmund J., Jr., executive director, American Association of Junior Colleges; Dr. Albert Canfield, director, Washington State Board of Community College Education, and national chairman of the National Council of State Directors of Community Junior Colleges and Dr. Robert Leo, special assistant to the chancellor of Dallas County Junior College District and member, AAJC Commission on Legislation, a panel ..... Page 1386
Prepared statement of Dr. Gleazer 1388
Harlacher, Dr. Ervin, president, Brookdale Community College, Lincroft, N.J 1644
Prepared statement 1651
Hayes, Dr. William, president, Alice Lloyd College, Pippa Passes, Ky 1700
Holderman, Kenneth L., vice president for commonwealth campuses, the Pennsylvania State University 1854
Leo, Dr. Robert J., special assistant to the chancellor of the Dallas County Junior College District, Dallas, Tex., and member, AAJC Commission on Legislation, Dallas, Tex 1541
Prepared statement 1629
Martorana, S. V., Ph. D., vice chancellor for two-year colleges, State University of New York 1663
Prepared statement 1680
Muirhead, Dr. Peter P., Associate Commissioner for Higher Education, U.S. Office of Education, accompanied by Albert L. Alford, assistant commissioner for legislation, and Juliette N. Lester, Community College Affairs Notice 1737
Prepared statement 1756
Ryan, John W., vice president, Indiana University, Bloomington, Ind, prepared statement 1828
Smith, Dr. Norvel, president, Meritt College, Oakland, Calif., and Milton Bassin, president, New York Community College, Brooklyn, N.Y., a panel 1721
Prepared statement 1731
Wattenbarger, Dr. James L., Institute of Higher Education, University of Florida, Gainesville, Fla 1798
Prepared statement 1814
Wentling, James, member of the advisory board, Kent State University, Ashtabula, Ohio, and economist and director of marketing of the Bancohio Corp.; Dr. John W. Ryan, chancellor for regional campuses of Indiana University; Kenneth L. Holderman, vice president for commonwealth campuses of Pennsylvania State University; accompanied by Dr. C. H. Lawshe, vice president, Lafayette, Ind.; and John G. Beasley, Government liaison, University of South Carolina, Columbia, S.C 1827
Prepared statement 1845
Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey 1384
Young, Mrs. Patricia B., and Terrence A. Tollefson, New Jersey Department of Higher Education 1784
Prepared statement 1787

ADDITIONAL INFORMATION

Articles, publications, etc.:
"A College for Every Man," by Dale Tillery 1482
"A Study of Certain Input–Output Relationships in Selected Community Junior Colleges," by James Edward Matthews 1809
"Educational Opportunity and The Organization of Higher Education," by Warren W. Willingham 1418
National Council of State Directors for Community College, Minutes from Executive Meeting March 19 and 20, 1970, Detroit, Mich 1675
Relation of Career Education Proposal to Allied Professions Personnel Training Authority and the Manpower Training Act 1755
"Selected Variables Related to Differential Costs of Programs in Community Colleges," by Harmon R. Fowler 1805
"State Patterns of Financial Support for Community Colleges," by Lawrence H. Arney, Institute of Higher Education, University of Florida, Gainesville, Fla., February 1970 1906
"The Little Man: A Forgotten Cause," by Joseph D. Hughes, from the Foundation News, July–August, 1970 1702
"The Open-Door Colleges," a Special Report by the Carnegie Commission on Higher Education, June 1970 1551

Charts: Page
Community College Comprehensiveness 1474
Population Make-Up 1472
Seeking New and Better Ways in Washington Community Colleges 1478
The Peoples College—Students, by Academic Performance and Students, by Family Occupational Level 1470
Washington College Enrollment 1476
Washington Community Colleges—Funds 1480
Communications to:
Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, chairman, Subcommittee on Education of the Committee on Labor and Public Welfare, from Hon. Bill Greene, member of the assembly, California Legislature, Fifty-third District, June 19, 1970, with attachment 1870
Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey, from Milton G. Bassin, president, New York City Community College, Brooklyn, N.Y., August 25, 1970 1726
Hayes, William S., president, Alice Lloyd College, Pippa Passes, Ky., July 20, 1970 1712
Exhibit I—Eligible development cost comparisons for fiscal years 1968–1970 for HEFA, title I program 1543
Memorandum to:
The Junior Community College Task Force, United States Office of Education, from the American Association of Junior Colleges, May 20, 1969 1459
Selected tables:
Bureau of Higher Education Funds Awarded 1742
U.S. Office of Education Task Force on Community Colleges; Report, May 1969 1416

MASTER CONTENTS

(PARTS 1–4)

Text of:

	Page
S. 3474	2
S. 226	13
S. 366	22
S. 939	31
S. 962	51
S. 1033	55
S. 1563	71
S. 1788	80
S. 1897	135
S. 1969	156
S. 2545	164
S. 3151	166
S. 3267	175
S. 3268	176
S. 3369	178
S. 3636	182
S. 3707	257
S. 3797	259
S. 3817	276
S. 3917	284
S. 4024	293
S. 4074	296
S. 4185	298
S. 4251	299

CHRONOLOGICAL LIST OF WITNESSES

THURSDAY, FEBRUARY 5, 1970

Zacharias, Dr. Jerrold, professor of physics, Massachusetts Institute of Technology, and chairman, panel on Educational Innovation 312

Rivlin, Dr. Alice Mitchell, senior fellow, Brookings Institution, Washington, D.C 344

Sanders, Dr. Edward, vice president and director, Washington office, College Entrance Examination Board 438

TUESDAY, MAY, 12, 1970

Finch, Hon. Robert H., Secretary, Department of Health, Education, and Welfare; accompanied by Hon. James E. Allen, Jr., Commissioner of Education; Lewis Butler, Assistant Secretary, Planning and Evaluation; Peter P. Muirhead, Associate Commissioner for Higher Education; and James W. Moore, Director, Division of Student Financial Aid .. 508

THURSDAY, MAY 21, 1970

Williams, Lea E., director, East Asian Language and Area Center, Brown University; Daniel Bays, graduate student, Center for Chinese Studies, University of Michigan; and Dean S. Worth, acting director, Russian and East European Studies Center, University of California, Los Angeles, Calif 593

Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico ... 622

Dix, William S., president, American Library Association, and director of libraries, Princeton University; Richard Dougherty, associate director, University of Colorado Libraries; and Harold Young, graduate student, University of Michigan School of Library Science 625

Page

McCarthy, Stephen A., executive director, Association of Research Libraries, Washington, D.C. 657

Hitchens, Dr. Howard, executive director, Department of Audiovisual Instruction, accompanied by Dr. Rawland Cresser, director, Audiovisual Center, University of Rhode Island, Kingston, R.I.; and Miss Pryor Hale, director of Federal relations, Department of Audiovisual Instruction; appearing on behalf of the Department of Audiovisual Instruction, National Education Association, Washington, D.C. 672

THURSDAY, MAY 28, 1970

Mumford, Hon. L. Quincy, Librarian of Congress; accompanied by Edmond L. Applebaum, assistant director, Processing Department, Library of Congress 897

Fulton, Richard A., executive director and general counsel, United Business Schools Association; accompanied by Douglas DeVaux, president, Cambria-Rowe Business College, Johnstown, Pa., and chairman, Council on Business Schools Accrediting Commission for Business Schools; Morris J. Gaebe, president, Johnson & Wales Junior College of Business, Providence, R.I.; Dana R. Hart, executive secretary, Accrediting Commission for Business Schools; Al Sullivan, president, Sullivan Business College, Louisville, Ky.; and Harry Weber, vice president, Sullivan Business College, Louisville, Ky. 912

WEDNESDAY, JUNE 17, 1970

Miller, Hon. Jack R., a U.S. Senator from the State of Iowa 1047

Ray, Dean Robert F., Division of Extension and University Services, University of Iowa, and president, the National University Extension Association; accompanied by Robert J. Pitchell, executive director, the National University Extension Association 1048

Harrington, Fred H., president, University of Wisconsin; chairman, executive committee, the National Association of State Universities and Land-Grant Colleges; accompanied by Ralph K. Huitt, executive director, the National Association of State Universities and Land-Grant Colleges 1200

FRIDAY, JUNE 19, 1970

Long, Dr. Herman, president, Talladega College, Talladega, Ala., and vice president, National Association for Equal Opportunity in Higher Education; accompanied by Dr. George A. Owens, president, Tougaloo College, Tougaloo, Miss.; Dr. Broadus N. Butler, president, Dillard University, New Orleans, La.; and Dr. Elias Blake, president, Institute for Services to Education, Washington, D.C. 1245

TUESDAY, JULY 21, 1970

Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey 1384

Gleazer, Dr. Edmund J., Jr., executive director, American Association of Junior Colleges; Dr. Albert Canfield, director, Washington State Board of Community College Education, and national chairman of the National Council of State Directors of Community Junior Colleges, and Dr. Robert Leo, special assistant to the chancellor of Dallas County Junior College District and member, AAJC Commission on Legislation, a panel 1386

Canfield, Dr. Albert A., chairman, the National Council of State Directors of Community Junior Colleges and director of the Washington State Community College Education 1468

Leo, Dr. Robert J., special assistant to the chancellor of the Dallas County Junior College District, Dallas, Tex., and member, AAJC Commission on Legislation, Dallas, Tex. 1541

Harlacher, Dr. Ervin, president, Brookdale Community College, Lincroft, N.J. 1644

Martorana, S. V., Ph. D., vice chancellor for two-year colleges, State University of New York 1663

Hayes, Dr. William, president, Alice Lloyd College, Pippa Passes, Ky. 1700

WEDNESDAY, JULY 22, 1970

Page

Smith, Dr. Norvel, president, Merritt College, Oakland, Calif., and Milton Bassin, president, New York Community College, Brooklyn, N.Y., a panel ---- 1721

Muirhead, Dr. Peter P., Associate Commissioner for Higher Education, U.S. Office of Education, accompanied by Albert L. Alford, Assistant Commissioner for Legislation, and Juliette N. Lester, Community College Affairs Notice ---- 1737

Young, Mrs. Patricia B., and Terrence A. Tollefson, New Jersey Department of Higher Education ---- 1784

Wattenbarger, Dr. James L., Institute of Higher Education, University of Florida, Gainesville, Fla ---- 1798

Wentling, James, member of the advisory board, Kent State University, Ashtabula, Ohio, and economist and director of marketing of the Bancohio Corp.; Dr. John W. Ryan, chancellor for regional campuses of Indiana University; Kenneth L. Holderman, vice president for commonwealth campuses of Pennsylvania State University; accompanied by Dr. C. H. Lawshe, vice president, Lafayette, Ind.; and John G. Beasley, Government liaison, University of South Carolina, Columbia, S.C ---- 1827

WEDNESDAY, AUGUST 12, 1970

Walker, Charls E., Under Secretary of the Treasury, accompanied by Peter M. Muirhead, Associate Commissioner for Higher Education, Department of Health, Education, and Welfare; James Moore, director, Division of Student Financial Aid; and Francis X. Cavanaugh, Associate Director, Office of Debt Analysis ---- 1961

TUESDAY, AUGUST 18, 1970

O'Leary, James J., executive vice president and economist of the United States Trust Co., in New York City, and chairman of the American Bankers Association's Task Force on Guaranteed Student Loans; accompanied by Louis J. Hill, president, Peoples Bank of Tallahassee, Fla.; and Harry J. Drolet, senior vice president, Connecticut Bank & Trust Co., Hartford, Conn ---- 2051

Brown, Thom Porter, president, Financial Aid Officers of Rhode Island, accompanied by Father John Peterson, assistant treasurer, Providence College, Providence, R.I ---- 2209

Purdy, Allan W., former president, National Association of Student Financial Aid Administrators; accompanied by Edson W. Sample, president, Midwest Association of Student Financial Aid Administrators, Indiana University ---- 2217

WEDNESDAY, AUGUST 19, 1970

Dungan, Ralph A., chancellor, Department of Higher Education, State of New Jersey, accompanied by William Nester, director, student loan program ---- 2251

Broadway, Stan C., president, National Council of Higher Education Loan Programs; accompanied by Joe Cosgrove, of Massachusetts; Jay W. Evans, of Pennsylvania; Elwood Hollister, of New York; Robert McCormick, of the District of Columbia; and Richard Petrie and Col. J. O. Morris ---- 2285

Marshall, Allen D., president, United Student Aid Funds, Inc., accompanied by Willard R. Espy ---- 2307

STATEMENTS

Allen, Hon. James E., Jr., Assistant Secretary for Education and U.S. Commissioner of Education, prepared statement ---- 533

Alleyne, associate director, Westchester Regional Education Center, White Plains, N.Y., prepared statement ---- 2507

Area Studies from Cornell University, student statement by Jennifer A. Cushman and 28 other signatories ---- 748

Page

Association of American Law Schools, Dupont Circle, Washington, D.C., prepared statement 858
Bassin, Milton G., president, New York City Community College, Brooklyn, N.Y., prepared statement 1776
Beckman, George M., director, Far Eastern and Foreign Institute, University of Washington, Seattle, Wash 736
Board of directors of the National Association for Equal Opportunity in Higher Education, prepared statement 1309
Broadway, Stan C., president, National Council of Higher Education Loan Programs, accompanied by Joe Cosgrove, of Massachusetts; Jay W. Evans, of Pennsylvania; Elwood Hollister, of New York; Robert McCormick, of the District of Columbia; and Richard Petrie and Col. J. O. Morris 2285
Prepared statement 2289
Brown, Thom Porter, president, Financial Aid Officers of Rhode Island, accompanied by Father John Peterson, assistant treasurer, Providence College, Providence, R.I 2209
Canfield, Dr. Albert A., chairman, the National Council of State Directors of Community Junior Colleges and director of the Washington State Community College Education 1468
Prepared statement 1530
Chin, Irving Sheu Kee, chairman, Chinatown Advisory Council to the borough president of Manhattan, New York, N.Y., prepared statement, with enclosures 2421
Cohen, Prof. Morris L., president-elect, American Association of Law Libraries, Chicago, Ill., prepared statement 2462
Dix, William S., president, American Library Association, and director of libraries, Princeton University; Richard Dougherty, associate director, University of Colorado Libraries; and Harold Young, graduate student, University of Michigan School of Library Science 625
Prepared statement of William S. Dix 627
Prepared statement of Harold Young 637
Prepared statement of Richard Dougherty 644
Dungan, Ralph A., chancellor, Department of Higher Education, State of New Jersey, accompanied by William Nester, director, student loan program 2251
Prepared statement 2253
Evans, Hon. Daniel J., Governor, State of Washington 1527
Finch, Hon. Robert H., Secretary, Department of Health, Education, and Welfare; accompanied by Hon. James E. Allen, Jr., Commissioner of Education; Lewis Butler, Assistant Secretary, Planning and Evaluation; Peter P. Muirhead, Associate Commissioner for Higher Education; and James W. Moore, Director, Division of Student Financial Aid 508
Prepared Statement 523
Fulton, Richard A., executive director and general counsel, United Business Schools Association; accompanied by Douglas DeVaux, president, Cambria-Rowe Business College, Johnstown, Pa., and chairman, Council on Business Schools Accrediting Commission for Business Schools; Morris J. Gaebe, president, Johnson & Wales Junior College of Business, Providence, R.I.; Dana R. Hart, executive secretary, Accrediting Commission for Business Schools; Al Sullivan, president, Sullivan Business College, Louisville, Ky.; and Harry Weber, vice president, Sullivan Business College, Louisville, Ky 912
Gleazer, Dr. Edmund J., Jr., executive director, American Association of Junior Colleges; Dr. Albert Canfield, director, Washington State Board of Community College Education, and national chairman of the National Council of State Directors of Community Junior Colleges and Dr. Robert Leo, special assistant to the chancellor of Dallas County Junior College District and member, AAJC Commission on Legislation, a panel 1386
Prepared statement of Dr. Gleazer 1388
Hanson, Harold P., dean, Graduate School, University of Florida, Gainesville, Fla., prepared statement 822
Harlacher, Dr. Ervin, president, Brookdale Community College, Lincroft, N.J. 1644
Prepared statement 1651

Harrington, Fred H., president, University of Wisconsin; chairman, executive committee, the National Association of State Universities and Land-Grant Colleges; accompanied by Ralph K. Huitt, executive director, the National Association of State Universities and Land-Grant Colleges ---- Page 1200
Prepared statement ---- 1201
Hayes, Dr. William, president, Alice Lloyd College, Pippa Passes, Ky ---- 1700
Hitchens, Dr. Howard, executive director, Department of Audiovisual Instruction; accompanied by Dr. Rawland Cresser, director, Audiovisual Center, University of Rhode Island, Kingston, R.I.; and Miss Pryor Hale, director of Federal relations, Department of Audiovisual Instruction; appearing on behalf of the Department of Audiovisual Instruction, National Education Association, Washington, D.C. ---- 672
Prepared statement of Howard Hitchens ---- 673
Holderman, Kenneth L., vice president for commonwealth campuses, the Pennsylvania State University ---- 1854
Kogan, Leo, president, Mandl School for Medical and Dental Assistants, and chairman, National Affairs Committee of the National Association of Trade and Technical Schools, prepared statement ---- 2401
Leo, Dr. Robert J., special assistant to the chancellor of the Dallas County Junior College District, Dallas, Tex., and member, AAJC Commission on Legislation, Dallas, Tex ---- 1541
Prepared statement ---- 1629
Long, Dr. Herman, president, Talladega College, Talladega, Ala., and vice president, National Association for Equal Opportunity in Higher Education; accompanied by Dr. George A. Owens, president, Tougaloo College, Tougaloo, Miss.; Dr. Broadus N. Butler, president, Dillard University, New Orleans, La.; and Dr. Elias Blake, president, Institute for Services to Education, Washington, D.C ---- 1245
Prepared statement ---- 1296
McCarthy, Stephen A., executive director, Association of Research Libraries, Washington, D.C. ---- 657
Prepared statement ---- 658
Marshall, Allen D., president, United Student Aid Funds, Inc., accompanied by Willard R. Espy ---- 2307
Prepared statement ---- 2312
Martorana, S. V., Ph. D., vice chancellor for 2-year colleges, State University of New York ---- 1663
Prepared statement ---- 1680
Miller, Hon. Jack R., a U.S. Senator from the State of Iowa ---- 1047
Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico ---- 622
Muirhead, Dr. Peter P., Associate Commissioner for Higher Education, U.S. Office of Education, accompanied by Albert L. Alford, Assistant Commissioner for Legislation, and Juliette N. Lester, Community College Affairs Notice ---- 1737
Prepared statement ---- 1756
Mumford, Hon. L. Quincy, Librarian of Congress; accompanied by Edmond L. Applebaum, Assistant Director, Processing Department, Library of Congress ---- 897
Prepared statement ---- 908
National Association of Student Financial Aid Administrators, prepared statement ---- 2228
O'Leary, James J., executive vice president and economist of the United States Trust Co., in New York City and chairman of the American Bankers Association's Task Force on Guaranteed Student Loans; accompanied by Louis J. Hill, president, Peoples Bank of Tallahassee, Fla.; and Harry J. Drolet, senior vice president, Connecticut Bank & Trust Co., Hartford, Conn ---- 2051
Prepared statement ---- 2194
Purdy, Allan W., former president, National Association of Student Financial Aid Administrators; accompanied by Edson W. Sample, president, Midwest Association of Student Financial Aid Administrators, Indiana University ---- 2217

Page

Ray, Dean Robert F., division of extension and university service, University of Iowa, and president, the National University Extension Association; accompanied by Robert J. Pitchell, executive director, the National University Extension Association ... 1048
Prepared statement ... 1063
Rivlin, Dr. Alice Mitchell, senior fellow, Brookings Institution, Washington, D.C ... 344
Prepared statement ... 353
Ruud, Prof. Millard H., consultant on legal education, American Bar Association, prepared statement ... 891
Ryan, John W., vice president, Indiana University, Bloomington, Ind., prepared statement ... 1828
Sanders, Dr. Edward, vice president and director, Washington Office, College Entrance Examination Board ... 438
Shinn, Jennifer A., Jackson Heights, N.Y., on Problems of Student Financial Assistance, prepared statement ... 2510
Smith, Dr. Norvel, president, Merritt College, Oakland, Calif., and Milton Bassin, president, New York Community College, Brooklyn, N.Y., a panel ... 1721
Prepared statement ... 1731
Stevens, L. R., president, United Business Schools Association: president, Stevens Hanager College, of Salt Lake City, Utah, prepared statement ... 913
Tomasino, Christopher, State University of New York at New Paltz ... 2512
Walker, Charls E., Under Secretary of the Treasury, accompanied by Peter M. Muirhead, Associate Commissioner for Higher Education, Department of Health, Education, and Welfare; James Moore, Director, Division of Student Financial Aid; and Francis X. Cavanaugh, Associate Director, Office of Debt Analysis ... 1961
Prepared statement ... 2032
Wattenbarger, Dr. James L., Institute of Higher Education, University of Florida, Gainesville, Fla ... 1798
Prepared statement ... 1814
Wentling, James, member of the advisory board, Kent State University, Ashtabula, Ohio, and economist and director of marketing of the Bancohio Corp.; Dr. John W. Ryan, chancellor for regional campuses of Indiana University; Kenneth L. Holderman, vice president for commonwealth campuses of Pennsylvania State University; accompanied by Dr. C. H. Lawshe, vice president, Lafayette, Ind.; and John G. Beasley, Government liaison, University of South Carolina, Columbia, S.C ... 1827
Prepared statement ... 1845
Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey ... 1384
Williams, Lea E., director, East Asian Language and Area Center, Brown University; Daniel Bays, graduate student, Center for Chinese Studies, University of Michigan; and Dean S. Worth, acting director, Russian and East European Studies Center, University of California, Los Angeles, Calif ... 593
Prepared statement of Lea E. Williams ... 603
Prepared statement of Daniel Bays ... 609
Prepared statement of Dean Stoddard Worth ... 614
Young, Mrs. Patricia B., and Terrence A. Tollefson, New Jersey Department of Higher Education ... 1784
Prepared statement ... 1787
Zacharias, Dr. Jerrold, professor of physics, Massachusetts Institute of Technology, and chairman, panel on Educational Innovation ... 312

ADDITIONAL INFORMATION

Articles, publications, etc.:
"A College for Every Man," by Dale Tillery ... 1482
"A Study of Certain Input-Output Relationships in Selected Community Junior Colleges," by James Edward Matthews ... 1809
"A Survey of Member Institutions to the NUEA Government Relations Committee on title I of the Higher Education Act of 1965 and the National University Extension Association," prepared by Ernest J. Nesius, W. Va., and Robert F. Ray, the University of Iowa, January 1970 ... 1072

Articles, publications, etc.—Continued Page

American Bankers Association Student Loan Survey 2090
"Analysis of Financial Aid Data," from the National Association for Equal Opportunity in Higher Education, Washington, D.C., July 6, 1970 1274
"Briefing Paper on the Traditionally Black College," from the National Association for Equal Opportunity in Higher Education, Washington, D.C. 1266
"College Work-Study Review," Courtesy United Business Schools Association, Washington, D.C. 967
Comments Received from ABA members concerning the guaranteed student loan program 2092
Conducted reports by the Detroit Institute of Commerce:
Manpower Development Class No. 9054—stenographer, February 20, 1970 946
Manpower Development Training Class No. 9038—stenographer, October 15, 1969 955
WIN project No. 8229-026 Clerk-Typist, October 15, 1969 961
Dollar Outlay Necessary to Meet Alternative Construction Financing 567
"Education Report: Nixon's College Student Aid Plan Criticized as Blow to Middle-Income Families," from the CPR National Journal, August 29, 1970 583
"Educational Opportunity and the Organization of Higher Education," by Warren W. Willingham 1418
"Educational Opportunity Bank," a report of the panel on Educational Innovation to the U.S. Commissioner of Education, the Director of the National Science Foundation, and the Special Assistant to the President for Science and Technology, August 1967 315
Explanation of amendments to title II of the Higher Education Act of 1965 653
"Federal Financial Aid to Students," by Harry V. Weber, from the Compass, official journal of the United Business Schools Association, Washington, D.C., April 1970 1045
"Federal Programs on Higher Education," published by the American Council on Education, 1969 2571
Final report, GI Project MEMO, November 3, 1960–June 30, 1970 563
Grants and Contracts Sponsored by DoD, NASA, and PHS, redistribution of 2398
Guaranteed Student Loan Survey of American Bankers Association Membership, July 1970 2096
"Higher Education: An Analysis of the Nixon Proposals," by Robert W. Hartman and Alice M. Rivlin 450
National Association of Student Financial Aid Administration proposed modifications 2220
National Council of State Directors for Community College, minutes from executive meeting March 19 and 20, 1970, Detroit, Mich 1675
"New Tax Benefits for College Students and Their Families," from the Tax Reform Act of 1969 1965
1970–71 Student Charges, report on, from American Association of State Colleges and Universities, and National Association of State Universities and Land-Grant Colleges 2609
"Minority Participation in title I Extension and Continuing Education Programs During Fiscal Year 1969," compiled from title I records in the Office of Education and respective State agencies 1056
"On Negro Youth and Black Power," by Dr. Broadus N. Butler, president, Dillard University, New Orleans, La 1367
Proposed amendments to title II of the Higher Education Act 655
"Recommendations for National Action Affecting Higher Education," a joint statement by the National Association of State Universities and Land-Grant Colleges, and the American Association of State Colleges and Universities, November 1969, Chicago, Ill., and Atlanta, Ga 1218
Relation of Career Education Proposal to Allied Professions Personnel Training Authority and the Manpower Training Act 1755
Report on Guaranteed Loan Accessibility 1983
"Selected Variables Related to Differential Costs of Programs in Community Colleges," by Harmon R. Fowler 1805

Articles, publications, etc.—Continued
"Schools That Teach Jobs," courtesy of United Business Schools Association, reprinted by Changing Times, The Kiplinger Magazine, Washington, D.C., March 1970 — Page 974
"State Patterns of Financial Support for Community Colleges," by Lawrence H. Arney, Institute of Higher Education, University of Florida, Gainesville, Fla., February 1970 — 1906
"Subsidy cost appearing on the Federal Budget" — 518
"The Learning Force: An Approach to the Politics of Education," by Stanley Moses, prepared for the U.S. Office of Education by the Educational Policy Research Center, Syracuse University, Syracuse, N.Y., March 1970 — 979
"The Little Man: A Forgotten Cause," by Joseph D. Hughes, from the Foundation News, July–August 1970 — 1702
"The Need for Federal Support of Predominantly Black Colleges," by President Broadus Butler of Dillard University, New Orleans, La — 1327
"The Open-Door Colleges," a special report by the Carnegie Commission on Higher Education, June 1970 — 1551
"The Traditionally Negro College," background paper by Elias Blake, Jr., Institute for Services to Education for the National Association for Equal Opportunity — 1336
"Toward a Long-Range Plan for Federal Financial Support for Higher Education," a report to the President from the Office of the Assistant Secretary for Planning and Evaluation, U.S. Department of Health, Education, and Welfare, January 1969 — 357
"Toward Total Commitment to Equality of Educational Opportunity," by Dr. Broadus N. Butler, president, Dillard University — 1371
Washington Financial Aid Association Insured Loan Program Questionnaire, April 7, 1970 — 2384
Charts:
Community College comprehensiveness — 1474
Expanding (NDEA) subsidized loans — 543
Funding and benefits fiscal year 1971 and fiscal year 1972 — 545
Number of students benefitted — 542
Population make-up — 1472
Projection of cost of guaranteed loan program — 544
Seeking new and better ways in Washington community colleges — 1478
Students aided under $10,000 family income — 541
The Peoples College—Students, by Academic Performance and Students, by Family Occupational Level — 1470
Unequal educational opportunity — 540
Washington College enrollment — 1476
Washington community colleges—Funds — 1480
Communications to:
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, from LeRoy R. Stevens, president, Stevens Henager College, Salt Lake City, Utah, September 24, 1970 — 1028
Finch, Hon. Robert, Secretary, Department of Health, Education, and Welfare, Washington, D.C., from:
Eulenberg, John B., Stanford University, and 15 other signatories — 712
Schenerling, Susan F., University of Illinois, and 17 other signatories — 713
Holland, Hon. Spessard L., a U.S. Senator from the State of Florida, from E. A. Durrance, West Palm Beach, Fla., April 16, 1970 — 657
Javits, Hon. Jacob K., a U.S. Senator from the State of New York, from:
Eirich, Frederick R., Dean of Research, Polytechnic Institute of Brooklyn, Brooklyn, N.Y., June 10, 1970, with enclosures — 2636
Hull, McAllister H., Jr., professor and chairman, Department of Physics and Astronomy, State University of New York at Buffalo, January 28, 1970 — 2518
O'Leary, James J., chairman, the American Bankers Association, task force on guaranteed student loans, Washington, D.C., August 28, 1970 — 2079
Walker, Charles E., Under Secretary of the Treasury, Washington, D.C., September 9, 1970 — 2024

Communications to—Continued

McGovern, Hon. George, a U.S. Senator from the State of South Dakota, from H. D. Buckingham, president, National College of Business, Rapid City, S. Dak., April 3, 1970, with enclosure ..... Page 1023

Moynihan, Daniel P., Counsellor to the President, the White House, Washington, D.C., from Derwood W. Lockard, associate director, Center for Middle Eastern Studies, Harvard University, Cambridge, Mass., May 18, 1970 696

Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, chairman, Subcommittee on Education, Committee on Labor and Public Welfare, from:

Alford, Albert L., Assistant Commissioner for Legislation, HEW, Washington, D.C., September 14, 1970, with enclosure 1996

Almen, Louis T., executive secretary, Lutheran Church in America, Board of College Education, and Church Vocations, New York, N.Y., May 21, 1970, with enclosure 2594

Ayers, Mrs. Nancy, executive director, Susquehanna Environmental Education, Endwell, N.Y., May 20, 1970 (telegram) 709

Baum, Werner A., president, University of Rhode Island, Kingston, R.I., May 18, 1970 2641

Beauchaine, Fred J., vice president, Industrial National Bank, Providence, R.I., July 22, 1970 2215

Beckman, George M., director, Far Eastern and Russian Institute, University of Washington, Seattle, Wash., April 21, 1970 729

Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, September 30, 1970 1027

Biemiller, Andrew J., director, Department of Legislation, American Federation of Labor and Congress of Industrial Organizations, August 11, 1970, with enclosure 2552

Canfield, A. A., chairman, National Council of State Directors, State Board for Community Education, State of Washington, Olympia, Wash., August 4, 1970 2640

Carter, Gwendolen M., director, Program of African Studies, Northwestern University, Evanston, Ill., April 27, 1970, with enclosure 715

Carter, William E., director, Center for Latin American Studies, University of Florida, Gainesville, Fla., May 1, 1970, with enclosure 818

Chen, Theodore H. E., director, East Asian Studies Center, University of Southern California, Los Angeles, Calif., April 27, 1970 793

Christian, Floyd T., commissioner, Department of Education, State of Florida, Tallahassee, Fla., August 17, 1970 2660

Collins, Christopher, director, Center for Russian and Communist Studies, University of Virginia, Charlottesville, Va., April 4, 1970, with enclosure 811

Conner, Forrest E., executive secretary, American Association of School Administrators, August 31, 1970 2657

Cushman, Jennifer A., chairman, graduate students China program, Cornell University, April 27, 1970 747

Dershimer, Richard A., executive officer, American Educational Research Association, Washington, D.C., October 7, 1970 2522

Dien, Albert E., director, Chinese-Japanese Language and Area Center, Stanford University, Stanford, Calif., May 11, 1970, with enclosure 836

Dugan, Willis E., executive director, American Personnel and Guidance Association, Washington, D.C., August 5, 1970 2659

Ervin, Hon. Sam J., a U.S. Senator from the State of North Carolina, June 24, 1970, with enclosures 2629

Eulenberg, John Bryson, acting assistant professor, Committee on Linguistics, Stanford University, Stanford, Calif., May 11, 1970 710

Franklin, Albert B., Director, U.S. Consul General (retired), South Asia Center, Kansas State University, Manhattan, Kans., April 29, 1970, with enclosure 816

Communications to—Continued
Pell, Hon. Claiborne—Continued
Friedmann, Zygmunt J., chairman and professor, Department of Political Science, Providence College, Providence, R.I., May 4, 1970 ---- Page 717
Gates, James D., executive secretary, the National Council of Teachers of Mathematics, Washington, D.C., October 2, 1970-- 2656
Gleazer, Edmund J., executive director, American Association of Junior Colleges, Washington, D.C., August 13, 1970---- 2658
Glenny, Lyman A., professor of higher education, associate director of the Center for Research and Development in Higher Education, University of California, Berkeley, Calif., August 3, 1970, with enclosure---- 2530
Greene, Hon. Bill, member of the assembly, California Legislature, 53d District, June 19, 1970, with attachment---- 1870
Guidoni, Marcia, Jamaica, N.Y., April 29, 1970---- 810
Hagan, Joseph H., vice president for public affairs, Bryant College, Providence, R.I., August 11, 1970---- 2648
Handler, Philip, president, National Academy of Sciences, Washington, D.C., June 23, 1970---- 2652
Hartman, Robert W., research associate, economic studies program, the Brookings Institution, Washington, D.C., August 18, 1970 ---- 2392
Harville, Richard A., office of the president, the University of Arizona, Tucson, Ariz.:
April 14, 1970---- 808
April 27, 1970---- 809
Hawkes, James R., director, Russian Area Studies Center, Louisiana State University, Baton Rouge, La., April 29, 1970---- 795
Holland, Hon. Spessard L., a U.S. Senator from the State of Florida, April 29, 1970---- 657
Hucker, Charles O., professor of Chinese and of history, chairman of the department, Director of the NDEA Center for Far Eastern Language and Area Studies, the University of Michigan, Ann Arbor, Mich., May 15, 1970---- 699
Hummel, Charles E., president, Barrington College, Barrington, R.I., June 10, 1970---- 2645
Johnson, John J., director, Center for Latin American Studies, president, Latin American Studies Association, Stanford University, Stanford, Calif., April 23, 1970---- 727
Keller, Harry E., postdoctoral fellow, department of chemistry, Colorado State University, May 15, 1970---- 708
Klein, Frederick R., associate dean of faculty, international programs, Antioch College, Yellow Springs, Ohio, April 27, 1970-- 792
Koenig, Alfred E., Ph. D., University of Colorado, Boulder, Colo., and 237 other signatories, April 27, 1970---- 797
Kracke, E. A., director, Far Eastern Language and Area Center, University of Chicago, Chicago, Ill., May 4, 1970---- 831
Lockard, Derwood W., associate director, Center for Middle Eastern Studies, Harvard University, Cambridge, Mass.:
May 14, 1970---- 693
May 19, 1970---- 695
McManigal, Mrs., Los Angeles, Calif., May 6, 1970----
Mahlmann, John J., director of publications, National Art Education Association, Washington, D.C., September 18, 1970---- 2663
Mallan, John P., staff member, Association of Junior Colleges, Washington, D.C., February 26, 1970, with enclosure---- 479
Mars, Walter J., associate director, American Association of Colleges for Teacher Education, Washington, D.C., August 31, 1970 ---- 2604
Mei, Y. P., director for Far Eastern studies, the University of Iowa, April 27, 1970, with enclosures---- 751
Miller, Charles H., president, The Dime Savings Bank, New York, September 18, 1970, with enclosure---- 2626
Miracle, Marvin P., chairman, African studies program, the University of Wisconsin, Madison, Wis., April 20, 1970---- 721

Communications to—Continued
Pell, Hon. Claiborne—Continued
Page
Morse, John F., director, American Council on Education, Washington, D.C., August 21, 1970, with enclosure 2555
Murphy, William P., director of guidance, Stoneham Public Schools, Stoneham, Mass., April 2, 1970 2391
Nicholson, Everard, Brown University, Providence, R.I., May 18, 1970 2643
Okenfuss, Max J., fellow, Russian Research Center, Harvard University, Cambridge, Mass., April 23, 1970 719
Perkins, Mary Ellen, president, the Association of Teacher Educators, Washington, D.C., September 15, 1970 2662
Rantoul, Talbot, president, Rhode Island School of Design, June 5, 1970 2647
Rieke, Mary W., Chairman, National Advisory Council on Education Professions Development, Washington, D.C., July 7, 1970, with enclosure 2599
Ripley, S. Dillon, Secretary, Smithsonian Institution, Washington, D.C., June 16, 1970 2634
Rivlin, Mrs. Alice M., economics studies program, the Brookings Institution, Washington, D.C., April 23, 1970, with enclosure 449
Ross, Stanley R., director, the Institute of Latin American Studies, the University of Texas at Austin, Tex., May 5, 1970 833
Russo, Joseph A., secretary, Committee on Financial Aid, Le Moyne College, Syracuse, N.Y., December 12, 1969 2597
Sanders, Edward, vice president of the college board and director of the Washington Office, College Entrance Examination Board, Washington, D.C., from:
February 10, 1970, with enclosure 461
February 13, 1970 446
April 3, 1970, with enclosure 465
June 17, 1970, with enclosure 2542
August 19, 1970 2395
August 28, 1970, with enclosure 2547
Sawyer, Brooke E., Jr., director of financial aid and placement, Pomona College, Claremont, Calif., August 25, 1970 2625
Scanlan, James P., chairman, Slavic and Soviet area studies, the University of Kansas, Lawrence, Kans., May 12, 1970, with enclosure 701
Shinn, Jennifer A., Jackson Heights, N.Y., January 22, 1970 2509
Spector, Stanley, director, East Asian Language and Area Center, Washington University, St. Louis, Mo., April 27, 1970, with enclosure 782
Stevens, LeRoy R., president, United Business Schools Association, Washington, D.C., February 6, 1970 935
Tyson, Mr. and Mrs. William B., Pompano Beach, Fla., April 22, 1970 723
Walker, Charles E., Under Secretary of the Treasury, Washington, D.C., September 14, 1970, with enclosure 2011
Walker, Mrs. Janet A., graduate student in Japanese literature, Harvard University, Cohasset, Mass., May 11, 1970 700
Ward, Paul L., executive secretary, American Historical Association, Washington, D.C., September 18, 1970 2661
Waugh, Daniel C., Cambridge, Mass., April 23, 1970 720
Wilcox, Francis O., dean, School of Advanced International Studies, the Johns Hopkins University, Washington, D.C., April 27, 1970 724
Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey, from:
Bassin, Milton G., president, New York City Community College, Brooklyn, N.Y., August 25, 1970 1726
Hayes, William S., president, Alice Lloyd College, Pippa Passes, Ky., July 20, 1970 1712

Communications to—Continued
Yarborough, Hon. Ralph, a U.S. Senator from the State of Texas, chairman, Committee on Labor and Public Welfare, Washington, D.C., from:
Finch, Robert H., Secretary, Department of Health, Education, and Welfare:
Page
May 7, 1970 575
June 16, 1970 576
Graybeal, Patricia, secretary, Washington State Council for Foreign Languages in the Elementary Schools, Seattle, Wash 726
Mansfield, Hon. Mike, a U.S. Senator from the State of Montana, May 18, 1970, with enclosure 2649
Exhibits:
A–1—Scholarship status notification, Pennsylvania Higher Education Assistance Agency, Harrisburg, Pa., Commonwealth of Pennsylvania 937
A–2—State scholarship programs, from the Commonwealth of Pennsylvania 938
B–1—ACBS student survey 939
B–2—ACBS faculty survey 940
B–3—Tuition receipts of schools 941
C–1—Communication from J. H. Warf, chairman, Tennessee State Department of Education, Nashville, Tenn., with enclosure 942
C–2—Resolution from Tennessee State Board of Education adopted November 26, 1969 943
D–1—1969–1970 UBSA membership profile survey 944
Exhibit I—Eligible development cost comparisons for fiscal years 1968–1970 for HEFA, title I program 1543
Guaranteed student loan program—Cover letter sent to State officials and responses received by the subcommittee 2325
Memorandum to:
Members of the Committee on Labor and Public Welfare of the U.S. Senate from Dr. Herman Branson, president, National Association for Equal Opportunity in Higher Education, with enclosure, May 21, 1970 1279
The Junior Community College Task Force, U.S. Office of Education, from the American Association of Junior Colleges, May 20, 1969 1459
Resolution:
National Advisory Council on Education Professions Development 2605
Selected tables:
Bureau of Higher Education funds awarded 1742
Comparative Federal cost of alternative methods of financing a student loan of $1,000 on terms provided in Higher Education Act of 1965 1971
Cost of provisions of S. 1969 (Pell bill) 552
Dollar outlay to finance $14 billion in construction 567
Financial aid programs proposed for students in S. 3636 552
Full funding at the fiscal year 1971 authorization levels 514
Funding at the fiscal year 1972 institutional request levels 514
Program by activities fiscal year 1970 (estimated) 900
Table of new books issued by country per 100.000 population 903
Table 1.—Current and plant-fund income, percentage distribution by source 346
U.S. Office of Education Task Force on Community Colleges; report, May 1969 1416

HIGHER EDUCATION AMENDMENTS OF 1970

TUESDAY, JULY 21, 1970

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:50 a.m., pursuant to call, in room 4232, New Senate Office Building, Senator Harrison A. Williams, Jr., presiding pro tempore.

Present: Senators Williams (presiding pro tempore), Yarborough and Javits.

Committee staff members present: Robert O. Harris, staff director; John S. Forsythe, general counsel; and Roy H. Millenson, minority professional staff member.

Senator WILLIAMS. With apologies, we will begin a little late. We will start these most important hearings on the community college bill. Senator Pell is chairman of the Education Subcommittee of the Labor and Public Welfare Committee, and I deeply appreciate his generosity in having me act as chairman as we start these hearings. I certainly appreciate Senator Javits' work in bringing us to what, I believe, will be a historic point, in time, in very historic legislation.

Senator Javits?

Senator JAVITS. Thank you, Mr. Chairman.

I would like to compliment the Chair on the bill relating to the advancement of this type of institution which we are going to be considering. The statement that a post-secondary college education will probably be a necessary preliminary to almost any kind of a reasonable job in the American economy before the year 1980, has been made, and so we are working on an extremely important element in our total effort.

I would like to take this opportunity to thank the witnesses who are appearing, Dr. Gleazer and his panel for the American Association of Junior Colleges, and the other witnesses. I would also like to introduce to the committee and to ask you for unanimous consent for his introduction at the beginning of his testimony, Dr. S. V. Martorana, vice chancellor of the New York State University. Our State university has expanded to about a quarter of a million pupils, most of them getting some form of State help in order to complete their education.

We were a long way behind our sister big State of California, but we now are caught up somewhat in this area. I commend Dr. Martorana and his testimony to the subcommittee, and assure him and the the other witnesses that in every conference in which I have partici-

pated, and the senior minority member of the Subcommittee, Senator Prouty, and our chairman and the Democratic members, and the other body, we have always favored strongly the community colleges as a concept.

I notice that there is a witness here from New Jersey, Dr. Harlacher. I want to say for his benefit that Senator Case of New Jersey is due great credit for his longstanding work to establish and finance community colleges.

So as our chairman says, this is a most felicitous day, and I am grateful that we have come to this point. It will be up to us, utilizing the facts that you will furnish to us, to really build this into a permanent and broad program, the program that it ought to be.

Thank you.

Senator WILLIAMS. Thank you very much, Senator Javits. We will proceed. My opening statement will be made part of the hearing record rather than taking your valuable time to read it.

STATEMENT OF HON. HARRISON A. WILLIAMS, JR., A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator WILLIAMS. It has become increasingly obvious that the world we live in no longer views high school as the terminal educational experience.

One hundred years ago we assigned the task of producing a finished product to our secondary schools.

But today we demand much more of ourselves.

We can no longer limit formal education to between the ages of 6 and 18.

A person must be able to change his career and his context of living both to accommodate his talents and to fill the needs of the times for citizens who can make new contributions to the community.

For many young people the traditional access to higher education is closed.

They cannot get started when admissions policies at many institutions judge them on their past performance rather than their future potential.

Many young people cannot finance their education because of arbitrary standards which set ability above need to qualify for financial assistance.

And uncounted numbers of them see no need for the traditional forms of higher education because these institutions hold out little relevance to their world and their future.

All this must change.

We must find a better way to seek out and develop our precious human resources.

We must provide the chance for those young people to develop and express themselves.

Over the past two decades the comprehensive community college has developed into an institution which appears tailormade as the catalyst for this change.

It has demonstrated that it is best equipped for the job of extending and expanding much-needed educational opportunities in our country.

Its low cost to students;

Its proximity to those it is designed to serve;

Its flexible admissions arrangements;

Its strong counselling and advising services;

And its varied education programs are clearly responding to the lack of relevance in traditional education.

The curriculum of a community college grows out of the needs of society, the community it serves, and of its students.

It is expressly designed to meet personnel requirements in such various fields as medicine, engineering, and social service.

And, the community college curriculum provides a new direction on urban education.

It seeks to offer promise in job preparation and cultural and academic remedial education.

My own State of New Jersey has embarked upon an ambitious program to establish a network of community colleges.

We have found that these schools serve their communities well and provide the promise of exciting and relevant educations for a substantial number of New Jersey's citizens.

These schools are performing their role superbly and are fine examples of what many New Jerseyans call the "now" colleges.

Today we are commencing the first Senate hearings to carefully examine this new and exciting level of education emerging in the United States.

I would like at this time to express my appreciation to the chairman of the Education Subcommittee, Senator Pell (D-R.I.) for permitting me to act as chairman for these hearings.

Over the past 10 years the Federal Government has focused its efforts on imaginative and overdue programs for elementary and secondary education and the more traditional 4-year and graduate institutions.

Now, it is the view of many that the crisis in our education system which has emerged with startling clarity demands some sober rethinking and better balance.

The urgency of this imbalance prompted the Comprehensive Community College Act which I introduced in the Senate 18 months ago.

I should like to insert my remarks of introduction and the text of S. 1033, the Community College Act into the hearing record at the conclusion of this opening statement.

The early support of more than a third of my Senate colleagues for this bill appears a sufficient mandate to us all that we must take our Federal responsibilities to this level of postsecondary education as seriously as we have those to traditional educational institutions.

During the early months of 1969 the U.S. Office of Education began to take actions which seemed to indicate that it had come to recognize the need for a more direct Federal role in community college education.

There were many promises of great things to come.

Unfortunately, the President's message on higher education issued on March 19, 1970, and the bill introduced shortly thereafter, do not live up to those early promises.

The administration has apparently decided that community colleges should remain a second sister at best.

I had hoped that the introduction of the Comprehensive Community College Act had succeeded as an expression of philosophy and unmistakable intent to spark a new Federal role in the nationwide development of these emerging institutions.

Now there can be no question that Congress must once again take the initiative.

Only a few weeks ago the Carnegie Commission on Higher Education released a major report recognizing the great contribution which the community college has made to American society.

Chief among its recommendations is that the Federal Government must play a vital role in encouraging the States and localities to move ahead in developing community colleges through extensive financial and organizational support.

These hearings—today and tomorrow—will be a first step in focusing the attention of the Senate and the American public on the great needs and contributions of community colleges.

The legislation which I have introduced concisely outlines a philosophy of education which cries out for substantial Federal support.

Our Nation cannot afford to lock the doors to education.

Comprehensive community colleges can be the key to open those doors and show the way to full educational opportunity for all Americans.

We will go to our opening panel. Dr. Edmund Gleazer, will you be our first witness?

STATEMENT OF A PANEL COMPOSED OF DR. EDMUND GLEAZER, EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION OF JUNIOR COLLEGES; DR. ALBERT CANFIELD, DIRECTOR, WASHINGTON STATE BOARD OF COMMUNITY COLLEGE EDUCATION, AND NATIONAL CHAIRMAN OF THE NATIONAL COUNCIL OF STATE DIRECTORS OF COMMUNITY JUNIOR COLLEGES AND DR. ROBERT LEO, SPECIAL ASSISTANT TO THE CHANCELLOR OF DALLAS COUNTY JUNIOR COLLEGE DISTRICT AND MEMBER, AAJC COMMISSION ON LEGISLATION

Dr. GLEAZER. Mr. Chairman, I am honored to have the opportunity to come before this committee and speak for the Association of Junior Colleges on S. 1033.

I am pleased that the subcommittee's regular chairman, Senator Pell, has seen fit to ask you, Senator Williams, as the pioneer of this legislation, to serve as chairman at these hearings. This is a generous gesture, and a well-deserved tribute on the part of Chairman Pell, and we hope it expresses his personal interest and sympathy with this legislation.

We are deeply pleased that our hopes for hearing on community college legislation have at last seen fulfillment. We were very en-

couraged when S. 1033 was introduced last year. It gave us reason to hope that the time is approaching when community colleges can make an even more significant contribution to the welfare and progress of our Nation as a whole, and certainly what is envisioned in S. 1033 is very much in the national interest.

In the 15 months the bill has been pending before the Senate, its existence has had a remarkable impact. It has drawn increasing national attention to the community college, and I think that some of the activities of the U.S. Office of Education, such as the task force to study the community college and the appointment of community college specialists to assist the Commissioners stem in part from the influence of this bill.

Therefore, Senator Williams, we express to you our deep appreciation for the authorship of S. 1033, and we strongly hope that actual community college legislation may emerge this year.

We cannot say emphatically enough that there is very real need for community and junior college legislation and for the concepts embodied in the Williams bill.

So we would like to start out, Mr. Chairman, by examining that need and then going into our views on the main features of your bill which we strongly support.

We know that you are familiar enough with the growth and development in the 2-year college field in the last two decades that we do not have to discuss these developments at great length. We have here a comprehensive statement which all members of the committee received in advance.

It covers our enrollment explosion, our program developments, and some of our problems at length. I would like to ask that you put several succeeding sections of the comprehensive statement in the record at this point, and I can move in our summary and our views on the legislation.

SENATOR WILLIAMS. We will do so. What pages do you want in?

Dr. GLEAZER. From page 1 through page 27 of my prepared statement, and I will take up at page 28.

(The material referred to follows:)

STATEMENT BY DR. EDMUND J. GLEAZER, JR., EXECUTIVE DIRECTOR OF AMERICAN ASSOCIATION OF JUNIOR COLLEGES

BURDEN OF EXPLODING ENROLLMENTS

Explosion is an overworked word these days, but it seems to be the only one that will do when we look at what has happened to the two-year colleges in the last decade. And pressures and problems stemming from this explosion weigh heavier on these colleges every day. In the second report of the Carnegie Commission on Higher Education, we find this comment:

> An unusually heavy burden of universal access now falls and will continue to fall on the two-year community colleges. They have the most varied programs and thus appeal to the widest variety of students. Their geographical dispersion makes them, in the states where there are well-developed systems, the most easily available colleges for many students. The community colleges are particularly well suited to help overcome deprivation by fact of location, deprivation by fact of age, and deprivation by fact of income. (Page 12, A Chance to Learn)

The word that leaps out at us here, Mr. Chairman, is burden. Those of us who are involved in the community-junior college field, and who have been working for years to guide the growth of these colleges, know well that this is a heavy burden. Yearly we have to accommodate more and more students, develop new or expand old campuses, hire new

faculty, and most importantly, figure out programs and instructional methods best suited to the needs of our students and their communities. According to HEW figures, junior college enrollment grew from fall 1968 to fall 1969 by more than 230,000.

This was a leap in a single year of 12% in the student population served by our institutions. No other group of institutions in higher education showed increases coming even close to growth on that scale.

This meant too that from 1960 to 1970 the two-year colleges more than tripled their aggregate enrollment. They almost surely will triple again in the next decade. As you know, the same Carnegie Commission I have already quoted, headed by Dr. Clark Kerr, has forecast this very outcome for the 70's and has thus projected the need for 230 additional new two-year college campuses by 1980.

As you likely know also, new two-year colleges have been opening at an average rate of one a week for more than five years now. We can probably see most quickly and easily the growth pattern, 1960-69, by injecting the following chart into the record:

GROWTH IN NUMBER AND ENROLLMENT
OF JUNIOR COLLEGES
1960-1969

Year	Number of Colleges	Enrollment	Per Cent of Increase of Enrollment Over Preceding Year
1960	678	660,216	3.07
1961	678	748,619	13.39
1962	704	818,869	9.38
1963	694	927,534	13.27
1964	719	1,043,963	12.55
1965	771	1,292,753	23.83
1966	837	1,464,099	13.25
1967	912	1,671,440	14.16
1968	993	1,954,116	16.91
1969	1,038	2,186,272	11.88

Source: Directory, American Association of Junior Colleges, 1970.

Forty new colleges were opened in the fall of 1969, all of them public. These colleges had a total initial enrollment of 48,048 students, with ranges from 142 to 8,500. Fifteen of these institutions enrolled 1,000 or more students. Four new colleges were opened in California, three each in Arizona, Kansas, and Missouri.

MINORITIES IN THE TWO-YEAR COLLEGES

Such figures show that the open door, the label often applied to the community colleges, is more than an idle concept, and we see it dramatically portrayed in the growth of minority enrollments, as well as in occupational and technical programs among our colleges.

Apart from the black colleges in the South, the community colleges run far ahead of any other institutional group in higher education in black and other minority enrollments. In most of the larger states we can point to a single urban community college where the minority enrollment easily exceeds that of the state university and its several campuses. This is true in California, Pennsylvania, Texas, Florida, Illinois, Maryland, Missouri, Alabama, and Washington, among others.

We have just finished surveying the larger urban community colleges and find that minority enrollment now exceeds 10% in many of them. In some the minority population in the community college actually is higher than it is in the urban area served by the college. Let me tick off a few prime examples:

Los Angeles Community Colleges. These 8 institutions serve the Los Angeles County area which has a population of almost 4 million, approximately 26.6% minority. The Spring 1970 enrollment (combined full-time and part-time) was 93,373, approximately 38.3% minority.

Junior College District of St. Louis. Its 3 institutions serve both St. Louis and St. Louis County. The County is estimated to be approximately 96% white, which is also true of the two suburban campuses of this district. The city is approximately 40% minority, and Forest Park Community College (the city campus) is estimated to be 45% minority.

Community College of Denver. The Denver metropolitan area is estimated to be about 17% minority, while the three campuses of the Community College of Denver enroll 20% minority.

Cuyahoga Community College, Cleveland. Cleveland's metropolitan population, now roughly 2.3 million, is estimated at 14% black. Overall enrollment in the community college programs runs 20%. The college's full-time enrollment has been at 20% for the last three years.

Community College of Allegheny County. Allegheny County (surround Pittsburgh) is approximately 11% black (the only significant minority) while the Community College enrollment is 14.4% black.

Borough of Manhattan Community College. The Borough is estimated to be approximately 17% black and 9% Puerto Rican, while the college enrollment is 25% black and 27% Puerto Rican.

Bronx Community College. The Borough is estimated to be about 17% black and 20% Puerto Rican. The college enrolls almost 23% black, although the Puerto Rican enrollment is estimated at only 10.7%.

In other cities that are developing strong community college systems, the minority enrollment now closely approximates the minority population percentage-wise. Such is the case in:

The Community College of Baltimore. In a metropolitan area estimated to be 44% black, this college has reached 40% black enrollment. Baltimore's progress is remarkable for two reasons: the minority enrollment has increased from 6% to 40% in the short space of three years, and it has achieved this balance with a single suburban campus. Baltimore has been unable to break ground for its long-planned inner city campus largely because expected federal construction help has been so drastically curtailed.

El Centro College, Dallas. In an area estimated to be 19% minority, this college enrolls 19% minority. It operates in a renovated department store building in downtown Dallas and is the only unit in operation thus far in a multi-campus development, which also runs far behind its original construction timetable because of curtailed federal support.

Seattle Community College. The Seattle area is estimated to be 10% black and 27% minority (including black). The college is 10% black and 27% minority overall.

San Antonio Union Junior College District. The San Antonio area is approximately 10% black and 47% Mexican-American. The two colleges of this district show a total

enrollment of about 9% black and 45% Mexican-American.

Sinclair Community College, Dayton. The Dayton area is approximately 13% black and the college enrollment is now 12% black.

Metropolitan State Junior College, Minneapolis. The Minneapolis metropolitan area is approximately 8% black and 12% total minority. The junior college enrolls 6.3% black and 13% total minority.

Tarrant County Junior College District. The Fort Worth area is approximately 14.5% minority, and the college enrolls about 13% minority.

Metropolitan Junior College District, Kansas City. The Kansas City, Missouri, area is estimated to be 22-35% black and 5% Mexican-American. The suburban areas are almost entirely white, as are the two suburban campuses of this district. The Penn Valley campus (inner city) is estimated to be 22% black and 10% Mexican-American.

Just across the river, in Kansas City, Kansas, where the population is 20% black, the college too is 20% black.

In more great cities of the South, the community college is emerging as a bulwark of post-secondary educational

opportunity for minority citizens. At Jefferson State Junior College in suburban Birmingham, which though just five years old already is the fourth largest institution of higher learning in Alabama, now exceeds 10% in black enrollment, and that percentage has been rising constantly.

The Miami-Dade system, a pacemaker in many community college programs and standards, has not yet reached parity with greater Miami in minority population, but its non-white enrollment far exceeds the combined totals for the state's public universities. While Dade County, including Miami, is now 17% black and 16% Puerto Rican and Cuban, the community college enrolls 1,952 blacks and 1,366 Puerto Ricans and Cubans, or 7.5% and 5% respectively of the total student body.

THE COMMUNITY COLLEGE'S DISTINCTIVE MANDATE

We are sure the Committee, Mr. Chairman, is quite aware that our colleges are not watered-down versions of the four-year colleges. All colleges these days must innovate, develop and change--and in many respects, the community colleges are the cutting edge of that change. By their emphasis on community service and occupational education,

particularly on our urban campuses, the two-year colleges are now exerting, we think, a profound influence in reshaping American higher education.

For another thing, we have a wider spectrum of students: young and old, rich and poor, qualified and unqualified by traditional academic standards. Many want to go on for B.A. degree, and some will make it. Others change their aspirations. Many come to a community college for training in a specific sub-professional career or occupation, and with each passing day, this becomes an increasingly important aspect of community college programming. Even now, approximately one-third of our students enter for occupational training, and this proportion is almost certain to increase. Providing the right occupational courses, in the right place and at the right time, is a constant challenge.

The five functions that we see as central to the community college are:

1) Preparation for advanced study--liberal arts and preprofessional courses at freshman and sophomore level for transfer credit.

51-567 O - 71 - pt. 3 -- 3

2) Preparation for immediate employment--a wide range of occupational programs to provide job skills pertinent to the local industry and business needs.

3) The upgrading of educational skills via systematic developmental or so-called remedial study in reading, mathematics etc. fundamentals.

4) Service to the community in terms of cultural, social, and intensive educational events.

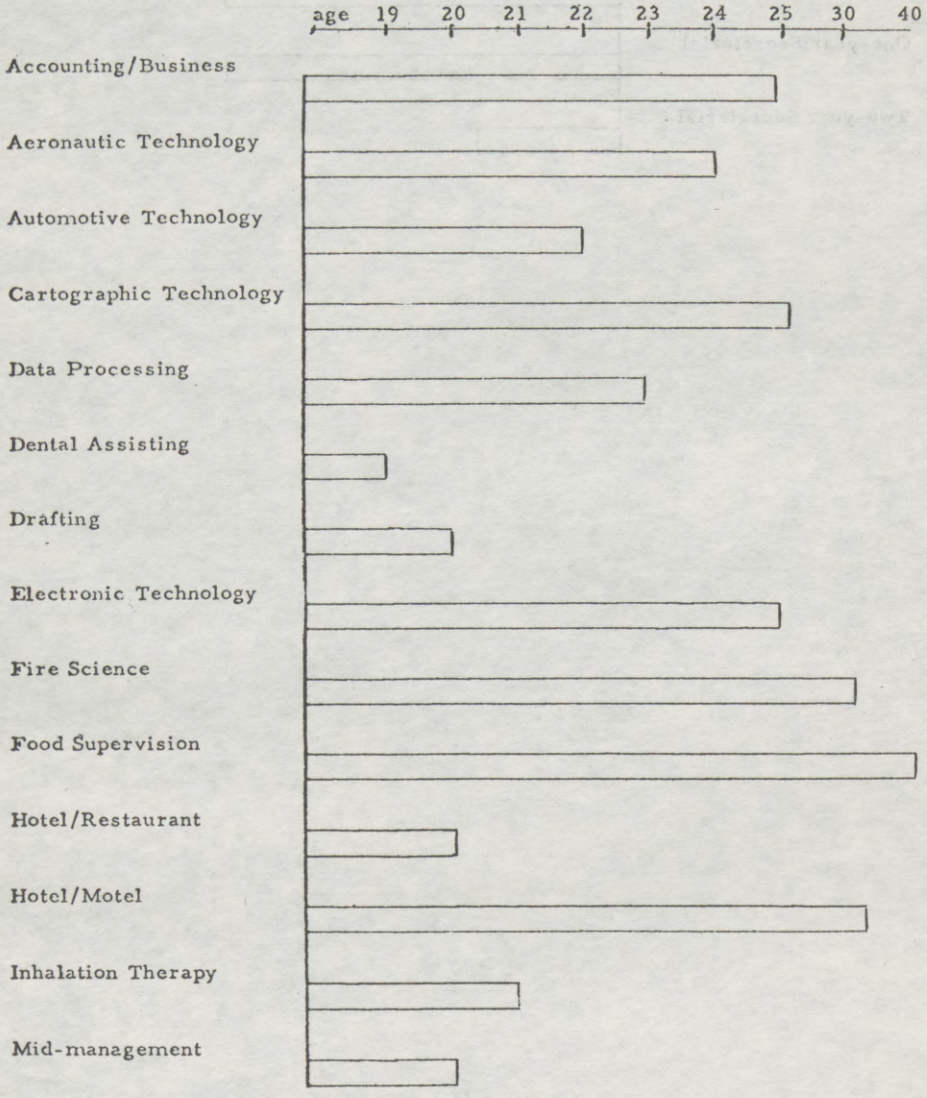
5) Guidance services of a career counseling, placement, advisory nature for students.

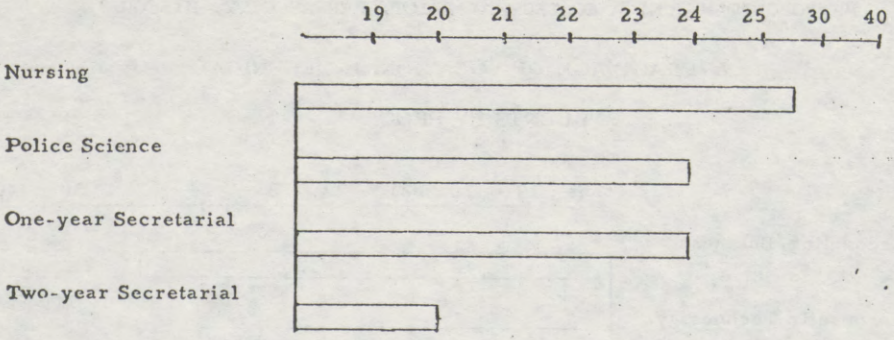
The comprehensive community college of today is a far cry from the impression many people still hold of the junior college as an out-of-the-way haven for 18-and 19-year-olds, most of them late-bloomers and dropouts. The average age of the students in the Kansas City, Mo., system is 24 years, and this typifies generally the composition by age of larger urban community colleges. Kansas City's chancellor, Dr. Leslie Koltai, has supplied the following chart which shows the average age for students enrolled in the more popular vocational-technical programs in his college.

METROPOLITAN JUNIOR COLLEGE DISTRICT, KANSAS CITY, MISSOURI

AVERAGE AGE OF VOCATIONAL-TECHNICAL

STUDENTS BY PROGRAM




19
20
21
22
23
24
25
30
40
Nursing
Police Science
One-year Secretarial
Two-year Secretarial

Note that the average age exceeds 30 years for such programs as fire science, food supervision, and hotel-motel services; and in only one program, dental assisting, is the average age under 20. (See pages 12 and 13.)

The same phenomenon has been expressed another way. Voting age enrollments, as one could easily discern from the Kansas City figures, run very high in the comprehensive junior colleges. The Orange Coast District junior colleges near Los Angeles tell us that their students 21 and older now top 55% of their total enrollment. So it's not surprising more and more Members of Congress are accepting invitations to speak at these colleges.

The maturity of the community college students and a belief that the educational programs they select are decidedly relevant perhaps helps to account for the relative calm on community college campuses in the recent period of strife on many university campuses. Also, community college governing boards are typically local community leaders and thereby accessible directly to student leaders.

CAREER EDUCATION BOOMS BEYOND HIGH SCHOOL

If a majority of Americans are to have the benefit of educational experience beyond high school, there must be avenues of opportunity distinct from what might be called conventional college preparation. These avenues have already been developed and opened in many community junior colleges across the country, which now have occupational education programs designed to prepare men and women for sophisticated technical and semi-professional jobs in industry, health, business, government, and social service.

The National Advisory Committee on the Junior College has aptly expressed the need and the planning required for these programs:

> It should be clearly understood by those responsible for education at all levels that middle-level job education is a legitimate function of higher education, and that the junior college is an appropriate instrument for this purpose. Until such understanding is reached, it will be impossible to move forward rapidly and wisely enough in planning for the future.

The Committee goes on to explain that most states and local communities interested in expanding educational opportunities do review and study educational patterns in terms

of population growth, manpower development, and individual needs and aspirations. Junior colleges have been established in many areas of the country as the result of such conscientious review and study.

Most recently established junior colleges have been planned and organized to include programs of occupational education in their curricula. Furthermore, the colleges are planned in terms of accessibility to students, flexible admission policies, appropriate counseling programs, and low cost.

At this point some definitions may be useful. We recognize that many types of educational institutions other than community colleges have legitimate roles in occupational education. As the community college's contribution, "semiprofessional education" is represented by formal curricula leading to the Associate degree and designed to prepare the student for employment in career fields recognized as "nearly professional" in status. "Technical education" is a term which is just beginning to acquire dignity and real meaning in this country. Technical education is organized in one or two-year sequences at the post-secondary level;

it emphasizes work in the field of science and math, and it is frequently related to industry and engineering. It gives much attention to technical knowledge but also stresses practice and skill; it leads to competence in one of the technical occupations; it also includes a core of general education subjects.

The community colleges are presently fulfilling a major and vital role in the post-secondary educational preparation of students in occupational fields--occupations preparing students for direct entry into the local labor market at the skilled, clerical, managerial and semiprofessional levels. Occupational preparation in community colleges may be grouped into five broad vocational areas: business occupations, the technical-mechanical occupations, agricultural and natural resources fields, occupations in the social service and allied health areas, and emergent occupations responsive to changing technology. All of these occupational programs with a primary focus on tangible skills include however general education components of the traditional literature, history, etc. variety. Let me illustrate the content, scope, and impact of each of these five vocational

areas in turn. . . .

Approximately 400,000 students were enrolled last year in community colleges in programs related to the business occupations. Examples of popular programs in this area include business data processing, executive secretarial, retailing, management assisting and business administration, and basic accounting.

During the 1969-70 school year the community and junior colleges enrolled over 150,000 students in programs of a technical, industrial, or mechanical nature. These programs ranged from those which prepared the students to enter an engineering technician's career in such fields as electronics and civil engineering to those preparing students to enter the automobile repair business or the printing industry. In this present period of economic slow-down and increasing unemployment, the placement of those completing these programs at the community junior colleges has remained much higher relatively than the placement of new Ph.D.'s, for example.

Also in 1969-70 the community junior colleges enrolled almost 25,000 students in programs relating to the

agricultural and natural resources fields. While the number of on-farm jobs decreases annually, the number of off-farm jobs which are related to agriculture is increasing. The community colleges have responded to these needs by offering a variety of programs including agribusiness, small animal husbandry, forestry, ornamental horticulture, agricultural chemicals and turfgrass management, which often prepare the student for supervisory level responsibility.

Illustrative of the community college's contribution to the expanding need for personnel in the social, community and allied health services are a vast array of programs which appeal to students who want to "help others" after formal specialized training. Programs commonly offered range from fire and police protection curricula to medical and dental technicians and Associate degree registered nursing to child care, family service, and teacher aides. These latter programs are often modeled on the "New Careers" concept of upward career mobility within the social service agency framework and consequently are appealing and rewarding to students from lower socio-economic backgrounds. Proportionately students enrolling in these social or "public service" programs are rapidly increasing. Employers

of these students are frequently local and state government agencies.

Employment forecasts at the paraprofessional level predict increasing demands for back-up personnel to support expensively-trained professionals with a bachelor's, master's or doctoral degree. In medicine and dentistry, for instance, the list of supporting jobs is long. In 1960, a committee of the American Medical Association identified over 50 allied medical occupations. That number, of course, is growing in a health-conscious society which now receives increased care through a wide range of health programs.

Lastly, the community colleges are able to respond quickly to newer national needs by introducing programs in needed occupational areas that emerge from technologically changing conditions. Two year programs related to oceanography and marine technology are now offered in about 25 community colleges. Programs related to environmental and ecological employment needs will be offered in more than 50 colleges this fall. Programs relating to various aspects of aviation, nuclear technology, and computer technology are also quite common among the occupational education sequences at the community colleges located near these industries. What specific new programs are now emerging to increase the pool currently

offered in the business, technical, agricultural, and social service areas? Let me name a few now visible, with advisory committes from local business, industry and the citizenry already formed and/or the program already underway:

air traffic control specialist program

automation secretarial science

hotel, motel, and restaurant management

food distribution technology

research chemistry technology

inhalation therapy

hospital unit ward management

medical emergency technician program

operating room technician program

physical therapy technician program

mental health assistant program

bioengineering technology

park management

sanitation technology

traffic planning technology

bio-cyro-technology

library science program

urban planning technology

transportation technology

The latest survey shows that there are 198 occupational education programs now being offered in community colleges, and the number of individual programs in the junior colleges reach the thousands. Let me give you a few random samples:

Air conditioning engineering technology (associate degree--technician level)--30 programs in 30 junior colleges.

Architectural and civil engineering technology (associate degree--technician level)--70 programs in 70 junior colleges.

Dental hygiene (associate degree)--68 programs in 68 junior colleges.

Gunsmithing (certificate program)--2 programs in 2 junior colleges.

Marketing and advertising (associate degree)--14 programs in 14 junior colleges.

Metal and machine technology (associate degree)--95 programs in 95 junior colleges.

Mortuary science (associate degree--technician level)--21 programs in 21 junior colleges.

Police science (associate degree and certificate)--154 programs in 154 junior colleges.

Radiology and x-ray technology (associate degree and certificate)--23 programs in 23 junior colleges.

Dental assisting programs (associate degree)--101 programs in 101 junior colleges.

Medical technology (associate degree)--58 programs in 58 junior colleges.

Thus the occupational education programs of the technical and semiprofessional varieties now developed across the nation in community colleges are more in number, more firmly established, and more important to the needs of a community or state than most people realize. Most importantly, community colleges are now tooled up to provide a sound option, a sound alternative route for students who will not pursue liberal arts or professional training in the four year colleges and universities.

CHALLENGES BEHIND UNIVERSAL ACCESS

We are acutely aware, Mr. Chairman, of the challenges the community college faces in the role of a prime vehicle for universal access to higher education. The newer students, often the first in their families to be attracted to college, are usually less qualified in a traditional sense, and come from different backgrounds (minority groups, the disadvantaged) which require new

approaches to education and training, especially in the first year or two while they become acclimated. The difficulties which can result from admitting these students without adequate institutional preparation for their education ought to be well understood by this time. Certainly any legislation which emerges from this Congress should provide federal assistance to all colleges, junior and community colleges included, which undertake to meet this critical social responsibility.

According to the enrollment figures compiled by HEW, few universities and state four-year colleges, outside the traditional black colleges, have reached black enrollments as high as 5% of their total student population. Dr. Andrew Goodrich, AAJC's director of minority group programs, counts more than 230 community and junior colleges whose black enrollments now exceed 5% of their total enrollments. In citing this fact I am simply trying to underscore again that, for urban America, the junior colleges have become and continue to be the great leveller of the barriers that for so long excluded from higher education the non-white American and the less-affluent American.

There are some skeptics in higher education today who ride the notion that junior colleges are losing acceptability with non-white students. Our evidence, already cited in part, shows quite the contrary. In totalling up data from the first 42 campuses to complete our recent survey of the urban community colleges, we found that minority enrollments leaped upward in gross figures, while they also rose slightly on a percentage basis over the span of the last three school years.

Impressive as the minority figures are in the following charts, it also seems evident that the non-white enrollments are actually greater--perhaps much greater--than the figures indicate. You will note in the chart that the colleges have not yet succeeded in pinpointing a large percentage of their students as to race or ethnic origin, and in most instances, a good part of that unidentified percentage is likely to be non-white.

We submit then the following chart for the record:

AAJC SURVEY OF INSTITUTIONAL COMPREHENSIVENESS:
SAMPLE OF 42 URBAN COMMUNITY COLLEGES

A. Total Enrollment (includes some not designated "full-time" or "Part-time" and hence not included in tables B or C)

Year	Total Enrollment	Minority Enrollment	Minority %	Undetermined Ethnic Group	Undetermined %
Fall 1967	191,254	23,578	12.3	45,811	23.9
Fall 1968	220,060	33,368	15.2	51,398	23.3
Fall 1969	278,203	44,079	15.8	49,539	17.8

B. Full-Time Enrollment*

Year	Total Enrollment	Minority Enrollment	Minority %	Undetermined Ethnic Group	Undetermined %
Fall 1967	85,263	11,854	13.9	18,586	21.7
Fall 1968	99,661	20,471	20.5	9,963	10.0
Fall 1969	141,815	28,805	20.3	13,724	9.6

C. Part-Time Enrollment

Year	Total Enrollment	Minority Enrollment	Minority %	Undetermined Ethnic Group	Undetermined %
Fall 1967	70,560	7,889	11.2	27,152	38.4
Fall 1968	84,185	9,579	11.3	33,546	39.8
Fall 1969	120,425	14,098	11.7	32,569	27.0

* It is shown in Table B that the responding colleges are improving in meeting their obligation of education for minority groups. The information colleges keep on the ethnic background of their full-time students is improving, as the undetermined percentage has been halved between the years 1967 and 1969.

51-567 O - 71 - pt. 3 -- 4

From fall, 1968, to fall, 1969, the minority enrollment appears almost constant on a percentage basis, yet the total shows a dramatic jump as you can easily see. We do not read this as a slip in the community college's popularity with the non-white students. The surge in non-white enrollment shows a levelling off, percentage-wise, that well could stem from the fact that the senior institutions are now accepting more minority students. Both junior and senior colleges will be stronger and the education establishment better balanced if this trend continues. Mr. Chairman, I think all of us must heed the point that President Kermit Morrissey, chairman of AAJC's Commission on Legislation, made in testimony to the House in February:

> We must not make the mistake of misreading the undercurrent of comment today which says the community college is another establishment conspiracy to again put the minorities in the back of the bus. The less advantaged are pouring in on the community colleges as much for the promise they see in us, the evidence of a changing commitment, the hope of an equality still only dreamed of, as for the immediate reality and advantage offered. The long-ignored and neglected publics are in effect giving the establishment another chance. It's a chance the Nation and the community college simply cannot afford to muff.

NEED FOR LEGISLATION

Dr. GLEAZER (continuing). The community college has come a long way, Mr. Chairman, largely on its own steam. By this I mean that the momentum and initiative and leadership spring from the community itself, and not form State or Federal programs. It is a phenomenon largely fed from the grassroots, hardly assisted by State or Federal agencies.

You yourself observed, Mr. Chairman, in your comments to the Senate when you introduced S. 1033, that the Federal contribution to the support of the community colleges has been for the most part neglectfully small up to now.

The time has come when the Federal contribution to education as a fundamental national concern must be as supportive as the junior colleges as it is of the other branches of education.

In short, Mr. Chairman, it is high time for the passage of a bill such as yours to strengthen community college education.

Even as we say this, we are very much aware of a commitment that must underline any programs Congress enacts. That commitment is this: If we are to survive as a Nation, we must accept the reality that we cannot remain strong by withdrawing or cutting back support for vital national goals. Certainly one of these is education, at all levels.

This is a national responsibility and cannot be effectively accomplished without congressional acceptance of this. Local communities and States cannot be left to cope with this alone, for they do not have the resources.

What began as a program of Federal assistance to education with the National Defense Education Act in 1958 must be continued. This Federal commitment must be deep and firm and reliable.

Up to now community colleges have been the Cinderellas of higher education, too often getting the crumbs and the leftovers, particularly in Federal programs. I would like to append to this testimony the American Association of Junior Colleges summary from its report of last year to the HEW task force on community colleges organized by Secretary Finch, and an accompanying table listing the percentages of junior college participation in various Federal programs.

Together they show the sharp contrast between the demands now placed by society on the community colleges and the Federal support these institutions receive.

I would like to have them included in the record, Senator Williams.

Senator WILLIAMS. We will include that. By the way, where is that, Doctor?

Dr. GLEAZER. Mr. Mensel will have copies of that.

Senator WILLIAMS. Do you want that at this point in your statement?

Dr. GLEAZER. Yes, Mr. Chairman.

Thank you.

(The information referred to follows:)

U.S. Office of Education Task Force on Community Colleges: Report, May 1969

TWO-YEAR COLLEGE PARTICIPATION IN FEDERAL EDUCATION PROGRAMS, FISCAL 1968

Program:	*Present Participation*
Education Professions Development, Part E:	
Direct	1.6
Indirect	57.7
Total	59.3
EPDA Part E, Fellowships, indirect	64.0
Developing Institutions, direct	22.0
Undergraduate Equipment: HEA Title VI–A, direct	27.6
Undergraduate Facilities:	
Loans, direct	10.0
Grants, direct	25.0
Comprehensive Planning Grants, indirect	30.5
Bureau of Research Educational R. and D.:	
Direct	.5
Indirect	5.9
Total	6.4
EPDA, Part D, direct	5.0
EPDA, Parts C and D, direct	.3
NDEA–VI Language and Area Centers, indirect	.2
Fulbright-Hayes Overseas Language and Area, indirect	.5
College Work-Study, direct	15.7
Economic Opportunity Grants, direct	6.5
NDEA Loans, direct	3.9
Library Resources—HEA Title IIA, direct	20.7
MDTA Institutional Training, Administrated by OE, direct	4.5
Adult Basic Education: Special Project Grants, direct	8.4

Dr. Gleazer. We see your bill, Mr. Chairman, as a most welcome harbinger of the support required to enable community colleges to meet their great challenges and to fulfill their recognized promise. Your bill sets forth to do this in at least four important ways.

First of all, your legislation lends strength to the mission of these colleges by its emphasis on comprehensiveness and service. It relates the distinctive contribution of the junior college to national goals as well as local hometown needs.

Private colleges have voiced concern that the bill as now written excludes them from its assistance. You may have further comment on their concern, Mr. Chairman, to clarify the matter.

It appears to us that the bill would direct the States to draw the private junior colleges and their services into their master plans and to aid such colleges in the pursuit of program comprehensiveness.

Moreover, to the degree that the private colleges develop curricula serving manpower and the other specific needs of the community, it seems they would be helped by the act.

We do hope, Mr. Chairman, that as you perfect the language of your bill you will spell out more precisely the eligibility, as well as the State's responsibility to program the services of the private junior colleges under the State plans.

Planning itself is the next great tool embodied in your bill. Community colleges are strongest and most comprehensive in those few States that already have taken the lead in planning for systems of community colleges and are well along the road to an integrated overall higher education effort.

Invariably, these are the same States where post secondary educational opportunity falls within commuter distance of the highest percentages of people.

The third and most recent Carnegie Commission report calls for 230 new community colleges that will put campuses within commuting distance of 90 percent of the people, and bring about universal access to higher education.

It underscores still more vigorously than the first two reports accessibility as the first key to opportunity, and also more strongly the community college as the prime vehicle for accomplishing that access.

Of course, the distinguished champions of universal access are now almost legion. In a study of the College Entrance Examination Board, Warren Willingham puts the case as forcefully as any spokesman we've read on the subject of free or universal access.

He points out:

> Of some 2600 colleges 789 or about the three in ten were free access as of Fall of 1968. In practical terms this means that they charged no more than $400 in annual tuition, and at least one-third of their freshman class ranked at the bottom half at high school graduation. . . . Accessible higher education is also very heavily represented by two year colleges which constitute three-quarters of the total free-access group.
>
> Three out of ten public senior institutions are free-access; the same proportion holds for their branches.
>
> Forty-two percent of the population lives within these commuting areas . . . on the other hand, educational opportunity for ⅗ths of the population is inhibited by the simple fact that they do not happen to live near an accessible area college.
>
> This is one of the less complicated indices of how far the country has to go in equalizing educational opportunity. . . . Metropolitan areas of one-half million or more appear frequently shortchanged when it comes to accessible higher education. . . . Thus 23 of the 29 largest cities of the country have a major deficiency in the accessibility of higher education . . . in 102 metropolitan areas the principal city has no free-access colloges.

He then goes on to note:

Senator WILLIAMS. We will include in the hearing record at this point the study of the College Entrance Examination Board entitled "Educational Opportunity and The Organization of Higher Education," by Warren W. Willingham, in its entirety.

(The material referred to follows:)

Access Research Office

College Entrance Examination Board

Educational Opportunity and The Organization of Higher Education

Warren W. Willingham

June 1970

This paper was presented at the College Board colloquium on "Barriers to Higher Education", Wingspread, Racine, Wisconsin, June 24 - 25, 1970. Appreciation is expressed to S. A. Kendrick, Lewis Mayhew, and Sam McCandless who read an earlier draft of this paper and offered valuable criticisms and suggestions.

Throughout this century progressively larger proportions of the age group have continued education beyond high school. But in the convulsive 1960's enrollment more than doubled and college attendance became the statistical norm for the first time.[1] Access to higher education is increasingly associated with social and economic opportunity in the public mind, and partly for that reason, there is also an urgent effort to achieve a more proportionate enrollment of minority/poor youth in higher education. These rising expectations have tended to support the attitude that higher education is a right, not a privilege.

The implications of such public expectations are exceedingly complex and often controversial. There has been more than usual attention to such matters as: Who goes to college? (Folger and Nam, 1967); What are the barriers? (Ferrin, 1970); Does education actually yield social opportunity? (Jencks, 1968); What programs can help to improve educational opportunity? (Carnegie Commission, 1970). A collection of recent papers has explored in some detail the resources required for greatly broadened postsecondary education (U.S. Office of Education, 1970). In contrast, the papers of this

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[1] According to the latest information available, the ratio of first-time college students to 18-year olds is .53; the corresponding figure a decade earlier was .36. (Opening Fall Enrollment, 1958, 1968; U.S. Bureau of the Census, 1970).

conference are especially relevant to the role of the institution, particularly the relationship of its policies and practices to expanding educational opportunity.

These policies and practices exist in a larger framework--the overall organization of higher education. What is the relationship between opportunity and organization? That is the basic question to which this paper is addressed. We begin by assuming that the conditions of educational opportunity are imbedded in legislation, master plans, and facilities, in organizational relationships and programs, and in the collective policies and practices--all institutionalized in an overall system widely understood to be variegated and complex if not incomprehensible.

It is hardly possible to discuss the organization of higher education without giving due attention to its basic nature and function. This is especially true since the intersection of opportunity and organization is fundamentally a social and political matter which touches all significant aspects of the educational process. In very limited space any discussion of these matters is likely to be superficial; nonetheless some context is necessary in order to gain full benefit from subsequent descriptive material.

Consequently, this paper comes in three pieces. The first is concerned with the current meaning of educational opportunity and major issues involved in its implementation. The second reports briefly some findings from a national study of the extent to which higher education is accessible to various populations. Finally, we shall draw upon this information in describing the organization of

accessible higher education in various states, particularly as it bears upon the major issues outlined.

What Does Opportunity Mean?

Coleman (1969) notes that the idea of educational opportunity is evolutionary; through time it has tended to take on additional characteristics so that the concept is broadened. A single inexpensive, non-selective university in a state was once regarded as an advanced egalitarian expression of equal opportunity. A recent statement by the Carnegie Commission (1970) captures well a more current interpretation. It states, "The transcendent goal is that inequality in one generation should not, inevitably, be a legacy of succeeding generations." Income, ethnic group, geographic location, age, and quality of early schooling were cited as examples of characteristics or conditions which presently discriminate the education opportunity of individuals. (Interestingly, sex was not included.)

There seem to be three principal assumptions underlying this statement and similar ones issued by earlier commissions (Eisenhower Commission, 1960; Educational Policy Commission, 1964). First, no artificial barriers such as money or geography should inhibit educational aspiration. The question of what is artificial will likely be debated and redefined continuously. Second, the rate of access to college should not show pronounced discrepancies on common social indicators, e.g., race, class, etc. Third, there is the implication of public responsibility to identify and alleviate barriers to universal access--how otherwise can generational inertia be overcome?

Currently, the problem of opportunity for higher education is discussed in several overlapping frames of reference. One is the question of minority representation and what must be done to solve the social problems related to it. Another is the role of selective institutions--more specifically, how they will select their students and how they will define their function. A third and more general question is how useful educational opportunity can be extended to a larger segment of high school graduates and the adult population.

A comparison may help to illustrate how these frames of reference differ. Throughout the country there are some 500 colleges selective enough to require at least a B high school average for admission (Willingham, 1970a). These colleges enroll almost 500,000 freshmen. If all of these institutions were to admit a random group of high school graduates, they would presumably enroll 250,000 students who ranked in the lower half of their high school class on any conventional measure of academic accomplishment. But there are now about 3.0 million high school graduates each year (U.S. Office of Education, 1968) or 1.5 million who rank in the lower half. Even in this limiting case only one out of six lower-half students could possibly attend one of these (formerly) selective institutions. Thus, the problem of educational opportunity is far broader than the important matter of appropriate representation of minority/poor youth in the selective institution.

The point is not to understate either the current policy problems of selective institutions or the need to redress social imbalances, but to recognize these issues in the larger context. This

paper is concerned with the broader interpretation of the problem primarily because it is difficult to discuss the relationship between opportunity and organization in any more narrow connection. Secondarily, information relevant to any of these problems is scarce, but it is possible to present some new data which bear upon the general matter of the accessibility of higher education and its organizational implications.

There are a number of exceedingly complex issues involved, and it should be obvious that the organization of higher education is only one aspect of those factors that influence individual opportunity in society. There is also the compelling influence of individual condition, social circumstance, and prior education. Furthermore, the ultimate issue is the distribution of privilege--probably less determined by education than by political power, economic realities, job opportunities, generalized racism, and various forms of social exploitation and bigotry.

From a completely different point of view, we recognize that the development of real opportunity lies in the educational process of teaching and learning. The usable products of this process are confidence and competence, intellectual growth, and coping skill. Nonetheless access and certification are critical, and these plus the educational process are much dependent upon structures, planning, and policies; i.e., organization. What are the major issues involved in organizing higher education for the purpose of expanding opportunity? The following paragraphs describe seven.

Major Issues

The Functions of Higher Education

Much of the uncertainty and controversy concerning expanded postsecondary education stems from fundamental disagreement regarding the priorities and (limited) resources that are to be applied to different functions of higher education. Often disagreements are all the more ambiguous because the functions go unstated. Furthermore, the various functions which higher education does perform can be slanted toward either a traditional scholastic or an expanded societal interpretation.

It is beyond the scope of this paper to attempt to do justice to so broad an issue as the functions of higher education; it is nonetheless useful to provide a few examples. Figure 1 lists six functions and gives an illustrative scholastic interpretation of each plus an indication of what might be added under a broader societal interpretation. The scholastic model is familiar enough, even if sketchily outlined. It represents a traditional way of viewing postsecondary education, though there are various rather different manifestations such as the small liberal arts college or the research oriented university.

The expanded societal model adds features which have two general characteristics: An orientation toward people and service, and the inclusion of a much broader spectrum of society. In general the expansion of educational opportunity is associated with the societal interpretation and increasing enrollment tends to force higher edu-

Figure 1

Illustrations of a Scholastic as Opposed to a Societal Interpretation of Various Functions of Higher Education

Functions of Higher Education	Objectives Under A Scholastic Interpretation	Additional Objectives Under A Societal Interpretation
Transmission of Culture	Preserve the western heritage	Enhance subculture identity
Individual Development	Transmit middle class morals and manners	Aid career development and social coping for most high school graduates and adults
Occupational Training	Train professionals	Retrain and develop work-study ties at many occupational levels
Generation of Knowledge	Develop the arts, sciences, and professions	Apply knowledge to social problems
Community Service	Provide extension services (e.g., agriculture and engineering)	Promote public service, support community action
Provide A National Resource	Develop and maintain a specialized manpower pool	Absorb social pressure, e.g., reintegration of servicemen, broaden social opportunity

cation in this direction. The issue is what priority shall be applied to frequently divergent objectives such as those indicated in Figure 1.

Universal Access or Universal Attendance

A closely related issue is the proportion of the population which higher education attempts to serve directly. The Carnegie Commission (1970) makes a point of distinguishing universal access and universal attendance, saying:

> We do not believe that each young person should of necessity attend college. Quite the contrary. Many do not want and will not want to attend, and it cannot be shown that all young persons will benefit sufficiently from attendance to justify their time and the expense involved...We favor, on the other hand, universal access for those who want to enter institutions of higher education, are able to make reasonable progress after enrollment, and can benefit from attendance.

The distinction is valid and critical--regretably, it is probably also incompatible with the Commission's "transcendent goal" of preventing the passing of inequality from generation to generation. It is increasingly recognized that large numbers of students both in and out of college simply have very little interest in the intellectual pursuits commonly reflected in higher education. The problem lies in the fact that many of these are the students who "inherit" unequal opportunity (Jaffe and Adams, 1969; Knoell, 1966). Therefore, efforts to equalize educational opportunity are frequently based upon the assumption that higher education cannot lie passively in academic orthodoxy, but must add programs and living conditions that meet the needs

and suit the life styles of students who might otherwise find little reason to continue their education beyond high school. Thus, to minimize motivational and cultural barriers and to work effectively toward universal access is often to encourage universal attendance whether that is the intention or not.

The development of effective compromises between universal access and universal attendance is likely to be one of the more important and difficult problems in the organization of higher education over the next decade. One possible solution lies in the differentiation of institutions and programs. Another is the systematic development of attractive alternatives to college. But it is important to bear in mind that voluntary expression of different values and habits of various subcultures will surely result in different rates of college enrollment. Thus strict proportionate representation in higher education serves neither public nor individual interest, and who can easily tell when measures to insure universal access will, in fact, promote universal attendance?

There is here an obvious parallel to the development of compulsory attendance at the secondary level. Presumably we will never come to explicit attendance requirements at the college level, but certainly some of the problems generated by compulsory attendance in high school will find similar expression in high rates of college attendance. The parallel seems close enough to suggest the need for a detailed examination by thoughtful educators.

The Content of Higher Education

The nature of the curriculum is obviously one of the critical issues in organizing higher education in order to expand opportunity. It is also far too complex to allow more than brief mention of a few general considerations. We start with the well-known fact that the content of higher education is now widely criticized on various grounds including an abstract discipline orientation, a lack of social involvement, inadequate personal relevance, and disinterest in the development of the student. (See Axelrod et al., 1969; Katz, et al., 1968; Mayhew, 1969; Willingham, 1970b). These problems form the backdrop.

Figure 1 suggests that rather different content is implied by a societal interpretation of higher education. New types of students not only require diverse subject matter but new styles, operating procedures, administrative arrangements, relationships with the surrounding community and the business world, and probably rather diverse working assumptions concerning the expected outcomes of the educational process. We would expect further diversity in the programs and institutions that are organized to serve different students and different needs under widely varying conditions. The problem is not merely to provide learning arrangements congenial to various minorities and subcultures; it is also necessary to maintain the functional integrity of the institution while insuring that there is real social and economic utility in the educational outcome.

The economic value of higher education has only recently been subjected to systematic analysis. Available data are typically crude,

and many writers have commented upon the complex relationship between education and work. In a scholarly and dispassionate study, Becker (1964) concluded that even with ability controlled the rate of economic return to the average college entrant is substantial. In a less convincing but provocative analysis, Berg (1970) argues that the training value of education is oversold.

The highly regarded New Careers movement (Riessman and Popper, 1968) assumes that economic opportunity is inescapably linked to education but that radically new forms of organization are necessary in order to improve the training value of education and its direct connection to job opportunity. The basic idea of New Careers is to provide the undereducated poor with an immediate job in the framework of a career ladder, each step of which is associated with specific training and supplementary formal education. The model emphasizes community centered service careers.

These considerations suggest one organizational implication in particular. That is the desirability of extending opportunity through imbedding institutions in the culture, the commerce, and the unique life of the local community.

Local Versus Regional Colleges

In the scholastic tradition, college is something you go away to. There are many well-known and obvious advantages to geographically centralized higher education. Concentration of resources facilitates efficiency. It also provides the critical mass necessary for academic scholarship. It is probably easier to add to existing colleges than to build new ones, particularly if the campus is located

51-567 O - 71 - pt. 3 -- 5

in a socially detached and esthetically pleasant environment. And there is the legitimate argument that the socialization of young adults is furthered by their leaving home at age 18. These considerations provide counterpoint to arguments favoring local institutions.

Perhaps the dominant consideration is money. Whether the local college is actually cheaper than regional higher education in the broadest possible sense of national economy is an uncertain point. But in the reality of current conditions and legislative habits, the local two-year college is an inexpensive way to extend educational opportunity. It is also relatively inexpensive for the student for a number of obvious reasons. Thus, the alternative of local colleges mostly supported by local taxes is particularly attractive in lean fiscal periods such as the present.

Under a societal interpretation of the functions of higher education, there are many additional considerations. One set of issues concerns the relationship between proximity and opportunity. In the case of many youth to whom equal opportunity would be directed, college is a foreign experience, distant with respect to culture as well as geography. It is becoming increasingly recognized that the strangeness of middle class institutions and their uncertain practical relevance to immediate problems of marginal students are major barriers to higher education for the minority/poor (Knoell, 1970). It seems reasonable to assume that a local institution can reduce this psychological distance in ways which would be difficult or impossible for a regional college to accomplish. Added to these sociocultural ad-

vantages of the local college is the fact that the student can live at home, work part-time, and attend classes under circumstances which only commuting status permits.

There is some empirical evidence that these assumptions are valid. Several studies over the past 25 years have indicated that the attractive pull of a college dissipates rapidly with distance, and that the college access rate of local high school graduates is substantially higher in communities that have an inexpensive, nonselective college as compared with those that do not have such a college (See Willingham, 1970a).

Another set of issues stems from the expanding functions of higher education. Returning again to Figure 1, the societal emphasis is upon such locally oriented objectives as enhancing subculture identity, direct work-study ties, continuing education, community action, and application of knowledge to real social problems. One can hardly say that such objectives are warmly and uniformly embraced by higher education; they reflect, however, the insurrection of youth, the expectations of the excluded, and very likely the necessities of the future. Again, the major challenge is to create an organizational structure which will compromise the choice between local and regional institutions and develop the complementary objectives and potential of each.

Autonomy Versus Control

If equal opportunity means that no segment of society be grossly and unreasonably underrepresented in higher education, and if these goals are other than mere words, then it seems very likely that coor-

dinated public action is required. Kirp (1969) discusses equal educational opportunity as a corollary of recent constitutional interpretations involving criminal process and sufferage--both, like education, bearing upon fundamental individual rights due equal protection under the law. He quotes Fortas, saying:

> "The significance of the [criminal process] cases in terms of our national philosophy, goes beyond the criminal law. Apart from their specific meaning...they stand for the proposition that the state may be obligated in some situations to bridge the gap which indigency has created between a person and his constitutional rights. They represent a refusal to accept the fact of poverty as relieving the state from an affirmative duty to assure that all persons have access to constitutional rights. They request the state to do whatever is necessary, even if it means spending state funds, to make constitutional rights a living reality for everyone."

Kirp goes on to argue that the state has a vastly greater responsibility regarding equality of educational opportunity than it presently accepts. From the forgoing considerations, this responsibility would certainly include monitoring the real conditions of educational opportunity, planning the means whereby opportunity is fostered, developing public support for necessary programs, and coordinating programs in the individual and public interest.

Statewide planning and coordination has developed markedly over the past decade (Mayhew, 1968; Palola et al., 1970), as has the complementary technology represented by cost-benefit accounting procedures and management information systems (WICHE, 1969). There is, however, the unpromising possibility that these developments are outrunning the

social and educational philosophies they supposedly serve. For up to now relatively little attention has been given to such questions as: What types of data are necessary to monitor the protection of basic rights? What forms of coordination further what forms of opportunity? In what ways does state planning stifle or encourage local initiative?

A fundamental problem lies in the fact that a guarantee of equal opportunity requires central control and planning, but at the same time, effective opportunity seems very much dependent upon the local initiative and commitment which autonomy allows. In the possibility of independent action lies the main incentive for institutions and their units to create relevant programs, to develop new entanglements with the business and cultural environment, and to put message ahead of medium.

Who Will Pay?

It is clear enough that a substantial expansion and equalization of opportunity for higher education will cost a vast amount of money--money to support students unable to pay, money for additional facilities, and money for far more intensive programs at all age levels. This particular paper is not intended even to introduce the intricacies of financing higher education, but it must be at least recognized that the topic bears a decisive relationship to how higher education is organized and the opportunity it provides. Suffice it to cite three questions.

First, to what extent will higher education be supported by direct payment of student fees as opposed to indirect support of insti-

tutions? The former is assumed to put the burden where it belongs and to facilitate consumer satisfaction. Witnessing the commercial activities of some proprietary institutions leads some educators to question those assumptions. It is also argued, too often without convincing evidence, that educational opportunity in the public interest is best organized and planned rather than left to the vagaries of consumer demand.

Second, what sources of public support--local, state, and federal--will facilitate the most effective organization of higher education? It is generally presumed that the only large source of funds is federal revenue funneled through state agencies, yet this arrangement can further undermine indispensible community and institutional autonomy. How, for example, can higher education be so organized that a power elite in the state does not make decisions regarding allocation of resources to meet its own perception of need at the expense of powerless elements of society?

Third, how will aid be packaged nationally to students in different economic circumstances? The extent to which aid is made available as grants, loans, or work, and the conditions under which it is awarded may have as much bearing upon access to college as the availability of aid per se. From legislation to individual aid decisions, there are many opportunities for financial aid to miss those who need it most.

What Access Criteria?

The issue of access criteria is mainly the question of who will have access to what institutions and programs? The question requires

no introduction; this conference will doubtless elaborate it in some detail. There are, however, a number of vital national interests to be considered. For example:

-to create genuine opportunity for fulfillment of diverse individual interests and abilities

-to encourage diversity among institutions

-to maximize the utilization of high level talent

-to maintain the sorting and striving process which feeds aspiration and rewards accomplishment

-to maintain systems of evaluation and certification which are individually fair and socially useful

-to rectify serious imbalances in social opportunity

Many criteria determine the conditions of access to college. They include the personal and academic attributes of students, the policies and practices of institutions, the background characteristics which fix the course of secondary education and the student's motivation to continue, and such ancillary restraints as the cost of college and the lack of relevant programs where students need them. Naturally, these take on very different priorities depending upon what aspect of the total problem one is concerned with. For the remainder of this paper we shall focus upon some relatively simple institutional variables which permit estimates of the present degree of accessibility of higher education throughout the country. This discussion emphasizes system or statewide organization. Special admission programs and open-door divisions of selective institutions represent ways in which access is being organized at the institutional level.

Accessibility of U.S. Colleges

The forgoing discussion of major issues elaborates the obvious conclusion that educational opportunity is connected in innumerable complex ways to the organization of higher education. A primary question is the extent to which colleges are now accessible and what populations they serve? The data to be reported are based upon a demographic analysis of all 2600 recognized colleges in the United States.[2] The basic question is how many and what sort of people live within commuting distance of an accessible institution? This is clearly a very incomplete view of educational opportunity, but the procedure provides national baseline data which tell us something about the relationship between the organization of higher education and the issues previously outlined.

In this study free-access higher education was defined to include three characteristics: It must be relatively inexpensive so that cost does not arbitrarily exclude those who cannot pay or are unwilling to burden an uncertain future with a long-term debt; it must be willing to admit the majority of high school graduates; and it must exist in such proximity that neither geographical nor psychological distance constitutes a major barrier.

In order to incorporate these three characteristics, each college in the country was rated on a five-point scale based jointly

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[2] A detailed report of this study including an analysis of the accessibility of higher education in each of the 50 states is scheduled for Fall 1970 publication by the College Board under the title, Free-Access Higher Education.

upon tuition and selectivity. For the purposes of this analysis the two lowest levels were designated "free-access" colleges. Of some 2600 colleges, 789 or about three in ten were free-access as of Fall 1968. In practical terms this means that they charged no more than $400 in annual tuition, and at least one-third of their freshman class ranked in the bottom half at high school graduation. This criterion of selectivity was chosen because a number of institutions are ostensibly open-door but de facto selective.

Of those colleges which were not free-access, 500 were excluded because they are special purpose or heavily religious; the remaining 1300 or so institutions were inaccessible in roughly equal measure due to cost or selectivity--but more often both. Free-access higher education, as here defined, is almost exclusively public. It constitutes 60 percent of the public and 1 percent of the private sector. Accessible higher education is also very heavily represented by two-year colleges which constitute three-quarters of the total free-access group. Three out of ten public senior institutions are free-access; the same proportion holds for their branches.

The 789 free-access colleges were plotted on detailed maps with commuting perimeters around each. On the basis of results of prior studies and various rules of thumb used by state planning agencies, a one-way commuting guideline or 45 minutes was used in this study. This time interval was translated into commuting radii which ranged from 2 1/2 miles in the largest cities to 25 miles in small towns or rural areas.

The National Picture

It turns out that 42 percent of the population lives within these commuting areas. In a sense it is remarkable that the country has developed accessible higher education to this extent. On the other hand, educational opportunity for three-fifths of the population is inhibited by the simple fact that they do not happen to live near an accessible college. This is one of the less complicated indices of how far the country has to go in equalizing educational opportunity.

There are systematic differences in the proportion of people living near free-access colleges in different types of communities. As Table 1 shows, a small metropolitan area is the most favorable location for a poor, marginal student to find accessible higher education. It is largely unavoidable that students in sparsely populated areas are less likely to live near an accessible college. On the other hand, the orderly differences in accessibility among different-sized metropolitan areas make little sense. Metropolitan areas of one-half million or more appear frequently shortchanged when it comes to accessible higher education.

Of the 29 metropolitan areas that have a population of more than one million, Atlanta, Boston, Buffalo, Cincinnati, Detroit, and Paterson-Clifton-Passaic did not have one free-access college located within their city limits as of Fall 1968. In 17 additional metropolitan areas, less than one-third of the central city or fringe population lives within commuting distance of a free-access college. Thus 23 of the 29 largest cities of the country have a major deficiency in the accessibility of higher education. Equally disturbing is the number

of metropolitan areas that have no free-access college at all. As of 1968, the Census Bureau defined 228 Standard Metropolitan Statistical Areas, most of which had a population of 100,000 or greater. In 102 metropolitan areas the principal city has no free-access colleges.

Table 1 also indicates that blacks are somewhat more likely than whites to live near a free-access college in all types of communities except the fringes of the largest cities (where they are least numerous). Mexican Americans (in the five Southwestern states) and Puerto Ricans (in New York City and Chicago) are also somewhat more likely to live near an accessible college than are whites.

While it is also true that the overall analysis indicated no marked regional variations in the percentage of blacks living near free-access colleges, there are some very important exceptions and qualifications. First, there are states and metropolitan areas where these generalizations do not hold. In California, Maryland, Massachusetts, Nebraska, and New York, substantially fewer blacks than whites live near accessible institutions. The same is true in the metropolitan areas of Atlanta, Boston, Buffalo, and Los Angeles. On the other hand, there are states and metropolitan areas where blacks are much more likely than whites to live within commuting distance of a free-access college. The best statewide examples are Missouri, New Jersey, and Pennsylvania; a similar trend exists in Kansa City, Milwaukee, and Newark.

Another general exception to the data on minority groups cited inTable 1 is the problem of discrimination. This is another form of selectivity that can make an institution inaccessible just as surely

Table 1

Percentage of Different Populations Within Commuting Distance of a Free-Access College in the Fifty States

Area	Total Population (millions)	Percent Within Commuting Distance White	Black	Mexican-Amer.[2]	All U. S.
Metropolitan Areas (SMSA)[1]					
1,000,000+					
Central Cities	32.6	36	42	42	38
Fringe	33.2	37	31	68	37
500,000 to 1,000,000	20.0	36	46	66	38
250,000 to 500,000	16.0	47	61	37	48
50,000 to 250,000	16.2	62	70	56	63
Counties Not in SMSA's					
Over 20,000	45.0	48	52	42	48
Under 20,000	16.2	24	27	13	24
All U. S.	179.3	42	47	47	42

1. Standard Metropolitan Statistical Area

2. Mexican-American in five Southwestern states; also includes Puerto Ricans in New York City and Chicago.

as can cost or academic requirements. Through much of the country one must simply introduce a subjective "correction" for the obvious fact that much of higher education is, for many reasons, less accessible to blacks and other sociocultural minorities than to middle-class whites.

Regional Variations

The accessibility of higher education varies markedly among the four main census regions of the country but not always in expected ways. The Northeast, for example, has never been a region known for accessible colleges. Private education has been dominant to such an extent that some states--particularly New York and more recently Pennsylvania--have purposefully allocated substantial student aid resources in order to use the private sector for public purposes. Furthermore, the Northeast has been slow to develop the egalitarian interpretations of higher education represented by the community college and comprehensive postsecondary educational opportunity.

Despite these facts the Northeast is only slightly below the national average with respect to the proportion of people living within commuting distance of a free-access college. As Table 2 indicates, this region falls behind the South and West only in metropolitan areas of one-half million or more people. However, such areas contain two-thirds of the population in the Northeast. In addition to its urban problem, the Northeast has frequently not developed and supported its free-access institutions; public higher education in the region often receives niggardly appropriations (Chronicle of Higher Education, 1969).

Table 2

Percentage of the Population Within Commuting Distance of a Free-Access College in Different Types of Communities for Each Region

Area	Northeast	Midwest	South	West
Metropolitan Areas (SMSA)				
1,000,000+				
Central Cities	29	44	38	44
Fringe	27	30	38	62
500,000 to 1,000,000	38	12	53	55
250,000 to 500,000	49	39	53	48
50,000 to 250,000	71	47	71	61
Counties Not in SMSA's				
Over 20,000	51	35	55	50
Under 20,000	24	23	28	17
Overall Percentage for Each Region	38	33	50	51

The Midwest is the surprise of the four regions. Its state institutions, long a source of national pride, have been identified historically with inexpensive, nonselective admissions. The data of Table 2 seem inconsistent with this tradition. The proportion of people living near an accessible college is substantially lower in the Midwest than in other regions. The largest cities appear better off than the Midwest generally; the principal reason is the existence of the community college systems of Chicago and St. Louis. These systems serve a great many people and seem attributable to unusual leadership. They are not typical of the region; of all moderately large metropolitan areas in the country without any free-access colleges, more than half are located in the Midwest.

It should be recognized that many state universities have nonselective colleges or divisions. Also, a number of public institutions are officially open to any high school graduate in the state but enroll most of their students from the upper half of the high school class. Both of these circumstances may be more common in the Midwest than in other regions. In neither case are such institutions classified here as free-access because the definition depends not upon whether some less apt students are admitted, but whether the total institution is likely to be regarded by prospective students as truly accessible. The best generally available measure of that accessibility would seem to be the proportion of lower half high school graduates actually on the campus.

The situation in the South is interesting for several reasons. Despite very limited resources and a decentralized population, the

region has managed to place free-access colleges within almost as large a proportion of its people as is true in the wealthier and more centralized West. This has come about through the use of widely different models. The comprehensive junior colleges of Florida, the technical education centers of South Carolina, the open-door senior institutions of Louisiana, and the university two-year system of Kentucky are good examples of this diversity.

Concerning the accessibility of higher education, the Southern region has two large problems--too well-known to belabor and too critical to dismiss. Racial segregation of institutions will necessarily hinder educational opportunity as long as it drains attention and resources from the development of relevant educational opportunity for high school graduates. And it is the limited resources and opportunities that constitute a second difficult problem. In spite of considerable progress in making higher education available to their youth, some Southern states still have a very low rate of college attendance.

Roughly half of the population in the Western United States lives near an accessible institution. This proportion is somehow lower than one might have expected, but it is important to recognize one other important characteristic of the West. Individual free-access colleges in this region are highly developed. They typically offer comprehensive programs, provide an array of community services, and attract large numbers of students. In this sense free-access higher education is particularly well developed in the West as compared to the Northeast. The extent of geographic variation is indicated by the percent-

age of new freshmen in each region who are enrolled in a free-access college: Northeast, 22%; Midwest, 34%; South, 50%; and West, 71%.

Organization and Opportunity

The nature and extent of interstate variations in accessibility are particularly important because this is the level at which public higher education is usually organized. To put it more explicitly, this is increasingly where broad policy is established concerning the type, location, and access characteristics of institutions. Considering that the general objectives of most states would presumably be fairly similar, there are remarkable differences in the scope of free-access higher education from state to state. This section comments upon the organizational character of those variations as they relate to the major issues outlined earlier.

The extent to which the population is covered by free-access colleges in individual states varies from 0 to 80 percent. In some states the accessible colleges are quite well situated in relation to the population; in others, where people live seems hardly to be a factor in the location of free-access colleges. What type of institution serves the free-access function also varies a great deal across states. In some states free-access colleges are coordinated through a detailed plan; in some organization is almost nonexistent. Finally, the states vary considerably with respect to the major problems they face in extending educational opportunity.[3]

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[3]As one would expect there has been considerable progress in the development of free-access higher education over the past decade. A

51-567 O - 71 - pt. 3 -- 6

Since attempts at statewide planning for educational opportunity are mostly rather new, it is improper to speak of state models of organization in any strict sense. There are, however, styles and approaches which characterize some states more than others. The four types of organization described below are concerned with the public sector because public institutions are subject to such organization, and they bear the public responsibility for educational opportunity beyond high school. In many states private colleges are included in state planning and coordination on a voluntary basis; obviously, the educational functions they serve in a state often have a pronounced effect upon allocation of state resources to public institutions.

Differentiated Organization

A differentiated form of state organization implies several types of institutions within a state, usually with little coordination among them. There are at least a dozen states which can be so characterized. They vary widely in the extent to which they provide accessible higher education. Examples include Wisconsin with its mixture of systems, Alabama with its numerous but somewhat uncoordinated junior colleges, and South Carolina with its extensive but partly unrecognized system of technical institutes.

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detailed study nearing completion by Richard I. Ferrin of the College Board's Access Research Office indicates that the number of Americans living near a free-access college more than doubled between 1958 and 1968, but that half of that increase was eroded by other factors, principally increasing selectivity of state colleges. A particularly valuable aspect of this study is the documentation it provides concerning the marked improvement in some states which have purposefully organized their systems of higher education to expand educational opportunity.

While we are witnessing a marked increase in statewide coordination generally, this does not necessarily mean that fewer states will have a differentiated form of organization. It seems likely that some states will develop different parallel systems only loosely connected with one another. The recent extensive development of postsecondary vocational education outside the framework of higher education is the best current example (Swanson, 1968). This form of differentiation bears unfortunate resemblance to tracking in secondary schools.

A primary advantage of the differentiated form of higher education is the freedom it allows different types of institutions to develop their own strengths, without the in-fighting and status problems which can result when one institution serves multiple functions. Some major disadvantages affecting educational opportunity include inadequate local program alternatives for the student, difficulty in the development of coordinated guidance systems, and lack of flexibility in transferring among types of institutions. In some areas there is increasing social pressure against attending second class (different) institutions. This may inhibit intentional development of specialized parallel systems.

This differentiated form of organization seems likely to spring up in a vacuum--either an interest vacuum or a power vacuum. There have been numerous examples of the former when new types of institutions have developed out of societal pressure and the indifference of existing colleges. Educational opportunity is extended over the short term but educational Balkanization may be the long term result.

The power vacuum may be developing in some states where the statewide coordinating body lacks sufficient legal sanction to insure adequate coordination among parallel systems. For example, serious transfer problems in California suggest that that state has some of the symptioms if not the disease (San Francisco Chronicle, 1969).

Homogeneous Organization

A homogeneous form of state organization characterizes some 8 to 10 states in which there is relatively little differentiation or coordination among institutions. In a sense we are dealing with a state of affairs as much as a model. In these states the diversified senior institution is the predominant type of college. They may be largely free-access as the state colleges of Arkansas, or moderately selective as the public institutions of South Dakota. Indiana illustrates an important variation of this type of organization--the extension of senior institutions by means of branches. This represents an organized effort to extend opportunity through minimizing geographical barriers, but the access characteristics and programs of the branches are otherwise similar to those of the parent institution. A noteworthy finding was that most branches throughout the country were not free-access; we shall come to an important exception.

This homogeneous form of organization may ultimately encourage each institution to serve a broad range of scholastic and societal functions. But this would be an extremely costly development and there is some doubt that present undifferentiated senior institutions and their branches are likely to expand educational opportu-

nity in the immediate future to the extent that other models can. In most of these states the colleges typically admit upper-half students, and there are relatively few free-access institutions. Furthermore, this model gives limited attention to students not interested in traditional higher education.

Hierarchical Organization

Without doubt the wave of the 1960's has been the California model. This hierarchical form of organization has three basic characteristics which bear upon educational opportunity. First, it is a differentiated multi-level system. Its community college base has a societal orientation with respect to access and programs. Its university top layer has a pronounced scholastic orientation. Second, there is a commitment to provide ready geographic access at low cost to as large a proportion of the population as possible. Third, the overall system is coordinated with respect to objectives, programs, transfer among units, etc.

Some 15 states have incorporated this general form of organization; an additional 10 or so are moving in this direction. Since a model is not easily imposed upon existing institutions, there are naturally many compromises and variations on the hierarchical form. Also, there are a number of conscious variations. One of the most important with respect to educational opportunity is the upper division institution which receives all of its students as transfers from two-year colleges. This Florida experiment is being repeated in Illinois; both states are prominent in the development of the hierarchical model.

In its full expression the model is designed to integrate the societal and scholastic functions of higher education. For that reason it has highly significant built-in strengths--so many strengths in fact that it becomes particularly important to recognize its weaknesses. The community colleges have experienced serious difficulty in creating genuine opportunity for fulfillment of diverse interests and talents. This problem is evident in low enrollment in career programs and high attrition generally (Florida Research Council, 1969; Coordinating Council for Higher Education, 1969). Inadequate space for transfer students in senior institutions has become very serious in some areas and is likely to become more so (Willingham and Findikyan, 1969). And the model has yet to develop fully the community ties necessary to insure reliable financial support, provide extensive work-study relationships, and generate truly diverse institutions.

It seems inevitable that variations of the hierarchical model will continue to characterize emerging state plans. It is regretable that part of this movement is due to the wrong reason--a not uncommon assumption that the community college is an inexpensive way to buy off large responsibilites. In truth the community college probably represents a farsighted wedding of ideology and practicality in the progressive move to a greatly improved but far more expensive form of community higher education.

Integrated Organization

A final form of state organization closely related to the hierarchical model is the integrated system found in only three states--

Alaska, Hawaii, and Kentucky (New York is a doubtful fourth.). The important feature is the fact that comprehensive community colleges are organized as branches of the state university. This form of organization furthers societal objectives in a system which places priority upon governance, control, and integration of resources. But it may give up a good measure of initiative and diversity which local autonomy implies.

This model is important because it represents a ready organizational alternative to the hierarchical plan. And it is an alternative which may be seized in response to social pressure on admission policy. For example, the City University of New York has developed what is probably the nation's most comprehensive master plan for urban education (Board of Higher Education, CUNY, 1968). Its recent policy adjustments seem to have moved from a hierarchical toward an integrated model. This type of model also bears watching because it has the potential for improving upon the hierarchical plan or, in some states, perhaps moving in the other direction to a more orthodox system of university branches emphasizing scholastic functions.

A Final Impression

From a societal viewpoint the matter of educational opportunity is for many students a question of:

. whether there is a local college
. whether it is accessible
. whether it has relevant programs
. whether its programs lead to educational-vocational opportunities

With respect to the latter two points, there is ample reason for doubt and concern but inadequate facts. Concerning the first two points

there is direct evidence of substantial deficiencies in accessible higher education throughout the country, serious inequities among cities and states, and harmful lack of coordinated planning in many states. These are basically problems of organization and resource development at the system, state, and national level. The job, for state planning bodies in particular, is to:

- collect systematic information in order to monitor access, inform the public, plan programs, and justify expenditures
- coordinate programs in order to broaden opportunity, reduce undesirable overlap, and insure educational relevance and continuity
- provide the forum and the leadership which will further social, fiscal, and educational responsibility in the public interest

We have referred to the state's legal responsibilities regarding educational opportunity. There seems little doubt that states have vastly greater social and educational responsibilites than they have yet accepted. With mounting costs and public involvement, it seems inevitable that there will be tremendous pressure to further organize the coordination and planning of higher education at the state level. Hopefully, there will be new models with improved characteristics and constructive alternatives to present limited forms of organization.

Many bridle at the whole message, feeling that the emphasis on societal objectives is doing great damage to higher education. This seems very likely true when such objectives are channeled into campus radicalism, precipitous reconstitution, and academic anti-intellectualism. It seems very doubtful, however, that there is any turn-

ing back from constructive movement toward expanded societal goals and greater efforts to serve larger numbers of youth and adults. A major problem is to enlist all available interest and talent in promoting societal objectives in ways which will preserve scholastic strengths.

During the sixties the country became committed to mass higher education. The seventies seem likely to be a critical period when second generation state planning and coordination will take hold and become entrenched in most states. It is hard to overstate the importance of this institutionalization of state organization. It is critical that it proceed in ways which will serve social ends but avoid bureaucratization, the stifling of institutional initiative, or constriction of individual choice. We seem certain to live with tension and compromise. In order to extend educational opportunity, it is vital that statewide planning work--but not too well.

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Dr. GLEAZER. Unfortunately in many States, community colleges has just "growed like Topsy" and the planning assistance S. 1033 provides would help them assess what they have done and where they should go from here to improve their community college systems.

Many States have neither well formalized postsecondary technical education nor community college systems. Planning money would encourage these States to tackle these needs. And even the States with well developed community college systems and operative State master plans could make excellent use of the planning grants.

We hope, Mr. Chairman, you can tighten and refine the language relating to State administration, section 102(1) and section 203(a)(1) of S. 1033 which require that a "state agency which is representative of all agencies in such state which are concerned with post-secondary education will be the sole agency for carrying out such purposes", are loose and vague and may lead to problems in two sets of circumstances.

First, if the Williams bill is adopted setting up a program specifically for community colleges, the above requirement would set up a duplicate administration in States which now have State community college systems. Many community college leaders have suggested to me that it would be better to provide for State plan administration by assisting the State community college boards where they now exist.

Second, if, on the other hand, an approach which is suggested in the Green bill, H.R. 16098, were adopted, setting up a program for community colleges and technical institutes, State administration would be vulnerable to the rivalry which unfortunately exists in some States between area vocational schools (which appear to be admissible under the bill's definition of "community colleges and technical institutes") and community college systems.

This makes the appointment of the "sole State agency" a rather important matter to ensure that this is truly representative of all interests. I would suggest that appointment by the State's governor would in most circumstances best ensure the needed objectivity.

Incidentally we prefer the definition of "comprehensive community college" in the Williams bill over that in the Green bill. Your bill requires that the eligible institution offer associate of arts and vocational-technical programs while the Green bill makes this an either or proposition.

While the Green version would make a greater number of institutions eligible under this program, the thrust of the Williams bill toward comprehensiveness is I believe a good one, and would encourage States to ensure that both educational options are available to all students in all areas within the State.

And we hasten to add that the planning title is a matter of greatest urgency and should be enacted this year, even if it should prove necessary to carry other elements of the bill over into the deliberations of the next Congress.

The third great tool, and the real heart, of your bill is the generous funding it provides to implement relevant programs. It is an

honest recognition of the fact that the needs have reached massive proportions.

We might point out that the Green bill has offered a convenient method of disbursing money to and within the States based simply on full time student head count. This method should encourage the states to develop an adequate supply of post-secondary educational facilities to service their populations.

However, many junior college leaders have suggested to me that it would be better to base the funding on $100 per full-time equivalent student, rather than on $100 per full-time student, since a most important function of community colleges is to provide educational services for part time students, and these should be included in the accounting.

And fourth, Mr. Chairman, your bill provides for an agency in the Department of Health, Education, and Welfare to staff and program all of this effectively. We have reluctantly concluded that community colleges will never receive systematic and equal treatment in Federal programs until they have not only the separate programing and separate funding your bill provides but the separate agency within HEW to do the work, and to be held accountable.

We know that it is theoretically possible for the department to realign personnel and implement such changes without legislative action. But this simply has never happened and it is not happening now.

The administration has given strong advocacy to new support for community colleges, but in the last 18 months, no significant shifts in existing staff or structure have been made to treat long standing and well recognized needs.

We think it is fair to say that a strong component for junior colleges simply cannot be built out of existing staff resources.

One is that so few personnel now with HEW are actually seasoned in junior college work. More important still, the present OEO staff is spread so thin keeping up with on going business it should not be spread further to cover a bold new program for community colleges.

We would thus suggest that you authorize a substantial number of new slots for OE to staff the program, including at least 10 super grade positions to make the operation competitive for top talent on the education market.

We also suggest that at least half of any slots programmed for the junior colleges be placed in the 10 Regional Offices of HEW so that these personnel can ride circuit with the junior colleges and really get to where the action is.

If you cannot complete work this year on the Comprehensive Community College Bill we hope that the Congress can go at least as far as to increase the set asides for the new junior colleges in various Federal programs—or as still another alternative, simply to authorize a separate line item for junior colleges in the appropriations section action on every program these colleges are eligible for.

This latter alternative has simplicity and flexibility, and it would permit junior college needs to seek their own level in the appropria-

tions process, without tying them to arbitrary and easily outdated set asides.

We merely suggest that this be considered.

In our comments of last year to the HEW task force, we have identified some of the lager set asides we see as proportionate to community college growth. Those comments are appended to this statement.

(The document referred to follows:)

AMERICAN ASSOCIATION OF JUNIOR COLLEGES, *May 20, 1969.*

To: THE JUNIOR COMMUNITY COLLEGE TASK FORCE—
UNITED STATES OFFICE OF EDUCATION
From: THE AMERICAN ASSOCIATION OF JUNIOR COLLEGES
Subject: "The Potential of the Community Colleges"

I. TRENDS

The community colleges are a product of American tradition: the child of demand. They ride a boom that in large measure expresses a nation's rising hopes of universal opportunity in higher education.

Those hopes are clearly evident in the magnitude of the boom:

New two-year public colleges are opening at the rate of more than one a week. This has been the average for the last five years.

The two-year colleges, public and private, now exceed 1,000 in number, and serve more than two million students. (Note Appendix A)

They cover all 50 states, and some 350 Congressional districts.

The nature of the institution reflects the same hopes:

Accessibility is a common hallmark. Community colleges feature low cost; some are tuition free. With few exceptions, students live at home and commute to the campus.

Admission standards are very flexible. More and more are "open door", taking all applicants 18 and older who show they can profit from post-secondary study.

More and more are comprehensive, giving students increasing options to pursue vocational-technical careers, or to move on to university work. American Junior Colleges (7th Edition) shows 200 different occupational education programs available in two-year colleges.

In stronger urban colleges, black and minority enrollments are large and growing: e.g., Chicago City College (eight campuses) now 43 percent black; Community College of Baltimore now 29 percent black (up 17 percent from two years ago); Kansas City Junior College, 20 percent black; Community College of Philadelphia, 31 percent black; Portland (Ore.), 14 percent; Cuyahoga (Cleveland), 15 percent; Laney (Oakland), 29 percent; Merritt (Oakland), 40 percent; Los Angeles City College, 27 percent. (Note Appendix B)

A striking feature of the boom is its grassroots quality. Local leadership and local resources have been central propellants. Federal programs have made only a belated and relatively small contribution—compared to the federal contribution to other segments of education. By OE's own figures, community colleges are drawing significant aid from only a handful of the more than 50 OE programs they are eligible for: e.g., their share in facilities grants running 23 percent, in construction loans 10 percent, in work-study funds 15 percent, in EOG funds just 4 percent, in research only a fraction of 1 percent.

By the same token, local flavor characterizes the community college mission, which defies single definition but often stresses community service. *Changing Times* summed it up well: "It's a place where employers can find trained help and even cooperate in the training. And it's a place where students can sort themselves out into academic semi-professional and other types of programs that best suit them."

The Kerr Report calls for the construction of 500 more urban community colleges by 1975. Based on the current expansion trend, AAJC gives a conservative estimate of at least 350 more two-year colleges by 1975. (Note Appendix A) The Pifer Commission's Report to President Nixon stresses the significance of this growth:

"The junior college, being nonresidential, costs considerably less to attend. It is, therefore, an important institution in regard to increasing equality of access to higher education for disadvantaged students . . . (and) providing learning opportunities for the entire adult population of the surrounding areas. This is a development of enormous potential importance to the quality of life for many Americans."

II. Issues

Many problems attend the boom. Two-year college staffs are certainly more conscious of institutional shortcomings than their critics are. In our minds, three issues are paramount, and hold the keys to most other problems.

1. Demand considerably exceeds the available educational opportunity beyond high school. In most instances, colleges at all levels are so pressed to assimilate and serve present student loads that they risk weakening existing programs when they start services to the disadvantaged.

2. Educational opportunity beyond high school is poorly distributed. Only a few states—e.g., California, Florida, Illinois—are approaching true accessibility for the student who lives at home. Of the 130 larger American cities, just 77 have two-year public colleges; the other 53 have no community college campuses within city limits. (See Appendix C)

3. Resources in both money and people presently available to meet the first two issues are grossly inadequate. If enrollments in the two-year colleges more than double in the next six years—our conservative estimate is 4.2 million students by 1975—the colleges will have to more than double their present aggregate of 95,000 professional staff (85,000 faculty), which does not adequately cover present needs. (Note Appendix D)

Mounting demands for student personnel and community services can only be met effectively by a larger relative complement of professionals.

These towering unmet needs embrace a host of smaller issues, such as:

What organizational changes will be tried at HEW to increase two-year college participation in federal aid programs?

How will the colleges develop staff specialists (including proposal writers) to project themselves more forcefully into federal programs, community support, services to the disadvantaged, etc.

Who will assert the leadership to eliminate costly duplications—e.g., area vocational schools starting courses that compete with nearby community colleges, and vice versa?

How can rising costs be met without making tuition prohibitively high? What are additional sources of local support the two-year colleges might tap?

What is the responsibility of the private two-year colleges in extending educational opportunity? How can private colleges be assured full consideration of their services in comprehensive state planning?

How can credit losses and other barriers be minimized for the transfer students?

Can the four-year schools absorb a growing transfer load?

What is the two-year college's responsibility for adult education?

How will they finance new programs to help poor applicants who cannot pay?

How can work-study programs and off-campus employment be tied more often to the students curriculum? Where such work is relevant, can credit be given?

III. Meeting the Need

Only through sweeping changes in both programs and organization in HEW and OE can the two-year colleges reach parity in federal programs for higher education. Such changes can go far toward meeting the expectations and issues cited above.

A. Legislation

1. Williams Bill (S. 1033). Like the Task Force, we wholeheartedly support the general intent of S. 1033. It provides a good base on which to build the increased support of community colleges which the Administration has indicated as high priority. The provision for comprehensive state planning for two-year college development represents a vital step. Such planning is essential and urgently needed if the states are to maximize opportunity in post-second-

ary education and balance their utilization of resources and facilities, public and private.

We feel several modifications would improve the bill:

a. States should be given greater flexibility in their choice of an agency to do the planning and administer assistance provided in the bill. We would like to see broad participation, representing a wide range of community interests, i.e., the professions, labor, business, all levels of education, public and private, in the development of the master plans within the states that have not yet formed comprehensive two-year college systems, with provision for public hearings on the master plans before they are adopted.

b. The formula for the distribution of assistance should be revised to give greater weight to the element of need. Perhaps it could be based on the population 18 and over who live in poverty.

c. The Bureau of Community Education proposed in the bill is the agency to administer all federal programs helping two-year colleges would be unnecessary, if the Secretary and Commissioner adopt the Task Force's original proposal of a new Office of Junior and Community College Services, and substantially increase levels of junior college participation in current programs.

B. PROGRAMS

Additional legislation will be needed to bring the levels of junior college participation in existing programs in line with Administration priorities and make them consistent with present educational growth trends and pressures. Amendments are urgently needed to rectify arbitrary features in two programs.

1. The five-year requirement in the Developing Institutions program should be reduced or eliminated. Congressional committees may balk at the idea of eliminating it. But a strong case can be made for at least reducing it to three years. The return on the federal investment would be much greater if the help were available earlier in the colleges' development. New language should be drafted to define eligibility. Present intent is very fuzzy.

2. The maintenance-of-effort provision on library assistance should be modified to exclude new colleges. The provision should apply only after the college is at least three years old.

Other program changes we recommend closely parallel the Task Force's own original recommendations.

1. Student Financial Aid. The state allotment formulas are arbitrary and inequitable, and should be eliminated. Need should be the controlling yardstick. The current crisis in student financial aid, perhaps a contributory factor in campus unrest, demonstrates the need for common forward funding of these programs.

As explosive as the campus climate is today, only great harm can come from letting the allocations bounce up and down like yo-yos from year to year.

Student aid should be distributed in institutional blocs combining EOG and work-study funds to allow the colleges greater flexibility in fitting the approach and the resources to local needs. (See Appendix E)

2. Facility Grants. A new Title IV should be written as separate authorization for the two-year college construction grants, and the amount of this authorization should be equal in size to the amount covering grants for other institutions, which would run $468 million each, if the current authorization were divided on a 50–50 basis. The backlog of community college construction needs is pressing, and easily merits the 50–50 approach.

3. Construction Loans. We also support as equitable and urgent the task force's original proposal to earmark 33⅓ percent of the loan funds for two-year colleges. We also urge that any reserves at the end of the year be left free to flow wherever demand directs—either to two-year or four-year institutions.

4. Undergraduate Equipment. Again we strongly support the Task Force's original recommendation of a 50–50 division of the resources.

On Division of College Support programs, we believe 25 percent of the funds should be allocated directly to two-year colleges for: (a) Developing Institutions; (b) Education Professions Development; (c) Networks for Knowledge. (Note Appendix F)

On Cooperative Education, we urge that a 50–50 division of resources again apply. Community colleges are particularly suited to the needs of students for

which the Cooperative Education program is intended. Two-year colleges would be grossly shortchanged by anything less than a 50–50 formula.

On research, the budget should reflect the fact that many larger junior college districts now have the competence to do basic research. (Gaps in pertinent data to support this task force inquiry demonstrate the crying neglect of basic research in our area. AAJC has long strived to collect information and keep it current, but with the field now covering more than 1,000 colleges and more than two million students, the need can be met only with much stronger federal participation.) We propose that not less than 10 percent of the funds be earmarked for research by the two-year colleges.

In vocational education, despite the 1968 amendments, junior/community colleges are not yet drawing the full benefits set out for them. First, in some states, junior colleges are not given the representation on state advisory boards that the modified law requires. Second, money is still withheld in some states from the junior colleges, and diverted to vocational schools. Through lack of planning, some states show wasteful duplications; in other instances, junior colleges are given the considerable responsibility for technical education that the law intended and are equitably funded. (See Appendix G)

There is a crying need for full data from the states on how the vocational education money is actually being distributed within the states. HEW should demand this information. In fact, OE would strengthen the programs by collecting and publishing this data. Disclosure could produce fuller and fairer use of the resources in the less responsive states.

C. ADMINISTRATION

The Office of Junior and Community College Service, as originally outlined by the Task Force, would be a strong step toward closing the organizational gap.

We urge that the man heading the Office have the title "Deputy Assistant Secretary and Director of the Office of Junior and Community College Services." We feel he needs Departmental standing if he is to achieve full utilization of two-year colleges in Allied Health, Manpower Development and Training, and other HEW programs outside OE. The strength and influence of this Office will depend heavily, of course, on the competence and experience of the director and deputies selected at the outset to organize and develop it.

D. NATIONAL ADVISORY COUNCILS

Advisory councils that assist and guide federal programs show few junior college educators as members. More persons representing the junior college field should be placed in these councils. (See Appendix H)

E. INTERNATIONAL EDUCATION

Federal programs have virtually ignored the junior colleges' potential in international education. Under the Fullbright-Hayes program (Overseas and Foreign Language and Area Study), they have received a mere .5%; under NDEA Title VI (Language and Area Centers, Fellowships, and Research), only .2%. Nor do they benefit much from the Teacher Exchange Program or Comparative Education Studies and Services program (figures not available). As the last formal schooling for countless citizens, the two-year college provides an excellent opportunity to help them understand the world and their place in it.

Junior/community colleges are ideally situated to:

orient many thousands of students, young and old, to the world community through language and special area studies.

help train teachers of the foreign-born.

assist foreign colleges in developing curricula through teacher exchanges.

assist other nations in developing technical education.

tap the many talents and resources within immigrant and other well-traveled families in the American community in language and area studies as well as cultural enrichment programs.

conduct experimental programs and research to build an international emphasis into general education.

develop area studies at the undergraduate level.

orient foreign students to American education and life.

The relevance of the community college concept for developing nations should be widely explored. It would be very timely for AID, the Department of State, HEW, and the White House itself to expose this uniquely American institution to other countries that want to broaden educational opportunity and increase social mobility for their people.

IV. FUNDING

Candor and concern compel us to add the unsolicited comment that, in our judgment, both colleges and government face further mounting unrest and grief unless overall federal support for education is sharply increased. There is a serious imbalance between the aims and priorities reflected in the Task Force's initial report draft, as well as in the public statements of the Secretary, the Administration, and their education advisors, and the present budgetary commitment to education.

While the plight of the cities and the rising demand for universal opportunity in higher education, as well as the present momentum in two-year college construction, lead the public to think that another 500 community colleges will open their doors within the next eight years, the $43 million which the Nixon budget provides in construction grants would fund the equivalent of only six or eight new campuses, if federal funding should run 50 percent of cost. (Ten million dollars is now considered rock-bottom as start-up cost for a comprehensive two-year college. For urban campuses, the figure runs much higher.) (See Appendix I)

We would like to see all existing programs for education fully funded—we think this runs at least as much in the national interest as, and provides greater long-term security than, increased arms outlays.

We think what Senator Case said in April about New Jersey's plight applies equally to the national picture:

"In New Jersey last year, only one of four applications for federal aid was approved. And many institutions did not even file applications because they felt it was hopeless. New Jersey State Education officials estimate that 10 times as much federal aid as was available could have been used in our state alone.

"New community college programs among other education bills have been introduced in the Congress this year. Many of the proposed measures are needed and I am supporting them. But it is obvious to me that our greatest need is to provide adequate funds for the programs we already have.

"And as a member of the Senate Appropriations Committee, I intend to work for adequate funds for the vital education programs we already have on the books. I know of no better investment for the nation."

Dr. GLEAZER. Continuation of these set asides would assure community colleges an adequate share of Federal funds, even though it would not give them the flexibility they would gain through separate legislation.

Moreover, if the Congress should see fit to act favorably on the administration's recommendation for a national foundation for higher education, at least 25 percent of the funds and 25 percent of the staff slots should be reserved for community colleges so that really traditional problems will not be regenerated in a new structure.

It is significant, Mr. Chairman, that your bill has attracted strong support in the House after it was introduced in identical form by Congressman Thompson of your own State as H.R. 8200, with scores of cosponsors.

And of course, some key provisions of your bill were picked up in the Omnibus Post Secondary Education Act, the Green bill H.R. 16098.

I want to emphasize the point that if community colleges continue to suffer for lack of support—if they are short-changed again and

again in the Federal programs, as they have been in the past, all of American higher education will suffer.

The role of the 2-year colleges as feeder institutions and distribution centers grows every day, in both net and comparative terms.

More and more, the senior colleges accept the fact they must gear their services to the graduates of the 2-year colleges.

In the academic year now ending, roughly one-half of all freshmen, full time and part time, started their college careers on the 2-year college campuses. Some of the more progressive States with strong community college systems have moved far above that figure.

In California for example, nearly 80 percent of the freshmen now start college in the community colleges.

No one sees this as a static pattern. In varying degrees, most of the States are headed in the same direction. Today's open door could become tomorrow's closed opportunity for young America. We hope you, the Congress, and the administration will not let this happen.

Now, let me conclude by a look ahead.

Senator YARBOROUGH. May I interrupt, Mr. Chairman, regretfully, but I am a member on the Senate-House conference on the Post Office, and I have to go there.

As one of the coauthors of this bill, I strongly support it. I have been a member of this education subcommittee since 1958 and worked on all of thsese educational bills since, and even before I became chairman of the full committee.

I want to say, Dr. Leo, that I regret I will not be here while you read your testimony. I have read it. I note the average age in your community college in Dallas is 26 years of age. It is far above the average, but it strengthens what Dr. Gleazer said about how they reach people who have not been to college and give them new opportunities.

At the time we passed the National Defense Education Act in 1958, there were slightly over 1,600 colleges in the United States, junior and senior. The last data that I saw 2 or 3 years ago that total had grown to some 2,300. Do you here have the latest data on that?

You have the figure in your statement here, Dr. Gleazer, that there are 1,038 junior colleges and community colleges combined.

Dr. GLEAZER. Yes.

Senator YARBOROUGH. At the time we passed NDEA in 1958, out of those junior colleges, only about 110 had any students loan funds. The Government put up 90 percent of the loan funds under NDEA and now over 1,600 had student loan funds.

We have more universities and colleges with student loan funds than we had in universities and colleges in the whole country in 1958.

The National Defense Education Act of 1958 was the first breakthrough act in Federal education legislation. The aim we had was to double college enrollment in 10 years. A lot of people said it was fanciful. Now we have close to 8 million students in junior and senior colleges after 12 years.

I think we ought to open up the colleges and make them available. You have spoken of the blacks, as one minority ethnic group who are the most educationally disadvantaged in our nation. Another large group is the Mexican-Americans.

In my State, the average black has 9 years of education, and the Mexican-Americans 4½ years. They have been because of the language barrier and economic regions virtually shoved out of the educational system. One of the business colleges we have is the San Antonio Junior College, which many view as the finest institution of higher education for the Mexican-Americans in Texas.

The real enrollment is large in other colleges and such as the Pan American College in Edinburgh, which is also a senior college, and A. & I. university. Some of those are senior colleges. But the community college movement is needed worse, I think, there than anywhere else.

Dr. Leo, I have been surprised at how slow the junior college has been in coming to Dallas, probably the richest county in the State in terms of commercial wealth, and I note with interest that your plan includes one in the center of the city and four in each region, with 2 more to open in September.

I congratulate you on it. When you get a new junior college, don't want 2 or 3 years before you build a building. Do as you did, get vacant buildings, open them up and get the school started. That gives you an added presence in the community.

I congratulate you, all of you. I am honored to be one of the cosponsors with this able Senator from New Jersey. Congratulations to you, Senator Williams, for pushing this bill which is so badly needed.

People leave the rural areas and come into cities. They are not trained to hold jobs, and I think this is one of the badly needed movements in education, badly needed federal help.

You have shown in your statement, one or the other of you, Dr. Leo, how this Federal participation has declined. We have had a lot of promise and not much fulfillment.

Thank vou gentlemen, and thank all of you who are backing this legislation. Down in my State, I have supported this kind of legislation. It is what some call do-gcoderism and giveaways.

This is the kind of education this country needs. Thank you for fighting with us.

Senator WILLIAMS. Thank you very much.

Dr. GLEAZER. Senator, may I express our gratitude to you for your distinguished contributions to education?

Senator YARBOROUGH. Thank you very much.

Dr. GLEAZER. Abundantly clear in all I have said, I hope, is our strong feeling that our greatest growth, and our severest tests are still ahead of us, and so I want to close with a few thoughts on where I think this institution is going—not where it has been.

For I am convinced that having established firm foundations for this made in America concept, we are now at a turning point. This Nation's community junior colleges are on the threshold of new opportunity for service.

Their new opportunities are to further fortify and enrich life in their communities. Not just a few, or even several segments of the community, but all of the community. Our institutions have built a solid base for reaching out in new directions.

They have demonstrated potential for responding to a variety of needs, a broad spectrum of abilities and interests, and they have moved a long way toward democratizing opportunity for education beyond high school.

But this is not enough in this time of crisis and change if these colleges are to realize their full potential.

They are perhaps facing—becoming unifying community forums as well as learning centers, counterbalancing the ethnic and social strains so evident in society today.

To do the job certainly more community colleges will be needed. I would point out however, that public interest in these institutions in the next decade will not be captured by dramatic growth, but by ways in which the 2-year colleges relate to man's compelling problems.

If these colleges are to realize their full potential, then they must provide still more programs that relate specifically to community life; programs that will pertain to improvement of the climate for living as well as fulfilling for the individual.

They must emphasize people. Programs must concentrate on human services; environmental control; public service; social involvement; political understanding.

I do not suggest for a moment that the community college is the panacea for all the social and economic ills of this country. But it can be a force in cities, towns, hamlets, and on reservations, to help bring the elements of society together in resolving the problems and pressures.

There is no healthier, more progressive mix of Americans than that which the community colleges campuses embrace.

I submit that is so because these institutions are accessible to the many as well as to the few—that they recognize the needs of individuals rather than of masses.

I have said that these colleges are at the turning point. They have done some things very well. They have provided the starting point for many young people who might otherwise never have seen the inside of a college classroom.

They have provided training that has led to worthwhile occupations and individual self-fulfillment at the same time filling national manpower needs.

They have given adults opportunity for educational and cultural refreshment, for upgrading and retraining. They have provided hope where there was no hope. They have fostered understanding of what it means to be good citizens.

Now, however, as we enter the 1970's, the community college role expands anew. As society faces the staggering problems of poverty, environmental pollution, stress, crime and delinquency, and even the problems of affluence, these institutions may well become the nexus for community action.

I would be less than candid if I could say here today that I know

how the community colleges may fulfill the great promise they hold.

But we expect to find out. Next fall I will be on leave from the American Association of Junior Colleges to direct a national appraisal of junior and community colleges—with the end objective to come up with recommendations whereby these institutions may meet the needs I have described.

This effort is supported by a generous grant from the W. K. Kellogg Foundation, one of the foundations which have led the way in recognition of the potential of the community college.

This study with other research can help give us the direction and guidance we need to chart this new course for the community college.

The course will not be an easy one. It is likely that a major requirement for the future will be willingness, yes eagerness, on the part of the colleges to change. There may be need for new structures of governance, new administrative styles, new support patterns.

The job ahead will require concerted leadership. It will require renewed efforts in statewide planning—a part of your bill again reinforced, by the way, by the Carnegie Commission.

This effort will demand teamwork by Congress and the administration on funding of programs, on aid to students, construction and planning. Some excellent beginnings have been made.

We look to this Congress and this administration to see to it that the future is one of hope, not despair; one of reality, not empty promise, for the millions of Americans who will benefit from the community college of tomorrow.

Again, we thank both you, Senator Williams, and Senator Pell and the subcommittee for making this hearing possible. We are confident a useful record on the community colleges will be made as a result of it, and we express the hope that these 2 days of hearings will be followed by field hearings where this distinguished committee can see firsthand some of our progressive campuses in action.

We also want to add another word of thanks to Senator Pell on his legislation to strengthen the student-aid program. We think his approach is superior to the existing programs and thank you again, sir.

Senator WILLIAMS. Dr. Gleazer, that is a magnificent foundation on which we can go on and build this program of necessary assistance to the community colleges.

It is a great statement.

I will say that my preparation and my homework for your appearance here today was complete. My followthrough was not. I got in about midnight, driving down from New Jersey, and there was the information on my desk, and frankly after a long drive, I was not up to it.

Dr. GLEAZER. I can understand that; there are no pistures in it, either.

Senator WILLLIAMS. We will come back to questions after we hear the statements of the other panelists.

Dr. Albert Canfield, director of the Washington State Board of

Community College Education, and national chairman of the National Council of State Directors of Community Junior Colleges.

Dr. Canfield?

STATEMENT OF DR. ALBERT A. CANFIELD, CHAIRMAN OF THE NATIONAL COUNCIL OF STATE DIRECTORS OF COMMUNITY JUNIOR COLLEGES AND DIRECTOR OF THE WASHINGTON STATE COMMUNITY COLLEGE EDUCATION

Dr. CANFIELD. Thank you very much, Senator Williams. On behalf of my associates in both the State of Washington and in the National Council of State Directors, we would like to take this opportunity to publicly commend you as an individual for your great, sincere dedication and interest in community college legislation. It is a great honor for us to be in your presence.

From a broad viewpoint I have contended for some time that the Nation's community colleges find themselves in a highly improbable if not impossible situation.

They are in an improbable situation because it would be very difficult to predict that such a major and well-established element of our educational structure could exist for such an extended period of time growing at such an astonishing rate, providing such extensive post high school educational opportunities to so many millions of Americans, while being virtually ignored in Federal education legislation.

My fellow State directors have acute continuing day-to-day opportunities to perceive the vital and unique role and function of the community college.

The community college is the best chance for many Americans, the only chance for hundreds of thousands of others, and the badly needed second chance for thousands more, old and young, who have been disappointed with other educational programs.

The community college is a distinctive American institution and our people's brightest hope for post high school education democratization. One of my purposes here today is to convey the urgency of community college circumstances. That urgency is apparent if you will examine the community college in both its ideal and its real context.

The comprehensive community college provides some educational experience like a 4-year college, some like high school and some programs like a technical institute or vocational school.

These similarities combine to make it a uniquely powerful educational institution.

Part of that power is expressed in our continuing conviction that the community college's period of adolescence is over, that the period of emancipation is here. Frankly, we tire of our role as little brother to the 4-year colleges.

Something over 2 million of us feel that our service, our size, and our circumstances clearly justify an emancipation, like that proposed in Senate bill 1033 or what we have come to call the "Williams bill."

Let me identify some of the reasons why we feel such a sense of urgency in this matter and why we appear then so impatient and uneasy to win an identity of our own.

B. Lamar Johnson, professor of education at UCLA, has written that the ideal of a democracy is to permit each individual to be educated to the level of his highest potential. He also points out that we, as individuals, differ widely in both the level and type of our abilities.

If a democracy is to achieve its educational ideal, educational opportunities must be provided which meet the requirements of people of widely varying abilities and circumstances. I know of no clearer or more precise statement of the purpose and role of the community college than that.

K. Patricia Cross of the University of California's center for research and development in higher education, has pointed out that two social forces stand out above all others in creating a distinctive identity of the community colleges:

No. 1, the demand of an increasingly egalitarian society for the demonstration of higher education; and

No. 2, the need of a technological society for a better educated citizenry. In combination these pressures have culminated in a national commitment to universal postsecondary education.

To accept this goal however, is to accept the responsibility to provide meaningful education for all who wish to continue their education.

Frankly, the acceptance of the responsibility to serve all persons—regardless of their social, cultural, or educational background—with relevant, low-cost, high-quality education has brought the community college a widening recognition as a truly comprehensive institution and the well deserved title of "people's colleges."

High school students have been historically sorted into three groups. First, there have been the higher performance students who are actively encouraged to pursue a program in a baccalaurate granting institution.

Second, those students performing at a lower level or who lack the economic means to go to a 4-year college, are encouraged to enroll in technical institutes, private schools, and similar short-term programs designed to provide the individual with a job skill.

Third, there are the millions of students in this country who have neither the counseling, the opportunity, or the finances necessary to pursue either of these courses after their departure from the public schools.

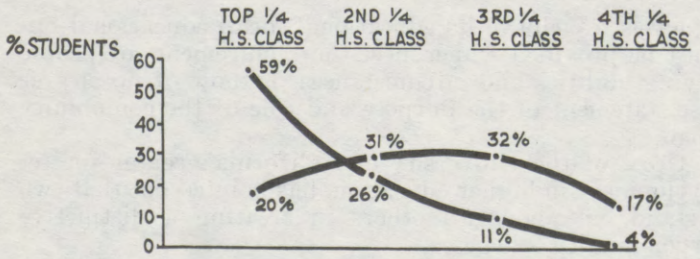
The community colleges serve all three of these groups, and others, through its open-door attitude and philosophy.

With your permission, Mr. Chairman, I would like to present a chart at this time which summarizes at least parts of Dr. Tillery's study.

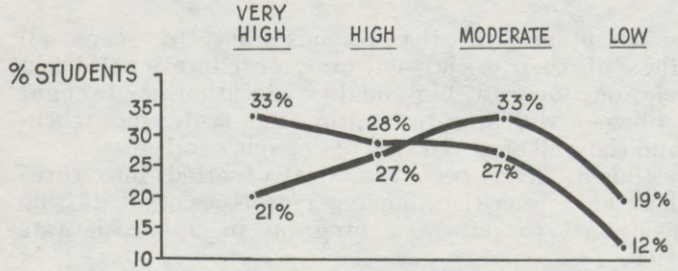
(The chart referred to follows:)

THE PEOPLE'S COLLEGE

STUDENTS - BY ACADEMIC PERFORMANCE



STUDENTS - BY FAMILY OCCUPATIONAL LEVEL



COMMUNITY COLLEGE STUDENTS

4-YR. COLLEGE STUDENTS

Dr. CANFIELD. In this chart, Dr. Tillery compares the academic performance of students in junior colleges and in 4-year colleges and universities. The blue line indicates the students in 4-year colleges.

He found that only 13 percent of the students in 4-year colleges came out of the bottom half of the high school class, while in community colleges, something on the order of 49 percent were from the lower half.

This could suggest to some people that the community colleges have low academic standards and similar unfortunate implications. That isn't the case. What it does suggest is that the community colleges provide an educational opportunity for all of the students out of the high school classes, rather than serving the academically elite.

The same studies also demonstrated——

Senator WILLIAMS. Repeat those percentages again, please.

Dr. CANFIELD. Pardon me.

Senator WILLIAMS. Give those figures again.

Dr. CANFIELD. Fifteen percent of students entering 4-year colleges and universities are from the bottom half, and in the community colleges 49 percent are from the bottom half of the high school class.

In the economic mix the differences are not quite as dramatic, but still indicate the same condition. On the chart, the red line is the 2-year institution, and it shows that 42 per cent are from moderate or low socioeconomic status.

The blue line shows that 19 percent of the students in the 4-year colleges are from the same economic group. That percentage could be much lower were it not for the wide array of scholarships available to students in 4-year colleges.

My feeling is that the 4-year institutions do have a substantially higher—I think that the State of Washington data supports this clearly—supply of money to provide access to educational efforts and opportunities for these unfortunately low-income groups of students than the 2-year colleges. Yet, in spite of that, the 2-year institutions have a higher proportion of students from this lower economic group than the 4-year schools.

My contention is that we serve a great, massive share of the population who otherwise would be denied postsecondary education, either on academic grounds, or economic grounds.

The differences in levels of scholarship support, plus the data which Tillery and others collect, makes me believe quite sincerely that the community college is the only institution of higher education that is both eager to and successful in meeting the needs of the nonelite.

I do apologize for not having national data, and as national chairman of the State directors, you might expect me to have this. At the moment we lack the resources to collect such important information.

My distinguished colleague, Dr. Martorana, has data from other States, but I would like to introduce this information to indicate what happened in the city of Seattle.

(The information referred to follows:)

POPULATION MAKE-UP

CITY OF SEATTLE [1]

MINORITIES*	12.2
CAUCASIAN	87.8

[1] DEPT. OF COMMUNITY DEVELOPMENT
SEATTLE, WASH.

SEATTLE COMM. COLLEGE ENROLLS. [2]

MINORITIES*	20.1
CAUCASIAN	79.9

[2] REGISTRAR
SEATTLE COMMUNITY COLLEGE

*(NEGRO, ORIENTAL, INDIAN, SPANISH)

Dr. CANFIELD. In 1968, according to the department of community development in Seattle, Wash., 12 percent of the population in the city of Seattle were minority groups, including Negro, oriental, Indian, and Spanish.

Data from the Seattle community colleges indicates that 20.1 percent of their students were from minority groups. This suggests a level of service to this segment of our population well above their occurrence in the population of the city of Seattle.

The opportunity to help these students, the economically less fortunate, and the academically less successful (who are normally considered outside the college quality zone), is the basis for the excitement and the stimulation that thousands of faculty and administrators in the community college field realize, and I know it excites you, and that is one of the basic reasons why you have stimulated and supported this kind of legislation.

For too many years the children of the economically, culturally, or geographically disadvantaged have been denied an equal educational opportunity.

Dr. Tillery's study, for example, has shown that 82 percent of the children of professional fathers are now attending college. Even more startling is the fact that over half of those children are enrolled in private colleges and universities. During the past decade, the great increases in college entrance have been from the high socioeconomic and ability levels.

The 4-year colleges and universities have just about reached the saturation point from this segment of society alone. The students of the future must be those who score lower on both measures of ability and socioeconomic status. The comprehensive community college continues to strive to maintain the lowest possible cost to such students while providing a comprehensive set of educational program options.

That is extremely difficult. Although 2-year colleges represent approximately one-third of the total post high school student population (a proportion growing dramatically each year), the community college's share of Federal student aid funds is dangerously low—4 percent of national defense student loan funds, only 5 percent of educational opportunity loans and only 15 percent of college work study assistance.

These data were documented in the research for your bill.

The community colleges in this country have begun to achieve the democratization of higher education. They have done this without substantive Federal assistance or recognition.

You have heard the community college described as comprehensive. It is possible, perhaps probable, that you have tired of our use of the word. In the face of that possible feeling, I would like to expand the traditional view of comprehensiveness

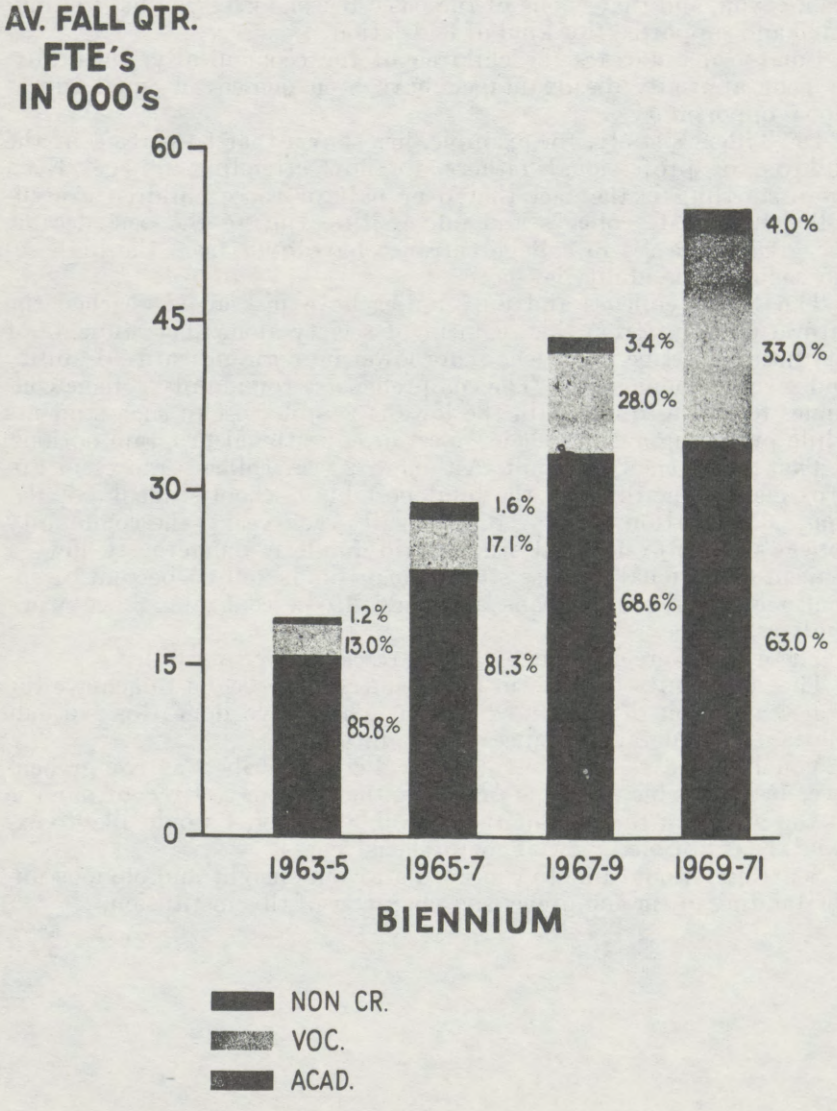
Senator, I would like to congratulate your insight and obvious understanding of the comprehensive character of this institution.

Community college comprehensiveness is growing. In our State, in the last 4 years, the last four biennia, the proportion of students taking academic transfer programs and the numbers of students in the total enrollment in the colleges are shown in this particular chart.

(The information referred to follows:)

COMMUNITY COLLEGE

COMPREHENSIVENESS



Dr. CANFIELD. They demonstrate that while the enrollment has increased sharply, from something on the order of 20,000 to this year, nearly 57,000 full-time equivalent students in our system, the proportion of students in parallel programs has consistently declined.

I would particularly like to point to the period of 1967–69, when an abrupt change in the proportion of students in vocational programs occurred. It was at this point that the State's community colleges became part of the State system of community colleges (incidentally they are supported 80 percent by State funds) and a very substantial increase in vocational and adult noncredit service occurred.

Since that time the percentage has tended to increase. The fact that we have increasing numbers of students in the transfer program tends to obscure the fact that we are growing at a much faster rate in the vocational and noncredit program area.

Incidentally we have a 1975 target of about a 50–50 split in Washington, but preliminary data for next year suggest we will make only a slight gain.

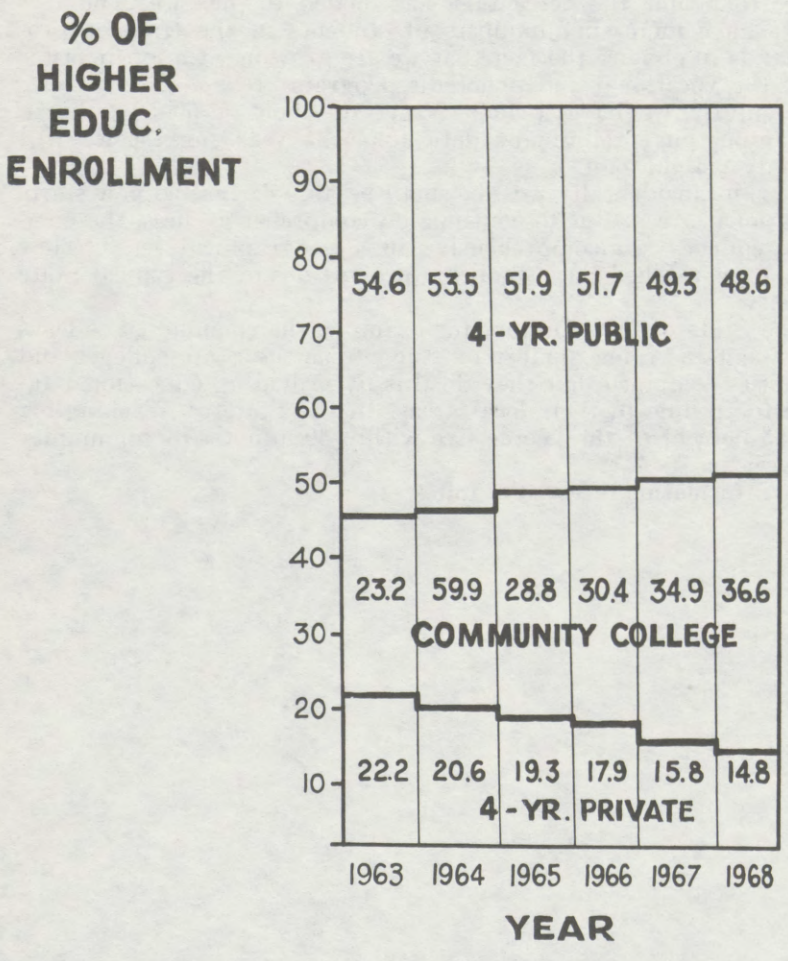
That gain, incidentally, will be small because of limited new starts in vocational areas. But to continue on comprehensiveness, the community colleges are comprehensive in a geographical sense. They have not yet reached the monolithic proportions of the typical State university.

In the State of Washington, for example, the community colleges enroll about the same number of students as the State colleges and universities combined, but they do this by providing educational facilities for people in their local areas. In the State of Washington, about 85 percent of the people live within 30 minutes of community college service.

(The information referred to follows:)

WASHINGTON COLLEGE ENROLLMENT

(F T E)



Dr. CANFIELD. That kind of geographic comprehensiveness extends opportunities for post high school education to thousands who would otherwise have no such opportunities, but it requires uniquely major capital investment and support.

The community college has a comprehensive student body. It is not uncommon, for example, to find youngsters just out of high school in classes with retired people, with bankers, merchants, salesmen and other working people of the community who seek retraining or upgrading or who simply are taking courses because of a need to satisfy their basic human intellectual curiosity—but it also requires a mature and well trained faculty oriented to serve students.

Serving students from widely varying backgrounds and of widely varying and differing age, ability and interest levels, the community college provides a sort of microcommunity which parallels the civic environment in which students are involved in noncollege hours.

The student body often includes representatives of the professions and the trades, the black and the white, the old and the young, the ready and the reluctant, and this comprehensive student population provides a real world character that can be described as rebellion reluctant. National data, such as Cross's research, indicates that the community college student body is less violence prone.

(The information referred to follows:)

SEEKING NEW AND BETTER WAYS IN WASHINGTON COMMUNITY COLLEGES

- MINORITY AFFAIRS CONSORTIUM
- "CURBSTONE COUNSELING" UNIT
- JOB TRAINING AT YOUR DOORSTEP - MOBILE CLASSROOM AND DAY CARE CENTER
- LUMMI - TULALIP - SWINOMISH - RESERVATION JOB TRAINING PROGRAM
- PRISON PROGRAMS
- SEATTLE CITY - CENTER SERVICE CAMPUS
- STATEWIDE MOVE TO STUDENT - CENTERED, SELF - INSTRUCTIONAL LEARNING SYSTEMS
- NEW APPROACHES TO EXTENSION OF SERVICES — FOOTLOCKERS, ELECTRONICS, ETC.



Dr. CANFIELD. The community college is comprehensive in terms of its physical plant, and reference were made this morning to non-fixed, non-permanent facilities.

Community college services are provided on typical, if incomplete, campuses, on second floors of partially used buildings, in church basements, in grange halls, in high schools during the late afternoon and evening and though rarely, on the grounds of private or public four year institutions.

In the State of Washington there is a strong trend toward the use of relocatable structures, mobile units, and innovative instructional procedures which will enable us to take education closer to the people in more economical forms.

In one of our community college districts the board will offer a comprehensive community college program without a campus. They will acheive this by combining the use of available civic resources—both facilities and faculty. This facility comprehensiveness requires combined operating support and Federal commitment to such innovations.

A final aspect of comprehensiveness concerns civic involvement. Due to the extensive use of advisory committees who provide continuing counsel and guidance on vocational programs, the involvement of individuals from the local community college district as board members, and the involvement of numerous citizens in a wide variety of civic and cultural activities, the community college is designed to identify and react to local problems and needs. But this requires funds for new programs starts and flexible budget situations.

In combination, this comprehensiveness of programs, facilities, students, and civic involvement produces a powerful educational climate as evidenced by its dramatic growth in enrollment and services.

Community college students are occupied in an adult setting in an adult way—but this imposes some unique demands on its supporting public.

While numerous scholars on our Nation's major campuses are talking about relevant education and student involvement, at this point, Senator Williams, my contention is that the community colleges are quietly attending to them.

While education has contended that it is the student who fails it is becoming increasingly apparent to the community college faculty that it is the institution that fails.

The college must be made to fit the student rather than to insist that the student find means of fitting the college.

At this point, Senator Williams, I would like to note that your bill exemplifies that kind of feeling of a need for change. Your willingness to tackle the traditions of educational support, to face the issues and the cries of "No money" it seems to me that your bill provides an environment in which major changes in philosophy and approach can be accomplished.

Astonishingly, the growth and vitality of the community college has occurred in the virtual absence of Federal support. Historically, community colleges were locally funded, but increasing pressures on local taxes (particularly on real estate tax) have forced more and more State reliance on State funding.

Some of our 50 States now have shared State local financing and governance. The State of Washington has about 80 percent State funding for the operating budget. The trend toward increased State funding is evident, but State financing has not and cannot and will not provide all the answers.

(The information referred to follows:)

FUNDS
WASHINGTON COMMUNITY COLLEGES

1967-69		% OF TOTAL
STATE	$65,598,017	73.7
LOCAL (TUITION, FEES, MISC.)	13,625,458	15.3
FEDERAL	9,796,627	11.0
TOTAL	$89,020,102	100.0

1969-71		
STATE	100,632,837	81.9
LOCAL (EST.)	12,759,778	10.4
FEDERAL (EST.)	9,484,399	7.7
TOTAL	$122,877,014	100.0

Dr. CANFIELD. Dale Tillery, whose report "A College for Everyman," has already been mentioned, cites the view of John K. Folger who prepared a working paper on the community colleges for the Carnegie Commission on Higher Education as follows:

> . . . the combination of inadequate planning, insufficient resources, non-comprehensive programs, and competition from other institutions will limit the development of community colleges in 20–25 states during the next decade, unless positive incentives are provided by the federal government to help overcome these problems.

Tillery then points out that—

> In spite of these limitations, the pace of community college development to 1980 will closely parallel that of the past decade in reference to enrollment growth and development of new institutions.

Mr. Chairman, I would suggest for the interest of the committee that this paper be introduced into the record, and I think it is a powerful and contemporary statement of research on the community college.

Senator WILLIAMS. That will be included in the record. This is the paper that went to the Commission for their use in preparing the most recent report that came out on the community colleges?

Dr. CANFIELD. It is my understanding that this paper was submitted to the Commission by Dr. Tillery, in that he does refer to a paper compared by Dr. Fogarty.

This is the one here.

Senator WILLIAMS. Very well.

(The document referred to follows:)

A COLLEGE FOR EVERYMAN

Dale Tillery

Community colleges have become full partners with other institutions of higher education in the educational pacesetter states of the nation. Development of such partnerships in all states would contribute to the achievement of several important goals of the United States in the decade ahead. The public two-year colleges are achieving this new importance not only because they are successfully educating an increasing proportion of all undergraduate students, but because, among colleges, their student bodies are by far the most representative of American society. These colleges serve more students of color, more of the poor, and more adults than other colleges and universities in this or any other nation. At the same time, they prepare a high proportion of very successful high school students who then transfer to senior institutions, along with other less successful peers who needed a second chance. This representativeness is demonstrated best by the remarkable similarities between the socioeconomic characteristics of community college student bodies and those of the communities they serve. This new partnership in education envisions the community college

as a bridge between secondary education and work for some students, and advanced education for others. Through broad access to its comprehensive functions the community college will contribute much to the achievement of the following national goals in the years ahead.

NATIONAL GOALS	COMMUNITY COLLEGE CONTRIBUTIONS
• EQUALITY OF OPPORTUNITY THROUGH EDUCATION	Open door to diverse programs at low cost for youths and adults
• NATIONAL ECONOMIC GROWTH AND WELL-BEING RESULTING FROM ADEQUATELY TRAINED MANPOWER	Well-planned and taught programs to provide for technical, managerial, and professional skills at several levels.
• EXPANDED OPPORTUNITIES FOR FULL INDIVIDUAL DEVELOPMENT	Opportunities for guided exploration of educational and career alternatives, and for relevant education
• INCREASED EDUCATIONAL OPTIONS WITHIN COORDINATE SYSTEMS OF HIGHER EDUCATION	Comprehensive programs, including preparation for students unprepared, unwilling, or financially unable to enter senior colleges at first matriculation
• PROFESSIONAL OPPORTUNITIES FOR AMERICANS OF MINORITY BACKGROUND	Increasing opportunities as teachers, counselors, and administrators for Americans of diverse racial and ethnic backgrounds
• ENHANCED QUALITY OF LIFE IN AN INCREASINGLY AFFLUENT SOCIETY	Community centers for cultural, intellectual, and personal renewal

HERITAGE, GROWTH, AND FUTURE OF THE COMMUNITY COLLEGE

The community college is an emerging institution with multiple historical roots. Since its own identity has been closely tied to the changing functions of other educational institutions, particularly the public schools and the land-grant universities, its educational philosophy is both eclectic and frequently misunderstood. But from this heritage a compelling orthodoxy of institutional goals has developed. There is a certain common sense to the beliefs about people which undergirds these goals. Perhaps this is why the community college has captured the imagination of the nation, and why communities from coast-to-coast are giving their support and dollars to the development of these new colleges. To be sure, segments of the academic community remain skeptical because traditional values and standards of higher education are, indeed, being challenged. Among the challenges are beliefs that all men are educable; that educational opportunities should be relevant to a wider range of human talents and abilities than those traditionally valued in higher education; that students with unsuccessful educational histories do achieve when given renewed opportunities to find themselves and to try new options; and finally that the local two-year colleges should build their programs to serve the educational and career needs of their communities.

Heritage of the Community College

The historic roots of the community college help to explain its special contributions to the diversity of opportunity in contemporary higher education, as well as institutional differences in commitments and in readiness to make such contributions.

Early American Colleges:

The founders of our nation and those who later came from other cultures brought their colleges with them. This early tradition of small denominational colleges responsible to local committees or boards is frequently neglected in tracing the influences on contemporary community colleges. However limited, these early colleges did seek to prepare men for the occupations which many deemed most necessary for the new American society--the clergy, and later law and teaching. They were also fundamentally concerned with education for values. These two threads, career and general education, can be followed through all subsequent higher education and clearly tie the local public two-year colleges to these early institutions.

The Land-Grant Movement

The Morrill Act of 1862 and the early land-grant universities had profound effects on American higher education generally, but nowhere is this more evident than in the philosophy and

goals of the contemporary community college. The land-grant movement brought a new kind of education to the people. It revolutionized the curriculum of higher education by its emphasis on technology, agriculture, and applied science. It challenged standards by its mission of service and outreach to the farm, the factory, and to adults hungry for education. The very success of these universities during the past century has transformed their roles and functions. Many of them have become national and international centers for research, and for graduate and professional study. This transformation has closely paralleled the emergence of comprehensive community colleges which, in turn, are reshaping and extending the service philosophy of the land-grant movement.

Bifurcation of the American University:

A closely related influence on two-year college development was the advocacy of the bifucated university at the turn of the century. William Rainey Harper at the University of Chicago was joined by other university presidents across the nation in supporting the creation of a lower-division institution. Their dual goals were to free the universities to pursue their primary functions of advancing knowledge and providing graduate education, while at the same time increasing opportunities for education beyond high school. The plan

envisioned the movement of the most able "junior college" students to the universities. The term junior college is, in fact, attributed to President Harper. California became an early testing ground for the bifurcated university. Under Presidents Sproul and Kerr, the University of California gained international eminence while its partnership with local junior colleges led to unparalleled access to higher education in that state. Similar developments in other states have kept the academic preparation and transfer of students as the central function of junior colleges. Evaluations of this movement of students from two to four-year institutions--by the senior institutions themselves, as well as by independent agencies--show how successful are these partnerships.

Democratization of Education:

The transformation of junior colleges into community colleges, with comprehensive programs of both transfer and occupation education, is essentially a phenomenon of the past two decades. But there were influences from the beginning which promised expanding programs of education at the local colleges. The first state enabling legislation for public two-year colleges permitted occupational courses and a few such courses were, in fact, offered by the first public junior college in that state. As extensions of secondary education,

the new colleges were greatly influenced by the comprehensive high schools--which were, themselves, twentieth century manifestations of both the Populist Movement in America and the demands for new skills and increased education resulting from rapid industrialization and urbanization.

Many high schools after World War II transferred much of their occupational education to the junior colleges, most of which were part of the same secondary school districts. This transition has not been retarded by the recent severance of grades thirteen and fourteen from secondary school districts and the formation of independent junior college districts, or of state-sponsored systems of junior colleges. Nevertheless, the diversity of traditions and practices is great and some states have retained large components of occupational education in the high schools, and others have developed special technical-vocational schools rather than comprehensive community colleges.

The pace of democratization was greatly increased as a result of the nation's commitments to universal secondary education and to equality of opportunity. In recent years, massive federal assistance for the higher education of returning service personnel, for vocational education, for college construction, and for general financial aid to students has greatly increased the demands for education beyond high school. These

new demands have changed the nature of programs across emerging systems of higher education. Few influences, however, have been more important than the pressures for equal educational opportunity for the poor and for citizens of minority backgrounds. There is no single institution which is prepared by tradition, commitment, or resources to answer all of these new demands for higher education. Nevertheless, there is wide conviction that community colleges must play a central role if the vast talents and skills of the American people are to be fully developed at acceptable costs and without damage to the universities' essential role in the advancement of knowledge and advanced study.

Such partnership among institutions has become the central issue in state planning for higher education. It is not surprising that there has been a direct relationship between state master planning for postsecondary education and the pace and quality of community college development.

The Growth of Junior Colleges

At the turn of the century, there were only a few score junior college students, whereas today their numbers exceed two million. Approximately 95 percent of these students are in public institutions and, with their peers in private two-year colleges, they constitute over 25 percent of all undergraduates in the United States. Chart 1 shows the explosion

of junior college enrollments during the past decade; yet, in spite of this rapid growth, the prospects are for equivalent growth in the next ten years.

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Chart 1 about here

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At present there are over 1,000 two-year colleges in the United States, and in recent years new colleges have been created at the rate of one each week. As will be shown in a later section of this report, something like the same rate of institutional development will be needed between now and 1980. It is almost as difficult to report the precise numbers of two-year colleges today as it is to predict those for the future. Different estimates exist because of rapid change in the number of colleges and differences in definitions. Folger gives the following estimates for 1968 in Table 1.

TABLE 1

Number of Two-Year Institutions

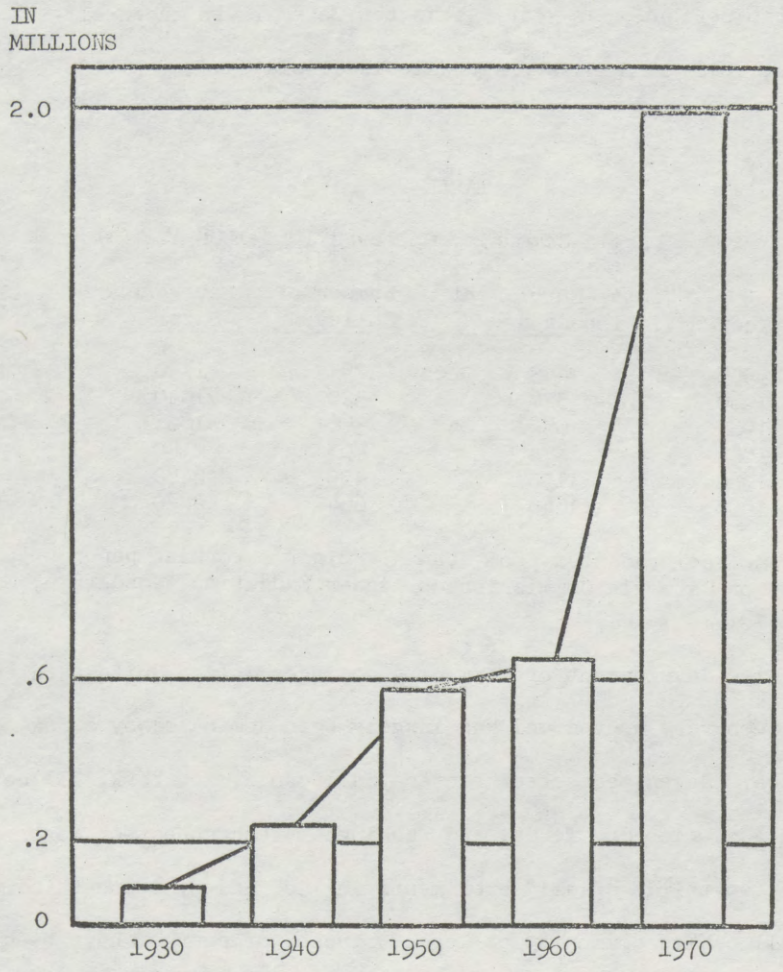
Fall, 1968

Private Junior Colleges	254-267
Public Separate Community Coll.	570-590
Branches of Universities	105-111
Other 2-Yr. Specialized Insts.	100-110
TOTAL	1029-1078

Source: John K. Folger's working paper for the Carnegie Commission on Higher Education, January 5, 1970.

CHART 1

ENROLLMENT IN TWO-YEAR COLLEGES,
UNITED STATES, 1930-1970



Source: Adapted from American Council on Education data, with estimated 1970 enrollments.

While the number of private two-year colleges has decreased in recent years, the number of public community colleges has not only doubled but their average size has increased about 6 percent each year. This ten-year growth in enrollments, colleges, and average size is displayed in Table 2.

TABLE 2

Public Community Colleges 1958-1968

Year	Total Enrollment in Thousands	Number of Colleges	Average Size
1958	443	297	1490
1960	526	320	1640
1962	668	366	1825
1964	874	407	2140
1966	1190	479	2480
1968	1646	664	2480

Source: Adapted from John K. Folger's working paper for Carnegie Commission on Higher Education, January 5, 1970.

The development of community colleges in the United States has been very uneven and has largely been dominated by a few states. Seven pacesetter states (California, New York, Illinois, Michigan, Florida, Texas, and Washington) accounted for more than two-thirds of all enrollments in 1968 and over one-third of all public community colleges. These, of course, have been the high growth states in recent years, although their pace of development from 1960-1968 varied greatly. For example,

as shown in Chart 2, Florida's community college enrollments increased almost 500 percent while California, with the least dramatic proportional development, more than doubled the number of students in its two-year colleges.

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Chart 2 about here

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In addition to the seven pacesetter states, there are about twice that number where substantial development of community colleges has taken place. These include Arizona, Georgia, Iowa, Kansas, Maryland, Massachusetts, Mississippi, Missouri, North Carolina, Ohio, Oregon, Pennsylvania, Virginia, and Wyoming. There is another group of about sixteen states where a start has been made in community college development and another dozen in which little has been done toward development of public two-year comprehensive colleges. Another way of showing differences in community college development to date is to use ratios of junior college enrollments to all undergraduate enrollments. Table 3 shows four clusters of states with very high to low ratios based on total enrollments. Similar groupings result if degree-credit enrollments only are used to establish ratios.

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Table 3 about here

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51-567 O - 71 - pt. 3 -- 9

TABLE 3

ENROLLMENT IN TWO-YEAR INSTITUTIONS OF HIGHER EDUCATION AS A PERCENTAGE OF TOTAL UNDERGRADUATE ENROLLMENT, BY STATE, 1968

State	Percent	State	Percent
Very high (30 percent or more)		Moderate (10 to 20 percent)	
California	61.2	North Dakota	19.9
Florida	52.0	Massachusetts	18.4
Washington	48.6	Pennsylvania	17.8
Arizona	41.3	Wisconsin	17.7
Wyoming	39.4	New Jersey	17.2
Illinois	35.0	Kansas	17.1
Mississippi	34.7	Rhode Island	16.7
Michigan	34.2	Colorado	15.0
New York	30.5	Ohio	14.6
Oregon	30.4	Kentucky	14.3
High (20 to 30 percent)		Minnesota	12.2
Hawaii	29.2	Oklahoma	11.7
Texas	28.7	Vermont	11.2
North Carolina	28.1	Low (less than 10 percent)	
Delaware	27.8	Alaska	9.7
Maryland	25.5	District of Columbia	9.0
Idaho	25.2	New Mexico	9.0
South Carolina	25.1	Tennessee	8.3
Connecticut	23.9	Arkansas	7.9
Alabama	22.8	Utah	7.9
Iowa	20.7	West Virginia	7.8
Georgia	20.6	Nebraska	6.7
Virginia	20.4	Louisiana	6.6
Missouri	20.2	Indiana	5.1
		Montana	5.0
		New Hampshire	4.9
		Maine	1.6
		South Dakota	1.3
		Nevada	0.0

Source: U.S. Office of Education data, adjusted by Carnegie Commission staff.

TABLE 4

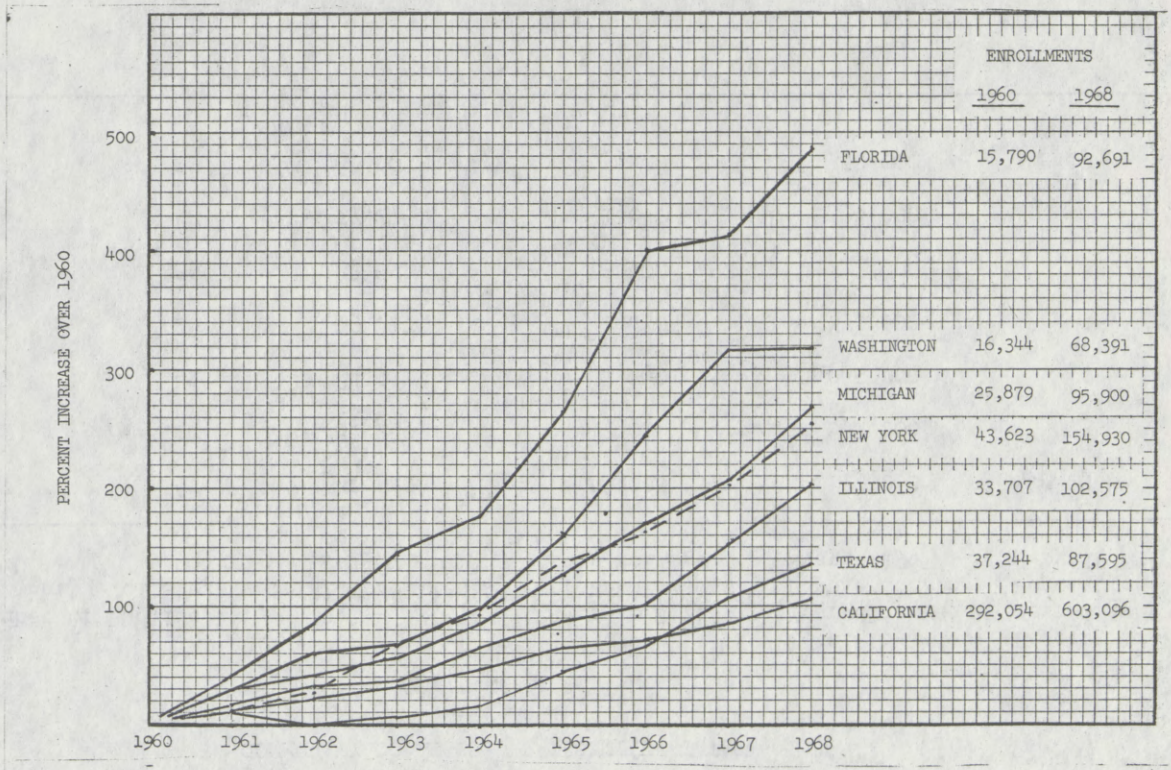
COMMUNITY COLLEGES: PACESETTER STATES

State	Number of Public Community Colleges 1960	1967	Total Enrollments 1967	Average Size of Enrollments Each College	Total 18-24 Year Old Population in State--1967	Percent 18-24 Year Old Population Served
California	67	87	540,920	6,000	2,179,000	25
Florida	25	27	81,259	3,010	652,000	13
Illinois	22	41	84,911	1,060	1,060,000	9
Michigan	16	28	79,817	2,850	870,000	9
New York	25	39	132,671	3,400	1,811,000	8
Texas	34	42	77,276	1,840	1,334,000	6
Washington	12	22	68,003	3,100	350,000	19

Source: Medsker, L.L. and Tillery, D. The Two-Year College in America, to be published by McGraw-Hill, Summer, 1970.

CHART 2

RELATIVE GROWTH OF COMMUNITY COLLEGE ENROLLMENTS 1960-1968 FOR SEVEN PACESETTER STATES



Source: Medsker, L. L. and Tillery, D. The Two-Year College in America to be published by McGraw-Hill, spring 1970.

How are the differences among the states to be explained? The diversity in community college development reflects differences in state master planning, adequacy of financial arrangement, strength of commitments to comprehensive rather than limited programs, and the degree of competition from either four-year institutions or vocational schools. In addition, rapidly growing states are more likely to develop community colleges than are small, slow-growing or sparsely populated states. These several factors will continue to differentiate states' rates of development in the future.

The Future of the Community College

In the decade ahead it is likely that all states will provide for community college type education, and all but a few will do so in state systems of comprehensive community colleges. Nevertheless, only about half of the states now have plans for developing community colleges within commuting distance of most of the population, and eight states have no provisions for financial support for these public colleges.

In addition to inadequate financial arrangements and state planning, there are two impediments which may slow community college development. Both involve competition from other institutions--competition from four-year institutions on the one hand, and from vocational systems on the other. In at least a dozen states, four-year institutions are reasonably well

distributed, they are relatively non-selective, and they offer some occupational programs. Continued competition for funds and students is likely to inhibit community college development. Although only a few states have competing vocational systems which operate college level programs, there is wide-spread competition for federal funds. Even though such federal support for vocational education is dispensed through state plans, intense rivalry may impede future development of occupational programs in community colleges in a number of states.

Folger believes that the combination of inadequate planning, insufficient resources, non-comprehensive programs, and competition from other institutions will limit the development of community colleges in 20-25 states during the next decade, unless positive incentives are provided by the federal government to help overcome these problems.

Estimated Growth to 1980

In spite of these limitations, the pace of community college development to 1980 will closely parallel that of the past decade in reference to enrollment growth and the development of new institutions. The most modest projection of enrollments to 1980 assumes no change in the proportion of undergraduate enrollments in two-year colleges in 1968. With such unlikely restriction in community college development, there

would still be about 3 million students in those colleges in 1980. This is an increase of nearly 1.2 million students, and would require about 250-300 new public campuses and 50,000 additional teachers. On the other hand, if 60 percent of future undergraduates were to enter two-year colleges, there would be about 4.4 million students by 1980. This would be an increase of approximately 2.5 million students, requiring over 280 new campuses and over 100,000 new teachers. The assumptions for these projections and their use in estimating community college development in each state, are presented in the closing section of this paper. For the nation as a whole, however, it seems likely that the proportional shift from four-year to two-year undergraduate enrollments will continue at a steady rate of about 1 percent each year. For degree-credit students, this ratio will shift from .21 in 1968 to about .30 in 1980; for total undergraduates the shift will be from .27 to about .40 (See Chart 3).

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Chart 3 about here

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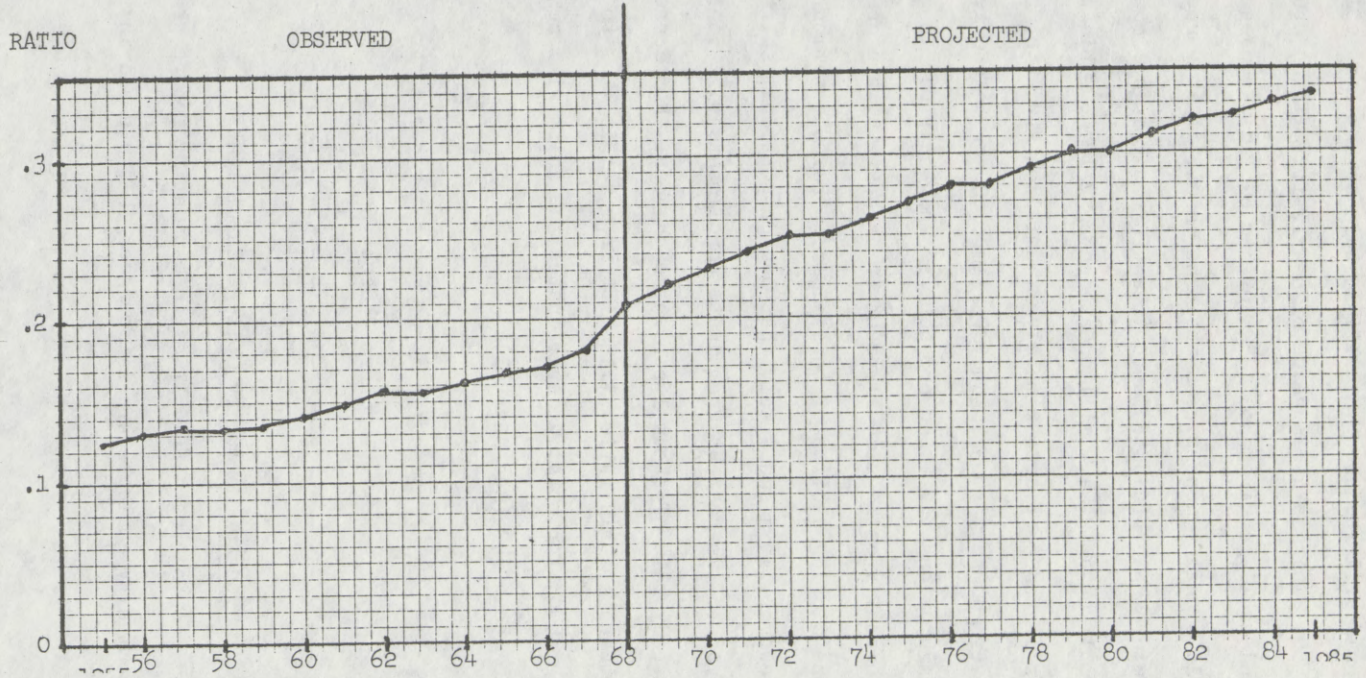
Types of Community College Enrollments:

Among the difficulties in estimating future growth in community colleges are differences in state and institutional

CHART 3

OBSERVED AND PROJECTED RATIOS OF JUNIOR COLLEGE DEGREE-CREDIT ENROLLMENTS TO TOTAL UNDERGRADUATE DEGREE-CREDIT ENROLLMENTS



SOURCE: Adapted from working papers of Gus Haggstrom for Carnegie Commission on the Future of Higher Education.

practices in serving part-time and full-time students; as well as practices in reporting enrollments in programs creditable toward the A.B. degree and those in occupational programs. In recent years, community colleges have enrolled more part-time students than those carrying full programs. This was particularly true in the early 'sixties, although by 1966 full-time enrollments exceeded those for part-time programs. In 1968, 45 percent of total two-year college enrollments were part-time. It is estimated that in the coming decade the proportions of part- to full-time students will fluctuate between that of 1968 and near parity. There are related problems in determining future ratios of occupational enrollments to A.B. degree-credit enrollments. Although there was an increase in reported occupational enrollments from 1965 to 1968--from 395,000 to 585,000--the wide-spread rejection of "terminal" programs as dead-end education and changes in terminology may reverse this trend. If, on the other hand, new emphasis is placed on preparing students for immediate employment and occupational renewal, the ratio of occupational enrollments to A.B. degree-credit enrollments will exceed the 1968 ratio of .37.

Necessary Conditions for Growth:

If community colleges are to develop adequately in the coming decade, there must be new policies and

resources at local, state, and national levels. In addition to careful planning at all levels, it seems clear that nationwide development of community colleges will be contingent upon federal assistance in the form of financial aid to students with matching institutional grants; start-up grants for states in which community college education is underdeveloped and for additional facilities in impacted urban and selected rural areas of high growth states; and grants-in-aid for support of special occupational and remedial programs, guidance services, and for preparation of professional staffs.

RECOMMENDED POLICIES FOR COMMUNITY COLLEGE DEVELOPMENT 1970-1980

The functions of the community college are educationally sound and in the service of important national goals. However, inadequate financial resources, lack of state and local planning, and shortages of qualified faculty and administrators constitute barriers to the full development of this essential component of higher education. The following policies are necessary for future development of the community college if it is to contribute to the equality and quality of higher education in America.

Policies Related to Functions and Goals

Improved Access to Higher Education:

Community colleges, in partnership with other institutions, should seek to improve access to higher education by serving

students who are generally representative of the communities in which they live. This means that they will increasingly provide opportunities for youths and adults not served by other colleges or universities. Several conditions are essential if these goals are to be achieved:

1. Community college education should be made available nation-wide.

2. The cost for attending community colleges should be low, and whenever possible, tuition free.

3. All students should be within commuting distance of a community college, except in rural areas where residential facilities are provided.

4. The educational program should be sufficiently comprehensive to attract and serve students with a wide range of abilities, interests, and career goals.

Technical-Vocational Education:

A broad curriculum of occupation preparation should include both associate degree programs and short-term programs for pre-employment and for occupational renewal. Scheduling of these programs should be sensitive to the needs of full- and part-time students and should give attention to the following:

1. Continued improvement in the quality and status of technical-vocational education is called for in order that community colleges will attract and serve students who have little interest in, or need for traditional academic work. Such preparation should provide proper foundation for occupational renewal.

2. By means of community studies and use of advisory committees, special attention should be given during the coming decade to new approaches to career education. Among the most promising innovations are:

   a. Cooperative education with industry, including educational leaves by employers and on-the-job training

b. Programs which prepare for families of occupations and for career renewal.

c. Innovation in such emerging career fields as allied health and service occupations.

d. Realization of the career ladder by coordination of programs across high school, community college, and beyond. Occupational education should not be terminal or dead-end education.

3. The community colleges should not distort their role and limit opportunities for students by competing with advanced technical curricula in four-year colleges.

Transition from Two- to Four-Year Colleges:

Recent studies show continuing improvement in the ease with which students transfer from community colleges to four-year institutions. Nevertheless, new approaches to articulation among these institutions are needed in view of the steady increase in the proportions of undergraduates who begin their studies in local community colleges. The following recommendations would enhance the partnership within state systems of higher education:

1. Whenever quotas are set for undergraduate admission to public senior institutions, transfer rights of community college graduates and other qualified students from the two-year colleges should be given top priority.

2. Since the quality of lower-division preparation has and can be determined from the success of transfer students, articulation agreements between two- and four-year institutions should be based on validation of a student's preparation by the community college rather than on precise parallelism of courses in the two types of institutions.

3. Wider acceptance of high quality technical preparation as a basis of transfer from community colleges to four-year institutions is called for if many able students are to have opportunities for full development. There are dangers, however, that students will be denied transfer opportunities by over-selective programs.

Guidance as a Central Function:

Guidance is particularly crucial for many students who attend community colleges. Few of these students have yet made substantial educational and career decisions; they are unusually vulnerable to interrelated financial, academic, and personal pressures; and they have had less effective counseling in high school than their senior college peers. Continued efforts should be made to improve the quality of guidance in the community colleges with particular attention to the following recommendations:

1. Guidance should be everybody's business in the community college. This recongition enhances the role of the professionally trained counselor rather than diminishing it. In addition to direct counseling with students, counselors should be prepared and have the resources and organization to work with faculty members and others who advise students and assist them in explorations of educational and career options.

2. Coordinated programs of guidance between community colleges and the high schools are needed if students are to maximize the opportunities available to them in the local college and beyond.

3. Effective community college guidance can take place only when there is a flexible and comprehensive educational program which permits students to explore options and change directions without loss of face or excessive time.

Changing Approaches to Remedial Education:

A majority of students now in community colleges have deficiencies in skills necessary for college work which require new and systematic programs in remediation. The extent and seriousness of these deficiencies and related learning problems will increase as existing barriers to access to higher education are lowered. A number of changes in program concept and practices are called for:

1. Traditional programs of remediation which depress students and teachers alike should be replaced with developmental programs which invite success and which utilize individual and cultural differences.

2. Learning technologies should be used increasingly and more effectively so that students may pace themselves and assume primary responsibility for their own development.

3. New concepts and practices in student evaluation are essential if failure in school is to be changed to success in college. Competitive grading, at least in the early stages of remedial programs, should be replaced by evaluations of individual development. The concept of failure in this type of learning seems inappropriate.

4. Since it is likely that no single institution can bring the resources and expertness to the remediation of educationally disadvantaged students, community colleges should explore cooperative arrangements with other educational institutions and agencies in building developmental programs.

Community Service the Sine Qua Non of the Community College:

The most contemporary function of the community college is that of community service. Since such services are essential to the college's unique role in higher education, new resources,

staff commitments, and programs are called for in several areas of service:

1. The college as a cultural center should be a vital force, along with other institutions, in community renewal and in improving the quality of life in American society. College sponsored activities should reflect the broad interests, talents, and vitality of all segments of the community--particularly of its various ethnic and age groups. In addition, use of college facilities by community groups should be encouraged and facilitated by cooperative planning and funding.

2. Outreach to neglected neighborhoods and groups by "storefront" centers, mobile units, and support of other service agencies are all worth exploring in the effort to bring neglected citizens into the mainstream of American life.

3. Individuals and groups seeking assistance in making decisions about their education should be encouraged to use community college services either on campuses or through outreach programs. Such services might include consultations with industries in planning cooperative programs; with ethnic groups in stimulating and planning for cultural programs; and with high school students well before matriculation.

Policies Related to Community College Planning and Support

There is near universal agreement that long-term planning is essential for proper development of the community college. Such planning should take place at the college, district, state, and federal levels. Furthermore, there should be appropriate agencies for the coordination of these several levels of planning. The following policy guidelines are essential in planning for community college development during the next decade.

Federal Program of Incentive and Support:

The several federal agencies having responsibility for education, manpower, equal opportunity, and urban renewal might well seek guidelines for defining the role of community colleges in achieving national goals and for providing coordinate support for institutional development in a period of unparalleled growth. Such guidelines might be developed by a Presidential Commission or by a White House Conference on the Community College. The implementation of such federal guidelines might best be accomplished by a coordinator of community college affairs or by the establishment of a bureau of community college education within the Office of Education or elsewhere in the Executive Branch. Either agency should seek--through cooperation with legislators, federal officers, and national and state leaders in community college education--to facilitate the achievement of those aspects of community college development which are appropriate concerns of the federal government. Without some positive incentives from Washington, it is unlikely that 20-25 states will be able to overcome the combined problems of inadequate planning, insufficient financial resources, non-comprehensive programs, and competition from other institutions which plague community college development. The enrollment projections used in this paper assume that there will be such a federal program.

The following are among the most important contributions which can be made at the federal level:

1. Those states which have not done so should have incentives to establish master plans for community college development as a part of higher education, and for assuming responsibilities for educating a larger proportion of their college-age youth. Less than half of the states have adequate master plans at the present time.

2. By 1980, the equivalent of 250-280 new campuses will be needed. The Carnegie Commission, in Equality and Quality, has already recommended financial support for establishing community colleges not to exceed $10 million per institution, but averaging more nearly $1 million per institution. Since the needed institutions will be located in states with low community college development as well as in states with highly developed systems of public two-year colleges, the relative size of start-up grants should be determined by guidelines which encourage nation-wide availability of community colleges. Such guidelines should consider both the need for new colleges per se and for special facilities within existing institutions. In addition to start-up grants, one-half of the cost of all institutional construction, renovation, and replacement of community college facilities should be financed by federal grants.

3. Financial assistance to community college students and cost of education supplements to the matriculating colleges are essential if the two-year colleges are to serve the "new students" to higher education. However, since such federal assistance is to supplement rather than replace existing financial resources for community colleges, the cost of expanding educational opportunities should not be passed on to students by proportional increases in tuition. Rather, state equalization agreements should be negotiated in order to support enrollment growth where it is needed most. Furthermore, it is important that foregone earnings to family, as well as actual cost of attending college, be considered in determining a student's need for financial assistance.

In general, the actual cost of educating increased proportions of total undergraduates, regardless of a state's

51-567 O - 71 - pt. 3 -- 10

level of community college development, should be financed by means of federal assistance. It has been noted already that such proportions for the total United States are likely to shift from .27 in 1968 to more than .35 in 1980.

4. Community colleges, in seeking to educate greater proportions of the lower half of high school achievers, must offer relatively costly vocational, remedial, and guidance programs. Federal assistance might best be given both through direct project grants to individual colleges and through state plans for development of such high risk programs.

5. Approximately 90,000 new teachers, (counting replacements), will be needed in community colleges by 1980, and at least 25 percent of these new teachers should be from racial and ethnic minority groups. This estimation of needed faculty is based on projections of equivalent full-time students. Estimated faculty needs for 1975 and 1980 and shown in Table 5 in which alternative student-faculty ratios of 20:1 and 25:1 are used. These faculty needs, in addition to needs for several thousand administrators and trained counselors, will require special federally-funded programs for professional pre-service and re-training.

   a. Cooperative programs among community colleges and graduate institutions for the preparation and re-education of community college teachers should be encouraged through federal project grants. Internships and substantial knowledge of community college affairs should be encouraged since academic qualifications in a discipline are not enough for success in community college teaching. Special assistance should be given to graduate schools which seek to develop new degrees for college teaching, such as the doctorate in arts.

   b. Special preparation will be needed for at least 10,000 professional counselors by 1980. Existing graduate schools are not prepared to assume this responsibility--either in reference to numbers or to quality of preparation. Graduate centers should be established under federal grants to define the task and to spearhead the training and re-training of community college counselors. Three to four thousand of these new counselors should be from minority groups.

c. Although several universities and foundations have for a decade anticipated the need for administrative leadership, a much greater push is called for in the 'seventies. By 1980, approximately 900 community college presidents and an equal number of academic deans will be needed. In addition, at least this number of deans of student personnel and a similar number of chief business officers will be needed. To these numbers should be added several thousand assistant deans, and department or division chairmen. Grants for graduate study and for program development at graduate schools are needed if these leadership needs are to be met.

These estimates of needed college leadership are tentative since they are based on projections of new institutions and upon opinions about the turnover of leadership in a period of great stress and organizational changes in higher education.

State Master Plans for Community Colleges:

Since nearly one-half the states do not have any master plans for community college development, it is the Commission's judgement that each state should have such plans. They should be congruent with the state's system of higher education, demographic characteristics, and financial resources. The following are considered to be among the most important elements of such state planning:

1. State plans should reaffirm the importance of local boards or committees in order to insure maximum response to and from the college community. Such local responsibility is not incongruent with the efficient use of state resources and appropriate cooperation among colleges.

2. Coordination of community college development at the state level should be vested in an independent board rather than in one responsible to the state university or state board of education. In states with super boards for all of higher education, the community

colleges should be equally represented in relationship to other components of higher education. Such state-wide coordination should include differentiation of programs among the several segments of higher education, admission and transfer policies, distribution of state resources, and establishment of new campuses. The state agency for coordination should not only oversee state plans, but should bring about periodic renewal.

3. Financial support for community college development and operation should come from all three levels of government. State equalization policies, as well as differences in local initiative should determine the proportions of such support. Support from local taxation should generally not exceed 30 percent of either current or capital costs. For some states this recommendation will require a substantial shift from local to state financing. The recommendations which have been made for federal assistance in community college development should ease the financial burden in the states.

4. Single and multi-campus community college districts should prepare and submit for state review long-term educational plans which insure maximum access, comprehensive programs, and service to the community. Such plans should include arrangements for utilizing all available resources for developing facilities, programs, and professional staffs. Special attention should be given to inter- and intra-district cooperation in achieving community college goals.

Policies Related to Governance of Community Colleges

There is reason to believe that community colleges can develop best within state systems which provide maximum responsibilities at the local level with support, coordination, and leadership at the state level. Trends toward increased state and federal support for community colleges have profound implications for governance of these institutions. To date, the fullest development of community colleges has been in those

states with the greatest degree of local initiative and financial commitment, although several of the pacesetter states have moved toward greater control and financial support. Since the trend toward centralization seems nation-wide, new governance patterns are needed to insure proper local initiative and community centeredness.

The following policies are recommended:

1. Local boards should recognize that responsibilities, except for broad policy matters, should be vested in the faculty and administration. New governance structures which facilitate such collegial responsibility should be encouraged. As part of these new structures, there should be opportunities for students to participate in educational decisions, as well as in student affairs.

2. Although executive and legislative branches of state governments have essential responsibilities and authority in determining educational goals of public support for their achievements, the exercise of such authority should not encumber the delegated authority of professional and lay persons at the state and local levels.

PROJECTIONS OF COMMUNITY COLLEGE GROWTH 1970-1980

There are such wide state variations in the provision for community colleges that differential projections of growth on a state-by-state basis are needed in order to determine policies for their proper development nation-wide. This section of the paper will present reasonable projections of community college growth by state in enrollments, in needed campuses, and for faculty.

Projected Enrollments by States

The Carnegie Commission staff has developed several projections of enrollments in two-year institutions of higher education to 1980, based on alternative assumptions. The three sets of projections of total enrollments, including full-time and part-time students, are based upon projections which are derived from past trends in each state's undergraduate enrollment rates relative to the number of high school graduates in that state during the preceding four years. The three projections--A, B, and C--of two-year college enrollments for each state include enrollments for two-year branches of universities and are based on the following assumptions about the future relationship between two-year college enrollment and total undergraduate enrollment (Carnegie Commission, June, 1970, p. 42):

> For Projection A, the assumption is that the proportion of undergraduates in the two-year colleges will remain the same as that in 1968 (29 percent).
>
> For Projection B, it is assumed that 60 percent of the future growth in undergraduate enrollment will be absorbed in two-year colleges. (This 60 percent figure has been exceeded in four states during the past five-year period.)

For Projection C, it is assumed that the future annual increase in percentage of undergraduate enrollment in the two-year colleges in each state will be the same as that for each state data for the past five-year period. According to Projection C, the proportion of undergraduates enrolled in the two-year colleges, including two-year branches of universities, will rise from 29 percent in the U.S. in 1968 to about 35 percent in 1980.

The three projections of total two-year college enrollment shown in Table 4 range from about 3,100,000 to 4,400,000 in 1980. The assumptions underlying Projection B are probably realistic for states with 30 percent or more of undergraduates enrolled in two-year colleges in 1968 and for most of those with 20 to 30 percent in two-year colleges (see Map 1). Projection C is more realistic for the reamining states. If there are decisive state and national efforts to stimulate community college development, enrollments will increase more rapidly than those suggested by Projection C. Nevertheless, this more conservative of the two projections shown in Table 4 seems most realistic and is used as the basis for projecting staff needs.

Projected New Colleges by States

There are a number of important assumptions in the state projections of needed new campuses. First, projections do not indicate what will occur, but what could occur provided there

TABLE 4

TWO-YEAR COLLEGE ENROLLMENT, ACTUAL, 1968, AND THREE ALTERNATIVE PROJECTIONS TO 1980 BY STATE
(numbers in thousands)

State	Actual 1968[a]	Projected, 1980			Percentage change, 1968-1980		
		A	B	C	A	B	C
United States	1,871.0	3,102.3	4,428.1	3,738.1	65.8	136.7	99.8
Alabama	19.9	38.4	68.7	62.2	93.0	245.2	212.6
Alaska	0.7	1.6	6.6	1.3	128.6	842.9	85.7
Arizona	32.1	66.5	82.0	81.9	107.2	155.5	155.1
Arkansas	3.8	6.5	24.6	8.0	71.1	547.4	110.5
California	600.8	989.0	981.2	1,022.4	64.6	63.3	70.2
Colorado	13.2	23.6	55.0	32.1	78.8	316.7	143.2
Connecticut	20.4	37.4	63.0	53.5	83.3	208.8	162.3
Delaware	4.5	8.5	13.2	10.3	88.9	193.3	128.9
District of Columbia	3.9	4.1	5.7	4.3	5.1	46.2	10.3
Florida	95.4	201.1	217.3	225.0	110.8	127.8	135.8
Georgia	19.6	37.3	71.0	44.8	90.3	262.2	128.6
Hawaii	6.3	11.3	16.6	13.3	79.4	163.5	111.1
Idaho	6.6	10.8	16.5	8.9	63.6	150.0	34.8
Illinois	113.7	183.9	234.1	219.7	61.7	105.9	93.2
Indiana	7.4[b]	11.3	53.2	15.1	52.7	618.9	104.1
Iowa	18.9	27.2	42.9	36.0	43.9	127.0	90.5
Kansas	14.1	20.4	36.2	24.0	44.7	156.7	70.2
Kentucky	11.9	20.2	46.5	25.9	69.7	290.8	117.6
Louisiana	6.6	11.5	51.4	22.0	74.2	678.8	233.3
Maine	0.4	0.6	8.0	0.7	50.0	1,900.0	75.0
Maryland	27.1	50.6	82.3	68.2	86.7	203.7	151.7
Massachusetts	40.2	62.2	111.7	75.1	54.7	177.9	86.8
Michigan	99.7	157.5	201.1	196.3	58.0	101.7	96.9
Minnesota	16.3	25.0	59.4	36.1	53.4	264.4	121.5
Mississippi	22.0	38.4	50.4	41.6	74.5	129.1	89.1
Missouri	28.6	45.5	78.7	50.0	59.1	175.2	74.8
Montana	1.2	1.9	10.0	3.1	58.3	733.3	158.3
Nebraska	3.6	5.4	19.6	6.8	50.0	444.4	88.9

(Table continued on next page)

Table 4

(continued)

State	Actual 1968	Projected, 1980			Percentage change, 1968-1980		
		A	B	C	A	B	C
Nevada	0.0	0.0	6.3	0.0	0.0	---[c]	0.0
New Hampshire	1.2	2.1	11.6	2.7	75.0	866.7	125.0
New Jersey	24.2	42.7	88.7	78.3	76.4	266.5	223.6
New Mexico	3.0	6.0	23.1	9.0	100.0	670.0	200.0
New York	168.0	270.7	370.2	337.4	61.1	120.4	100.8
North Carolina	37.4	65.4	97.0	91.4	74.9	159.4	144.4
North Dakota	5.0	7.5	12.4	7.9	50.0	148.0	58.0
Ohio	43.3	67.4	142.3	96.4	55.7	228.6	122.6
Oklahoma	10.9	16.1	37.6	16.8	47.7	245.0	54.1
Oregon	25.1	37.9	50.3	53.6	50.1	100.4	113.5
Pennsylvania	56.1	84.5	151.8	120.3	50.6	170.6	114.4
Rhode Island	5.7	9.1	18.0	14.9	59.6	215.8	161.4
South Carolina	13.1	21.9	34.2	30.6	67.2	161.1	133.6
South Dakota	0.3	0.5	8.7	0.6	66.7	2,800.0	100.0
Tennessee	9.0	14.9	51.6	24.2	65.6	473.3	168.9
Texas	97.0	167.4	244.3	222.1	72.6	151.9	129.0
Utah	4.9	8.3	30.8	10.5	69.4	528.6	114.3
Vermont	1.9	2.7	6.5	2.6	42.1	242.1	36.8
Virginia	22.7	42.4	80.8	70.3	86.8	255.9	209.7
Washington	66.8	101.6	109.7	123.3	52.1	64.2	84.6
West Virginia	4.2	6.0	17.9	6.1	42.9	326.2	45.2
Wisconsin	27.1	45.0	87.6	53.2	66.1	223.2	96.3
Wyoming	4.8	7.9	9.6	8.4	64.6	100.0	75.0

[a] 1968 enrollments, which include both degree-credit and non-degree-credit enrollments, are based on U.S. Office of Education data; enrollments on two-year campuses of public four-year institutions are not included in OE data, but have been added. There were 78,700 students enrolled on these two-year campuses in 1968.

[b] Does not include four predominantly two-year branch campuses of Purdue University.

[c] Computation of a percentage increase is not meaningful when the base is zero.

Source: Projections prepared by the staff of the Carnegie Commission on Higher Education, under the direction of Gus W. Haggstrom.

were adequate planning, adequate financing, a commitment to comprehensive colleges, and not too much competition from other types of institutions. As has been stated earlier, these assumptions cannot be met in half of the states unless there is some outside push from the federal government. Secondly, the projections represent a desirable pattern of growth and institutional size in order to provide adequate community college programs. Thus, it is important that all public community colleges reach a size of about 1,500. About half the institutions now have less than 1,000 students, although the national average if about 2,500 students perpublic institution. In sparsely populated states, dormitories will be needed in existing institutions rather than more small community colleges, and efforts to consolidate some small rural colleges might be feasible.

If there is to be a community college within commuting distance of every potential student, except in sparsely populated areas, new colleges will have to be established in all but three states and at a national rate during the 1970's paralleling that of the previous decade. This would mean that new campuses would open at the rate of about one each week unless the two-year branch campuses of public universities in several states develop truly comprehensive curricula. In the unlikely event that these extension centers develop programs to serve the broad educational needs of youth and adults at low cost, only 230 to 280 new colleges will be needed. This is the

number of new community colleges which the Carnegie Commission has called for in its special report on recommendations for the open-door colleges. The Commission based its recommendations on enrollments from Projections B and C as shown in Table 6; its study to identify sizeable communities in which there is no public two-year college; and projections of average enrollments in public two-year institutions by state. Although the Commission believes the maximum optimum size of community colleges to be 5000 day enrollments, several states already exceed that average size and some have policies calling for even larger institutions. On the other hand, some colleges in sparsely populated areas may not be able to reach the minimum size of 2000 day students as advocated by the Commission. These state differences are reflected in the Commission's estimates of needed new community colleges by 1980 as shown in Map 1.

Planning for the development of entirely new colleges is only part of the challenge ahead. Existing institutions will grow in size in order to accommodate, along with new colleges, the anticipated enrollments. In brief, facilities will be needed for at least an additional million full-time equivalent students in the 1970's.

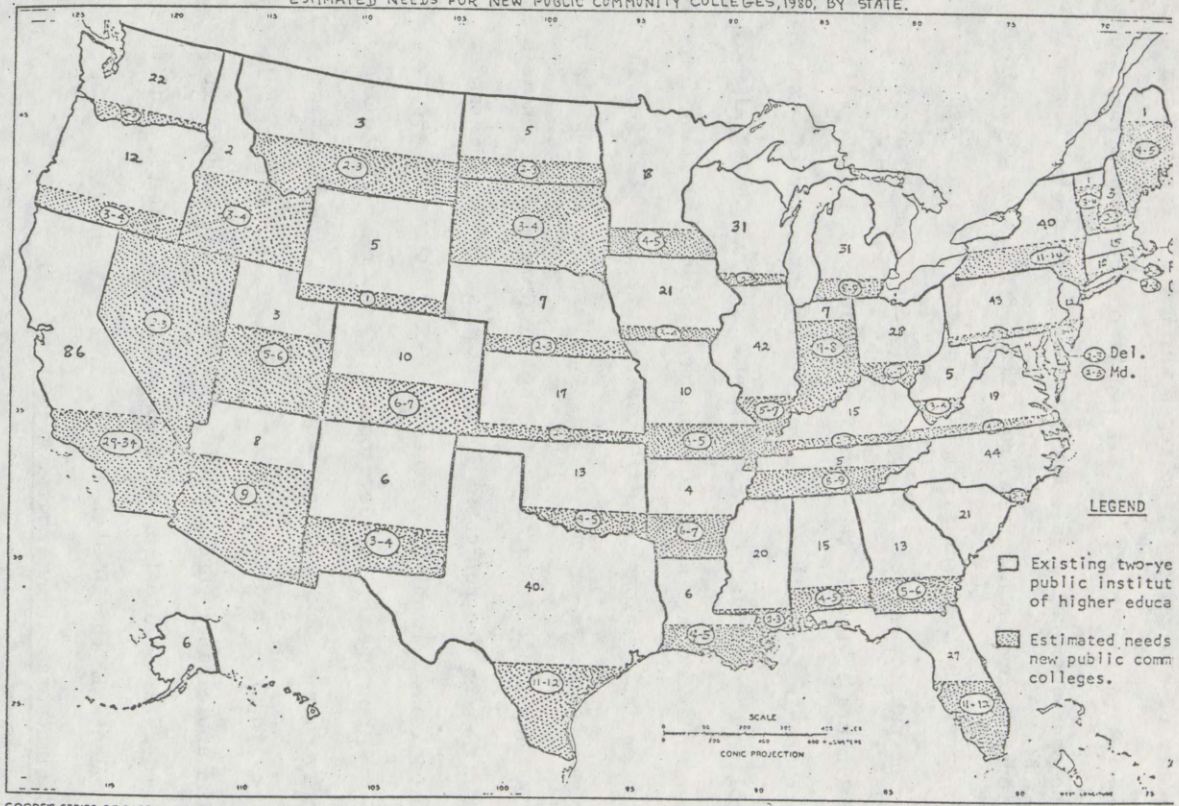
Estimations of New Faculty Needs

Assumptions and Nation-wide Estimations:

Various assumptions may be used in projecting needed new faculty for community colleges. The use of equivalent full-time enrollments divided by expected ratios of students to teachers

MAP 1

NUMBER OF EXISTING PUBLIC TWO-YEAR INSTITUTIONS OF HIGHER EDUCATION, 1968;
ESTIMATED NEEDS FOR NEW PUBLIC COMMUNITY COLLEGES, 1980, BY STATE.



GOODE'S SERIES OF BASE MAPS
HENRY M. LEPPARD EDITOR

Source: The Open Door Colleges, Carnegie Commission on Higher Education, Berkeley, June, 1970.

Prepared by Henry M. Leppard
Published by the University of Chicago Press, Chicago, I
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seems most defensible. Nevertheless, consideration must also be given to the gross number of students to be served in view of heavy part-time enrollments in the community colleges. In addition, some estimation of teacher turn-over must be made. Table 5 shows the translation of these assumptions into the estimated number of teachers needed for community colleges in 1975 and 1980, and the number of new teachers at those same times.

By 1975 a total of from 85,000 to 107,000 teachers will be needed for the nation's community colleges, and between 103,000 and 128,000 by 1980. The number of new teachers, including replacements, should range from 41,000 to 50,000 by 1975, and from 71,000 to 89,000 by the end of the decade.

CONCLUSION

The Nation takes seriously the achievements and claims of the two-year colleges. As political and educational leaders seek to solve many of the problems of quality and equality in our society, the community college gets star billing. Although many are concerned about the gap between the role expectations for this newest segment of higher education and the resources currently available at local, state, and federal levels, no other institution is so potentially able to do the job. In reviewing the current status and future of the two-year college in America, Medsker and Tillery conclude that:

> Its supreme test is yet to come, perhaps during the decade of the 70's. Almost certainly the period immediately ahead will bring profound social changes

and there will be a need which exceeds even that of prior years for an institution like the community college. For it to respond to these changes will require the greatest possible input on the part of those individuals within its institutions as well as those who occupy leadership positions in government and other segments of education (Medsker and Tillery, 1970).

TABLE 5

ESTIMATED TOTAL FACULTY AND NEW FACULTY FOR COMMUNITY COLLEGES FROM 1970 TO 1975 AND TO 1980[a]

	1975 STUDENT/FACULTY RATIO		1980 STUDENT/FACULTY RATIO	
	20:1	25:1	20:1	25:1
TOTAL FULL-TIME EQUIVALENT FACULTY	107,000	85,000	128,000	103,000
ESTIMATED TOTAL FACULTY[b]	118,000	94,000	140,000	113,000
NEW FTE FACULTY	32,000	26,000	54,000	43,000
TOTAL NEW FACULTY	35,000	29,000	59,000	47,000
REPLACEMENT FACULTY[c]	15,000	12,000	30,000	24,000
TOTAL ADDITIONAL FACULTY NEEDED	50,000	41,000	89,000	71,000

Source: Medsker, Leland L. and Dale Tillery. The Two-Year College in America, to be published by McGraw-Hill, Summer, 1970.

[a] These estimations are based on Projection C of equivalent full-time enrollments as discussed on page 33.

[b] Since FTE faculty do account for most faculty needed for part-time programs, only 10% of FTE faculty of 1970 has been added and rounded to thousands.

[c] An average teacher longevity of 25 years is assumed in estimating replacements.

Dr. CANFIELD. Unfortunately these projects, as reliable and valid as they may be, obscure an essential and fundamental fact. The fact is that community colleges develop and grow not because of support but because of continuing demands for the services they provide. The community college has not been a phenomenal success because of what it is, but because of what it does.

And it does meet the needs of a wide variety of people. Our growth should be compared with other institutions. National data is not available, so I will again apologize for using data from my own State.

In the State of Washington, the number of students served by 4-year public schools has decreased from 54.6 percent in 1953 to 48.6 percent in 1968.

In the private 4-year institutions, a decrease of from 22 percent in 1963 to 14.8 percent in 1968. The slack was picked up by the 2-year community colleges, showing a 50-percent increase in the proportion of service.

From 23 percent in 1963, it is up to over one-third in 1968.

Our student population averages 26 years old in the State of Washington, and the median number of credit hours carried is on the order of six.

The vast majority of our students are part-time students, taking courses in the day and evening, working during the day.

In spite of all the data, in spite of the booming success and continued demands, and as improbable as it seems, there is no advocate, no office for the community colleges in the Office of Education.

Improbable as it is, despite the records of the community colleges, there is no bureau, no division, no branch within the Bureau of Higher Education.

Equally improbable, there are no funds set aside for our specific exclusive use. Improbable as it is, the community college participates in only six of the 24 higher educational support programs by the Office of Education. While community college people are still pretty naive and inexperienced in the ways of politics, and the techniques for influencing legislative bodies, one thing is crystal clear, and its nonpartisan and nonpolitical, the Federal Government is not providing programs or support an appropriate relative level for the community colleges.

I would like to show you, Senator, the specific data in the State of Washington in the last two bienniums. In 1967 to 1969, the Federal share of the total operating budget of the 25 community colleges in the State of Washington was 11 percent.

That includes all vocational education money, MDTA money, title I money. It does not include loans, and it does not include any capital funds. It is strictly operating budget money.

Senator WILLIAMS. When you say loans, you mean students loans?

Dr. CANFIELD. Right, the money itself is not here. Work study money is included but not any loan money.

The State produced 73.7 percent, with 15 percent coming from student fees virtually exclusively. In 1969–1971, the State increased its share of the budget from $65 to $100 million, roughly a 50-percent increase, and picked up 82 percent.

The local share was reduced to 10 percent, but the Federal share actually decreased in dollars from $9.7 million to $9.4 million and the percentage dropped to 7.7. We find it very difficult in the State of Washington to try to determine the basis upon which such reductions or such a drop in percentage support from the Federal Government in existing programs can be explained or justified.

In 1965 I helped introduce a major revised approach to instruction at a community college in Michigan. Despite weeks of proposal effort we did not receive one dime of support from the Federal Government. Now in the State of Washington we are struggling to devise better ways for more students to achieve more learning in less time at less cost—and again, we are doing it ourselves—without substantial Federal support. There does not seem to be any way for us to get help under present law.

Let me give you examples of programs we are trying to establish. We have put half a million dollars in a minority affairs consortium.

The State of Washington has funded the curbstone counseling units in which counselors go to the people, the pool halls and the alleys to encourage minority students to take advantage of a community college education.

We have a mobile classroom and daycare center. This is in two parts of the Seattle area, and we have through the Bureau of Indian Affairs a program to do job training on an Indian reservation.

We operate major programs in the Walla Walla prison, without Federal support. We have a center service area in our Seattle campus that tries to coordinate all services available to disadvantaged.

We have a statewide move to student centered self-instructional learning systems.

We have at least in one district, intensive efforts to develop off-site instructional materials for the use of the geographically disadvantaged, the farm people who can't find access to a community college.

This is being done, not with Federal support funds for community colleges, but with State of Washington funds and with students fees.

The community colleges richly deserve, and even desperately require, specific tailored Federal recognition and support. The community colleges need a full complement of staff to provide assistance and support in the Office of Education and who will work with and through State agencies whenever possible.

This year, thanks to you and your interest in us, we have our first clearcut opportunity to influence legislation that would recognize us as a meaningful part of education. It is a moving honor for any one of us to be a part of that historic event.

State planning, to me, is not something done in the ivory tower of the State capitol. It should reflect the needs of the State, using available resources within the State. The State plan for community college service should meet the needs of the State not being met, or which could not be met more effectively or efficiently with other agencies.

We need facilities to replace our abandoned high schools, our second-shift high school operations, our collegiate inspired classroom complex.

We need legislation that recognizes and accepts varying State organization and implementation. In the State of Washington we have a single agency for the receipt, administration, and accounting of Federal funds—we call it the Governor.

We don't need more regional offices extending Federal influence—we need more coordination of Federal and State agencies trying to cope with the same problems.

It now appears that our current capital resources may leave us as much as 17 million short. I have on my desk, in Olympia, a request for over 140 million worth of capital facilities for the coming biennium alone, and I have zero resources.

We need legislation that will stimulate the development and use of new forms of learning opportunities for the disadvantaged, the ghettos, the geographically isolated.

Recently the State of Washington was one of the then few States to receive an OEO grant to help the State plan services for the disadvantaged. While the grant is small, it is an opportunity and a challenge. I think that while this kind of a grant from OEO is something special, it also provides a challenge and an opportunity and some recognition to what Dr. Gleazer referred to as the community college as a social force.

We need support to maintain our vocational and technical programs and our special programs for the illiterate, the aged and the handicapped.

As I sit here, and my time passes, I fervently wish I had the will, wisdom, strength, rhetoric and talent to somehow move the Federal leadership to help us in the community college field.

I have a letter from Governor Daniel J. Evans the Governor of the State of Washington, which I think very clearly and very forcefully indicates his intense interest and support of the community college movement.

I would ask that permission be given to have that included in the record.

Senator WILLIAMS. We are pleased to have it, and we will include it in the hearing record.

(The statement of Governor Daniel J. Evans, and Dr. Canfield follows:)

STATE OF WASHINGTON
OFFICE OF THE GOVERNOR
OLYMPIA

DANIEL J. EVANS
GOVERNOR

Statement to the Senate Committee on Labor and Public Welfare
in Support of Community College Federal Legislation
by
Governor Daniel J. Evans
State of Washington

May 26, 1970

Community colleges have played a major role in higher education in the State of Washington since 1925. We now have twenty-two institutions providing service in approximately 200 locations; as such nearly 90 percent of our citizens are within a half-hour's drive of a community college course.

During the 1960's, the number of community colleges in Washington doubled while enrollment tripled. The two-year institutions now enroll more students than the rest of our colleges and universities combined. Obviously, the community colleges in our state are providing an increasingly large proportion of lower division undergraduate education. The reasons are typical -- relatively lower cost to the student, lack of grade point restrictions, closeness to home, relatively smaller classes and a greater emphasis on learning.

Although their provision of lower division college transfer education must not be overlooked, it is my opinion that community colleges are making their most important contributions in other areas -- in providing job training for young people, in serving the special educational needs of disadvantaged and minority people, in retraining and upgrading the skills of persons already employed.

The Washington State Board for Community College Education has established the goal that 50 percent of the instructional output of the system will be devoted to occupational training. For the past three years, community college vocational enrollment has grown twice as fast as the total community college enrollment which itself has increased by 71 percent. Currently, Washington community colleges provide nearly 90 percent of the public post-high school vocational training in Washington.

For much too long, we have utilized the bulk of our higher education resources for those seeking a baccalaureate degree despite the fact that less than 20 percent of job opportunities require the four-year college degree. The

community college is ideally suited to providing the career preparation that the great majority of our citizens require. We must encourage and support the continued expansion of the community college occupational education program.

The community college is also well-suited to serve the special needs of the minority student and the disadvantaged person by virtue of its willingness to abandon traditional educational methods and attempt new approaches wherever they are indicated.

Washington community colleges are engaged in a number of special programs for minority and disadvantaged persons. One college operates an extensive program of job training for Indians. The program is directed by an Indian, training takes place on the reservation, and an Indian advisory committee has played a key role in course and instructor selection. The program won significant federal funding this year.

Seven Puget Sound area community colleges have formed a consortium to develop an effective minority program with initial emphasis on Black citizens. A program of ethnic studies, minority student and faculty recruitment, counseling, tutoring and other special services, and job placement is planned. The consortium seeks special funding from several sources including the Office of Economic Opportunity.

Most of Washington's community colleges have increased their activity in the area of developmental or remedial education. Special centers have been established to diagnose learning problems and prescribe individualized assistance to bring students to the learning levels required to complete regular vocational or academic offerings. These programs are essential to the success of any effort to deal with disadvantaged students.

The contribution of the Washington community college system to adult education is also taking on increasing importance. Recent legislation has placed with the system responsibility for nearly all adult education other than that performed by four-year colleges. Adult education emphasis is being directed toward courses that deal with the retraining of employed persons ... an area that becomes more critical each year in this age of technology.

Community colleges are providing refresher training for physicians and nurses, business management courses for industrial supervisors, and farm management courses that take place on the farms of the students. Altogether, nearly 50,000 part-time students are enrolled in about 4,000 adult vocational courses in Washington this year.

With a population slightly over three million, Washington this year has more than 100,000 full and part-time students in its community colleges. Community college enrollment grows at from 10 to 15 percent a year. But the popularity of community college education is growing faster than the ability of the state to finance it. This year for the first time, students have been turned away

from Washington community colleges in significant numbers. More will be turned away next fall. With the state experiencing serious revenue problems brought about by the decline in employment of its principal industrial employer - the aviation industry, the financial picture for community college education remains cloudy for the 1971-73 biennium.

Yet the minority person, the welfare recipient, the dropout, the underemployed worker, and the young person in need of vocational training need the programs the community colleges can offer.

Ironically, it is those programs most needed that are the most expensive -- vocational training, developmental and remedial education, special programs for the disadvantaged.

Therefore, I urge the Senate to enact legislation that will provide greater recognition and financial support for the worthwhile and necessary programs carried on by the community colleges of the State of Washington and the nation.

At the same time, I encourage the Senate to frame any legislation such that financial support for community colleges will be restricted as little as possible.

One of the great strengths of the community college is its willingness to respond quickly and effectively to local needs. The educational needs of a rural area in Washington are different from those of Seattle, which are different, in turn, from those of a Chicago suburb, which are not the same as those in Los Angeles. The community college has become America's fastest growing education institution due in part to its ability to deal effectively with local needs.

It would be unfortunate if the first legislation to deal specifically and solely with community colleges would do harm to the flexibility and local orientation of the institutions it serves to help.

Testimony by Dr. Albert A. Canfield

Chairman of the National Council of State Directors
of Community Junior Colleges
and
Director of the Washington State Community College System

to the

Subcommittee on Education

The United States Senate

July 21, 1970

TESTIMONY ON THE COMPREHENSIVE COMMUNITY COLLEGE ACT

July 21, 1970

My name is Albert A. Canfield, I am Director of the Washington State system of community colleges and serving this year as the Chairman of the National Council of State Directors of Community-Junior Colleges.

From a broad viewpoint, this nation's community colleges find themselves in an improbable if not impossible situation. They are in an improbable situation because it would be very difficult to predict that such a major and well established element of our educational structure could exist for such an extended period of time, growing at such an astonishing rate, providing such extensive post-high school educational opportunities to so many millions of Americans, while being virtually ignored in federal education legislation.

Many of my fellow State Directors have acute continuing day-to-day opportunities to perceive the vital and unique role and function of the community college. The community college is the best chance for many Americans, the only chance for hundreds of thousands of others, and the badly needed second chance for thousands more who have been disappointed with other educational programs.

The community college <u>is</u> a distinctive American institution and our people's brightest hope for post high school educational democratization. One of my purposes here today is to convey the urgency of community college circumstances. That urgency is apparent if you'll examine the community college in both its ideal and real context.

The comprehensive community college provides some educational experiences like a four-year college; some like a high school; and some programs like a technical institute or vocational school. These similarities combine to make

it a uniquely powerful educational institution.

There is a strong conviction in the community colleges that our period of adolescence is over; that the time for our emancipation is here. We tire of our role as little brother to the four-year colleges and universities, and as little brother in vocational education. Something over 2 million of us feel that our service, our size, and our circumstances clearly justify an emancipation, an emancipation like that proposed in Senate Bill 1033 or what we have come to call the "Williams Bill".

Let me recite some of the reasons why we feel such a sense of urgency in this matter, why we appear so impatient and uneasy to win an identity of our own.

B. Lamar Johnson, Professor of Education at UCIA, has written that the ideal of a democracy is to permit each individual to be educated to the level of his highest potential. He also points out that we as individuals differ widely in both the level and type of our abilities. If a democracy is to achieve its educational ideal, educational opportunities must be provided which meet the requirements of people of widely varying abilities and circumstances. I know of no clearer or more precise statement of the purpose and role of the community college than that.

K. Patricia Cross of the University of California Center for Research and Development in Higher Education, has pointed out that "two social forces stand out above all others in creating a distinctive identity of the community colleges (1) the demand of an increasingly egalitarian society for the democratization of higher education, and (2) the need of a technological society for a better educated citizenry. In combination these pressures have culminated in a national commitment to universal post-secondary education. To accept this goal, however, is to accept the responsibility to provide meaningful education for all who wish

to continue their education". Frankly, the acceptance of the responsibility to serve all persons--regardless of their social, cultural, or educational background--with relevant, low cost, high quality education has brought the community college a widening recognition as a truly comprehensive institution and the well deserved title of "People's College".

High school students have been historically sorted into three groups. First, there are the high performance students who are actively encouraged to pursue a program in a baccalaureate granting institution. Second, those students performing at a lower level (or who lack the economic means to go to a four-year college) are encouraged to enroll in technical institutes, private schools, and similar short-term programs designed to provide the individual with a job skill. Third, there are the millions of students in this country who have neither the counselling, the opportunity, nor the finances necessary to pursue either of these courses after their departure from the public schools.

The community colleges serve all three of these groups, and others, through its "open door" attitude and philosophy.

The wide range and character of the individuals served by the community colleges has been documented by Dr. Tillery, professor of education at the University of California. He examined a large sample of students attending community colleges and compared them with the students attending four-year institutions. He found that in tests of academic ability the junior colleges had 49 per cent of their students from the bottom half of the high school class. For the four-year institutions studied, only 15 per cent of the students were from the bottom half of the high school class. Dr. Tillery also found that 52 per cent of the community college students came from families in the bottom half of all families in income, while only 39 per cent of the four-year college students came from homes of this economic level. This despite major differences

in scholarships and other forms of student aid. I believe that the community college is the only institution of higher education that is eagerly and successfully meeting the acute socio-educational needs of our minorities, our underachievers, our late bloomers - our non-elite.

The opportunity to help students normally considered outside the college quality zone excites and stimulates the thousands of faculty and administrators now engaged in the community college effort as I know it excites you. For too many years, the children of the economically, culturally, or geographically disadvantaged have been denied access to post-high school educational experience. Dr. Tillery's study, for example, has shown that 82 per cent of the children of professional fathers are now attending college. Even more startling is the fact that over half of those children are enrolled in private colleges and universities. During the past decade, the great increases in college entrance have been from the high socio-economic and ability levels. The four-year colleges and universities have just about reached the saturation point from this segment of society alone.

The students of the future must be those who score lower on both measures of ability and socio-economic status. The comprehensive community college continues to strive to maintain the lowest possible cost to such students while providing a comprehensive set of educational program options. That is extremely difficult. Although two-year colleges represent approximately one-third of the total post-high school student population (a proportion growing dramatically each year) the community college's share of Federal student aid funds is dangerously low -- 4 per cent of national defense student loan funds, only 6 per cent of educational opportunity loans and only 15 per cent of college work study assistance.

The community colleges in this country have begun to achieve the democrati-

zation of higher education. They have done this without substantive federal assistance or recognition. You have heard the community college described as comprehensive. It is possible, perhaps probable, that you have tired of our use of that word. In the face of that possible feeling, I would like to expand the traditional view of "comprehensiveness". Generally, the term comprehensive refers to the variety of programs offered. Often, for example, our programs range from remedial reading to theoretical physics. We offer programs in welding and watch-making, anthropology, and literature. We <u>are</u> comprehensive in courses and programs. But we are comprehensive in other equally important ways.

For example, the community colleges are comprehensive in a geographic sense. They have not as yet reached the monolithic proportions of the typical state university. In the State of Washington, for example, the community colleges enroll about the same number of students as the state colleges and universities combined, but they do this by providing educational facilities for people in their local areas. In the State of Washington, about 85 per cent of the people live within 30 minutes of community college service. That kind of geographic comprehensiveness extends opportunities for post-high school education to thousands who would otherwise have no such opportunities - but it requires uniquely major capital investment and support.

The community college has a comprehensive student body. It is not uncommon, for example, to find youngsters just out of high school in classes with retired people, with bankers, merchants, salesmen, and other working people of the community who seek retraining or upgrading or who simply are taking courses because of a need to satisfy their basic human intellectual curiosity - but it also requires a mature and well trained faculty oriented to serve students.

Serving students from widely varying backgrounds and of widely differing age, ability, and interest levels, the community college provides a sort of micro-community which parallels the civic environment in which students are involved in non-college hours. The student body often includes representatives of the professions and the trades, the black and the white, the old and the young, the ready and the reluctant. This comprehensive student population provides a real world character that can be described as rebellion reluctant. National data, such as Cross's research, indicates that the community college is less violence prone.

The community college is comprehensive in terms of its physical plant. Community college services are provided on typical, if incomplete campuses, on second floors of partially used buildings, in church basements, in grange halls, in high schools during the late afternoon and evening and, though rarely, on the grounds of private or public four-year institutions.

In the State of Washington, there is a strong trend toward the use of relocatable structures, mobile units, and innovative instructional procedures which will enable us to take education closer to the people in more economical forms. In one of our community college districts, the board will offer a comprehensive community college program without a campus. They will achieve this by combining the use of available civic resources--both facilities and faculty. This facility comprehensiveness requires continued operating support and federal commitment to such innovations.

A final aspect of comprehensiveness concerns civic involvement. Due to the extensive use of advisory committees who provide continuing counsel and guidance on vocational programs, the involvement of individuals from the local community college district as board members, and the involvement of numerous citizens in a wide variety of civic and cultural activities, the community college is

designed to identify and react to local problems and needs. But this requires funds for new program starts and flexible budget situations.

In combination, this comprehensiveness of programs, facilities, students, and civic involvement produces a powerful educational climate as evidenced by its dramatic growth in enrollments and services. Community college students are occupied in an adult setting in an adult way - but this imposes some unique demands on its supporting public.

While numerous scholars on our nation's major campuses are talking about relevant education and student involvement, the community colleges are quietly attending to them. While education has contended that it is the student who fails, it is becoming increasingly apparent to the community college faculty that it is the institution that fails. The college must be made to fit the student rather than to insist that the student find means of fitting the college.

Astonishingly, the growth and vitality of the community college has occurred in the virtual absence of federal support. Historically, community colleges were locally funded, but increasing pressures on local taxes (particularly on real estate tax) has forced more and more reliance on state funding. Some 25 of our 50 states now have shared state-local financing and governance. The State of Washington has about 80 per cent state funding for the operating budget. The trend toward increased state funding is evident, but state financing hasn't and can't provide all the answers.

Dale Tillery, whose report "A College for Everyman" has already been mentioned, cites the view of John K. Folger who prepared a working paper on the community colleges for the Carnegie Commission on Higher Education as follows:

> ...the combination of inadequate planning, insufficient resources, non-comprehensive programs, and competition from other institutions will limit the development of community

> colleges in 20-25 states during the next decade, unless positive incentives are provided by the federal government to help overcome these problems.

Tillery then points out that, "In spite of these limitations, the pace of community college development to 1980 will closely parallel that of the past decade in reference to enrollment growth and the development of new institutions."

Unfortunately, these projections - as reliable and valid as they may be - obscure an essential and fundamental fact. The fact is that community colleges develop and grow not because of support, but because of continuing demands for the services they provide. The community college has not been a phenomenal success because of what it is, but because of what it does.

Yet, in spite of this booming success and major role, and as improbable as it seems, there is no advocate for the community colleges in the Office of Education. Improbable as it is, despite the record of the community colleges, there is no bureau, no division, no branch within the bureau of higher education. Equally improbable, there is no fund set aside for our specific and exclusive use. Improbable as it is, the community colleges participate in only 6 of the 24 higher education institutional support programs administered by the Office of Education.

Community college people are still pretty naive and inexperienced in the ways of politics, and the techniques for influencing legislative bodies. But one thing is crystal clear and its non-partisan and non-political - the Federal government is not providing programs or support at an appropriate relative level for the community colleges.

In 1965 I helped introduce a major revised approach to instruction at a community college in Michigan. Despite weeks of proposal effort we didn't receive one dime of support from the Federal government. Now, in the State of

Washington we're struggling to devise better ways for more students to achieve more learning in less time at less cost - and again, we're doing it ourselves - without Federal support. There doesn't seem to be any way for us to get help under present law.

This has been called the golden moment for community colleges. This year we have our first opportunity to influence leglislation which would recognize us as a meaningful part of education. It is a moving honor to be part of that event. Let this be our time. This year, with this Congress, with a new administration which has indicated a strong interest in and the desire to support the community colleges.

The community colleges richly deserve and desperately require specific tailored Federal recognition and support. The community colleges need a full complement of staff to provide assistance and support in the Office of Education and who will work with and through State agencies whenever possible.

We need legislation which will give us time to plan and prepare for an orderly and effective expansion of our services and facilities.

We need facilities to replace our abandoned high schools, our second shift high school operations, our collegiate-inspired classroom complexes.

We need legislation that recognizes and accepts varying state organization and implementation. In the State of Washington, we have a single agency for the receipt, administration, and accounting of Federal funds - we call it "the governor". We don't need more regional offices extending Federal influence - we need more coordination of Federal and state agencies trying to cope with the same problems.

We need legislation that will stimulate the development and use of new forms of learning opportunities for the disadvantaged, the ghettos, the geographically isolated.

We need support to maintain our vocational/technical programs and our special programs for the illiterate, the aged, the handicapped.

We need support for the community colleges and the millions of people they serve in this troubled nation, and we need that support this session, this year, so we can help you resolve some of our difficulties.

Oh but for the will, the strength, the rhetoric, the talent to move Federal leadership to help us.

Thank you.

STATEMENT OF DR. ROBERT J. LEO, SPECIAL ASSISTANT TO THE CHANCELLOR OF THE DALLAS COUNTY JUNIOR COLLEGE DISTRICT, DALLAS, TEX., AND MEMBER AAJC COMMISSION ON LEGISLATION, DALLAS, TEX.

Dr. LEO. Mr. Chairman, it is a pleasure to be here today to express my views on the historic Comprehensive Community College Act. I would like to give you a local view. I would like to talk about the local scene mainly because what Drs. Gleazer and Canfield have mentioned may be brought into sharper focus by bringing these things home.

Home for me is the Dallas County Junior College District—a multicollege district under the leadership of Dr. Bill J. Priest in Dallas, Tex. Texas has had a long history of junior colleges.

Currently 42 districts are located within its boundaries. One of these schools was founded over 100 years ago, while two of the schools experienced its first enrollees in September 1969. All the colleges are part of a comprehensive plan to provide low cost accessible education to the residents of Texas.

In Texas, as in many States, the community colleges serve a specific geographical area, serving local residents and responding to local needs.

That the community college is local in nature is probably its greatest asset.

As a local institution it can adapt to the changing local environment.

Enrollment in these institutions vary widely, with two having fewer than 500 students and one with over 13,000. The most obvious and probably the most significant characteristic, is that from 1965 through 1968 enrollment in public junior colleges increased by 66.5 percent, 52,394 students to 87,093 students. Even more significant is the fact that more than 22,000 students of 34,788 differences were enrolled in schools that were not operating in 1965.

Senator Yarborough has made a comment concerning the lateness of public junior colleges in large urban areas in the State of Texas, and Dallas recognized this by establishing a comprehensive system in 1965.

The pressure from increased enrollments in Texas has resulted in pressure for more facilities. Dallas County Junior College District opened its first campus in a converted downtown department store. During this past semester, we have enrolled 7,620 students, or 4,784 full-time equivalent.

We received no Federal support for the conversion of our facilities. In September we will open two more campuses. Of the approximately $24 million allocated for these campuses, only $2.6 million will come from Federal sources.

The construction financial problems of Dallas are reflected in the State of Texas as a whole. In fiscal year 1970 the requests to the State agency for Federal funds under HEFA, title I exceeded $14 million. The State allocation was only $2.2 million.

I am submitting for the record, an exhibit which graphically portrays the facilities plight of junior colleges in Texas—a plight which I am sure is being duplicated fiftyfold.

A plight that Dr. Canfield talked about in the State of Washington. The exhibit is available for the record.

Senator WILLIAMS. All right, it will be included.

(The document referred to follows:)

EXHIBIT I

During the period of time when the requests for federal funds for construction were becoming larger and while the Congress was increasing the eligible federal share from 40% to 50%, the appropriations for HEFA, Title I program were actually cut by 60% from 1967 to 1970. In addition, inflation and the withholding of the funds by the Bureau of the Budget increased the cost of construction by approximately 1% monthly.

SECTION 103:

FY 1968 Eligible Development Cost - $25,475,574

Federal Grants Requested - $10,190,229
Federal Funds Allocated - - 3,572,262
Deficiency of Fed. Funds - $ 6,617,967

Of Federal Money requested only 1 out of 3 dollars were funded; 64.9% of requests not funded. In a program designed for 40% federal participation--the appropriation level amounted to only 14% of the eligible development cost in Texas.

FY 1969 Eligible Development Cost - $25,512,447

Federal Grants Requested - $12,756,223
Federal Funds Allocated - - 4,418,353
Deficiency of Fed. Funds - $ 8,337,870

65.3% of requests not funded. In a program now designed as a 50-50 matching program, the Federal funds were only 17.3% of the eligible development cost in Texas.

FY 1970 Eligible Development Cost - $28,519,755

Federal Grants Requested - $14,259,877
Federal Funds Allocated - - 2,278,572
Deficiency of Fed. Funds - $11,981,305

84.0% of requests not funded. In a program designed for 50% federal participation, the appropriation level amounted to only 7.9% of the eligible development cost in Texas. Out of every $6.50 requested only $1 was funded due to lack of Federal funds.

Dr. LEO. There is much talk about the lack of local initiative and commitment yet, in Tarrant County, the voters cast their ballots for $18,144,000 in construction moneys; in Dallas County in 1965, the voters passed a $41.5 million bond issue plus a 30 cents tax for the operations of the district.

These local success stories have been repeated in other parts of the country. For example the junior college district in St. Louis, Mo., was brought into existence by the passage of a $47,200,000 bond issue by a 3 to 1 majority.

While local communities were responding to the need for low cost quality education little was heard from the Federal level to relieve the taxpayers.

The generous funding which is envisioned by the Comprehensive Community College Act for the purposes of establishing and expanding community colleges, will go far to meet the pending crisis in construction in community colleges facilities; not only in Texas, but the Nation as a whole, and in turn, will relieve the burden of local taxpayers.

I would recommend however that a provision be made for institutions to lease temporary facilities during their initial and expansion phases.

Too often we forget that many junior colleges in their beginning period are in need of temporary facilities in order to immediately serve their constituents.

Such a provision would enable these colleges, especially in urban areas, where cost of building new facilities in certain sections of the cities are prohibitive, to begin operation and again thus release local money for planning and construction.

In addition I would recommend an incentive provision which would allocate funds to the States for distribution to those urban community colleges which decide to locate in a downtown business area or an urban renewal area. Such funds could be used for the purchase of buildings or land, rental space or planning facilities which would complement the selected site.

Senator, I was born and raised in Paterson, N.J., and I returned to Paterson in February. I could not help but feel what a community college could do for the downtown area, which is currently serving a Spanish-speaking population and a black population.

With the incentives provision, a private college, such as Tombrock College which now exists in Paterson, could relocate its facilities to serve the population, where the population exists.

In Dallas we have done this. The first campus to open was El Centro College. We located downtown for accessibility and converted an old department store, and we feel this kind of provision in any legislation would be beneficial.

These recommendations, a leasing provision and location incentive provision, will have a great impact, not only in meeting the local needs, but also aid in bringing urban areas back to life. For a community college must be part of a community, not stand apart from a community.

The enrollment crush that Dr. Gleazer referred to raises the question, "Why are so many individuals attending community colleges?"

One student summed it up when he said, "This scene is a whole new bag!"

And I must agree. It is a new bag because the community college is accessible and inexpensive, and has open-door admissions, offers academic transfer courses, occupational technical training, developmental or basic studies programs, noncredit community service courses and emphasizes counseling as an integral (not separate) part of its function.

Community colleges are accessible. Look at the urban areas—St. Louis, Dallas, Fort Worth, Seattle, Cleveland, and Kansas City, Kans., are all multicampus districts. Located where the people are, these urban complexes are providing comprehensive programs for all residents in their areas.

Community colleges will not only be found in urban areas; we can also find them in rural areas where accessibility to education would be nonexistent without them.

Alice Lloyd College, an independent college, in Pippa Passes, Ky., under the dynamic leadership of President William Hayes, who will appear before this committee, is doing extensive work with the "Hill" people in Appalachia.

In Arizona the first community college to serve American Indians in his community is Navajo Community College. In essence community colleges are where the people are.

The "community" in community college is probably as important, if not more important than the term college. The community college is an extension of the local area.

It responds, acts, and reacts with the local populace while serving State and national needs. As open door, comprehensive community colleges, in which enrollment is limited only by space, urban community colleges have maintained a posture designed to meet the needs of the individual and community.

In credit programs, the Dallas County Junior College district, for example, accepts graduates of an accredited high school or its equivalent, the general equivalency diploma or mature adults (21 years or over) who are not graduates of high school.

Further, non-high school graduates less than 21 years of age are admitted on probation. There are no specific requirements for community service or noncredit programs.

Such requirements are typical of comprehensive community colleges throughout the United States. An open door policy means open admissions. Thus the appeal of the community college may well rest on its willingness to give an individual the opportunity to explore and pursue a continuing educational program.

Within the open-door context, the community junior college has been and will continue to be a vehicle for career choice for the individual who, for whatever reason, may find himself classified as low achiever, dropout, hard-core unemployed, unemployable, et cetera. Programs which address themselves to these kinds of individuals are consistent with the open-door policy of the community junior college in order to insure that the open door does not become a revolving door.

Programs such as guided studies or basic studies were started by community colleges in order to provide the development of skills in

individuals who, for whatever reason, find themselves in the category of disadvantaged.

These students have had poor educational background, few have experienced success, few had strong, positive relationships with adults in an educational setting.

The educational experience for most of them has been 12 years of repetitious learning exercises, meaningless almost from the beginning.

In sum, they appear to be out of step.

These students come to us looking for an opportunity to begin again. During the spring semester, 400 students were enrolled in the guided studies program at El Centro in the Dallas County Junior College district.

In our sister city, Fort Worth, the enrollment was 390. More could have been accepted if we were not limited by physical space. These programs are part of our educational program which is based on, as stated previously, open-door admissions, which give all individuals an opportunity to find themselves.

We receive no Federal support for this program. In fact we receive little State support for this program. It is a necessary program, it will continue to be necessary, and we will continue to offer it; for it is our view in the community college that no individual is a "loser" and every individual is salvageable; every individual deserves a chance.

One factor which seems to play an important role in bringing students to community colleges is concern for the individual. Community colleges of the seventies recognize that education is for the students.

Much is said about relevance today. Media has exploited the term. Students have made it a rallying word. Yet it is a word that is crucial to providing education to all people.

Relevance is a personal thing. It implies that which is necessary to make an individual a better person. It implies that which will make the individual a productive and contributing individual. It implies concern for others.

Individuals who enter the community college see an institution that is concerned with their welfare; concerned with their interests; concerned with their abilities. Counseling in the community college, which was alluded to previously, attempts to work with the individual through the critical decisions which will affect his life.

It is the counseling function that attempts to enhance relevance and extend the classroom from the institution to the outside world.

One point we seem to forget in dealing with students is that from age 13 they become decisionmakers. We are concerned here with the decisions they will make on this educational progress.

These are just some of the reasons that account for the increased enrollments in community colleges. True there are many others. Dr. Canfield and Dr. Gleazer have talked about geographic considerations and others.

But high enrollments alone do not justify the support of community colleges—it is what happens to the individual as an individual while in the community college setting that provides the strongest justification.

In order to continue to fulfill our commitment to our communities we at the local level are turning to the State and Federal governments for financial relief. The local tax dollar has been stretched to its limits.

The introduction of the Comprehensive Community College Act has already had a far-reaching effect on those of us in the day-to-day world of community colleges. The community colleges had virtually despaired of winning equal treatment in Federal programs as currently staffed and conducted. The myriad of programs, the lack of coordination, the lengthy and at times, over-restrictive guidelines, the proliferation of forms, the unresponsiveness of Federal officials, had created a stayaway attitude on the part of community colleges.

As a result of your bill community colleges are beginning to find a more receptive ear in Federal agencies. Just let me cite a few examples. In 1969 only 1.6 percent of EPDA, title V–E money went directly to community colleges. In 1970 almost 20 percent of the total funds were awarded directly to community colleges.

Guidelines are being rewritten in such programs as "Talent Search," "Special Services for the Disadvantaged," and other programs to include a fair share for community colleges.

Even the National Science Foundation, that great tower of academia, is recognizing that we do exist. It is a beginning, but the future is upon us and we need more funds to fulfill our role in the community.

One other point concerning Federal agencies—it is difficult to understand why DHEW, with 10 regional offices, insists on keeping almost 90 percent of its personnel based in Washington, D.C.

When the problems of the community college within a specific region can be understood by individuals based in that locale, there is a certain hypocrisy in the fact that personnel from Washington, D.C., are making decisions which could be better made by individuals in the regions.

I urge that the regional offices of HEW, as Dr. Gleazer has recommended as well, include amongst its personnel individuals who understand the function and operations of the community colleges.

By being placed in the region, they will be accessible to the local institutions for technical assistance and help in working well through the Federal process.

If decentralization is the basic philosophy of the administration and the Federal Government the authorization for the disbursing of funds, and approval of projects should be in the regional offices.

We have heard promises from the administration about their attempt to provide more for the community colleges.

Senator Williams. Your appraisal of the administration was added in your prepared statement?

Dr. Leo. Yes; that was added.

Senator Williams. I raise that, because at the conclusion I was going to ask all of you for an appraisal of what the administration has suggested in the whole area of community colleges, and I will say it now, because I was going to say it later.

There was early promise that the administration was going to be a strong force in this area. Personally, I have been disappointed. I wondered whether you could give me your appraisals. In my open-

ing statement, which is in the record since I did not read it, I said that it seems to me that in this legislative posture, Congress is going to have the action and initiative resting on it.

If you have an evaluation I would like to have it. It does not have to be at the table today, you can submit them later for the record.

Excuse me for the interruption.

Dr. LEO. A separate office for community colleges, as envisioned by your bill, will go far to give these institutions visibility and create an awareness on the problems and prospects unique to the community college. Through such an awareness some of the problems outlined above may be alleviated.

Some changes in existing legislation would go far to help the community colleges in their quest. For example, student financial aid programs as they exist do not meet the needs of the community college student.

On this point Dr. Alice Thurston, director of institutional research and planning, stated in a letter to me on June 8.

> Federal student financial aid is calculated on the unrealistic assumption that the student lives at home where his parents provide room and board. The average age of students in our day program is 24, thus for many this assumption is very unrealistic.
>
> Also the assumption that loans are a good solution is not justified as many people have pointed out; disadvantaged students and junior college students generally do not want loans, to borrow money requires greater confidence in one's future than our freshman typically have. With sophomores who are now making satisfactory progress, it may be a different story.

To support Dr. Thurston's story, I might add that during the spring semester of 1970 the average age of our student population at the Dallas County Junior College district was 26. Many of these students are married and supporting families. Thus a change in student financial aid programs is warranted to meet this segment of the population served by the junior colleges.

Further requirements for financial assistance discriminate against the part-time student. This is a problem for comprehensive community colleges which, with their open door policies sometimes have more than one half of the student body classified as part-time.

For example, Tarrant County Junior College district (Fort Worth, Tex.) had an enrollment of 8,347 in the spring of 1970—of this total enrollment 4,652 or more than 55 percent were part time.

In the metropolitan junior college district in Kansas City, of 6,053 students approximately 60 percent were classified as part-time. In my own district in Dallas 62 percent of those enrolled during the spring semester were part-time students.

Provisions must be made in Federal student financial aid programs to meet the needs of all students.

The high enrollment of part-time students supports Dr. Gleazer's statement that any formula developed by Congress for disbursing funds should be based on the number of full time equivalent students rather than the number of full-time enrollments.

Another segment of the student population in community colleges is the community service or noncredit students. A major function of the community college is to provide enrichment programs to the general public.

These courses and/or programs are designed to meet specific short-term needs articulated by various voices in the community. These may include such programs as the insurance program for certification as a CLU, retailing, preparation for the High School Equivalency Diploma Examination, art, keypunch, forums in social issues, short courses for operators of day-care centers, nursing refresher courses and the like.

In major urban areas, the community service programs have been and will continue to be a necessary function of the community college. In our neighboring city of Fort Worth, Tarrant County served 2,700 individuals in their community service programs.

In Dallas, more than 7,000 individuals have participated in these courses.

It is ironic that legislation currently on the books, in the name of Title I, HEA community services and continuing education does not take into account the myriad of courses that are not college level or carry no credit.

A redefinition of community services, to include those individuals who are in need of upgrading their skills or would like to have personal enrichment or wish to explore career changes, would be beneficial.

We can no longer be content with the image that education must take place in only the formal structure of college credit programs. As local institutions responding to local needs which, in turn, mirror the State and national needs, the community college must act and react with its constituents to in order to provide for a more educated society.

Thus, Senator, as a student said previously, the scene is a whole new bag.

The community scene is constantly changing, the community colleges will continue to adapt to these changes while traveling a road that helps to promote social and educational change. The new bag today may not be so new tomorrow.

We at the local level look forward to the day when the term "disadvantaged" is simply a word from the past; when there are enough facilities to afford universal access to education, and when education at all levels is designed for the community at large.

If those of us at the local level who work the scene are to meet the needs of the community we will need your help. For we believe that actions must be consistent with the rhetoric; the community college will remain a part of the community not stand apart from the community.

Thank you, Senator.

Senator WILLIAMS. Thank you very much, Dr. Leo. We appreciate your reference to the State of New Jersey. I would like to talk to you later more specifically about what you have raised in your statement.

This has given us a wealth of material to think about and to put together as we try to develop a program and refine the legislation and go on to persuade others that we are moving in the right direction. Dr. Gleazer, would you describe the community college? Is this comprehensive community approach to education something that is indigenous to our country?

Dr. GLEAZER. The institution, I think, could be so described. I just recently returned from working with planning commissions in Indonesia, Thailand, India, Kenya, and Ethiopia, where there is a very definite interest in this concept of an educational institution, because it is rather traditional in most of the countries I have indicated where there are two lines.

There is the university line, the academic line, to prepare people for going into the universities, and then there is a quite separate line, the line which prepares them for the occupations, and particularly the technical and semiprofessional needs and fields.

Characteristically, these two don't come together, and the student has to make his choices very early in the game as to what he is going to do, and to be, and to pass tests to see which line he is going to follow.

It is very difficult, then, later on, to cross over from one stream to the other. In our country this concept of bringing these streams together and a stream of general education as well, extending the institutions throughout the community in the form of community services, the concept that here is an educational resource center for the community to be called upon by citizens throughout his life, as his needs and interests and problems might justify this, this concept can, I think, accurately be said to be an American concept.

One reason incidentally why it is looked to with such interest now by a number of other countries, feeling that this country, this kind of concept of this can be of utility to them with whatever local cultural adaptations needs to take place is this.

Senator WILLIAMS. Thank you.

Do you have the growth rates for community colleges over the last decade?

Dr. GLEAZER. Yes, we have those available and will be glad to submit them for the record.

Some of these are included in the very fine work that has been done by the Carnegie Commission and I have been quite impressed by the way the recent reports from that Commission relate, I think, such a suitable, and in an appropriate fashion, the concerns of this committee with respect to this bill, and I think it has strengthened and enhanced the statements of purpose which have been indicated, sir, in your bill.

But we would be glad to make these growth rates available for the record.

Senator WILLIAMS. Very good.

(See p. 3 of Dr. Gleazer's prepared statement which appears on p. 1390.)

Senator WILLIAMS. We would appreciate it if you would do that. I think we ought to include the parts of the Carnegie Report that will be most helpful to us, or maybe the whole report.

Mr. GLEAZER. It is the "Open Door Policies for Community Colleges."

Senator WILLIAMS. I think we ought to include that in our record at this point.

(The document referred to follows:)

1551

The Open-Door Colleges

POLICIES FOR COMMUNITY COLLEGES

A Special Report and Recommendations by
The Carnegie Commission on Higher Education

JUNE 1970

MCGRAW-HILL BOOK COMPANY
New York St. Louis San Francisco Düsseldorf
London Sydney Toronto Mexico Panama

The views and conclusions expressed in this report are solely those of the members of the Carnegie Commission on Higher Education and do not necessarily reflect the views or opinions of the Carnegie Corporation of New York, The Carnegie Foundation for the Advancement of Teaching, or their trustees, officers, directors, or employees.

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Printed in the United States of America.

Additional copies of this report may be ordered from McGraw-Hill Book Company, Hightstown, New Jersey 08520. The price is $1 a copy.

"The extension of the years of free education through the establishment of local two-year colleges has been the expression of a new social policy of the nation. Or perhaps I should say a further thrust of an old policy. For one could simplify the history of American public education in the last hundred years by noting the steps in the movement to make universal the opportunities hitherto open only to the well-to-do. First came the provision of elementary schooling at public expense; then came the free high schools and efforts to provide instruction for a wide variety of talents (the widely comprehensive four-year high school); lastly, the growth of the equally comprehensive public two-year college, the open-door college, as it has been sometimes called."

JAMES B. CONANT

Foreword

The Carnegie Commission on Higher Education will issue its final report and recommendations in 1972, after all its research projects have been completed. But many problems in higher education are urgent and need early action. The Commission submits special reports on such matters as soon as it has had an opportunity to review the relevant issues and develop specific recommendations.

The first such report, *Quality and Equality: New Levels of Federal Responsibility for Higher Education,* appeared in December, 1968. It focused upon the essential role the federal government should play in preserving margins of academic excellence and expanding educational opportunity. A supplement to this report was published in June, 1970.

Our second report, *A Chance to Learn: An Action Agenda for Equal Opportunity in Higher Education,* appeared in March, 1970. It concerned the policies that should be followed by all levels of government and by institutions of higher education to ensure equality of opportunity for all students, regardless of race or family socioeconomic status.

This third report, *The Open-Door Colleges: Policies for Community Colleges,* discusses the role of the community colleges, which comprise the fastest growing segment of higher education in the United States, and proposes policies for their future development. It presents new projections of enrollment in two-year institutions of higher education on a state-by-state basis to 1980 and on a national basis to the year 2000, as well as estimates of needs for additional community colleges by 1980. The report seeks to blend into a coherent, overall policy the current practices and proposals which, on the basis of our experience and careful evaluation, have the greatest merit.

To the many persons who were consulted and gave us helpful

suggestions, we wish to express our appreciation. Particularly valuable contributions were made by Dr. Dale Tillery, associate professor of education, and director, SCOPE Project, Center for Research and Development in Higher Education, University of California, Berkeley; Dr. Leland L. Medsker, director of the Center for Research and Development in Higher Education, University of California, Berkeley; and Dr. John K. Folger, executive director, Tennessee Higher Education Commission. The Medsker-Tillery volume, *The Two-Year College in America,* to be published by McGraw-Hill for the Commission, was a valuable source reference in the preparation of this report. The enrollment projections were prepared under the directions of Dr. Gus W. Haggstrom of the Carnegie Commission staff. We also wish to thank the other members of our staff, and most especially Dr. Margaret S. Gordon, for their work in preparing this report.

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Contents

Foreword, v

1 *Major Themes,* 1

2 *Community Colleges—Their Distinctive Place in American Higher Education,* 3

3 *The Growth and Development of Community Colleges,* 9
Their historical roots ▪ Their rapid growth

4 *Goals for the Development of Comprehensive Colleges,* 15
Open access ▪ Preserving the two-year instituion ▪ Meaningful options ▪ Opportunities for degrees ▪ Transfer programs ▪ Occupational programs ▪ Guidance ▪ Remedial education

5 *Other Two-Year Institutions,* 25
Two-year branches of universities ▪ Specialized public two-year institutions ▪ Private two-year institutions

6 *The Size of Two-Year Institutions,* 29

7 *Future Enrollments and New Community Colleges,* 33
Enrollments ▪ New community colleges

8 *The Need for Broader Financial Support,* 41
The federal government ▪ The states ▪ The need for evaluation

9 *The Governance of Community Colleges,* 47

10 *Accreditation,* 49

11 *Goals and Expectations for the Future,* 51

Appendix A: Tables, 54

51-567 O - 71 - pt. 3 -- 13

Appendix B: Excerpts from Quality and Equality: Revised Recommendations—New Levels of Federal Responsibility for Higher Education, 67

References, 73

1. *Major Themes*

This report has the following major themes:

1 The community college has proved its great worth to American society. Community colleges should be available, within commuting distance, to all persons throughout their lives, except in sparsely populated areas which should be served by residential colleges. This will require 230 to 280 new colleges by 1980 (see Appendix A, Table 5 for state-by-state figures). Prospectively more than 95 percent of all Americans will be within commuting distance of a community college.

2 The Carnegie Commission favors the *comprehensive* community college with academic, occupational, and general education programs as against more specialized two-year colleges. The comprehensive college provides its students with a wider range of options.

3 Community colleges should remain two-year institutions and not expect to become four-year or graduate institutions. They have an important role to play and should not abandon it.

4 Full transfer rights should be provided qualified graduates of community colleges by comprehensive state colleges and universities. There should be no artificial ceiling for students with proven academic ability and interest.

5 Occupational programs should be given the fullest support and status within community colleges. These programs need to be flexibly geared to the changing requirements of society. The health-service professions, in particular, will be expanding rapidly, and training for many of them can best be given in the community colleges.

6 The Carnegie Commission supports open access to the "open-door" college for all high school graduates and otherwise qualified individuals (1).[1] The community colleges have a particular role to play in assuring equality of opportunity to all Americans. The Commission, while supporting open access, does not believe that all young people either want higher education or can benefit from it. Many of those who can benefit from higher education and want it would be better off in other endeavors for a time after high school before entering higher education. For this latter group, the community college can stand as a continuing open opportunity over a period of years.

7 The community college should charge no tuition, or low tuition.

8 Guidance—occupational and personal—is a particularly important function for the community college, which serves so many students who are in the process of choosing their lifetime occupations and their life styles. It is an excellent place for those who are uncertain about their careers and about their lives to canvass their opportunities and make their choices.

9 The community college has a special responsibility to enrich the cultural life of its neighborhood and to be an active center for art, music and drama, and intellectual discussions.

10 The Carnegie Commission believes that the optimum size of a community college is 2,000 to 5,000 students. If it is much smaller, it cannot provide a rounded program at reasonable cost. If it is much larger, it will compound unnecessarily the problems of commuting and parking, and it will be less likely to be a part of any single neighborhood. More people can be served more conveniently by several colleges of reasonable size than by one large institution.

11 The community college by the nature of its purposes should relate to its local community and be governed by a local board or, at least, have a local advisory board.

12 Financing should be increased and equitably shared by federal, state, and local governments. In particular, the federal government should provide start-up grants for the additional community colleges needed to provide nationwide coverage.

[1] See *References* following Appendix B for complete citations.

2. Community Colleges–Their Distinctive Place in American Higher Education

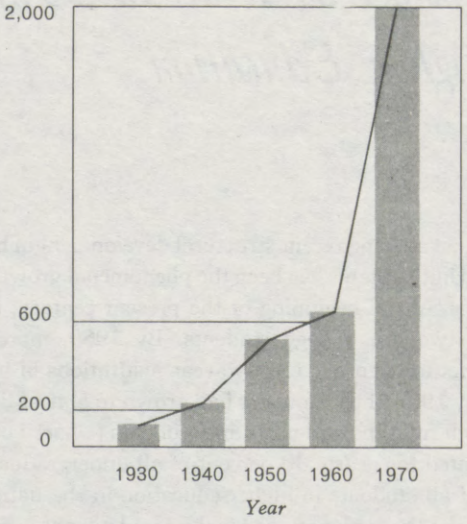
The most striking recent structural development in higher education in the United States has been the phenomenal growth of community colleges. At the beginning of the present century, there were only a few two-year college students. By 1960, more than 600,000 students were enrolled in two-year institutions of higher education and, by 1969, their numbers had grown to almost 2 million, including both full-time and part-time students (Chart 1). These students accounted for nearly 30 percent of all undergraduates and 25 percent of all students in higher education in the nation.

Among the explanations for the rapid advance of the community colleges are their open-admission policies, their geographic distribution in many states, and their usually low tuition policies. They offer more varied programs for a greater variety of students than any other segment of higher education. They provide a chance for many who are not fully committed in advance to a four-year college career to try out higher education without great risks of time or money. They appeal to students who are undecided about their future careers and unprepared to choose a field of specialization. And, last but by no means least, they provide an opportunity for continuing education to working adults seeking to upgrade their skills and training.

Community college students are more representative of the college-age population of the United States than are students in any other major segment of higher education. They tend to be almost equally divided between students of above-average and below-average ability, and the great majority come from families that may be classified as "moderate" or "high" in terms of occupational level (Chart 2). They are predominantly from families with average incomes. The proportion of students from upper-income families

CHART 1 ***Enrollment in two-year colleges, United States, 1930-1970***

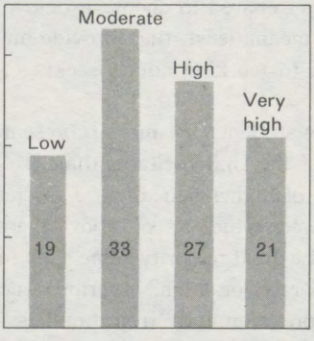
Number, in thousands



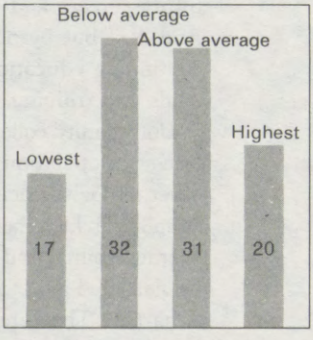
SOURCE: Adapted from American Council on Education data, with estimated 1970 enrollment.

CHART 2 ***Characteristics of students in two-year colleges***

Family occupational level—percent at each level



Academic ability—percent in each quartile

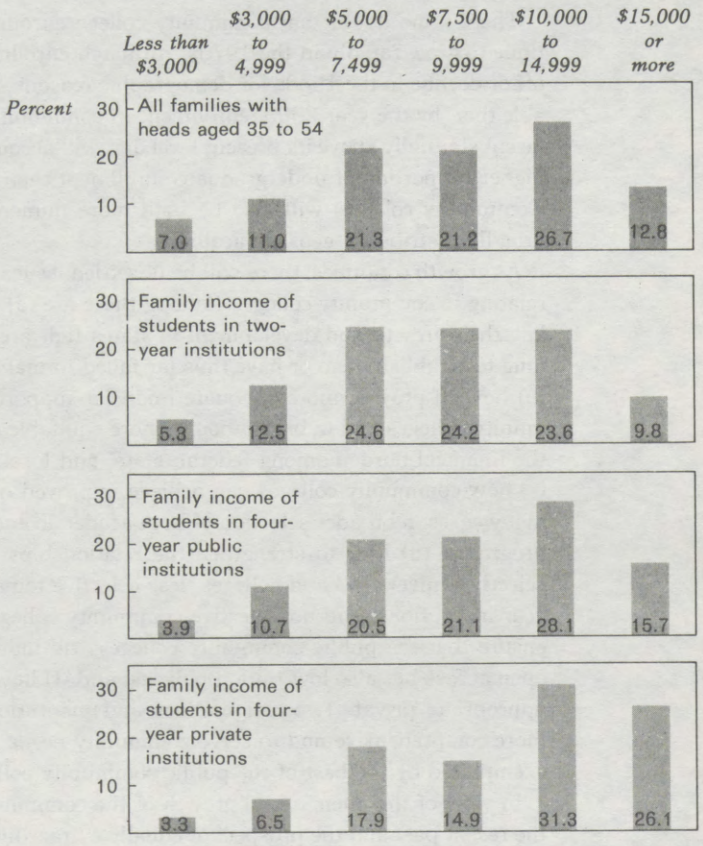


SOURCE: Surveys conducted in four states (California, Illinois, Massachusetts, and North Carolina) by SCOPE PROJECT, Center for Research and Development in Higher Education, University of California, Berkeley.

tends to be appreciably higher in public four-year institutions and decidedly higher in private four-year institutions than in two-year colleges (Chart 3).

Community college students are also representative of their communities in racial composition. Although, on a nationwide basis, the proportion of minority-group students in community colleges (except for Japanese- and Chinese-Americans) falls short of their representation in the youthful population, the composition of the community college student body in individual communities

CHART 3
Income of families with heads aged 35 to 54 and family income of students, by type of college, United States, 1966



SOURCE: Adapted from U.S. Bureau of the Census data.

tends to reflect the local mix, especially in the northern and western states (Appendix A, Table 1).

Approximately half of the students in two-year colleges are adults, ranging in age from 22 to 70 or more, with a median age of about 25 years (2, p. 108). These students' objectives are predominantly professional or vocational, and in most cases they are attending college in order to qualify for a better job. About 45 percent of the students in two-year institutions are enrolled on a part-time basis. These include both college-age students who hold jobs and adults enrolled part-time in day or evening classes. On a full-time equivalent basis, total enrollment in two-year institutions amounted to about 1.3 million in 1968, or about 22 percent of all enrollment in higher education counted on this basis.

There is no doubt that community college enrollment will continue to grow rapidly in the 1970s. Although enrollment may level off or decline in the 1980s for demographic reasons, it seems probable that, by the year 2000, enrollment in community colleges will be substantially above its present level and will account for an even higher proportion of undergraduate enrollment than it does today. Community colleges will also be both more numerous and more broadly distributed geographically.

As growth continues, there will be unsettled issues and problems relating to community colleges. Among these are (a) how to stimulate their growth and development in states that are barely beginning to establish them or have thus far failed to make a beginning; (b) how to provide more adequate financial support for the community colleges and to bring about a more equitable distribution of the financial burden among federal, state, and local governments; (c) how community colleges can achieve improved quality and, in many cases, a broader selection of both academic and occupational programs; (d) how to strengthen the relationships among highly selective universities and colleges, less selective four-year and five-year institutions, and nonselective community colleges; (e) how to ensure that the public community colleges will maintain not only open access but also low tuition policies; and (f) how to encourage appropriate private two-year colleges and institutions to become more comprehensive and to serve community needs in the manner exemplified by the best of the public community colleges.

In view of the phenomenal growth of the community colleges in the recent past and the prospect of equally extraordinary growth in

the next decade, the satisfactory resolution of these unsettled issues and problems is of importance and urgency for the future of higher education in the United States. These and other issues are the subject matter of this report.

3. The Growth and Development of Community Colleges

THEIR HISTORICAL ROOTS

Community colleges have multiple roots. Their historical development helps to explain their special contributions to the diversity of opportunity in contemporary higher education as well as institutional differences in commitments and in readiness to make such contributions.

A tradition of small colleges and academies responsible to local committees or boards developed early in the United States. Hundreds of them were established in states such as New York, Pennsylvania, Ohio, and Indiana. However limited, these early colleges did seek to prepare men for the occupations which many deemed most necessary for the new American Society—the clergy and law and teaching. They were also fundamentally concerned with the role of education in the formation of values.

The Morrill Act of 1862 and the early land-grant colleges had profound effects on American higher education that are particularly apparent in the contemporary community college. The land-grant movement brought a new kind of education to the people. It revolutionized the curriculum of higher education through its emphasis on technology, agriculture, and applied science. The very success of land-grant colleges during the past century has modified their roles and functions. Gradually they became universities, and many are now national and even international centers for research and for graduate and professional study. This transformation has closely paralleled the emergence of comprehensive community colleges which, in turn, are accepting, reshaping, and extending the service philosophy of the land-grant movement.

A further influence on two-year college development was the advocacy of the bifurcated university at the turn of the century. William Rainey Harper at the University of Chicago was joined by other university presidents in supporting the creation of lower-

division institutions. Strongly influenced by the German system of higher education, these educators sought to free the universities for their primary functions of advancing knowledge and providing graduate education and, at the same time, sought to increase opportunities for education beyond high school. The plan envisioned the transfer of the most able "junior college" students to the universities.

Among the advantages of junior colleges were, according to President Harper:

> The student who was not really fitted by nature to take the higher work could stop naturally and honorably at the end of the sophomore year.
>
> Many students who might not have the courage to enter upon a course of four years' study would be willing to do the two years of work before entering business or the professional school (3, pp. 34–37).

The oldest publicly supported junior college still in existence was established in Joliet, Illinois in 1901 (4, p. 8). In California, which developed the most extensive community college system in the country, the first two-year college was established in Fresno in 1910.

Toward the end of the 1950s, the need for a broad California state plan that would clearly delineate the relative roles of the three layers of public higher education in the state—the University of California, the state colleges, and the public community colleges—came to be recognized. After extensive debate and study, the California master plan for higher education was adopted in 1960 (5). This turned out to be a landmark in the evolution of the community colleges into fuller status within higher education.

The plan provided that the university was to maintain high admission standards, selecting first-time freshmen from the top one-eighth of all graduates of California public high schools and from graduates with equivalent records at private and out-of-state secondary schools. The university was also to give relatively greater emphasis to upper-division and graduate work than to lower-division instruction. The state colleges were to select their first-time freshmen from the top one-third of all graduates of California public high schools and from graduates of private and out-of-state secondary schools at equivalent levels. Although there was no specific recommendation in the master plan with respect to the admission policies of community colleges, the California education

code requires community colleges, assuming residence requirements are met, to accept "any high school graduate and any other person over eighteen years of age . . . capable of profiting from the instruction offered." The master plan made community colleges—for the first time—an official segment of California's higher education. Public policy provided that they should be established in all relatively populous areas of the state. The academic programs at the community colleges were explicitly recognized by the university and the state college system, and community college transfers were given priority in admittance.

The selection standards for the university and state colleges do not, of course, mean that all those in the top one-eighth of high school graduates go to the university or that all those in the top one-third go to the state colleges. Some of the most highly qualified students enter private institutions, and some go to community colleges.

The California master plan was extensively studied throughout the country, and during the 1960s a number of states adopted plans with similar objectives.

Historically, the emergence of comprehensive community colleges was influenced by the prior development of comprehensive high schools, particularly over the past quarter of a century (6). The comprehensive high schools were themselves manifestations of the rising demand for increased education and for vocational training associated with rapid industrialization and urbanization. Many of the public two-year colleges also gradually developed a broader concept of their role, recognizing that, if they were to provide meaningful options for students who had not yet made a firm career choice, they must offer academic, general, and occupational programs. They also began to meet the need for programs of education for adults. Thus, when we refer to community colleges in this report, we have in mind the *comprehensive public two-year college* which offers academic, general, occupational, remedial, and continuing adult education.[1]

The pace of equalization of access to the community colleges has been greatly increased as a result of the nation's growing commitment to equality of opportunity. Massive federal assistance for

[1] The term "junior college" is used in relation to the historical development of two-year colleges as extensions of the high school and also to designate contemporary private two-year colleges, which are usually called junior colleges.

the higher education of returning service personnel, for technical education, and for general financial aid to students has greatly increased the demand for education beyond high school.

As the Carnegie Commission pointed out in its recent report, *A Chance to Learn: An Action Agenda for Equal Opportunity in Higher Education:*

> An unusually heavy burden of universal access now falls and will continue to fall on the two-year community colleges. They have the most varied programs and thus appeal to the widest variety of students. Their geographical dispersion makes them, in the states where there are well-developed systems, the most easily available colleges for many students. The community colleges are particularly well-suited to help overcome deprivation by fact of location, deprivation by fact of age, and deprivation by fact of income.

THEIR RAPID GROWTH

There are now over 1,000 two-year colleges in the United States, and in recent years new colleges have been created at the rate of about one each week. Whereas the number of private two-year colleges has been declining, the number of public community colleges has more than doubled in the last decade, while their average enrollment size has increased about six percent each year. Enrollment is now predominantly in the public institutions (Table 1).

Yet the development of community colleges and the growth of enrollment has been very uneven from state to state. There were 10 states in 1968 in which 30 percent or more of all undergraduates were enrolled in two-year colleges (Map 1). In another 14 states, students in two-year institutions accounted for from 20 to 30 percent of undergraduate enrollment. A dozen states had from 10 to 20 percent of their undergraduates enrolled in two-year colleges, while in the remaining states the proportion was less than 10 percent. Seven states—California, Florida, Illinois, Michigan, New York, Texas, and Washington—accounted for more than two-thirds of all enrollments and over one-third of all public community colleges in 1968.

Among the most important barriers to the development of community college systems by some of the states are the following: (a) lack of an adequate state plan to guide the development of community colleges; (b) low population density; (c) low per capita income; (d) little or no state financial support for community colleges; and (e) the existence of several competing types of two-year

institutions in the same state, including existing community colleges, two-year branches of universities, and vocational or technical institutes.

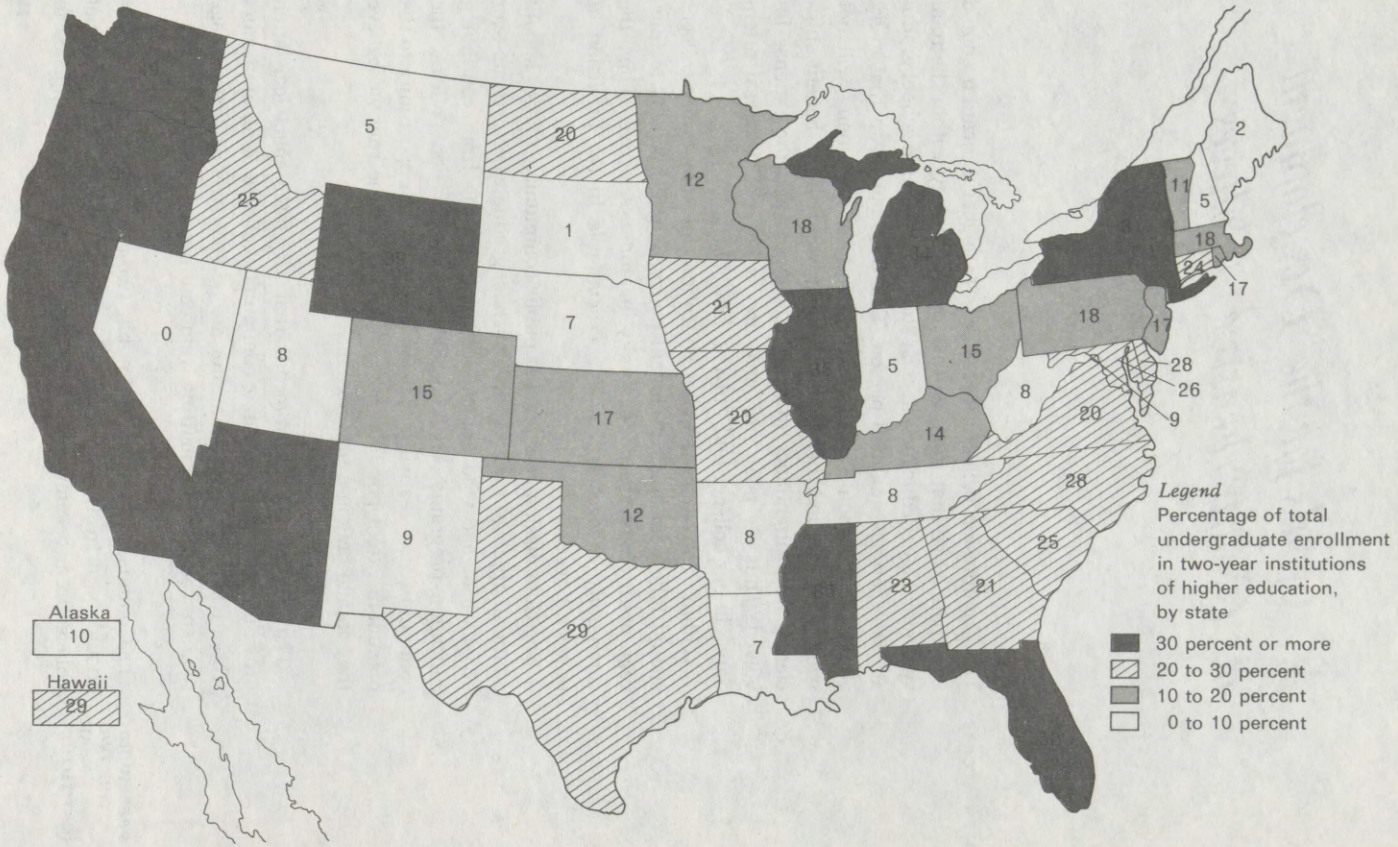
TABLE 1 ***Two-year institutions of higher education, by type and enrollment, United States, fall, 1968***

			*Enrollment**	
Institutions	*Number*	*Percent*	*Number, in thousands*	*Percent*
Public community colleges	584	54.6	1,599.5	85.5
Private junior colleges	258	24.0	123.1	6.6
Two-year branches of universities	127	11.8	78.7	4.2
Specialized two-year institutions				
Public	73	6.8	47.0	2.5
Private	30	2.8	22.7	1.2
TOTAL	1,072	100.0	1,871.0	100.0

*Includes all full-time and part-time students.

SOURCE: Estimated by the Carnegie Commission staff from U.S. Office of Education data and other sources. Since it is sometimes difficult to determine whether an institution is, in fact, a two-year institution or to identify it by type, the estimates are subject to a margin of error.

MAP 1 ***Percent of undergraduates enrolled in two-year institutions of higher education, by state, 1968***



4. *Goals for the Development of Comprehensive Colleges*

OPEN ACCESS

The Commission believes that access to higher education should be expanded so that there will be an opportunity within the total system of higher education in each state for each high school graduate or otherwise qualified person. This does not mean that every young person should of necessity attend college—many will not want to attend, and there will be others who will not benefit sufficiently from attendance to justify their time and the expense involved. Thus we favor universal access but not universal attendance in our colleges and universities.

Within the system of higher education, the community colleges should follow an open-enrollment policy, whereas access to four-year institutions should generally be more selective. Thus the community colleges will play a crucial role in the provision of universal access.

The Commission believes that public community colleges should admit all applicants who are high school graduates or persons over 18 years of age who are capable of benefiting from continuing education programs. Without such open-admission policies, the community colleges will not provide equality of opportunity to the maximum extent possible, nor will they play the role we believe they should play in a universal access system.

The Commission recommends that all states enact legislation providing admission to public community colleges of all applicants who are high school graduates or are persons over 18 years of age who are capable of benefiting from continuing education.

PRESERVING THE TWO-YEAR INSTITUTION

The Commission believes that public two-year community colleges should be actively discouraged by state planning and financial policies from becoming four-year institutions, as has happened in

some cases. Two years of higher education will meet the needs of many students, and too many students are now held too steadily and too long in four-year institutions in programs which seem to them at least partially irrelevant to their needs and interests.

In addition, there is growing emphasis on reducing relative enrollments in lower-division courses on four-year campuses and in increasing the relative degree of concentration on upper-division and graduate work in universities. Thus the two-year colleges will play an increasingly important role in providing the equivalent of lower-division work for students who plan to transfer to four-year programs.

There is further concern that, if two-year colleges become four-year colleges, they will place less emphasis on occupational programs and thus leave an unmet need in the local community.

The Commission believes that the comprehensive public community college has a unique and important role to play in higher education and that public two-year colleges should be actively discouraged by state planning and financing policies from converting to four-year institutions.

MEANINGFUL OPTIONS

The Commission believes that public two-year colleges should provide meaningful options for students who have not yet made firm career choices; a chance to return to higher education for those students who have dropped out of four-year colleges; and, in addition, continuing education for adults. These goals are best achieved in the comprehensive community colleges.

This does not mean, however, that every community college should conform to a single pattern. In large urban centers, there may be a case for some degree of specialization. One institution, for example, might develop a particularly strong curriculum in the allied health professions, while another gives special emphasis to such fields as engineering or electronics. A third might become a center for cultural activities, while a fourth develops an extensive community service program. Thus, although each college could provide a choice among academic, general, and occupational programs, the student could choose the one which best emphasizes his interests. This approach would curtail indefensible duplication and result in definite savings in tax funds.

For the student who has not made a decision to prepare for transfer to a four-year institution or to enter an occupational pro-

51-567 O - 71 - pt. 3 -- 14

gram, the general education curriculum plays an important role. The general education curriculum not only broadens the student's knowledge but increasingly includes course work designed to acquaint the student with career opportunities in a variety of fields. For many students enrolled in the general curriculum, moreover, remedial education is needed.

The Commission recommends that all state plans for the development of two-year institutions of higher education should provide for comprehensive community colleges, which will offer meaningful options for college-age students and adults among a variety of educational programs, including transfer education, general education, remedial courses, occupational programs, continuing education for adults, and cultural programs designed to enrich the community environment. Within this general framework there should be opportunities for varying patterns of development and for the provision of particularly strong specialties in selected colleges.

OPPORTUNITIES FOR DEGREES

The Carnegie Commission believes that every student who satisfactorily completes the course requirements for a two-year college program should be awarded an Associate of Arts or Associate of Applied Science degree, and that students who enter two-year institutions with adequate advanced standing on the basis of college-level courses taken in high school or after graduation from high school should be provided the option of earning the Associate degree in less than two years. In other words, the Commission believes that two-year colleges should award an Associate degree for satisfactory completion of a transfer program, a general education program, or an occupational program. The only exceptions to this policy should relate to short-term training programs or traditional training of the skilled craftsman type, for which certificates should be provided, and remedial education courses. The Associate degree should become the standard degree earned by all students who complete two years of higher education or its equivalent.

The Commission recommends that all two-year colleges should award an Associate of Arts or Associate of Applied Science degree to all students who satisfactorily complete a two-year prescribed curriculum and that students who enter with adequate advanced standing should have the option of earning the Associate degree in

less than two years. Non-degree-credit courses should be confined to short-term courses and to training of the skilled craftsman type, for which certificates should be provided, and to remedial work.

TRANSFER PROGRAMS

Over two-thirds of students entering two-year colleges hope to transfer to senior colleges and universities. Thus it is not surprising that about two-thirds of the students in two-year colleges are enrolled in transfer programs. However, while exploring transfer programs, many students change directions or drop out; only about one-third of entering freshmen do in fact transfer after completing the community college program (7). But this experience does not compare unfavorably with that of four-year institutions, where more than one-fourth of those who enter do not continue beyond the first year and more than two-fifths of those who enter do not continue beyond the first two years (8, p. 16). In both two-year and four-year institutions, some of those who drop out transfer to another institution, while others return to college at a later date.

Once in a four-year institution, the transfer student tends to have a somewhat poorer record than the continuing student in the first semester after transfer, but the difference narrows after that. Transfer students tend to complete the baccalaureate program in fewer regular terms than continuing students, participating more frequently in summer sessions to accelerate their progress (9, p. 154).

In view of the large proportion of students enrolled in transfer programs, major emphasis on improving the quality of these programs will continue to be required. Although there has been steady improvement in the ease with which students transfer from community colleges to four-year institutions, there is a need in many states for more careful articulation of policies providing for transfer. In addition to admission policies which encourage transfer from accredited two-year institutions, there is also a need for student financial aid policies which do not discriminate against transfer students. A recent nationwide study showed that only one college in five had provided aid specifically for transfers and that one-third of all new freshmen received aid as compared with only 14 percent of transfers (10, p. 9).

The Commission recommends that policies be developed in all states to facilitate the transfer of students from community colleges to public four-year institutions. Whenever public four-year

institutions are forced, because of inadequacies of budgets, to reject students who meet their admission requirements, top priority should be given to qualified students transferring from community colleges within the state. Private colleges and universities should also develop policies encouraging admission of community college graduates. In addition, there should be no discrimination against students transferring from community colleges in the allocation of student aid.

OCCUPATIONAL PROGRAMS

Occupational programs in community colleges are constantly increasing in scope and variety. The larger and more complex the labor market, the more varied the occupational curricula of the community colleges are likely to be. In New York State, for example:

> The list of current offerings in public community colleges directed to employment is as extensive as the . . . advanced skills demanded by New York State employers. . . . Fields of study range from agriculture and aircraft operations through administrative, accounting, marketing, retailing, and secretarial aspects of business; banking, insurance, and real estate; fashion and textile design; such health science fields as nursing, dental hygiene, medical laboratory, and optical technology; to heavy industrial occupations like automotive, chemical, construction, electrical, highway, and metallurgical areas (11, pp. 170–171).

Although enrollment in transfer programs was predominant throughout the 1960s, there was an increase in the proportion of students enrolled in occupational programs in the same period—from slightly more than a quarter of all students to perhaps one-third or more.[1]

Technological change is likely to be as rapid in the next few decades as it was in the 1960s. To adapt to this change, the average adult may have to shift his occupation three or four times during

[1] Office of Education data indicate that the proportion of students enrolled in non-degree-credit programs remained unchanged at 28 percent of the total from 1964 to 1968, but the data are misleading, because New York State shifted to classifying nearly all enrollment as degree-credit between the two years, even though many of the programs in New York community colleges are occupational. Non-degree-credit enrollment is becoming increasingly less reliable as a measure of the number of students enrolled in occupational programs.

his work life and undertake continuing education at various intervals to protect himself against educational and occupational obsolescence. Moreover, out-service training is becoming the most prevalent type of employer-sponsored training, and much of this training is provided by institutions of higher education, including community colleges (12, chap. 11). Not all out-service training is aimed at upgrading the individual's specific occupational skills. In many communities throughout the nation, for example, out-service training in community colleges is being provided for policemen and firemen to give them a broader understanding of community problems.

Occupational programs must be available to offer a wide variety of courses designed to prepare students for the world of work. These should include two-year associate degree programs, one-year certificate programs, and short-term training and occupational renewal programs. Flexibility in the offerings must be sought so that occupational programs will adjust to changing manpower requirements; and a career-ladder approach, which will enable the student to obtain more advanced training as a working adult, should be encouraged.

In addition to federal and state manpower advisory committees, there is a need for local manpower advisory committees in urban community college districts, composed of employer, union, government, and minority-group representatives. Occupational programs should be responsive to local requirements for specialized manpower as well as to state and national trends. There is also a need for more effective coordination of the employment counseling and placement services of the community colleges with the public employment service and other public agencies. Because of the critical shortages of professional health workers, special attention should be paid to developing adequate course offerings for the expanding allied health specialties under the guidance of university health-science centers, as will be indicated in our forthcoming report, *Higher Education and the Nation's Health.*

Continuing educational programs for adults should include not only occupational courses but also courses designed to provide for general educational development. In addition, community colleges should become centers of cultural enrichment, especially in communities which do not have such amenities as symphony orchestras, museums, and dramatic productions.

The Commission recommends coordinated efforts at the federal, state, and local levels to stimulate the expansion of occupational education in community colleges and to make it responsive to changing manpower requirements. Continuing education for adults, as well as occupational education for college-age students, should be provided.

GUIDANCE

Guidance is particularly crucial for students who attend community colleges. Many of these students have not developed clear educational or vocational goals, and they are unusually vulnerable to interrelated financial, academic, and personal pressures. Many of them very much need a period of personal orientation in college while they look around at various career possibilities, wait for a job, or wait for marriage. The Carnegie Commission believes that guidance should be the concern of the entire faculty of community colleges and not just of the professional counselors, although all community colleges should maintain an adequate professional counseling staff.

In addition, there is a need for more effective coordination of guidance between the high schools and community colleges as well as for coordination of the counseling and placement services of the community colleges with those of the public employment service and other agencies, as suggested above. The Commission believes that occupational guidance is deficient in many high schools and that, early in their high school careers, students should take a course relating to the world of work.

It is particularly important for all students to recognize that, whether they choose a transfer, general education, or occupational program, the ultimate objective is preparation for an occupation. Increasingly, the prevailing pattern is for married women to return to the labor force once their children are all in school. Thus a primary objective of guidance programs should be to encourage students to make wise choices between curricula that are specifically designed to prepare them for an occupation and those that are designed to lead to ultimate career choices that benefit from more prolonged academic education preceding specialization. If students can be led to understand these distinctions clearly, the tendency to regard occupational curricula as "dead-end" or inferior may be overcome.

The Commission recommends that all community colleges should provide adequate resources for effective guidance, including not only provision for an adequate professional counseling staff but also provision for involvement of the entire faculty in guidance of students enrolled in their courses. The Commission also recommends that all community college districts provide for effective coordination of their guidance services with those of local high schools and for coordination of both counseling and placement services with those of the public employment offices and other appropriate agencies.

REMEDIAL EDUCATION

Many of the community colleges find it necessary to offer remedial education for students who enter with inadequate preparation, and this need is likely to continue until greater progress is made in overcoming deficiencies of elementary and secondary education in the United States. However, traditional approaches to remedial education frequently do not achieve successful results. There is a need for programs which encourage the student to develop at his own pace and in which his own progress rather than adherence to a set schedule becomes the criterion for success. In addition, there is a need for continual study and evaluation of innovations in remedial education and for cooperative arrangements between community colleges and other educational institutions in providing this type of education.

In *A Chance to Learn: An Action Agenda for Equal Opportunity in Higher Education,* the Carnegie Commission recommended the initiation of an individualized "foundation year" available on an optional basis to all interested students. The needs of students requiring remedial education might well be met most successfully within the framework of this approach. During the foundation year, students would be given intensive counseling and wide latitude to find programs that fit their interests and needs. The foundation year could be tailored to more rapid, less rapid, or customary progress, according to the past training and ability of the individual student.

The Commission recommends that community colleges provide remedial education that is flexible and responsive to the individual student's needs, that such programs be subject to continual study

and evaluation, and that community colleges seek the cooperation of other educational institutions in providing for remedial education. In addition, the Commission reaffirms its recommendation that an individualized "foundation year" be made available on an optional basis to all interested students.

5. *Other Two-Year Institutions*

TWO-YEAR BRANCHES OF UNIVERSITIES

Two-year branches of universities are found chiefly in Alaska, Connecticut, Hawaii, Indiana, Kentucky, Ohio, Pennsylvania, South Carolina, and Wisconsin, although 11 other states also have a few of these two-year branches (Appendix A, Table 2). The branch campuses tend to be located in communities throughout the state to provide improved access to students during the first two years of college and to prevent the main campuses of the universities from becoming too large.

The two-year branch campuses are likely to require the same admission standards as their parent instituions because entering students are classified as university freshmen, and those who complete the two-year program successfully are automatically admitted to a main campus at the beginning of the third year. The curricula of the branch campuses tend to be academic and patterned rather closely after lower-division curricula on the main campuses. Thus the two-year branches, with some exceptions—as in Hawaii, do not provide as many options or serve as many types of students as do the comprehensive community colleges. Nor do they generally provide open access to all high school graduates. In addition, where they exist along with community colleges, they tend to compete with the community colleges for allocations of state funds. Largely for these reasons, they are not widely regarded as a desirable model for the two-year institution.

The Commission believes that two-year branches of state universities should either be of the comprehensive type—as in Hawaii—or, if of the strictly academic type, should not be used as a barrier to the establishment of independent comprehensive community colleges in the same area. If the latter course is chosen and both types of two-year institutions come to exist in the same area, questions arise as to whether the comprehensive college cannot ulti-

mately take over the academic functions of the branch campus and whether there may not be unwise political and academic competition if both types of institutions are maintained permanently. Answers to these questions will depend on local circumstances.

SPECIALIZED PUBLIC TWO-YEAR INSTITUTIONS

In addition to public community colleges and two-year branch campuses, there are approximately 70 public two-year technical institutes, more than half of which are in North and South Carolina. Some of these institutes have been converted into comprehensive community colleges. Elsewhere, as in North Carolina, the technical institutes are broadening their programs so that they increasingly resemble those of community colleges. Although the Commission generally favors the establishment of comprehensive community colleges rather than technical institutes, we recognize that there may be situations in which a two-year institution can develop occupational programs in its early years more successfully if it is not attempting to develop transfer programs as well. Once the occupational programs are well established, the institution can broaden its curriculum to attract students seeking a transfer program and to provide more options to all students.

In some of the states, funds made available under the Vocational Education Act of 1963 are allocated to post–high school area vocational schools that are not collegiate in character. The Commission believes that, although these area vocational schools may be needed in some instances, state plans should generally place major emphasis on the provision of occupational education in public community colleges and should ensure the allocation of a major portion of vocational education funds to these public two-year colleges. New institutions, in particular, should be comprehensive community colleges whenever possible.

The Commission recommends that state plans for two-year institutions should not provide for new two-year strictly academic branches of universities or new specialized two-year technical institutes, although it recognizes that there may be a case for exceptions under special circumstances prevailing in some of the states. Where such institutions now exist, they should be urged to broaden their programs as rapidly as possible so they may fulfill the general purposes of comprehensive community colleges. The continuing existence of specialized two-year institutions, if the decision is to continue them in their narrow specialization, should not stand in the

way of the establishment of comprehensive community colleges in the same areas. We also recommend that state plans should place major emphasis on the allocation of vocational education funds to comprehensive community colleges rather than to post-high school area vocational schools or other noncollegiate institutions.

PRIVATE TWO-YEAR INSTITUTIONS

The most heterogeneous of the two-year institutions are the private junior colleges, ranging from struggling underfinanced institutions, on the one hand, to expensive two-year colleges for young women on the other. A few of them are military institutes, which tend to have very high tuition. Slightly more than two-fifths of the private junior colleges are independent nonprofit institutions with no religious affiliation; slightly more than one-fifth are Catholic colleges; and the remainder are affiliated with various Protestant denominations.

Although enrollment in private two-year institutions expanded steadily from 1958 to 1968, its growth appeared very modest in comparison with the explosive expansion of enrollment in the public two-year institutions (Chart 4). As a proportion of the total, private enrollment fell from 16 percent to 8 percent in the ten-year period.

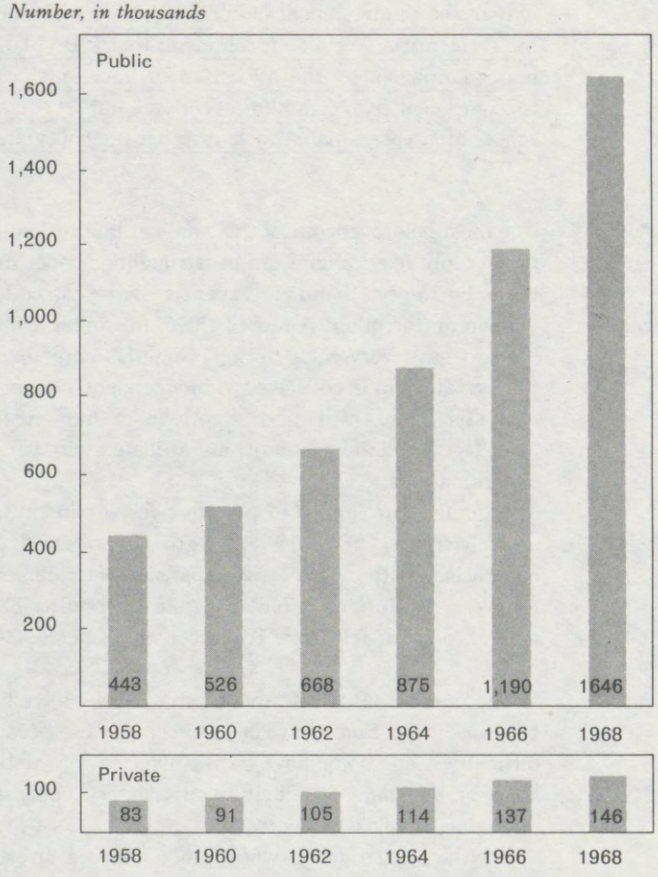
The number of private two-year colleges, as we have noted, has been declining. Some have been forced to close because of financial difficulties, and some have been converted into public community colleges, but many are likely to survive, especially if they can rely on stable financial support.

For the most part, private junior colleges stress transfer programs, although some of them also provide occupational programs, usually at the semiprofessional level. Such programs are least likely to be found in the private junior colleges for young women.

The private specialized institutions are also heterogeneous. Most of them are either technical institutes or business colleges, but there are a few, such as art institutes or bible institutes, in other categories.

The Commission believes that, wherever it is economically feasible, the states should develop programs of financial support of private nonprofit two-year institutions, if this has not been done. Detailed recommendations for policies governing aid to private institutions will be included in the Commission's forthcoming report, *The Capitol and the Campus.*

CHART 4 ***Enrollment in public and private two-year colleges, 1958-1968***



SOURCE: Adapted from U.S. Office of Education data. Two-year branch campuses of universities are not included.

6. The Size of Two-Year Institutions

Public community colleges varied greatly in enrollment in 1968, ranging from institutions with fewer than 200 students to a relatively small number of colleges, chiefly in large cities, with 10,000 or more students (Table 2). However, in the great majority of the colleges, enrollment ranged from 500 to 5,000 students. The private two-year institutions tended to be much smaller; only about 13 percent reported enrollment of 1,000 students or more, while nearly two-thirds had fewer than 500 students.

In a search for the optimum size range for community colleges, the staff of the Carnegie Commission has been analyzing the relationship between instructional costs per full-time equivalent student and the number of full-time equivalent students. Our results indicate that costs vary widely among public community colleges, even within the same state, despite the presumed homogeneity of these institutions. Although there appears to be no consistent tendency for instructional costs per student to decline as the number of students increases—in other words, we have found little evidence of constantly increasing economies of scale—very small institutions tend to have high costs, and there is a slight tendency for costs to decline as the size of the student body rises until it reaches some 2,000 to 3,000 full-time equivalent students.[1]

In the absence of significant economies of scale, optimum size must be based on other criteria, such as the minimum faculty size required for a comprehensive program and for reasonable student-faculty ratios, and judgments with respect to the size most

[1] Cost studies in California and Texas have yielded somewhat similar results, although the California study appears to indicate economies of scale over a somewhat wider range. However, the analysis also indicates that the larger colleges tend to have more varied curricula, and especially a wider range of occupational programs, which tend to be more expensive (13 and 14).

TABLE 2
Public and private two-year institutions of higher education, by enrollment, 1968

*Enrollment**	*Total*	*Public*	*Private*
Total institutions			
Number	993	739	254
Percent	100.0	100.0	100.0
1-199	9.9	2.8	30.3
200-499	20.9	14.7	35.4
500-999	21.8	21.8	21.7
1,000-1,999	22.2	26.8	8.7
2,000-4,999	16.4	21.0	3.1
5,000-9,999	6.3	8.3	0.8
10,000 or more	3.4	4.6	
Median enrollment	965	1,380	471

*Includes all full-time and part-time students.

SOURCE: American Association of Junior Colleges, *1969 Junior College Directory*, Washington, D.C., 1969, p. 77. The total number of institutions is smaller than the number included in Table 1 and in Appendix A, Table 2, which are based on Office of Education data.

compatible with a stimulating intellectual and social environment for the students. On the basis of criteria such as these, if an institution is to offer a variety of occupational programs and transfer programs, a minimum enrollment of about 1,500 to 2,000 daytime students is needed for a reasonably effective operation. Evening classes can use the same facilities and, to some extent, the same faculty.

In only 13 states is average total enrollment—including all daytime and evening full-time and part-time students—2,000 or more. Average enrollment in some of the states has been held down by political pressure to establish new institutions in a large number of communities, without sufficient concern about enrollment potentials. An effective state plan tends to keep such pressure within reasonable limits, as suggested by the experience of California, New York, and other states. Another explanation of small average size of institutions is fragmentation of the state system into competing vocational-technical and collegiate systems, as in Wisconsin, Ohio, and Connecticut. The states which rely exclusively or primarily on university branches to offer junior college programs also tend to have smaller institutions, as in Pennsylvania and South Carolina.

At the same time, if economies of scale are not a significant consideration, there is a strong case for discouraging community col-

leges from growing too large. State resources can be used more effectively to achieve the goal of a community college within relatively easy commuting distance of all students if plans call for increasing the number of institutions of moderate size rather than for a more restricted number of very large institutions. Problems of land acquisition, including the provision of parking space, can become unmanageable, also, for very large colleges. In general the Carnegie Commission believes that the optimum size for a community college is approximately 2,000 to 5,000 daytime students and that the latter figure should also be the maximum size. In sparsely populated areas and relatively small communities, institutions will tend to be smaller than the 2,000 figure as will, of course, new institutions. On the other hand, in very large cities, a limitation of institutional size to 5,000 students may not always be feasible.

The Commission believes that, for the sake of quality of program, economy of operation, and easy availability, state plans should provide for community colleges generally ranging in size from about 2,000 to 5,000 daytime students, except in sparsely populated areas where institutions may have to be somewhat smaller, and in very large cities, where they may have to be somewhat larger.

7. Future Enrollments and New Community Colleges

ENROLLMENTS

The very recent establishment of hundreds of new community colleges, the expectation that many new institutions will be established in the future, and the difficulties involved in estimating and projecting population in the relevant age group on a state-by-state basis greatly complicate the problem of projecting future two-year college enrollments. However, in view of the very uneven development of community colleges in the various states, a state-by-state analysis is essential if meaningful nationwide estimates of future two-year college enrollments are to be made.

The Carnegie Commission staff has developed several projections of enrollments in two-year institutions of higher education in 1980, based on alternative assumptions. Three sets of state-by-state projections of total enrollment, including full-time and part-time students, are presented in Appendix A, Table 3. They are based upon projections of total undergraduate enrollment for each state, which are derived from past trends in each state's undergraduate enrollment rates relative to the number of high school graduates in that state during the preceding four years. The three projections, A, B, and C, of two-year college enrollment, including enrollments in two-year branches of universities, correspond to the following three assumptions about the future relationship between two-year college enrollment and total undergraduate enrollment in each state:

1 For Projection A, the assumption is that the proportion of undergraduates in the two-year colleges will remain the same as that in 1968 (29 percent).

2 For Projection B. it is assumed that 60 percent of the future growth in undergraduate enrollment will be absorbed in the two-year colleges. (This 60 percent figure has been exceeded in four states during the past five-year period).

3 For Projection C, it is assumed that the future annual increase in the percentage of undergraduate enrollment in the two-year colleges in each state will be the same as that estimated for each state from data for the past five-year period. According to Projection C, the proportion of undergraduates enrolled in the two-year colleges (including two-year branches of universities) will rise from 29 percent in the United States in 1968 to about 35 percent in 1980.

The three projections of two-year college enrollment—including degree-credit and non-degree-credit enrollment—range from about 3,100,000 to 4,400,000 in 1980.

The assumption underlying Projection B is probably realistic only for the states with 30 percent or more of undergraduates enrolled in two-year colleges in 1968 and for most of those with 20 to 30 percent in two-year colleges (Map 1). (Where the community colleges enroll about 46 to 50 percent of all entering students, about 30 percent of total undergraduate enrollment will be found in community colleges.) For the remaining states, Projection C is probably more realistic, although decisive steps to stimulate community college development in those states could lead to enrollment increases more rapid than those suggested by Projection C.

For the nation as a whole, projections to the year 2000 have also been developed (Table 3). They indicate a very rapid rise in the proportion of total undergraduates enrolled in two-year colleges until 1980, and a much slower increase after that, as the number of young people in the population declines (with the decline affecting the two-year college age group before it affects older students). Similarly, the proportion of *all* students in higher education en-

TABLE 3
Enrollment in two-year institutions of higher education, actual, 1968, and projections to 2000, in numbers and as a percentage of total undergraduate enrollment and total enrollment in higher education

	Number		*Percent of undergraduate enrollment*		*Percent of total enrollment*	
Year	*Projection B*	*Projection C*	*B*	*C*	*B*	*C*
1968	1,870,000	1,870,000	29	29	25	25
1975	3,560,000	3,110,000	38	33	32	28
1980	4,430,000	3,740,000	41	35	34	28
1985	4,280,000	3,610,000	42	35	33	27
1990	4,380,000	3,690,000	42	35	33	28
1995	5,340,000	4,400,000	44	36	35	29
2000	6,620,000	5,340,000	46	37	36	29

SOURCE: Carnegie Commission on Higher Education.

rolled in two-year colleges is expected to rise quite rapidly until 1980 and more slowly after that.

For some planning purposes, it is useful, also, to develop projections in terms of full-time equivalent (FTE) enrollment, which amounted to 1,290,000 in the two-year colleges in 1968, or 69 percent of total two-year college enrollment (Appendix A, Table 4). Projection C would bring it to 2,570,000, or 29 percent of total FTE undergraduate enrollment, in 1980, while Projection B shows an estimated increase to 3,040,000, or 35 percent of total FTE undergraduate enrollment in 1980. These lower percentages are explained by the fact that there are proportionately many more part-time students in two-year colleges than in four-year institutions.

However, particularly in connection with the very long-range projections to 2000, there is a critical need for careful reevaluation of trends every five years or so, since there are too many uncertainties to make it possible to develop reliable estimates of enrollment 30 years in the future. Caution seems especially appropriate in view of the fact that entirely new types of educational experience beyond high school may develop in the future, attracting some of the students who might otherwise enroll in community colleges. There are innumerable possibilities—institutions that are adjuncts to colleges and offer nonbookish education, community service corps, overseas volunteer corps, or perhaps an "open university" modeled after the new British system.

It is also important to keep in mind that, since adults represent about half of all two-year college students, total enrollment in these two-year institutions might conceivably go on increasing in the 1980s, even though enrollment of young people in the 18-to-21 age group declined. It will be important for state planning bodies to keep a close watch on trends in enrollment of adults in community colleges in the 1970s and to conduct a continuing review of total enrollment projections, since demographic factors may turn out to be relatively less important in determining total enrollment in community colleges than in other institutions of higher education.

NEW COMMUNITY COLLEGES

The Commission believes that there should be a community college within commuting distance of every potential student, except in sparsely populated areas where residential community colleges should be developed. It has been found that more than one-half of all high school graduates tend to go on to college if there is a public

junior college in the community, whereas one-third or less do so if there is no college in the community (15, p. 27).

In determining the location of residential community colleges in the sparsely populated states, preference should be given to communities in which there is no existing institution of higher education. To provide opportunities for students in small communities to participate in occupational programs which can satisfactorily be offered only in large institutions, such programs should be offered by selected urban community colleges. These colleges should provide housing arrangements for students coming from communities beyond commuting range. To achieve these objectives will require a coordinated effort by the federal government, the states, and the local community college districts.

Our estimates of needs for new community colleges by 1980 are based on these principles. More specifically, four factors have been considered in developing the state-by-state estimates (Map 2 and Appendix A, Table 5):

1 Enrollment projections B and C.

2 Projections of average enrollment in public two-year institutions of higher education by state, adjusted in some cases to conform more closely to the Commission's recommendation with respect to minimum and maximum enrollments.

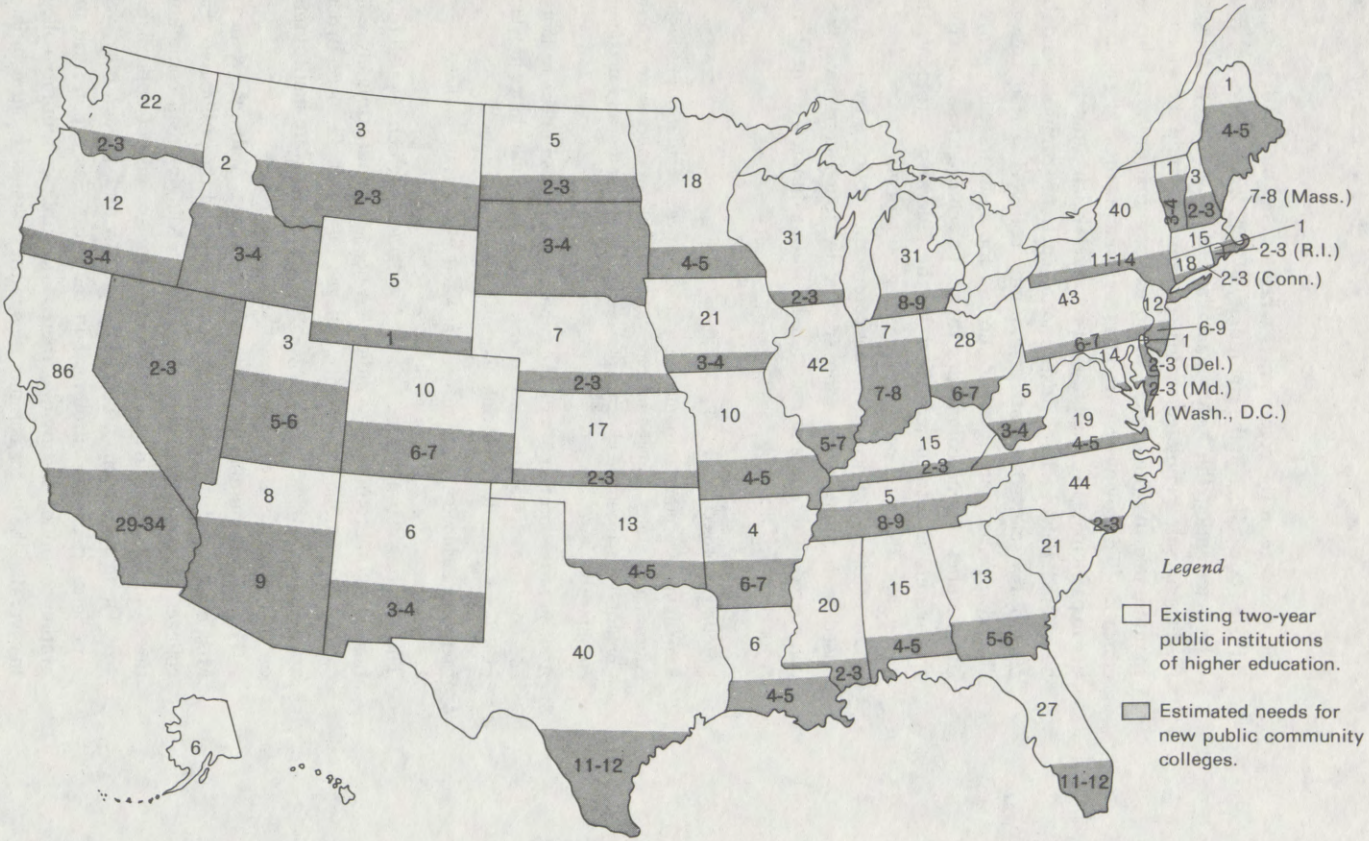
3 A study of the location of existing public two-year institutions of higher education in each state, in order to identify sizeable communities in which there is no public two-year college or institution.

4 Estimates included in state master plans and special state studies.

The resulting estimates are based on judgments which take all four factors into account. They indicate a need for approximately 230 to 280 new public community colleges by 1980. In large urban areas, some of these new colleges may not be separate institutions, but new campuses of existing colleges.

There are a number of states—for example, Alabama, Kansas, Mississippi, and Wisconsin—in which many of the public two-year colleges are small and are located in exceedingly small communities, some of which are quite remote from any city of appreciable size. These institutions are unlikely to grow and, in fact, may well experience declining enrollment in the future, as urban-rural migration continues. Meanwhile, there is no public community college in several of the larger communities in these states. If our estimates

MAP 2 ***Number of existing public two-year institutions of higher education, 1968; estimated needs for new public community colleges, 1980, by state***



of needs for new community colleges were based solely on our enrollment projections, there would be no indication of a need for new community colleges in some of these states. However, when account is taken of the number of sizeable communities in which there is no community college, there is clear evidence of a need for new institutions.

Another type of problem is presented by such states as California and New York, in which average enrollment in 1980 is projected to exceed by a substantial margin the maximum figure the Carnegie Commission considers desirable for daytime enrollment. It must be kept in mind, however, that, especially in large urban communities, there are many evening students in community colleges, using the same classrooms and other facilities used by daytime students. For this reason, we have based our estimates of needs for new community colleges in California and New York on average enrollment figures that are well above 5,000, but not as high as projections of average enrollment based on trends in the 1960s.[1]

The Commission's estimates of needs for new community colleges by 1980 are based on the assumption that all public two-year branch campuses and two-year specialized institutions that do not have comprehensive programs will move promptly to develop curricula that are truly comprehensive, as the Commission has recommended. If this should not occur, there would be a need for some 400 to 450 new community colleges by 1980, rather than only 230 to 280.

It is also important to recognize that new community colleges have opened in some of the states since the fall of 1968—the base date for our estimates—and that a number of states have plans for the development of additional community colleges, in many cases in numbers agreeing closely with our estimates of needs.

Implementation of the Commission's recommendations for new community colleges by 1980 would mean that more than 95 percent of all potential students would live within commuting distance of a community college.

The Commission recommends that, through the coordinated efforts of federal, state, and local governments, the goal of providing a

[1] A 1969 report to the California Coordinating Council on Higher Education recommended that maximum enrollment in junior colleges be set at 7,500 full-time students or the equivalent of 10,275 day-graded students, to be exceeded in densely populated areas (13).

community college within commuting distance of every potential student should be attained by 1980. In sparsely populated areas, where it is not feasible to provide institutions within commuting distance of every student, residential community colleges are needed. State plans should also designate selected urban community colleges to provide housing arrangements for students from smaller communities and rural areas, in order to encourage maximum access to specialized occupational programs. The Commission estimates that, to achieve this goal, about 230 to 280 new, carefully planned, community colleges will be needed by 1980.

8. The Need for Broader Financial Support

The need for broader financial support for community colleges is critical. They are faced with reductions in federal appropriations, financial stringency in many of the states, and increasing reluctance of voters to approve increased property taxes for the support of community colleges. Furthermore, the development of community colleges has lagged in low-income states and in some of the states with sparse populations. It has also lagged where there has been inadequate provision, or no provision, for state financial support of community colleges.

THE FEDERAL GOVERNMENT

The Commission believes that, in order to stimulate the development of community colleges in all the states, as well as to bring about more equitable distribution of the burden of financial support for community colleges, federal provisions for institutional support to the community colleges should be expanded. Moreover, through an expanded federal program of student grants and student loans, financial barriers to access should be eliminated.

The Carnegie Commission's recommendations for federal aid to higher education in *Quality and Equality* (as revised in June, 1970) are urgently needed if the community colleges are to perform the functions which we have emphasized throughout this report. Excerpts from the recommendations that are relevant to community colleges and their students are included in Appendix B. In many of the states, local communities and state governments will face grave difficulties in allocating the necessary resources to planning, land acquisition, and construction costs associated with the establishment of new community colleges. The federal construction grants and loans, as well as the start-up grants which the Commission has recommended, will play a vital role in encouraging the states and localities to move ahead.

Equally important are the grants for students from low-income families. Even community colleges that are within easy commuting distance for such students cost money to attend. Foregone earnings often represent a serious or impossible sacrifice for students from such families, and tuition, running as high as $500 in some instances, is charged in most of the institutions. The grants recommended by the Commission would go far toward mitigating the financial problem for many low-income students. In addition, the Commission has recommended cost-of-education supplements to institutions of higher education admitting students who are awarded these grants. The supplements are in the form of a payment for each student. They would play an extremely important role in meeting the extra expense of remedial education or other special programs which the institution would need to provide for students who have entered with inadequate preparation. For those students from families with above-average income, and also for those students who receive grants that do not meet their full needs, the Commission has recommended an expanded student loan program.

In its recommendations for federal aid, revised in June, 1970, the Commission calls for a modified program of federal grants and loans for construction, providing one-third grants, one-third loans, and one-third funding from nonfederal sources for construction, renovation, and replacement of academic facilities. This would mean that the community colleges would receive a somewhat smaller proportion of total construction costs in the form of grants from the federal government than the 50 percent provided under existing legislation. However, the Commission believes that, since community colleges are designed to serve state and local community needs and their graduates are relatively less likely to move to other states than are graduates of professional schools and holders of Ph.D. degrees, the proportion of financial aid provided by the federal government for *construction* should not continue to be higher than for other institutions of higher education. The states and local communities together should provide the major share of overall financing of the *operation* of community colleges.

On the other hand, if the recent federal administration's proposal to limit federal construction aid to loans and discontinue the grants program were to be adopted, the result would almost certainly be to slow down drastically the development of community colleges.

There is a need for federal action to stimulate the development of state plans for community colleges in states now lacking such plans and to encourage states that now have plans to undertake continuing review and modification of their plans. For this purpose, the Commission believes that federal legislation should provide for modest federal grants-in-aid to the states to stimulate and support planning.

Nearly 200,000 new teachers, including replacements, will be needed in community colleges by 1980, and many of these new teachers should be members of minority groups. Cooperative programs among community colleges and universities for the preparation and reeducation of community college teachers should be stimulated through federal training grants. Internships should be encouraged, since academic qualifications in a discipline are not enough for success in community college teaching. In addition, at least 10,000 new professional counselors will be needed by 1980, and graduate programs are at present inadequately equipped to provide high-quality training of counselors.

To meet these needs, the Carnegie Commission believes that there should be an expanded program of federal training grants to stimulate expansion and improvement of graduate education programs for community college teachers and counselors. In the administration of the training grant program, emphasis should be placed on the provision of in-service training for prospective community college teachers. The training of Ph.D.'s for community college teaching should be actively discouraged. The research-oriented Ph.D. is highly inappropriate for the community college teacher. Considerable emphasis should be placed on the four-year Doctor of Arts degree as the degree to be attained by those who will assume leadership roles—for example, department chairmen and other administrators—in community colleges. However, community college teachers should be trained at the Master's level, with increasing emphasis on two-year rather than one-year programs.

The Commission recommends that the federal government assist community colleges by providing (1) funds for state planning; (2) start-up grants for new campuses; (3) construction funds; (4) cost-of-education allowances for low-income students attending the colleges; (5) grants, work-study opportunities, and loans for students; and (6) an expanded program of federal training grants

to stimulate expansion and improvement of graduate education programs for community college teachers, counselors, and administrators—all as recommended in its report on federal aid as revised in June, 1970.

The entire cost of federal aid to community colleges and their students recommended in this report is already reflected in the cost estimates included in *Quality and Equality* (as revised in June, 1970). Thus the recommendations for federal aid in this report do not involve *additional* federal expenditures beyond those already recommended by the Commission.

Although it is difficult to estimate the proportion of all types of federal aid which the Commission has recommended that would go to community colleges and their students, it is possible to develop a reasonably reliable estimate of the proportion of construction and start-up grants which would be allocated to two-year institutions. Of the total cost of construction and start-up grants for 1970–71, which has been estimated to amount to $925 million, approximately one-fourth would be needed for community college expansion. For the year 1979–80, we estimate that of total federal construction and start-up grants of $725 million, about one-fifth would be allocated to community colleges.

The Carnegie Commission believes that present procedures for reporting statistics of students enrolled in occupational programs are highly unsatisfactory. Non-degree-credit enrollment is not always equivalent to enrollment in an occupational program, and the regularly published statistics of the U.S. Office of Education shed no light on numbers enrolled in occupational programs in specific fields.

The Commission recommends that the U.S. Office of Education develop a more accurate definition of enrollment in occupational programs and expand its statistics to include changes in enrollment by field of study.

THE STATES

Financial support. The Commission believes that community college development will continue to lag in many of the states unless more adequate state financial support for community colleges is provided. Wherever state support is inadequate, the burden of financial support for community colleges falls on the local prop-

erty taxpayer, and, in the face of rapidly rising tax burdens, there has been resistance in many areas to providing for the establishment or expansion of community colleges. Moreover, it is generally agreed that the property tax is inequitable and, to some degree, regressive in its impact.

At the same time, it must be recognized that the relationship of state and local shares in the financing of community colleges varies greatly from state to state and that a uniform pattern would be difficult to achieve, and probably unwise.

The Commission recommends that states should expand their contributions to the financing of community colleges so that the state's share amounts, in general, to one-half or two-thirds of the total state and local financial burden, including operational and capital outlay costs. The Commission opposes the elimination of any local share on the ground that, if local policy-making responsibility is to be meaningful, it should be accompanied by some substantial degree of financial responsibility. In addition, the Commission believes that, in providing its share, the state should ensure that total appropriations for operating expenses are large enough to permit the institution to follow a policy of either no tuition or very low tuition.

Tuition. If the goal of universal access to the system of higher education is to be achieved, it seems imperative that tuition charges at community colleges be held to a minimum. Analysis of the range of tuition charges in the public community colleges indicates that there is wide variation from state to state and that there is no uniform statewide policy on tuition within many of the states. In some cases, tuition amounts to as much as $500 or more for residents of the district and to even higher amounts for out-of-district students. Nor is there any uniform policy in the majority of states with respect to tuition charged students from outside the state; these amounts exceed $1,000 in a number of instances.

The tuition charges of private two-year colleges also differ enormously. In some of the more expensive institutions, tuition is in the $2,000 to $3,000 range, or even higher. On the other hand, tuition charges are held to quite low levels in some of the private colleges, particularly those that are affiliated with religious denominations. A few of the private institutions, chiefly Catholic ones, charge no tuition.

The Carnegie Commission believes that tuition charges in community colleges should be held to low levels and that, as federal aid is expanded and the states strengthen their financial support of community colleges, a statewide no-tuition policy should be followed in as many states as possible.[1]

The Commission recommends that states revise their legislation, wherever necessary, to provide for uniform low tuition or no tuition charges at public two-year colleges.

THE NEED FOR EVALUATION

Perhaps because community colleges have grown so rapidly in the last decade, there has been a serious lag between their development and the availability of adequate information about them. Statistics on community colleges are highly inadequate, as suggested above in connection with occupational enrollment, and there have been few careful studies evaluating their policies, programs, and experiences.

We know very little about what happens to the students who hope to transfer but fail to achieve that objective, about the degree of success or failure in remedial education programs, and about the subsequent employment experience of students trained in occupational programs. The Carnegie Commission believes that every state with an appreciable number of community colleges should undertake continuing evaluation studies to shed light on these problems.

The Commission recommends that all states with community college systems should undertake continuing evaluation studies of the experiences of these colleges, with particular reference to student achievement during the two-year educational period and their subsequent education and employment.

[1] In general, it does not seem reasonable to expect students and their families to meet more than perhaps one-half to three-fourths of the cost of higher education, including foregone earnings, in view of the very substantial benefits of higher education to society as a whole. Since foregone earnings for community college students (excluding estimated part-time earnings of students) may be estimated at about $3,000 a year, and instructional costs per student now average about $700 to $800 a year, it is clear that students would be meeting nearly four-fifths of their educational costs in community colleges even if they were paying no tuition.

9. *The Governance of Community Colleges*

The Carnegie Commission believes that local community college districts, the states, and the federal government all have responsibilities in relation to the development of community colleges and that these responsibilities should be shared. In general, the federal government's responsibilities should be confined to the provision of limited financial support, as recommended above, including the stimulation of planning by the states through planning grants. The states should undertake responsibility for the development of state plans, adequate financial support, and a set of general state criteria and standards for the community colleges. However, within a framework of state planning and guidance, local community college districts should have the responsibility for detailed policy decisions in their districts.

Persons who are thoroughly familiar with their local communities are likely to be far better qualified to make wise decisions about the location and development of community colleges than state officials who are involved in statewide planning. Furthermore, as suggested above, occupational programs need to be geared to local, state, and national labor market trends, and for this reason it is particularly desirable that they be guided by an advisory board composed of persons thoroughly familiar with the local labor market, even though there is also a need for state and national manpower advisory boards. In some communities, notably in Cleveland, local groups have been able to raise funds to meet initial expenses for the establishment of a community college from a variety of sources, including corporations, labor unions, foundations, and individuals (11, p. 120).

The preservation of an appropriate relationship among the various levels of government in relation to the governance of community colleges may well be a critical factor in their future development.

Not only is it important to provide for a meaningful degree of local autonomy, but the problem of building community support for local community colleges without impairing their autonomy will be a difficult one. There are about a dozen states in which the state government has assumed complete control of the community colleges, and there appears to be a trend in that direction. The Carnegie Commission believes that this trend should be reversed.

In general, the local policy-making body should be an elected or appointed board of directors, which selects the district superintendent or president. For the most part, the fullest development of community colleges has been in those states in which there has been provision for significant local initiative and financial commitment. Moreover, local boards should delegate substantial responsibility to the administration and the faculty as well as provide an opportunity for students to participate in decisions relating to educational policy and student affairs. In all too many community colleges, even though the board may delegate considerable responsibility to the administration, the faculty and students have very little involvement in policy decisions. This has been damaging to both faculty and student morale.

The Commission also believes that the strong trend away from inclusion of community colleges within K–12 school districts[1] and toward separate community college districts reflects the many advantages of the latter form of organization and should be encouraged to continue. Only if the community colleges are governed by local bodies that are not part of the elementary and secondary school system can they successfully establish their identity as institutions of higher education.

The Commission recommends that state legislation should provide for the formation of local community college districts and should prohibit inclusion of community colleges within K–12 local school districts. In every local community college district there should be an elected or appointed board of directors with substantial powers relating to the development and administration of community colleges within the district. The Commission also recommends that local boards delegate substantial responsibility to the admininistration and faculty and provide for student participation in decisions relating to educational policy and student affairs. When community colleges are part of the state university system, there should be local advisory boards with substantial influence.

[1] K–12 school districts include kindergarten through twelfth-grade instruction.

10. *Accreditation*

Two-year colleges are accredited, along with other institutions of higher education, on a general institutional basis by the various regional accrediting bodies and on a specialized basis for particular programs by professional associations or specialized accrediting agencies. Although this dual basis of accreditation is generally considered valuable in higher education, it has created problems for the two-year colleges, with their specialized vocational and technical training programs. Thus far only five professions—medicine, dentistry, nursing, engineering, and music—have specialized accrediting agencies for two-year college programs, but the American Association of Junior Colleges is apprehensive about the probable increase in such specialized accrediting agencies with the proliferation of technical and vocational specialties. Such a trend would greatly increase the complexity of the accreditation process and the costs associated with accreditation for the institutions.

The Carnegie Commission believes that, although a contribution is made by the specialized accrediting agencies for two-year college programs, this contribution should be made on the basis of cooperation between the relevant professional organizations and the regional accrediting bodies.

The Carnegie Commission recommends a single program of institutional accreditation for two-year colleges and the elimination of accreditation of specialties. The contribution of professional associations in the evaluation of specialized programs should be made through cooperation with the regional accrediting bodies.

11. *Goals and Expectations for the Future*

The community college movement is full of promise for the opportunities it offers to young persons and adults to increase their occupational skills, to get started in an academic career, to enrich the quality of their lives, and generally to multiply their educational options and their chances to choose wisely among them. If offers these opportunities to more Americans in more areas and of more ages than any other segment of higher education. The Carnegie Commission envisions the following expectations and sets the following goals:

By 1976

- Open access to all public community colleges.
- The removal of financial barriers to enrollment.
- A state plan for the development of community colleges in every state.
- Comprehensive programs which provide meaningful learning options in all public two-year institutions of higher education.
- Achievement of the goal of a community college within commuting distance of every potential student, except in sparsely populated areas where residential colleges are needed—plans for 230 to 280 new community colleges initiated by 1976.
- Low tuition or no tuition in community colleges.
- Adaptation of occupational programs to changing manpower requirements and full opportunities for continuing adult education.

Achievement of these goals will require early adoption of the expanded federal aids to higher education recommended by the

Carnegie Commission and expansion of state financial support to community colleges where it is now inadequate.

By 1980

- 230 to 280 new community colleges in operation.
- 35 to 40 percent of all undergraduate students enrolled in community colleges.

By 2000

- Establishment of the additional community colleges needed to provide for the increased enrollment in the final decade of this century.
- 40 to 45 percent of all undergraduate students enrolled in community colleges.
- Continuing adaptation of the community colleges to the changing educational and occupational needs of our society as we approach the twenty-first century.

51-567 O - 71 - pt. 3 -- 16

TABLE 1
Racial composition of enrollment, larger community colleges,* seven states, 1967-68

State and college	*Total enrollment, number*
Alabama	
Jefferson State Junior College (Birmingham)	3,601
California	
Bakersfield College	9,175
Cerritos College (Norwalk)	10,500
City College of San Francisco	12,438
College of San Mateo	8,575
Compton College	5,233
Contra Costa College (San Pablo)	5,351
Diablo Valley College (Pleasant Hill)	10,093
East Los Angeles College	13,136
El Camino College (Los Angeles)	15,413
Foothill College (Los Altos Hills)	8,396
Fresno City College	9,365
Fullerton Junior College	13,058
Glendale College	4,909
Grossmont College (El Cajon)	5,629
Long Beach City College	5,389
Los Angeles City College	10,476
Los Angeles Harbor College	6,712
Los Angeles Pierce College	5,510
Los Angeles Valley College	17,210
Merritt College (Oakland)	8,622
Mount San Antonio College (Walnut)	5,268
Orange Coast College (Costa Mesa)	6,522
Pasadena City College	6,000
Rio Hondo Junior College (Whittier)	6,714
Sacramento City College	9,899
San Bernardino Valley College	10,713
San Diego Junior Colleges	17,214
San Jose City College	11,068

Appendix A: Tables

Total enrollment, percent	White	Negro	Other
100.0	95.5	4.5	†
100.0	86.5	4.5	9.0
100.0	87.0	0.2	12.8
100.0	71.1	10.8	18.1
100.0	89.2	3.6	7.2
100.0	47.3	48.9	3.8
100.0	64.9	26.2	8.9
100.0	91.4	5.4	3.2
100.0	54.6	5.3	40.1
100.0	92.1	0.8	7.1
100.0	91.6	0.3	8.1
100.0	87.4	5.5	7.1
100.0	85.6	0.3	14.1
100.0	94.7	†	5.3
100.0	97.6	0.1	2.3
100.0	88.5	5.0	6.5
100.0	51.0	26.6	22.4
100.0	77.0	10.0	13.0
100.0	95.0	1.0	4.0
100.0	92.6	3.3	4.1
100.0	63.6	29.7	6.7
100.0	81.6	3.0	15.4
100.0	95.4	0.8	3.8
100.0	90.8	8.7	0.5
100.0	89.9	0.1	10.0
100.0	81.4	6.0	12.6
100.0	94.1	5.1	0.8
100.0	86.0	5.8	8.2
100.0	80.2	2.0	17.8

State and college	*Total enrollment, number*
Santa Monica City College	11,935
Solano College (Vallejo)	5,247
Ventura College	6,980
West Valley College (Campbell)	7,025
Florida	
Brevard Junior College (Cocoa)	4,972
Junior College of Broward County (Fort Lauderdale)	4,513
Miami-Dade Junior College	21,661
Palm Beach Junior College	4,682
St. Petersburg Junior College	9,072
Illinois	
Chicago City College	13,115
Rock Valley College (Rockford)	3,040
Triton College (Northlake)	3,125
Michigan	
Flint Community Junior College	6,558
Grand Rapids Junior College	3,019
Highland Park College	3,781
Lansing Community College	4,943
Macomb County Community College (Warren)	4,238
Muskegon County Community College (Muskegon)	3,771
Oakland Community College (Bloomfield Hills)	5,350
Missouri	
Junior College District of St. Louis	10,121
Metropolitan Junior College (Kansas City)	5,687
Texas	
Del Mar College (Corpus Christi)	5,004
El Centro College (Dallas)	6,053
San Antonio College	12,717
San Jacinto College (Pasadena)	5,081
South Texas Junior College (Houston)	4,636
Tarrant County Junior College (Fort Worth)	4,279
Tyler Junior College	3,273

*Only institutions with 3,000 or more students are included and, in California, only those with 5,000 or more students.

†Less than 0.05 percent.

SOURCE: *The Chronicle of Higher Education,* April 22, 1968 (based on data reported to the U.S. Office of Civil Rights by most colleges and universities).

Total enrollment, percent	*White*	*Negro*	*Other*
100.0	89.8	2.4	7.8
100.0	78.1	12.8	9.1
100.0	95.2	1.6	3.2
100.0	96.8	0.4	2.8
100.0	97.8	2.0	0.2
100.0	97.3	2.4	0.3
100.0	93.9	5.9	0.2
100.0	92.6	4.8	2.6
100.0	96.1	3.8	0.1
100.0	69.9	27.8	2.3
100.0	93.0	6.5	0.5
100.0	97.4	2.2	0.4
100.0	84.6	15.0	0.4
100.0	96.3	3.4	0.3
100.0	53.7	45.7	0.6
100.0	95.1	4.0	0.9
100.0	93.9	4.1	2.0
100.0	93.4	5.3	1.3
100.0	96.3	3.7	
100.0	85.6	14.0	0.4
100.0	87.2	10.3	2.5
100.0	98.1	1.9	†
100.0	81.8	14.0	4.2
100.0	46.5	11.1	42.4
100.0	97.2	2.4	0.4
100.0	94.9	4.0	1.1
100.0	92.0	8.0	†
100.0	90.4	9.3	0.3

TABLE 2 ***Number of two-year institutions of higher education, by type and state, 1968***

State	Total	Community colleges		Two-year branches of universities*	Specialized two-year institutes	
		Public	Private		Public	Private
United States	1072	584	258	127	73	30
Alabama	19	15	4			
Alaska	7		1	6		
Arizona	9	8	1			
Arkansas	5	3	1	1		
California	90	86	2			2
Colorado	10	10				
Connecticut	25	9	7	5	4	
Delaware	4	1	3			
District of Columbia	5	1	3			1
Florida	33	27	6			
Georgia	21	12	7	1	1	
Hawaii	8		1	6		1
Idaho	5	2	3			
Illinois	58	42	14			2
Indiana	9	1	2	6†		
Iowa	25	19	4		2	
Kansas	21	17	4			
Kentucky	23		8	15		
Louisiana	6	1		3	2	
Maine	4			1		3
Maryland	20	14	6			
Massachusetts	40	14	23		1	2
Michigan	42	31	9			2
Minnesota	24	17	5	1		1
Mississippi	28	19	8		1	
Missouri	20	10	8			2
Montana	3	3				
Nebraska	9	6	2		1	
Nevada						
New Hampshire	4		1		3	
New Jersey	22	12	10			
New Mexico	6	3		3		
New York	67	40	24			3

State	Total	Community colleges		Two-year branches of universities*	Specialized two-year institutes	
		Public	Private		Public	Private
North Carolina	60	13	15	3	28	1
North Dakota	6	4	1	1		
Ohio	35	5	4	21	2	3
Oklahoma	18	10	4		3	1
Oregon	16	11	4		1	
Pennsylvania	58	17	15	23	3	
Rhode Island	3	1	1			1
South Carolina	27		6	10	11	
South Dakota	2		2			
Tennessee	12	3	7		2	
Texas	51	39	11		1	
Utah	6	1		2		3
Vermont	4		2		1	1
Virginia	30	14	10	3	2	1
Washington	22	22				
West Virginia	9	1	4	4		
Wisconsin	35	15	4	12	4	
Wyoming	6	5	1			

*All two-year branches of universities are public, except for a branch of Emory University, Georgia.

†Four branch campuses of Purdue University are two-year institutions, except for a curriculum for juniors and seniors leading to a baccalaureate degree in the School of Technology.

SOURCE: U.S. Office of Education, *Education Directory 1968-69,* Part III, Washington, D.C., 1968.

TABLE 3 ***Two-year college enrollment, actual, 1968, and three alternative projections to 1980 by state (numbers in thousands)***

State	Actual, 1968*	Projected, 1980			Percentage change, 1968-1980		
		A	*B*	*C*	*A*	*B*	*C*
United States	1,871.0	3,102.3	4,428.1	3,738.1	65.8	136.7	99.8
Alabama	19.9	38.4	68.7	62.2	93.0	245.2	212.6
Alaska	0.7	1.6	6.6	1.3	128.6	842.9	85.7
Arizona	32.1	66.5	82.0	81.9	107.2	155.5	155.1
Arkansas	3.8	6.5	24.6	8.0	71.1	547.4	110.5
California	600.8	989.0	981.2	1,022.4	64.6	63.3	70.2
Colorado	13.2	23.6	55.0	32.1	78.8	316.7	143.2
Connecticut	20.4	37.4	63.0	53.5	83.3	208.8	162.3

State	Actual, 1968*	Projected, 1980			Percentage change, 1968-1980		
		A	*B*	*C*	*A*	*B*	*C*
Delaware	4.5	8.5	13.2	10.3	88.9	193.3	128.9
District of Columbia	3.9	4.1	5.7	4.3	5.1	46.2	10.3
Florida	95.4	201.1	217.3	225.0	110.8	127.8	135.8
Georgia	19.6	37.3	71.0	44.8	90.3	262.2	128.6
Hawaii	6.3	11.3	16.6	13.3	79.4	163.5	111.1
Idaho	6.6	10.8	16.5	8.9	63.6	150.0	34.8
Illinois	113.7	183.9	234.1	219.7	61.7	105.9	93.2
Indiana	7.4†	11.3	53.2	15.1	52.7	618.9	104.1
Iowa	18.9	27.2	42.9	36.0	43.9	127.0	90.5
Kansas	14.1	20.4	36.2	24.0	44.7	156.7	70.2
Kentucky	11.9	20.2	46.5	25.9	69.7	290.8	117.6
Louisiana	6.6	11.5	51.4	22.0	74.2	678.8	233.3
Maine	0.4	0.6	8.0	0.7	50.0	1,900.0	75.0
Maryland	27.1	50.6	82.3	68.2	86.7	203.7	151.7
Massachusetts	40.2	62.2	111.7	75.1	54.7	177.9	86.8
Michigan	99.7	157.5	201.1	196.3	58.0	101.7	96.9
Minnesota	16.3	25.0	59.4	36.1	53.4	264.4	121.5
Mississippi	22.0	38.4	50.4	41.6	74.5	129.1	89.1
Missouri	28.6	45.5	78.7	50.0	59.1	175.2	74.8
Montana	1.2	1.9	10.0	3.1	58.3	733.3	158.3
Nebraska	3.6	5.4	19.6	6.8	50.0	444.4	88.9
Nevada	0.0	0.0	6.3	0.0	0.0	‡	0.0
New Hampshire	1.2	2.1	11.6	2.7	75.0	866.7	125.0
New Jersey	24.2	42.7	88.7	78.3	76.4	266.5	223.6
New Mexico	3.0	6.0	23.1	9.0	100.0	670.0	200.0
New York	168.0	270.7	370.2	337.4	61.1	120.4	100.8
North Carolina	37.4	65.4	97.0	91.4	74.9	159.4	144.4
North Dakota	5.0	7.5	12.4	7.9	50.0	148.0	58.0
Ohio	43.3	67.4	142.3	96.4	55.7	228.6	122.6
Oklahoma	10.9	16.1	37.6	16.8	47.7	245.0	54.1
Oregon	25.1	37.9	50.3	53.6	50.1	100.4	113.5
Pennsylvania	56.1	84.5	151.8	120.3	50.6	170.6	114.4
Rhode Island	5.7	9.1	18.0	14.9	59.6	215.8	161.4
South Carolina	13.1	21.9	34.2	30.6	67.2	161.1	133.6
South Dakota	0.3	0.5	8.7	0.6	66.7	2,800.0	100.0
Tennessee	9.0	14.9	51.6	24.2	65.6	473.3	168.9

State	Actual, 1968*	Projected, 1980			Percentage change, 1968-1980		
		A	B	C	A	B	C
Texas	97.0	167.4	244.3	222.1	72.6	151.9	129.0
Utah	4.9	8.3	30.8	10.5	69.4	528.6	114.3
Vermont	1.9	2.7	6.5	2.6	42.1	242.1	36.8
Virginia	22.7	42.4	80.8	70.3	86.8	255.9	209.7
Washington	66.8	101.6	109.7	123.3	52.1	64.2	84.6
West Virginia	4.2	6.0	17.9	6.1	42.9	326.2	45.2
Wisconsin	27.1	45.0	87.6	53.2	66.1	223.2	96.3
Wyoming	4.8	7.9	9.6	8.4	64.6	100.0	75.0

*1968 enrollments, which include both degree-credit and non-degree-credit enrollments, are based on U.S. Office of Education data; enrollments on two-year campuses of public four-year institutions are not included in OE data, but have been added. There were 78,700 students enrolled on these two-year campuses in 1968.

†Does not include four predominantly two-year branch campuses of Purdue University.

‡Computation of a percentage increase is not meaningful when the base is zero.

SOURCE: Projections prepared by the staff of the Carnegie Commission on Higher Education, under the direction of Gus W. Haggstrom.

TABLE 4 ***Two-year college full-time equivalent enrollment, actual, 1968, and projections of full-time equivalent enrollment to 1980, by state***

State	Actual enrollment, 1968		Projected enrollment, 1980		
	Full-time equivalent*	Ratio of full-time equivalent to total enrollment	A	B	C
United States	1,285.8	.69	2,132.1	3,043.2	2,569.0
Alabama	17.4	.87	33.5	59.8	54.2
Alaska	0.5	.71	1.2	4.9	1.0
Arizona	19.6	.61	40.6	50.1	50.0
Arkansas	3.0	.79	5.2	19.6	6.4
California	357.7	.60	588.8	584.2	608.7
Colorado	10.2	.77	18.4	42.8	24.9
Connecticut	14.5	.71	26.6	44.9	38.1
Delaware	3.9	.87	7.4	11.3	8.9
District of Columbia	2.8	.72	3.0	4.2	3.2
Florida	71.2	.75	150.1	162.2	168.0
Georgia	17.1	.87	32.5	62.0	39.1
Hawaii	6.3	1.00	11.3	16.5	13.1
Idaho	6.2	.94	10.2	15.6	8.4
Illinois	74.9	.66	121.1	154.2	144.7

State	Actual enrollment, 1968		Projected enrollment, 1980		
	*Full-time equivalent**	*Ratio of full-time equivalent to total enrollment*	*A*	*B*	*C*
Indiana	6.7†	.91	10.2	48.2	13.7
Iowa	17.4	.92	25.1	39.5	33.1
Kansas	12.3	.87	17.7	31.5	20.8
Kentucky	11.6	.97	19.6	45.2	25.1
Louisiana	4.3	.65	7.5	33.8	14.5
Maine	0.4	1.00	0.6	7.8	0.7
Maryland	19.3	.71	36.1	58.7	48.6
Massachusetts	34.7	.86	53.7	96.5	64.9
Michigan	64.9	.65	102.5	130.9	127.8
Minnesota	14.5	.89	22.3	52.9	32.2
Mississippi	20.6	.94	36.0	47.2	38.9
Missouri	20.9	.73	33.2	57.5	36.5
Montana	1.0	.83	1.6	8.4	2.7
Nebraska	3.4	.94	5.1	18.3	6.3
Nevada				4.3	
New Hampshire	1.1	.92	1.9	10.7	2.5
New Jersey	16.6	.69	29.4	61.0	53.9
New Mexico	2.4	.80	4.8	18.4	7.2
New York	114.1	.68	183.8	251.3	229.1
North Carolina	29.8	.80	52.1	77.3	72.8
North Dakota	4.8	.96	7.1	11.8	7.5
Ohio	26.6	.61	41.3	87.3	59.1
Oklahoma	9.4	.86	13.9	32.4	14.5
Oregon	17.6	.70	26.6	35.3	37.6
Pennsylvania	43.3	.77	65.2	117.1	92.8
Rhode Island	5.3	.93	8.5	16.7	13.8
South Carolina	9.9	.76	16.5	25.9	23.1
South Dakota	0.3	1.00	0.5	7.8	0.5
Tennessee	7.5	.83	12.3	42.7	20.0
Texas	70.8	.73	122.1	178.2	162.0
Utah	4.0	.82	6.8	25.4	8.6
Vermont	1.8	.95	2.6	6.3	2.5
Virginia	18.2	.80	34.1	65.0	56.6
Washington	45.3	.68	68.9	74.4	83.7

State	Actual enrollment, 1968: Full-time equivalent*	Actual enrollment, 1968: Ratio of full-time equivalent to total enrollment	Projected enrollment, 1980: A	Projected enrollment, 1980: B	Projected enrollment, 1980: C
West Virginia	3.9	.93	5.5	16.5	5.7
Wisconsin	18.5	.68	30.8	60.6	36.4
Wyoming	3.8	.79	6.2	7.6	6.6

*1968 enrollments, on a full-time equivalent basis, including both degree-credit and non-degree-credit enrollments, are based on U.S. Office of Education data; enrollments on two-year campuses of public four-year institutions are not included in OE data, but have been added.

†Does not include four predominantly two-year branch campuses of Purdue University.

SOURCE: Projections prepared by the staff of the Carnegie Commission on Higher Education, under the direction of Gus W. Haggstrom.

TABLE 5 ***Projected average enrollment in public two-year institutions of higher education and Carnegie Commission estimates of needs for new community colleges, 1980***

State	Number of public two-year institutions, 1968*	Average enrollment, 1968 (in thousands)	Projected average enrollment, 1980: Based on trends, 1960-1968 and 1964-1968	Projected average enrollment, 1980: Averaged and adjusted for criteria relating to size	Estimated needs for new public community colleges, 1980
United States	781	2,201			226-280
Alabama	15	1,215	3000-4500	3,750	4-5
Alaska	6	91	500-1500	1,500	
Arizona	8	4,010	4500-5000	4,750	9
Arkansas	4	653	1500-2500	2,000	6-7
California	86	6,982	9000-11000	8,500	29-34
Colorado	10	1,317	2500-3000	2,750	6-7
Connecticut	18	974	2500-3000	2,750	2-3
Delaware	1	913	3000-4000	3,500	2-3
District of Columbia	1	1,178	3000-6000	4,500	
Florida	27	3,439	4500-7000	5,750	11-12
Georgia	13	1,277	2500-3000	2,750	5-6
Hawaii	6	1,029	2500-3500	3,000	
Idaho	2	1,196	1500-2500	2,000	3-4
Illinois	42	2,386	3000-4000	4,000	5-7
Indiana	7	2,600	4000-5000	4,500	7-8
Iowa	21	725	1300-1800	1,800	3-4

State	Number of public two-year institutions, 1968*	Average enrollment, 1968 (in thousands)	Projected average enrollment, 1980		Estimated needs for new public community colleges, 1980
			Based on trends, 1960-1968 and 1964-1968	Averaged and adjusted for criteria relating to size	
Kansas	17	721	1200-1800	1,800	2-3
Kentucky	15	659	1500-2500	2,000	2-3
Louisiana	6	1,094	3000-4000	3,500	4-5
Maine	1	241	1000-2000	2,000	4-5
Maryland	14	1,883	4000-5000	4,500	2-3
Massachusetts	15	1,471	3000-4500	3,750	7-8
Michigan	31	3,055	4500-5500	5,000	8-9
Minnesota	18	855	2000-2500	2,250	4-5
Mississippi	20	1,008	2000-2500	2,250	2-3
Missouri	10	2,532	4500-6000	5,250	4-5
Montana	3	397	1000-1800	1,800	2-3
Nebraska	7	458	800-1500	1,500	2-3
Nevada				1,500	2-3
New Hampshire	3	313	1000-2000	2,000	2-3
New Jersey	12	1,784	3500-5000	4,250	6-9
New Mexico	6	498	1000-1500	1,500	3-4
New York	40	3,896	7000-9000	7,000	11-14
North Carolina	44	617	1000-2000	2,000	2-3
North Dakota	5	989	2000-2500	2,250	2-3
Ohio	28	1,459	3500-4000	3,750	6-7
Oklahoma	13	645	1000-1500	1,500	4-5
Oregon	12	2,012	4000-7000	5,500	3-4
Pennsylvania	43	1,054	2500-3000	2,750	6-7
Rhode Island	1	2,821	4000-10000	5,000	2-3
South Carolina	21	463	1500-2000	2,000	
South Dakota			1000-3000	2,000	3-4
Tennessee	5	1,272	2000-4000	3,000	8-9
Texas	40	2,213	4000-5000	4,500	11-12
Utah	3	1,003	200-2500	2,250	5-6
Vermont	1	442	1000-2000	2,000	3-4
Virginia	19	903	2500-3500	3,000	4-5
Washington	22	3,037	4000-7000	5,500	2-3

State	Number of public two-year institutions, 1968*	Average enrollment, 1968 (in thousands)	Projected average enrollment, 1980		Estimated needs for new public community colleges, 1980
			Based on trends, 1960-1968 and 1964-1968	Averaged and adjusted for criteria relating to size	
West Virginia	5	454	1000-2000	2,000	3-4
Wisconsin	31	861	2000-3000	2,500	2-3
Wyoming	5	961	1500-2500	2,000	1

*Total includes all public two-year institutions—community colleges, two-year branches of universities, and public specialized institutes.

SOURCE: Estimates developed by the Carnegie Commission staff.

Appendix B: Excerpts from Quality and Equality: Revised Recommendations - New Levels of Federal Responsibility for Higher Education

I. GRANTS AND PAYMENTS TO NEEDY STUDENTS

Educational Opportunity Grants

The Commission recommends strengthening and expanding the present program of educational opportunity grants based on need by increasing the level of funding so that all college students with demonstrated need will be assured of some financial aid to meet expenses at institutions which they select.

Amount of grants: Assuming full need, recommended maximum grants are:

a $1,000 per year to students working for a recognized undergraduate degree or certificate, generally for no more than four years, but for a longer period up to a maximum of six years, provided the institution certifies that the student is in a program requiring the longer period.

b $2,000 per year to students working toward a graduate degree or post-graduate certificate or credential. . . .

Supplementary Matching Grants

To encourage commitment of more funds from nonfederal sources for grants to needy students and to provide students with a wider effective choice of colleges, the Commission recommends that an undergraduate student holding an educational opportunity grant

and receiving added grants from nonfederal sources be given a supplementary federal grant in an amount matching the nonfederal grants but not exceeding one-half of the student's original educational opportunity grant.

Federal Scholarship Grants to Institutions

To provide more flexibility in the allocation of grants to students with financial need, the Commission recommends that each college and university be given a scholarship fund for needy students equal to 10 percent of the total sum of educational opportunity grants (not including supplementary matching grants) held by students at that institution, such funds to be allocated by the institution to students as determined by the institution's own definition of student need.

National Student Loan Program

It is the conviction of the Commission that the student from a low-income family should receive enough money through grants and work-study payments to enable him to attend a low-cost college near home. If, however, such a student wishes to select a higher-cost institution, or an institution at a greater distance from home, he should be able to obtain a long-term loan to cover these additional costs. The grant and work-study programs thus provide the low-income student with initial access to higher education, while the loan program provides some measure of mobility.

It is assumed that the student from a middle-income or higher-income family will have initial access to higher education through family contributions. He also, however, may wish to increase his range of choice by borrowing to supplement the family contributions or to increase his independence by borrowing to decrease his reliance on family contributions.

To provide this supplementary source of financial aid for needy students and to provide a substantial source of financial aid for middle- and higher-income students, the Commission recommends that the federal government charter a National Student Loan Bank, a nonprofit private corporation to be financed by the sale of governmentally guaranteed securities. The Bank would make loans available to postsecondary students in amounts not to exceed $2,500 per year up to a total of $6,000 for undergraduate studies and $10,000 for graduate studies. No student would be eligible to obtain more in loans, all types of grants, and work-study payments in any year than his costs of education, including subsistence costs, as officially recognized by the institution in which the student is

enrolled. The Bank would be self-sustaining, except for administrative costs and the cost of any cancellations of interest because of low income and of principal for any reason other than death, which would be met out of federal budget appropriations.

Work-Study Program

The Commission recommends continuation and expansion of the work-study program with federal funding sufficient to enable those undergraduate students who meet in general terms the federal need criteria to earn up to $1,000 during the academic year, working not more than the equivalent of two days per week. Off-campus assignments of educational importance, such as tutorial work, should be encouraged.

Part-Time Students

Because part-time attendance may be the only way many low-income students can participate in higher education, the Commission recommends that, to the extent practicable, all programs of aid to needy students be extended, on a proportional basis, to part-time students.

Vocational and Technical Students

Because federal standards for eligibility make many vocational and technical students ineligible for present aid programs, the Commission recommends that existing legislation be revised to enable all postsecondary vocational and technical students to apply for grants on the basis of need regardless of whether such students are enrolled in community colleges, area vocational schools, or public adult schools. Work-study programs should also be available to vocational and technical students in all these institutions and, in addition, to students in proprietary schools. To participate in either of these programs, each institution should be officially recognized as providing the particular program in which the student is enrolled at an acceptable standard of instruction.

II. INCREASING THE EFFECTIVE USE OF POSTSECONDARY EDUCATION

Counseling Program

Because of the importance of decisions made at the high school level about college attendance, the Commission recommends that the present federal aid program of guidance, counseling, and testing for identification and encouragement of able students be expanded to include development of better ways to identify potentially able

students, training courses for high school teachers and counselors to keep them up to date on financial aid, college programs, and career possibilities, and establishment of information centers to provide information to parents and students about career possibilities and opportunities for postsecondary education.

III. VETERANS' AND OTHER NATIONAL SERVICE BENEFITS

The Commission recommends that the Veterans' Educational Benefit Programs be continued and that benefits under such programs be revised automatically to keep pace with rising living and educational costs.

To encourage students to seek noncollege alternatives early in their postsecondary years, the Commission recommends that a national service educational benefit program be established making educational grants available for service in various programs such as the Peace Corps or VISTA, with the amount of the benefits set at some percentage of veterans' educational benefits.

IV. AID TO INSTITUTIONS

Cost-of-Education Supplements

To encourage colleges to participate more fully in the move toward equality of educational opportunity and to aid them in meeting increased educational costs including those related to this effort, the Commission recommends that the federal government grant cost-of-education supplements to colleges and universities based on the numbers and levels of students holding federal grants enrolled in the institutions.

Amounts of grants. Accredited colleges and universities, and institutions deemed potentially eligible for accreditation except for their recent date of establishment, would receive the following amounts for each federal grant holder enrolled:

	1970-71	*1979-80*
Undergraduate	$ 500	$1,000
First-level graduate	1,000	1,500
Doctoral	3,500	5,000

51-567 O - 71 - pt. 3 -- 17

Construction Grants and Loans

To provide places for the additional 3.5 million students expected by 1980, the Commission recommends

a that construction grants be made available to provide one-third of total costs for construction and needed renovation of academic facilities,

b that funding levels for the academic facilities construction program be increased to provide sufficient loan funds for an additional one-third of needed new construction costs.

It should be noted that institutions could finance up to two-thirds of new construction through a combination of federal grants and loans. The Commission also recommends

that start-up grants be provided for planning and nonconstruction costs for between 230 and 280 new community colleges and 50 urban institutions, not to exceed $10 million per institution, but averaging more nearly $1 million per institution.

The Commission recognizes that major improvements are possible in the intensity of space utilization and assumes that some of the estimated 20-percent deficiency across the nation can be offset by improved utilization.

Through one of its research projects, the Carnegie Commission is presently studying the whole range of effective utilization of resources in higher education. At the conclusion of that study the Commission will describe and endorse those practices that can lead to more effective utilization of resources.

Even before completion of this study, however, some principles can be proposed to assure maximum benefits from the federal construction aid program. Guidelines for making grants and loans should give full consideration to effective institutional size. First priority for construction aid should go to those institutions that are below optimum size. But increased size should not be the sole determinant for granting funds. For institutions that have both an effective and stable size, funds should be made available to improve the quality of the facilities. For institutions that may be too large in terms of educational policy, funds should be provided for physical reorganization designed to offset the educational disadvantages of excessive size or to enable remodeling of some facilities for alternative uses. Institutions should study their parent patterns of utilization and develop and issue plans and standards for effective use of facilities. Any application for a construction

grant or loan should show the relation of the proposed construction to the institution's long-range growth plans and standards of space utilization.

The Commission also suggests that, when funds are scarce, priority in their assignment be given to institutions enrolling a relatively high proportion of lower-income students.

Special-Purpose Grants to Institutions

The Commission recommends increased funding for the following three programs: aid to developing institutions ($100 million in 1970–71), library support ($100 million in 1970–71), and international studies ($25 million in 1970–71).

To stimulate cooperative programs among community colleges and universities for the preparation and reeducation of community college teachers and counselors, the Commission recommends an expanded special program of federal training grants ($25 million in 1970–71).

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Senator WILLIAMS. It is good to know that you are going into the Kellogg Study. That is next year?

Dr. GLEAZER. Starting October 1, and continuing for an 18-month period.

Senator WILLIAMS. We have a multitude of questions for you gentlemen. I recognize that we are running into time factors with you and our other witnesses, too.

Dr. Canfield, your position brings you into close association with the State directors of community colleges nationally.

Dr. CANFIELD. That is correct.

Senator WILLIAMS. I wonder if in your judgment States are prepared to move forward in expanding your community colleges, or do you all need more time and money for purposes of proper planning?

Dr. CANFIELD. I think the question is hardly an "or." Most States do have emerging and fairly strong needs for more services, but to continue to proliferate by building new campuses where there seems to be local interest or an appropriate number of students, without overall planning for meeting the objectives and the needs of the citizens, of the State, in my opinion, can be wasteful.

We do need money for careful delineation of State needs and insertion of community college services into the whole structure of the State educational enterprise.

I hope, frankly, to live to the day when community colleges, State colleges and universities and the public educational sector, the K through 12 system, the kindergarten through 12th grade system, can sit at a table and can examine the educational needs of the State, or hopefully the Nation, and articulate their particular capabilities and interests to meet the needs of the people.

I find it personally distressing that very, very few States have planning that carefully considers articulating educational needs of all sectors of education in meeting the needs of the people.

This kind of cooperative attack on the educational problems of all the people seems to me to be long overdue.

Senator WILLIAMS. You know, in the legislative framework we are working within here on the bill, I have been advised that one of the problems is to find a State agency—I think the Sate of New York presents a situation that is troublesome in terms of the legislation.

Let me understand this suggestion that the governor—was that your statement, Doctor, about the Governor?

Dr. CANFIELD. Yes.

Senator WILLIAMS. Would you clarify that?

Dr. CANFIELD. Let me just use my State as an example, and I am sure Dr. Martorana will use other States in his testimony.

In Washington we have a State board for community college education, the State agency responsible for the supervision and control of community colleges.

In essence, we have a system of State community colleges. Federal vocational legislation requires that Federal funds for vocational education be funneled through a single State agency representative of the other elements in education who get these funds.

The State of Washington has three people from the State board of education, three people from the State board for community col-

lege education and three lay people appointed by the Governor on a coordinating council.

This serves the purpose of Federal legislation. So we have a kind of an advisory committee serving as a council to which we have recently had to add another advisory council because of Federal legislation which requires it.

So, we have three bodies concerned about the business of all or part of community colleges education. In the last legislative session we inherited a council on higher education, which is a policy body directed to policy and planning in higher education, in Washington.

I, as State director, and one of our presidents, appointed by the Governor, serves on the council. Interestingly enough all the 4-year colleges and universities presidents plus two representatives of the Governor's office and two legislators are on that. So we have four bodies concerned with all or part of the community college business, including the State board.

The complication of structure and, in particular, meeting the demands for a single State agency in vocational education is creating massive problems of organization in the States.

It would be better, in my view, if the States themselves could determine the agencies through which the funds would flow to the community colleges.

Senator WILLIAMS. I certainly appreciate that amplification. I think other witnesses that are here and who will even be testifying will comment on this.

Obviously we need help in terms of formulating this, so it is not yet bogged down along the way, or we might formulate it so that it might shut somebody down and out.

Dr. CANFIELD. It does both; it soaks up dollars administratively that could better be spent on education, and, in addition, groups with less power and visibility may not get an appropriate, equitable share.

The Governor, himself, knows best how to handle problems in his State.

Senator WILLIAMS. Dr. Leo, you described the community approach of going into available buildings.

Senator Yarborough talked about this, too, and in the city it was suggested that maybe the program should include leasing buildings. Your college started in a department store?

Dr. LEO. Yes. We have the old Sanger Harris Department Store that was vacated and sitting at the west end of town. Initially we took the money from the bond issue to purchase the two city blocks. We poured approximately $9 million remodeling and equipping it, but the interesting thing that has occurred is that since we have located in the west end of town, more new construction has blossomed. More people come into the downtown area than before.

Hence we have been able to be part of urban renewal. We have been able to help save part of a city.

Senator WILLIAMS. This rings loud and clear to me. You mentioned Paterson, N.J., as a community that might be well served in the downtown area with a community college.

I know that area, and it strikes me that this is something that could have great promise. Camden, N. J., has the same promise.

There are problems of urban renewal and this is another part of the stimulation of wholesome, good development of growth there.

Dr. LEO. I think we are not atypical.

I understand that Tulsa is also using this approach, and Cleveland, of course, is deeply involved in the urban renewal of the black area, and colleges throughout the United States are doing the same kind of thing.

We are not moving out of the city. We prefer to stay in the city, because that is where our clientele is.

The Seattle central campus is also located in areas in need of help.

Senator WILLIAMS. Yesterday, in New Jersey, it was reported to me that a State legislator who is strongly in support of the community college program in our State gave help to education at the State level. His remark was that we are faced with developing a community college, and it looks now as though it is an architect's monument. As a matter of fact, there are millions of dollars that were going just into the building of the plant.

It staggered me, and the legislator, who wanted to be helpful, because it was more a monument to an architect than a community college that it was so difficult.

I appreicate your comments of bringing it truly close to us. Many community colleges, I know, are able community colleges. If you don't have a car, you don't go there, unless you have a friend who goes there who has a car, and this makes a lot of sense in the Camdens and Patersons of my Nation to me, and I appreicate that.

I would like to go on with a discussion with you gentlemen, but there are other witnesses.

We certainly appreciate this great beginning.

Dr. CANFIELD. Thank you most sincerely.

Dr. GLEAZER. Thank you.

Dr. LEO. Thank you.

(The prepared statement of Dr. Leo follows:)

JULY 21, 1970

STATEMENT BY DR. ROBERT J. LEO
SPECIAL ASSISTANT TO THE CHANCELLOR
DALLAS COUNTY JUNIOR COLLEGE DISTRICT
DALLAS, TEXAS

SENATE SUB COMMITTEE ON EDUCATION
UNITED STATES SENATE
WASHINGTON, D.C.

Mr. Chairman, it is a pleasure to be with you today to express my views on the historic Comprehensive Community College Act. My distinguished colleagues who have preceded me have painted a picture of the national needs of community colleges and how federal legislation can aid in meeting these needs. I would like to give you a personal perspective on the community college -- unlike the previous speakers who are able to give you a broad view of community colleges from the national and state levels, I would like to talk with you about the local level -- in essence bring what they have said "home".

Home for me is the Dallas County Junior College District — a multi-college district under the leadership of Dr. Bill J. Priest in Dallas, Texas. Texas has a long history of junior colleges. Currently, forty-two districts are located within its boundaries. One of these schools was founded over 100 years ago, while two of the schools experienced its first enrollees as of September, 1969. All the colleges are part of a comprehensive plan to provide low cost accessible education to the residents of Texas. In Texas, as in many states, the community colleges serve a specific geographical area, serving local residents, responding to local needs. That the community college is local in nature is

probably its greatest asset. As a local institution, it can adapt to the changing local environment.

Enrollment in these institutions vary widely; with two having fewer than 500 students and one with over 13,500. The most obvious and probably the most significant characteristic, is that from 1965 through 1968 enrollment in public junior colleges increased by 66.5% (52,304 students to 87,093 students). Even more significant is the fact that more than 22,000 students of 34,788 difference were enrolled in schools that were not operating in 1965.

The pressure from increased enrollments in Texas has resulted in pressure for more facilities. Dallas County Junior College District opened its first campus in a converted downtown department store. During this past semester, we have enrolled 7,620 students (or 4,784 full time equivalent).

We received no federal support for the conversion of our facilities. In September, we will open two more campuses. Of the approximately $24 million dollars allocated for these campuses, only 2.6 million dollars will come from federal sources. The construction financial problems of Dallas are reflected in the state of Texas as a whole. In fiscal year 1970, the requests to the State agency for federal funds under HEFA, Title I exceeded 14 million dollars. The state allocation was only 2.2 million dollars. I am submitting, for the record, an exhibit which graphically portrays the facilities plight of junior colleges in Texas -- a plight which I am sure is being duplicated fifty-fold. (Exhibit I)

EXHIBIT I

During the period of time when the requests for federal funds for construction were becoming larger and while the Congress was increasing the eligible federal share from 40% to 50%, the appropriations for HEFA, Title I program were actually cut by 60% from 1967 to 1970. In addition, inflation and the withholding of the funds by the Bureau of the Budget increased the cost of construction by approximately 1% monthly.

SECTION 103:

FY 1968	Eligible Development Cost - $25,475,574	Federal Grants Requested - $10,190,229 Federal Funds Allocated - -3,572,262 Deficiency of Fed. Funds - $ 6,617,967

Of Federal Money requested only 1 out of 3 dollars were funded; 64.9% of requests not funded. In a program designed for 40% federal participation--the appropriation level amounted to only 14% of the eligible development cost in Texas.

FY 1969	Eligible Development Cost - $25,512,447	Federal Grants Requested - $12,756,223 Federal Funds Allocated - -4,418,353 Deficiency of Fed. Funds - $ 8,337,870

65,3% of requests not funded. In a program now designed as a 50-50 matching program, the Federal funds were only 17.3% of the eligible development cost in Texas.

FY 1970	Eligible Development Cost - $28,519,755	Federal Grants Requested - $14,259,877 Federal Funds Allocated - -2,278,572 Deficiency of Fed. Funds - $11,981,305

84.0% of requests not funded. In a program designed for 50% federal participation, the appropriation level amounted to only 7.9% of the eligible development cost in Texas. Out of every $6.50 requested only $1 was funded due to lack of Federal funds.

There is much talk about the lack of local initiative and commitment, yet, in Tarrant County, the voters cast their ballots for $18,144,000 in construction monies; in Dallas County in 1965, the voters passed a 41.5 million bond issue plus a .30 tax for the operations of the District.

These local success stories have been repeated in other parts of the country. For example, the Junior College District in St. Louis, Missouri, was brought into existence by the passage of a $47,200,000 bond issue by a 3 to 1 majority. While local communities were responding to the need for low cost quality education, little was heard from the Federal level to relieve the taxpayers.

The generous funding which is envisioned by the Comprehensive Community College Act for the purposes of establishing and expanding community colleges, will go far to meet the pending crisis in construction in community college facilities; not only in Texas, but the nation as a whole, and in turn, relieve the local taxpayer. I would recommend, however, that a provision be made for institutions to lease temporary facilities during their initial and expansion phases. Too often we forget that many junior colleges, in their beginning period, are in need of temporary facilities in order to immediately serve their constituents. Such a provision would enable these colleges, especially in urban areas, where costs of building new facilities in certain sections of the cities are prohibitive, to begin operation and, thus release local money for planning and construction.

In addition, I would recommend an incentive provision which would allocate funds to the states for distribution to those urban community colleges which decide to locate in a downtown business area or an urban renewal area. Such funds could be used for the purchase of buildings or land, rental space or planning facilities which would complement the selected site.

These recommendations, a leasing provision and location incentive provision, will have a great impact, not only in meeting the local needs, but also aid in bringing urban areas back to life. For a community college must be part of a community, not stand apart from a community.

The enrollment crush that Dr. Gleazer referred to raises the question, "Why are so many individuals attending community colleges?" One student summed it up when he said, "This scene is a whole new bag!" And I must agree. It is a new bag because the community college is accessible and inexpensive, has open-door admissions, offers academic transfer courses, occupational, technical programs, developmental or basic studies programs, non-credit community service courses and emphasizes counseling as an integral (not separate) part of its function.

Community colleges are accessible. Look at the urban areas - St. Louis, Dallas, Ft. Worth, Seattle, Cleveland, Kansas City, Kansas are all multi-campus districts. Located where the people are, these urban complexes are providing comprehensive programs for all residents in their areas. Community colleges will not only be found in urban areas, we can also find them in rural areas where accessibility to education would be non-existent without them. Alice Lloyd College, an independent college, in Pippa Passes, Kentucky, under the dynamic leadership of President William Hays, is doing extensive work with the "hill" people in Appalachia. In Arizona, the first community college to serve the American Indian in his community is Navajo Community College. In essence, community colleges "are where the people are."

The "Community" in community college is probably as important, if not more important than the term college. The community college is an extension

of the local area. It responds, acts, and reacts with the local populous while serving state and national needs. As open-door, comprehensive community colleges, in which enrollment is limited only by space, urban community colleges have maintained a posture designed to meet the needs of the individual and community. In credit programs, the Dallas County Junior College District, for example, accepts graduates of an accredited high school or its equivalent (e.g. GED) or mature adults (21 years or over) who are not graduates of high school. Further, non high school graduates less than 21 years of age are admitted on probation. There are no specific requirements for community service or non-credit programs. Such requirements are typical of comprehensive community colleges throughout the United States. An open-door policy means open admissions. Thus, the appeal of the community college may well rest on its willingness to give an individual the opportunity to explore and pursue a continuing educational program. Within the open-door context, the community junior college has been and will continue to be a vehicle for career choice for the individual who, for whatever reason, may find himself classified as "low-achievers", "drop-out", "hard-core unemployed", "unemployable", etc. Programs which address themselves to these kinds of individuals are consistent with the open-door policy of the community junior college in order to insure that the open door does not become a revolving door.

Programs such as guided studies or basic studies were started by community colleges in order to provide the development of skills in individuals who, for whatever reason, find themselves in the category of disadvantaged. These students have had poor educational background, few have experienced success, few have had strong, positive relationships with adults in an educational setting. The educational experience for most of them has been 12 years of repetitious learning exercises, meaningless almost from the beginning. In sum, they appear to be out of step. These students come to us looking for an opportunity to begin again. During the spring semester, 400 students were enrolled in the guided studies program at El Centro in the Dallas County Junior College District. In our sister city, Fort Worth, the enrollment was 390. More could have been accepted if we were not limited by physical space. These programs are part of our educational program which is based on, as stated previously, open-door admissions, which give all individuals an opportunity to find themselves. We receive no federal support for this program; in fact, we receive no state support for this program. It is a necessary program, it will continue to be necessary, and we will continue to offer it; for it is our view in the community college that no individual is a "loser", every individual is "salvageable", every individual deserves a chance.

One factor which seems to play an important role in bringing students to community colleges is concern for the individual. Community colleges of the '70's recognize that education is for the students. Much is said about relevance today. Media has exploited the term; students have made it a rallying word; yet, it is a word that is crucial to providing education to all people. Relevance is a personal thing. It implies that which is necessary to make an individual a better person. It implies that which will make the individual a productive and contributing individual. It implies concern for others.

Individuals who enter the community college see an institution that is concerned with their welfare; concerned with their interests; concerned with their abilities. Counseling in the community college tries to work with the individual through the critical decisions which will affect his life. It is the counseling function that attempts to enhance "relevance" and extend the classroom from the institution to the outside world.

These are just some of the reasons that account for the increased enrollments in community colleges. True, there are many others. But, high enrollments alone do not justify the support of community colleges -- it is what happens to the individual as an individual while in the community college setting that provides the strongest justification.

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In order to continue to fulfill our commitment to our communities we at the local level are turning to the state and federal governments for financial relief. The local tax dollar has been stretched to its limits. The introduction of the Comprehensive Community College Act has already had a far reaching effect on those of us in the day to day world of the community colleges. The community colleges had virtually despaired of winning equal treatment in federal programs as currently staffed and conducted. The myriad of programs, the lack of coordination, the lengthy and at times, "over-restrictive" guidelines, the proliferation of forms, the unresponsiveness of federal officials, had created a "stay away" attitude on the part of community colleges.

As a result of your bill, community colleges are beginning to find a more receptive ear in federal agencies. Just to cite a few examples. In 1969 only 1.6% of EPDA, Title V-E money went directly to community colleges. In 1970, almost 20% of the total funds were awarded to community colleges. Guidelines are being rewritten in such programs as Talent Search, Special Services for the Disadvantaged and other programs to include a fair share for community colleges. Even the National Science Foundation, that great tower of academia, is recognizing that we do exist. It is a beginning, but the future is upon us and we need more funds to fulfill our role in the community.

One other point concerning federal agencies - it is difficult to understand why DHEW, with ten regional offices, insists on keeping almost 90% of its personnel based in Washington, D.C. When the problems of the community college within a specific region can be understood by individuals based in that locale, there is a certain hypocrisy in the fact that personnel from Washington, D.C. are making decisions which could be better made by individuals in the regions. I urge that the regional offices of HEW include amongst its personnel individuals who understand the function and operations of the community college. By being placed in the region, they will be accessible to the local institutions for technical assistance and help in working through the federal process. If de-centralization is the basic philosophy of the Administration and the federal government, the authorization for the disbursing of funds and approval of projects should be in the regional offices. I urge that HEW's actions be consistent with its rhetoric.

A separate office for community colleges, as envisioned in your bill, will go far to give these institutions visibility and create an awareness on the problems and prospects unique to the community college. Through such an awareness some of the problems outlined above may be alleviated.

Some changes in existing legislation would go far to help the community colleges in their quest. For example, student financial aid programs, as they

exist, do not meet the needs of the community college student. On this point, Dr. Alice Thurston, Director of Institutional Research and Planning stated in a letter to me on June 8.

"Federal student financial aid is calculated on the unrealistic assumption that the student lives at home where his parents provide room and board. The average age of students in our day program is 24, thus, for many, this assumption is very unrealistic. Also, the assumption that loans are a good solution is not justified, as many people have pointed out; disadvantaged students, and junior college students generally, do not want loans - to borrow money requires greater confidence in one's future than our freshmen typically have. With sophomores who are now making satisfactory progress, it may be a different story."

To support Dr. Thurston's statement, I might add that during the Spring Semester of 1970, the average age of our student population at the Dallas County Junior College District was 26. Many of these students are married and supporting families. Thus, a change in student financial aid programs is warranted to meet this segment of the population served by the junior colleges. Further, requirements for financial assistance discriminate against the part-time student. In both the EOG and College Work Study programs, the recipient must be a full-time student. This is a problem for comprehensive community colleges who,with their open-door policies,sometimes have more than one half of the student body classified as part time. For example, Tarrant County Junior College District (Ft. Worth, Texas) had an enrollment of

8,347 in the Spring of 1970 - of this total enrollment 4,652 or more than 55% were part time. In the Metropolitan Junior College District in Kansas City, of 6,053 students, approximately 60% were classified as part time. In my own district in Dallas, 62% of those enrolled during the Spring Semester were part time students. Provisions must be made in Federal Student Financial Aid Programs to meet the needs of all students.

The high enrollment of part-time students supports Dr. Gleazer's statement that any formula developed by Congress for disbursing funds should be based on the number of full-time equivalent students rather than the number of full-time students.

Another segment of the student population in community colleges is the community service or non-credit students. A major function of the community college is to provide enrichment programs to the general public. These courses and/or programs are designed to meet specific short term needs articulated by various voices in the community. These may include such programs as the insurance program for certification as a CLU, retailing preparation for the High School Equivalency Diploma Examination, art, keypunch, forums in social issues, short courses for operators of day care centers, nursing refresher courses and the like.

In major urban areas, the community service programs have been and will continue to be a necessary function of the community college. In our neighboring

city of Fort Worth, TarrantCounty served 2,700 individuals in their community service programs. In Dallas, more than 7,000 individuals have participated in these courses. It is ironic that legislation currently on the books, in the name of Title I, HEA, community services and continuing education does not take into account the myriad of courses that are not "college level" or carry no credits. A re-definition of community services, to include those individuals who are in need of upgrading their skills or would like to have personal enrichment or wish to explore career changes, would be beneficial. We can no longer be content with the image that education must take place only in the formal structure of college credit programs. Education extends beyond the classroom setting and into the community. As local institutions respond to local needs which, in turn, mirror the state and national needs, the community college must act and re-act with its constituents in order to provide for a more educated society.

Thus, Senator, "The scene <u>is</u> a whole new bag."

The community scene is constantly changing; the community colleges will continue to adapt to these changes while travelling a road that helps to promote social and educational change. The "new bag" today may not be so new tomorrow.

We at the local level look forward to the day when the term "disadvantaged" is simply a word from the past; when there are enough facilities to afford universal

access to education; when education at all levels is designed for the community-at-large.

If those of us at the local level who work "the scene" are to meet the needs of the community, we will need your help. For we believe that actions must be consistent with our rhetoric; the community college will remain a part of the community not stand apart from the community.

Senator WILLIAMS. Dr. Ervin Harlacher, President of Brookdale Community College, Lincroft, N.J. I will say that recent comments on architectural monuments were not directed at Brookdale, although I will say that I don't know of any community college that is more pleasing, attractive, and inviting than Brookdale.

We would be glad to hear how the community college found an ideal situation in terms of facilities.

We appreciate your being here.

STATEMENT OF DR. ERVIN HARLACHER, PRESIDENT, BROOKDALE COMMUNITY COLLEGE, LINCROFT, N.J.

Dr. HARLACHER. Thank you, Mr. Chairman, fellow New Jerseyite. It is an honor for me to be here today to testify on behalf of the comprehensive Community College bill. I would like to say that it is indeed a privilege to be a member of your ad hoc committee on community colleges.

My institution is a nonconformist, courageous, and innovative kind of an institution, and I believe this reflects your own philosophy and commitment; I think we have very much in common.

I certainly want to support you and to thank you for what you have done to make it possible for us to strengthen and expand the community colleges of the country.

Emerson said that "the test of civilization is not the census, nor the size of the cities, nor the crops, but the kind of a man the country turns out." Community colleges have already been referred to as the "people's colleges." I like to think of the community colleges as the college of the common man, the institution that is concerned about really making democracy work, and the comprehensive community college bill makes an eloquent case for the expansion of the comprehensive community college.

If I may, I would like to quote from your bill.

> The community college continues to demonstrate that it is best equipped for the job of extending much needed educational opportunities in our country. Its low cost to students, proximity to those it is designed to serve and flexible admission arrangements, strong counseling and advising services, and varied educational programs are responding to the lack of relevance in traditional education.

As a multipurposed institution, the community college not only provides a variety of educational offerings, including college and university parallel, career education, community services and developmental programs, but is uniquely equipped to meet the needs of those ignored or neglected by traditional forms of education—the educationally and economically disadvantaged.

If I might interject here a note on career or vocational education in our own State, New Jersey; as you may know, the community colleges and all of higher education are under the board of higher education. The rest of the public school system is under the board of education. The board of education is designated as the State vocational board. This has made it very, very difficult, if not impossible, for the community colleges to obtain the vocational money from the Federal agencies that were intended for the community colleges.

I think Dr. Canfield referred to this, and there needs to be a different approach in New Jersey and other States in terms of apportioning these funds.

Recognizing that there can be no individual fulfillment unless every individual has the greatest possible opportunity for self-realization, the comprehensive community college opens its doors in a meaningful and responsive way to all who seek admission and can profit from the experience. Open opportunity implies that every individual is of value and requires that each individual who approaches the college be judged not solely on his record, but also in light of our American faith in the capacity of man to exceed his earlier performance. This is the basic American premise. When we were founding this country, we said:

> We don't care what you did before, we don't care who your parents are or what they did. We are only interested in you and your performance what you can do now.

This is what the community college says to young people and adults: "We will judge you in college on the basis of your performance there."

Open opportunity is also related to another basic American premise, "the people shall judge"; and they certainly do in a democracy. Some institution must be dedicated to educating the people who will make the judgments in a democracy. This is the mission of the Community College. A society conceived in liberty and dedicated to the proposition that all men are created equal cannot become great if any of its citizens are denied a due measure of success and the opportunity or means of achieving it. The community college, then, is opening the door and extending educational opportunities to millions of Americans who have in the past found the door to higher education bolted. Their past hopelessness is now giving way to the reality of a fuller life within their reach.

The phenomenal growth in numbers of students attending American institutions of higher learning during the past quarter century —from 1,500,000 in 1945 to well over 6 million in 1970—has posed many difficult problems for 4-year colleges and universities. Some of the more prestigious private colleges have deliberately kept enrollments to manageable size by raising entrance standards; many others have been unable to grow because of lack of resources. In consequence, publicly supported colleges have tried to fill the gap by tremendous physical expansion. The major State universities, for example, have become multiversities with 20,000 to 80,000 students each. Most of the older community colleges also are bursting at the seams, and the new ones—particularly during the last decade—have saltated into being in an effort to relieve the pressures at the undergraduate level. These new institutions are being built at the rate of one per week, each week of the year in the country.

But the concern for finding appropriate facilities to house the burgeoning enrollments has sometimes resulted in the sacrifice of principle to expediency, so that many educational programs, despite assertions to the contrary, can still be characterized as "teaching the same old things in the same old way."

THE UNIQUENESS OF BROOKDALE COMMUNITY COLLEGE

Among the newer community colleges is my institution, Brookdale Community College, in Monmouth County, N.J., now starting its second year of operation. Mr. Chairman, I appreicate being invited to come here and describe in detail for you and other members of the committee the uniqueness of Brookdale. In so doing, perhaps, I will help to define further and clarify the role of this unique American invention known as the community college. Some of the comments I will make about my institution will also be true with respect to the other 13 county community colleges of New Jersey and 2-year institutions across the length and breadth of this Nation. Only when the mission and promise of the community college is understood by the people, will the significance and necessity of your Comprehensive Community College bill be acknowledged.

In Monmouth County, N.J., in an exquisite setting of rolling wooded hills, broad expanses of flat open space, and excellent frontage on a beautiful lake reservoir, student clamor for admission frequently drowns out the sound of hammer and saw as workmen rush to complete facilities of Brookdale Community College. A little over a year ago the 221-acre campus was still a horse farm, Brookdale Farm. We made the decision, as you suggested earlier, to preserve the heritage of this beautiful site and to retain the large horse barns and other farm buildings as permanent facilities, and to add to them as we could new structures, which would not be barnlike, but would be compatible to the other original structures. Last September, 2,500 full-time and part-time students began college in converted barns on the Lincroft Campus and in 3 other permanent centers in the community, including an allied health center and a community learning center, and numerous extension centers, distributed throughout the county. Next September college enrollment will have increased to 4,500 full-time and part-time students; and more than 500 other full-time applicants are still on a waiting list because of insufficient facilities.

But Brookdale Community College is more than physical facilities and a scenic central campus. It is an ideal, established after many months of planning, to whose realization the entire staff is dedicated. As stated in its philosophical platform:

> Brookdale Community College is dedicated to its community—Monmouth County—and accepts the responsibility to equalize the post high-school educational opportunities for all who seek them. In fulfilling its mission of bringing higher educational opportunities within geographic and financial reach of all citizens, Brookdale Community College regards the entire county of Monmouth as its campus and all of the citizens as its student body.

Thus, the central campus in Lincroft serves merely as the nucleus (a learning center) of a larger campus that emcompasses some 500 square miles. And within this area reside a half million people—prototypes of the entire population of America: adults, children, and youths whose needs are as diverse as are their personalities. To satisfy these needs presents a strong challenge, but one that Brookdale is striving to meet through credit and noncredit, formal and informal offerings. To that end, many unique programs and instructional strategies, with due allowance for individual differences in learning

styles, ability, and interests, have been devised, all predicated upon the concept that education must be learner- and learning-centered—not teacher-and teaching-centered, the concept that often prevails. For a college exists, not to measure the extent of its students' failures, but to evaluate the depth of their successes.

Part of Brookdale's uniqueness is reflected in its grading system. Eschewing the outmoded A-B-C-D-E-F system which necessarily had to go after the establishment of universal higher education opportunities in America, the college also rejects the "pass-fail" system that still places great emphasis upon the measurement of failure. Instead, it has instituted a "credit-no credit" system which is believed to provide a fairer evaluation of student achievement at all ability levels. This is made possible by the systems approach to education, which Brookdale has adopted. The content of each course is specified in terms of learning objectives, stated by the instructor and understood by the student at the outset of the learning experience. These define the skills, attitudes, and knowledges the student is expected to master if he is to earn credit for the course. No standard midterm or final examinations are administered. Rather, evaluative procedures are built into each course by the individual faculty member, who determines the frequence of their use. Although no graded evaluation, as such, is used, graduations in achievement are still possible. A student may achieve to the highest level of his ability, and know that he has done so. For example, if he masters the required number of essential learnings, he is awarded the equivalent of two grade points, signifying that he has learned what he must know to be entitled to credit for the course. He is awarded three grade points if he masters additional enriching objectives—that is, has acquired learnings he should know. And four grade points indicate that, besides the learnings he must and should know about a given subject, he has gained even wider knowledge which he could acquire because his cultivated love of learning prodded him to explore further.

Perhaps I ought to state here that, in Brookdale's philosphophy, the mere accumulation of knowledge is by no means the end and aim of education. It is the useful application of knowledge throughout the student's postcollege life that spells the educated person. To this end, programs and learning experiences have been designed to provide each individual student with the learning tools with which he feels most comfortable. Research has shown that many students are not print oriented, though many others still find books their most effective vehicle to knowledge. Thus, Brookdale offers a multipath approach to knowledge that is adaptable to the individual student's mode of learning—whether visual, aural, or kinesthetic.

In itself, this is not unique, of course, for most colleges by now have availed themselves of the multimedia that have so rapidly been developed over the past decade. Our uniqueness lies in the fact that media are not presumed to be methods, but are only tools by which methods—that is, ways of learning—are made more intelligible. Thus, it is possible to offer individual as well as group or team experiences and traditional as well as innovative instructional strategies. Moreover, the student is enabled to learn at his own pace. He need not be restrained by the slower students in the class, nor rushed beyond full comprehension by those who learn more rapidly.

In the large universities and in the older community colleges, students have accepted the necessity of large enrollments—but they don't like it. Witness the protests that the universities have "lost touch" with the students, that they have become cold and impersonal machines where the professors are unseen except during their appearances before enormous aggregates of students in the lecture hall, and administrators so remote that students don't even know their names.

Recognizing this basic cause for student unrest, Brookdale has gone to the "cluster college" concept, which allows students an opportunity to associate and remain with other students of like bent, selected according to personality compatibilities determined by careful and systematic pretesting. This means that students with similar interests in the pursuit of life ambitions are grouped together, in the hope that they will be able to communicate to each other the purposes for which each has been assigned to the cluster. It also means that students' need and desire for a sense of community and an opportunity to work closely with their instructors, or learning models, can more easily be satisfied.

All programs which are included in the Brookdale curriculum are clustered into four major categories: those which relate more or less closely to engineering technologies, allied health programs, and the natural sciences; those which relate to business management and business operations; those which relate to an area designated as the applied humanities; and those which govern human affairs.

Each cluster provides an intermix of transfer programs, technical or vocational-occupational programs, and special assistance or remediation programs, which maximizes the individual's opportunity to achieve dignity and satisfaction without being stigmatized by the program in which he is enrolled. This structuring also minimizes the attrition rate—a serious problem in many community colleges, where students enter with high aspirations and, because of improper program placement or inability to perform according to expected standards, become frustrated, discouraged, and either drop out or flunk out.

At Brookdale, during its first year of operation, the attrition rate was less than 10 percent. This phenomenon is the direct result of the college's position that 2-year college programs of study have but two main goals—transferability and employability—and its consequent concern with helping students attain one or the other. A structured environment such as the cluster provides for horizontal mobility on a voluntary basis, which eliminates a student's feelings of frustration and displaces these with feelings of success upon his being able to move into related programs of greater potential for personal achievement.

And, for those students who need extra time in which to "find themselves," opportunity is provided to remain enrolled for continuous periods up to 3 years intermittently for even longer periods. The chief uniqueness of the clusters at Brookdale, however, lies in their organization around probable student interests rather than specific occupational fields, so that, as interests change—and they do!—a student may transfer across from program to program within the cluster. For example, a student who aspires to the dental profession upon entrance into the sciences and allied health cluster, but who

later discovers that he possesses limited aptitudes for becoming a dentist, can, without embarrassment, make the horizontal transition to training for a career as a dental technician. His ambition to be a part of the dental profession remains intact, and he requires the skills which place him in a position that is personally rewarding.

Brookdale believes that most, if not all, education is occupation oriented, whether or not students' respective goals are at the university level. It is also committed to developing programs which reflect the needs and characteristics of the greater community being served. Thus, where appropriate, college programs are placed out in the community so that maximum utilization of community resources can be achieved. Personnel from the community are also utilized extensively in the programs. Since emphasis is placed on performance, the college stresses "real world" experiences which only the real world of the community can provide. The community, therefore, becomes a learning laboratory. Only when facilities and equipment are not available in the community, or when their use is not feasible, will the college consider obtaining them on campus.

Similarly, campus service areas also become learning laboratories and, whenever possible, are integrated with the appropriate academic cluster. The college store, for example, provides learning experiences for the student in retail sales, or for the accounting student who needs to establish a set of books for day-to-day actual transactions. The computer center serves as a laboratory for student keypunch operators, programers, and systems analysts. At the campus service station, students apply learned skills in auto mechanics, car care, and station management. Student publications, the central food service, the power plant, receiving and warehouse—all are learning laboratories.

This pragmatic approach to education which Brookdale embraces encourages students to make direct applications of their learnings—and not alone in the vocational-occupational areas. Courses are concerned more with process than with theory, so that long after the biology student, for example, has ceased to be a student he continues to apply the biologist's processes to problem-solving. Students have an opportunity to participate in the governance of the college, thereby acquiring social values; they participate in the development and evaluation of curriculum materials, thereby becoming alert to instructional values.

But the several clusters do not operate in isolated empires of their own. The importance of the "common college," an interdisciplinary approach to general education, is strongly emphasized at Brookdale, with interaction between faculty and students in the various discipline areas a strength of the entire learning process. Moreover, the larger institution serves as a resource center for all disciplines, so that unity of purpose and of action are maintained. One of the responsibilities of administration is to prevent the creation of a network of kingdoms, each sufficient unto itself—though this situation does exist on some campuses. But there is no room at Brookdale for this kind of petty activity, for its goals are too broad, its aspirations too high, to tolerate any but concerted effort toward attaining those goals.

The college's commitment to the open-door, rather than the "revolving door" policy, requires that it accept for admission applicants

who represent all facets of the social environment as well as the spectrum of personality development. The concomitant special needs that arise with this policy have therefore been taken into careful consideration. Community colleges, in general, provide a milieu not found in 4-year institutions for, in addition to offering the first 2 years of education leading to a baccalaureate degree, they offer besides 2 years of general education for students who do not seek a 4-year college degree, occupational programs, and community services programs. For Brookdale, the implication here has been the necessity of integrating counseling and learning.

There is a difference between counseling and academic advisement, and in recognizing this difference and in providing both, Brookdale may be considered unique. Academic advisers assist students in planning their curricula, but only after counselors—whose chief concern is people, not courses of study—have helped the student identify his occupational interests, aptitudes, and probabilities. As stated in the college's philosophical platform, "There can be no individual fulfillment unless every individual has the greatest possible opportunity to develop himself."

That "greatest possible opportunity" is provided not once, but as often as required at Brookdale; for the counselors are charged with periodically reevaluating a student's original self-diagnosis pattern to determine ways in which it may have changed, and the academic advisers with reexamining the student's program prescription, in the light of the changed diagnosis. In this way, students are continually helped to select modes of operation and develop needed confidences in personal decisionmaking, including an awareness of the problems identified with their social milieu and the possible influence these have upon their behavior. For the legitimate goal of education must be at all times to assist each learner to become all that he is capable of becoming.

At Brookdale, we think we are doing this. Our individualized, multipath and interdisciplinary approaches to instruction; our provision of laboratory experiences for all students—not, as traditionally, just for those in the areas of science, technology, and business: our "hands on" policy, if you will; our taking the college into the community whenever and wherever there is need; our implementation of the belief that all education is occupation oriented; our provisions for accommodating changes in student educational goals; our devotion to inducing salient change in student behavior; our dedication to instilling in each student a sense of the dignity of work in all of its manifestations, and to inculcating a love of lifelong learning—these, we think, are some of the unique contributions Brookdale Community College is making to its community and the total American education enterprise.

This, then, is an overview of one of the new comprehensive community colleges which we're opening each week of the year in this country.

I would like to have my prepared statement become a part of the record.

Senator WILLIAMS. It will be included.

(The prepared statement of Dr. Harlacher follows:)

Testimony
of
Ervin L. Harlacher

President, Brookdale Community College
Monmouth County, New Jersey
before the
Senate Education Sub-Committee
of the
Senate Labor and Public Welfare Committee
July 21, 1970

INTRODUCTION

Mr. Williams, members of the Committee, as a member of Senator Williams' Ad Hoc Committee on Community Colleges, I am most pleased to testify here today in behalf of the Comprehensive Community College bill.

> The test of civilization is not the census, nor the size of the cities, nor the crops, but the kind of man the country turns out.
> -Emerson

The Comprehensive Community College bill, authored by New Jersey U. S. Senator Harrison A. Williams, Jr., makes an eloquent case for the expansion of the comprehensive community college. If I may quote from the act, "...the community college continues to demonstrate that it is best equipped for the job of extending much--needed educational opportunities in our country. Its low cost to students, proximity to those it is designed to serve, flexible admissions arrangements, strong counseling and advising services, and varied educational programs are responding to the lack of relevance in traditional education."

As a multi-purposed institution, the community college not only provides a variety of educational offerings, including college and university parallel, career education, community services, and developmental programs, but is uniquely equipped to meet the needs of those ignored or neglected by traditional forms of education--the educationally and economically disadvantaged.

Recognizing that there can be no individual fulfillment unless every individual has the greatest possible opportunity for self-realization, the comprehensive community college opens its doors in a meaningful and responsive way to all who seek admission and can profit from the experience. Open opportunity implies that every individual is of value and requires that each individual who approaches the college be judged not solely on his record, but also in light of our American faith in the capacity of man to exceed his earlier performance. A society "conceived in liberty and dedicated to the proposition that all men are created equal" cannot become great if any of its citizens are denied a due measure of success and the opportunity or means of achieving it. The community college, then, is opening the door and extending educational opportunities to millions of Americans who have in the past found the door to higher education bolted. Their post hopelessness is now giving way to the reality of a fuller life within their reach.

THE UNIQUENESS OF BROOKDALE COMMUNITY COLLEGE

The phenomenal growth in numbers of students attending American institutions of higher learning during the past quarter-century--from 1,500,000 in 1945 to well over 6,000,000 in 1970--has posed many difficult problems for four-year colleges and universities. Some of the more prestigious private colleges have deliberately kept enrollments to manageable size by raising entrance standards; many others have been unable to grow because of lack of resources. In consequence, publicly supported colleges have tried to fill the gap by tremendous physical expansion. The major state universities, for example, have become multiversities with twenty to eighty thousand students each. Most of the older community colleges also are bursting at the seams, and new ones--particularly during the last decade--have saltated into being in an effort to relieve the pressures at the undergraduate level.

But the concern for finding appropriate facilities to house the burgeoning enrollments has sometimes resulted in the sacrifice of principle to expediency, so that many educational programs, despite assertions to the contrary, can still be characterized as "teaching the same old things in the same old way."

Among the newer community colleges is Brookdale in Lincroft, New Jersey, now starting its second year of operation. Here, in an exquisite setting of rolling wooded hills, broad expanses of flat open space, and excellent frontage on a beautiful lake reservoir, student clamor for admission frequently drowns out the sound of hammer and saw as workmen rush to complete facilities. But Brookdale Community College is more than physical facilities and a scenic central campus. It is an ideal, established after many months of planning, to whose realization the entire staff is dedicated.

As stated in its philosophical platform, "Brookdale Community College is dedicated to its community--Monmouth County--and accepts the responsibility to equalize the posthigh-school educational opportunities for all who seek them. In fulfilling its mission of bringing higher educational opportunities within geographic and financial reach of all citizens, Brookdale Community College regards the entire county of Monmouth as its campus and all of the citizens as its student body."

Thus, the Lincroft site serves merely as the nucleus of a larger campus that encompasses some 500 square miles. And within this area reside prototypes of the entire population of America--adults, children, and youths whose needs are as diverse as are their personalities. To satisfy these needs presents a strong challenge, but one that Brookdale is striving to meet. To that end, many unique programs and instructional strategies, with due allowance for individual differences in learning styles, ability, and interests, have been devised, all predicated upon the concept that education must be learner- and learning-centered--not teacher- and teaching-centered, the concept that often prevails. For a college exists, not to measure the extent of its students' failures, but to evaluate the depth of their successes.

Part of Brookdale's uniqueness is reflected in its grading system. Eschewing the outmoded ABCDF system which necessarily had to go after the establishment of universal higher education opportunities in America, the college also rejects the "pass-fail" system that still places great emphasis upon the measurement of failure. Instead, it has instituted a "credit-no credit" system which is believed to provide a fairer evaluation of student achievement at all ability levels. This is made possible by the systems approach to education, which Brookdale has adopted. The content of each course is specified in terms of learning objectives, stated by the instructor

51-567 O - 71 - pt. 3 -- 19

and understood by the student at the outset of the learning experience. These define the skills, attitudes, and knowledge the student is expected to master if he is to e arn credit for the course. No standard midterm or final examinations are administered. Rather, evaluative procedures are built into each course by the individual faculty member, who determines the frequency of their use. Although no graded evaluation, as such, is used, gradations in achievement are still possible. A student may achieve to the highest level of his ability, and know that he has done so. For example, if he masters the required number of essential learnings, he is awarded the equivalent of two grade points, signifying that he has learned what he must know to be entitled to credit for the course. He is awarded three grade points if he masters additional enriching objectives--that is, has acquired learnings he should know. And four grade points indicate that, besides the learnings he must and should know about a given subject, he has gained even wider knowledge which he could acquire because his cultivated love of learning prodded him to explore further.

Perhaps I ought to state here that, in Brookdale's philosophy, the mere accumulation of knowledge is by no means the end and aim of education. It is the useful application of knowledge throughout the student's postcollege life that spells the educated person. To this end, programs and learning experiences have been designed to provide each individual student with the learning tools with which he feels most comfortable. Research has shown that many students are not print oriented, though many others still find books their most effective vehicle to knowledge. Thus, Brookdale offers a multipath approach to knowledge that is adaptable to the individual student's mode of learning--whether visual, aural, or kinesthetic.

In itself, this is not unique, of course, for most colleges by now have availed themselves of the multimedia that have so rapidly been developed

over the past decade. Our uniqueness lies in the fact that media are not presumed to be methods, but are only tools by which methods--that is, ways of learning--are made more intelligible. Thus, it is possible to offer individual as well as group or team experiences and traditional as well as innovative instructional strategies. Moreover, the student is enabled to learn at his own pace. He need not be restrained by the slower students in the class, nor rushed beyond full comprehension by those who learn more rapidly.

In the large universities and in the older community colleges, students have accepted the necessity of large enrollments--but they don't like it. Witness the protests that the universities have "lost touch" with the students, that they have become cold and impersonal machines where the professors are unseen except during their appearances before enormous aggregates of students in the lecture hall, and administrators so remote that students don't even know their names.

Recognizing this basic cause for student unrest, Brookdale has gone to the "cluster college" concept, which allows students an opportunity to associate and remain with other students of like bent, selected according to personality compatibilities determined by careful and systematic pretesting. This means that students with similar interests in the pursuit of life ambitions are grouped together, in the hope that they will be able to communicate to each other the purposes for which each has been assigned to the cluster. It also means that students' need and desire for a sense of community and an opportunity to work closely with their instructors, or learning models, can more easily be satisfied.

All programs which are included in the Brookdale curriculum are clustered into four major categories: those which relate more or less closely to engineering technologies, allied health programs, and the natural sciences;

those which relate to business management and business operations; those which relate to an area designated as the applied humanities; and those which govern human affairs.

Each cluster provides an intermix of transfer programs, technical or vocational-occupational programs, and special assistance or remediation programs, which maximizes the individual's opportunity to achieve dignity and satisfaction without being stigmatized by the program in which he is enrolled. This structuring also minimizes the attrition rate--a serious problem in many community colleges, where students enter with high aspirations and, because of improper program placement or inability to perform according to expected standards, become frustrated, discouraged, and either drop out or flunk out.

At Brookdale, during its first year of operation, the attrition rate was less than 10 percent. This phenomenon is the direct result of the college's position that two-year college programs of study have but two main goals--transferability and employability--and its consequent concern with helping students attain one or the other. A structured environment such as the cluster provides for horizontal mobility on a voluntary basis, which eliminates a student's feelings of frustration and displaces these with feelings of success upon his being able to move into related programs of greater potential for personal achievement.

And, for those students who need extra time in which to "find themselves," opportunity is provided to remain enrolled for continuous periods up to three years or intermittently for even longer periods. The chief uniqueness of the clusters at Brookdale, however, lies in their organization around probable student interests rather than specific occupational fields, so that, as interests change--and they do!--a student may transfer across from program to program within the cluster. For example, a student who aspires to the dental

profession upon entrance into the Sciences and Allied Health cluster, but who later discovers that he possesses limited aptitudes for becoming a dentist, can, without embarrassment, make the horizontal transition to training for a career as a dental technician. His ambition to be a part of the dental profession remains intact, and he acquires the skills which place him in a position that is personally rewarding.

Brookdale believes that most, if not all, education is occupation oriented, whether or not students' respective goals are at the university level. It is also committed to developing programs which reflect the needs and characteristics of the greater community being served. Thus, where appropriate, college programs are placed out in the community so that maximum utilization of community resources can be achieved. Since emphasis is placed on performance, the college stresses "real world" experiences which only the real world of the community can provide. The community, therefore, becomes a learning laboratory. Only when facilities and equipment are not available in the community, or when their use is not feasible, will the college consider obtaining them on campus.

Similarly, campus service areas also become learning laboratories and, whenever possible, are integrated with the appropriate academic cluster. The college store, for example, provides learning experiences for the student in retail sales, or for the accounting student who needs to establish a set of books for day-to-day actual transactions. The computer center serves as a laboratory for student keypunch operators, programers, and systems analysts. At the campus service station, students apply learned skills in auto mechanics, car care, and station management. Student publications, the central food service, the power plant, receiving and warehouse--all are learning laboratories.

This pragmatic approach to education which Brookdale embraces encourages students to make direct applications of their learnings--and not alone in the vocational-occupational areas. Courses are concerned more with process than with theory, so that long after the biology student, for example, has ceased to be a student he continues to apply the biologist's processes to problem-solving. Students have an opportunity to participate in the governance of the college, thereby acquiring social values; they participate in the development and evaluation of curriculum materials, thereby becoming alert to instructional values.

But the several clusters do not operate in isolated empires of their own. The importance of an interdisciplinary approach to learning is strongly emphasized at Brookdale, with interaction between faculty and students in the various discipline areas a strength of the entire learning process. Moreover, the larger institution serves as a resource center for all disciplines, so that unity of purpose and of action are maintained. One of the responsibilities of administration is to prevent the creation of a network of kingdoms, each sufficient unto itself--though this situation does exist on some campuses. But there is no room at Brookdale for this kind of petty activity, for its goals are too broad, its aspirations too high, to tolerate any but concerted effort toward attaining those goals.

The college's commitment to the open-door policy requires that it accept for admission applicants who represent all facets of the social environment as well as the spectrum of personality development. The concomitant special needs that arise with this policy have therefore been taken into careful consideration. Community colleges, in general, provide a milieu not found in four-year institutions for, in addition to offering the first two years of education leading to a baccalaureate degree, they offer besides

two years of general education for students who do not seek a four-year college degree, occupational programs, and community services programs. For Brookdale, the implication here has been the necessity of integrating counseling and learning.

There is a difference between counseling and academic advisement, and in recognizing this difference and in providing both Brookdale may be considered unique. Academic advisers assist students in planning their curricula, but only after counselors--whose chief concern is people, not courses of study --have helped the student identify his occupational interests, aptitudes, and probabilities. As stated in the college's philosophical platform, "There can be no individual fulfillment unless every individual has the greatest possible opportunity to develop himself."

That "greatest possible opportunity" is provided not once, but as often as required at Brookdale; for the counselors are charged with periodically re-evaluating a student's original self-diagnosis pattern to determine ways in which it may have changed, and the academic advisers with re-examining the student's program prescription in the light of the changed diagnosis. In this way, students are continually helped to select modes of operation and develop needed confidences in personal decision making, including an awareness of the problems identified with their social milieu and the possible influence these have upon their behavior. For the legitimate goal of education must be at all times to assist each learner to become all that he is capable of becoming.

At Brookdale, we think we are doing this. Our multipath and interdisciplinary approaches to instruction; our provision of laboratory experiences for all students--not, as traditionally, just for those in the areas of science, technology, and business: our "hands on" policy, if you will; our taking the

college into the community whenever and wherever there is need; our implementation of the belief that all education is occupation oriented; our provisions for accommodating changes in student educational goals; our devotion to inducing salient change in student behavior; our dedication to instilling in each student a sense of the dignity of work in all of its manifestations, and to inculcating a love of lifelong learning--these, we think, are some of the unique contributions Brookdale Community College is making to the total American education enterprise.

CONCLUSION

In closing, I am doubly proud to be a citizen of the State of New Jersey; I am proud that my State, which was very late to enter the Community College field, is fast becoming a pace setter with its now 14 County Community Colleges; I'm proud that a Senator from my State, Senator Williams, is exercising such leadership in Washington in strengthening the American Community College.

Thank you.

Dr. HARLACHER. I should also point out that we are doing all of this without any significant federal support. However, we certainly would like to have Federal support. We need to field test many of our programs. Before I go into my concluding remarks, I want to say, Mr. Chairman, that if there is ever an institution anywhere in this country that warrants support of the people, that warrants support of the Congress, it is the community college, this unique, American institution that I described. Everything I have said about Brookdale and the job it is doing in Monmouth County could be said about many of the other community colleges in this country.

What other institution of higher education is so concerned about learning outcomes?

What other institution of higher education is so concerned about change in the community, about solving social problems, about making the county, the total community, or the district a better place to live?

CONCLUSION

In closing, Mr. Chairman, I am doubly proud to be a citizen of the State of New Jersey. I am proud that my State, which was very late to enter the community college field, is fast becoming a pacesetter, if not in quantity certainly in quality with its new 14 county community colleges.

I am proud of my Senator, Senator Williams, who is exercising such distinguished leadership in Washington in strengthening the American community college.

Mr. Chairman, when I say that I wholeheartedly endorse this bill, this statement is an understatement. I really can't find the words to say what I want to say here, because I think it is imperative to the future of democracy in this country that we have this comprehensive community college bill.

If the people shall judge, as I said before, there must be a basic American institution concerned about the people, not concerned about an elite which is set up to govern the people, but to make it possible for common people to make judgments, to hold their heads higher in society, to not be excluded and cut off, because they did not get the right grades in high school, or because they did not obtain sufficient scores on a given day in their life on the college board.

I believe this bill will strengthen and expand "democracy's college," and in so doing will strengthen and expand democracy.

Thank you.

Senator WILLIAMS. Thank you. I, of course, personally appreciate your comments about my work here.

The record does not have anything on the road that brought you to Brookdale. A little biographical information would be helpful.

Let us know how you got here.

Dr. HARLACHER. Even on the east coast, I guess it is all right to say that I am a native of California, and I spent most of my life in California.

I am a product of progressive education in California, and what that means in terms of pragmatism. I am also a product of the com-

munity college system—not from the standpoint of having been a student but from having worked for a number of years in the community college system in California. I moved from California to Michigan in 1966, and spent 2 years at Oakland Community College as a vice president, where I was inspired by another vice president, Dr. Canfield, who was my colleague there. I then moved on to New Jersey where I had the opportunity to become the founding president of this new community college.

Senator WILLIAMS. Very good. Thank you, Doctor.

Dr. Canfield and Dr. Gleazer, all you gentlemen, have a common philosophy here, and I might credit something to the wrong one.

One used the expression that the community college students were rebellion reluctant. That was Dr. Canfield.

Dr. Harlacher, you mentioned something about the student body, and from that I conclude also that this is a scene that does not inspire rebellion?

Dr. HARLACHER. That is right.

Senator WILLIAMS. How would you express that?

Dr. HARLACHER. I think Dr. Canfield referred to a study, and I would say my own experience in a number of different community colleges would lead me to believe what you say is so, and for a number of reasons.

One, and I think very basic, the community college is learner and learning oriented rather than teaching and teacher oriented.

We have incorporated into our programs so many of the things that the students are protesting about throughout the country. For example, I had an experience at the time of the Cambodian incident which was not dissimilar to that of other college presidents.

I met 3 hours with 12 students who represented, they said, 400 or 500 of our full-time students, and they wanted to strike.

I listened to them and I said after listening, you don't have any demands. (They had come in with about 16 or 17.) You have been listening to television and reading the newspapers, but you have forgotten that we are a nonconformist institution.

We work with learning objectives, you get credit when you meet the objectives. If you feel a need to go to Washington or get out in the community, we want you to do that, but we are not going to give you credit on the basis of just somebody's ruling. We are going to require that you meet the course objectives.

That is just one example. As a result of the discussions we had with students, they did not strike.

The two opposing factions on the campus got together and did something which I think was very unique in colleges. They worked closely together, and came up with some positions regarding future crises on the campus which very frankly I would not have had the courage to suggest if I had been working out the material for them.

What I am trying to say here is that we are close to the students. We are close to their needs and aspirations, and they know that and so there is not the need to revolt and to be destructive as we see in so many of the other institutions.

Senator WILLIAMS. I am sure that in your approach the ratio of faculty to students does not fit any form, but with this close atten-

tion to individual needs in education, how much of a faculty do you have serving your body which is a population of what, now?

Dr. HARLACHER. We will have 2,200 full-time students in the fall; the other 2,000 will be part time. We will have about 100 full-time faculty but we are also placing emphasis on the use of paraprofessionals.

In other words a surgeon does not do everything any more. He does not carry the bed pans, for example. We are going to use paraprofessionals, peer teachers, other teacher aids. And we also use the principle of management by exception. You allow the bright students to go as far as they can go on their own, so that you can concentrate on the poorer student, and we believe through learning objectives and the multimedia approach that we are able to provide truly individualized approaches for all our students.

So the normal ratios don't apply. You may find with this kind of an approach, with a differentiated faculty, that your full-time teachers to full-time students is higher than in many other institutions, but you are still able to provide more individualized instructions, more individual tutoring because of the approach that is used.

Senator WILLIAMS. Thank you very much.

Iwill drop in to see you again.

I picked the wrong day early in the spring. It was a Sunday.

I will say, with good reason, that was not an open-door day, but I will be back.

Dr. HARLACHER. Thank you, Senator Williams.

Senator WILLIAMS. Dr. S. V. Martorana, Vice Chancellor for two-year colleges, State University of New York.

You were welcomed by Senator Javits, and I also welcome you. We are grateful for your being here today.

STATEMENT OF DR. S. V. MARTORANA, VICE CHANCELLOR FOR TWO-YEAR COLLEGES, STATE UNIVERSITY OF NEW YORK

Dr. MARTORANA. Thank you, Mr. Chairman.

Senator WILLIAMS. You have been of assistance to the committee over the months, and, in fact, the years.

Dr. MARTORANA. Thank you very much, Senator Williams. It is my privilege and honor also to appear before the committee.

I present this information from a dual perspective. On the one hand, my roles as vice chancellor for 2-year colleges and chairman of the committee on legislation, National Council of State Directors of Community-Junior Colleges; on the other hand, a member of the community college working group, a day-to-day worker at the State level on behalf of the community and junior colleges.

This information is presented on behalf of the National Council of State Directors and on behalf of all who see the need for a larger role on the part of the Federal Government in helping community colleges to accomplish their goals of educational service.

The bill for which this hearing has been convened recognizes the importance of those goals and the need for Federal action if the goals envisioned are to be achieved.

I say to you, then, Senator Williams, all who have helped to bring S. 1033 to the stage of hearings are to be commended, and you especially deserve a vote of appreciation for your leadership in authorizing and introducing the bill earlier this year.

I should like at this point, also to recognize the fact that Senator Javits of New York State cosponsored the bill when it was introduced and to recognize the fact that Senator Javits for many years has supported community colleges and the State University of New York, and all public higher education in many ways.

On behalf of the 44 public 2-year colleges in New York State, the 8,000 and more faculty members in these colleges, and the 170,000 students who are being reached by these colleges this year, I feel it would be an important thing to voice a special note of appreciation to Senator Javits for the long and strong support he has given our colleges.

Our national need to achieve the goal of universal educational opportunity commensurate to the abilities, talents and motivation of the American people is widely known and generally conceded. It is a proposition that is endorsed and supported by the leadership of all parties representing the American people at all levels of government, local, State and Federal, and it is a proposition that is also endorsed by leaders in business and industry.

Effort to achieve the goal of universal educational opportunity is an American characteristic. Because of this, the task of universalizing opportunity for elementary and high school education is virtually accomplished. Now the Nation's interest must move to reaching the same attainment with respect to post high school educational opportunity.

(The brief sketch of Dr. Martorana follows:)

A Brief Background of Experience and Education

S. V. Martorana
848 Pearse Road
Schenectady, New York 12309

Experience

Current Position - Vice Chancellor for Two-year Colleges
State University of New York, 1965 -

Prior Positions - Assistant Commissioner for Higher Education Planning, New York State Board of Regents, 1963-65; Chief, State and Regional Organization of Higher Education, U.S. Office of Education, 1957-63; Specialist for Community and Junior Colleges, U.S. Office of Education, 1955-57; Dean, General College, Ferris State Institute, Big Rapids, Michigan, 1953-55; Professor of Education and Consultant for Junior Colleges, Washington State College, Pullman, Washington, 1948-53; Principal, North Evans Elementary School, North Evans, New York, 1940-42.

Education

B.S. New York State Teachers College, Buffalo, New York, 1935.
M.A. University of Chicago, 1946.
Ph.D. University of Chicago, 1948.

Related Information

Member, President Nixon's Special Advisory Panel on "Priorities in Higher Education," 1968; Member, Executive Committee, Board of Trustees, College Entrance Examination Board, 1966-70; Chairman, National Council of State Directors of Community-junior Colleges, 1967-68; Member, American Council on Education, National Advisory Commission on Long Range Policies and Goals, 1969-present; Member, American Council on Education Advisory Committee on Technical-vocational Education, 1965-66.

Author

College Boards of Trustees, 1962

Co-Author

Formulas for Support of Public 2-Year Colleges, 1958
Criteria for Establishing 2-Year Colleges, 1959
State Legislation Relating to Higher Education, 1957-64
State Boards Responsible for Higher Education, 1960

Honors

Recipient, Distinguished Alumnus Award, State University of New York College at Buffalo, 1959

Recipient, Distinguished Service Award, U.S. Department of Health, Education, and Welfare, 1960

Recipient, Danforth Foundation Administrative Sabbatical Leave Grant, 1969

Dr. MARTORANA. Evidence of the general acceptance of the fact that there is a national interest in universalization of educational opportunity and, more specifically, opportunity for education beyond the high school is easy to present.

As members of the subcommittee know well, for example, Public Law 90–575 which in 1968 amended the Higher Education Act of 1965 included a section 508. This section mandated the President to "submit to the Congress proposals relative to the feasibility of making available a post-secondary education to all young Americans who qualify and seek it."

In his special higher education message to the Congress on March 19, 1970, President Nixon outlined the administration's plan of action by the Federal Government to put post-secondary education within the reach of all who can profit from it. Among his opening statements were, "no qualified student who wants to go to college should be barred by lack of money," and "something is wrong with our higher education policy when—on the threshold of a decade in which enrollments will increase almost 50 percent, not nearly enough attention is focused on the 2-year community colleges so important to the careers of so many young people."

I should note also, Senator Williams, that your own statement when you introduced S. 1033 attested also to the generally known, widespread acceptance of the national interest in universalizing post-high-school educational opportunity.

In any penetrating analysis of how best to attain the national interest in universal post-high-school educational opportunity, the decisionmakers in Washington should notice the conclusion reached at the State level in response to this question. State after State, after close and careful study of its educational programs and structure, has adopted a system of comprehensive community-junior colleges as the major means of getting more education to more people.

As a result of the States' action there is already well underway over the Nation a development which can be described fairly as a new level of universal education as far as its commitment to full service is concerned. Unlike the elementary and high school levels, however, which are attached to the idea of compulsory education, the new "open opportunity" community-junior college level of education is committed to be available to all who wish to improve from it, but only on the basis of their voluntary attendance.

In one form or another, for these institutions appear by different names in different States (community college, junior college, city college, and the like), every State now has a 2-year, post-high-school collegiate institution. Increasingly, these are viewed in reports of special statewide studies, by state agencies and commissions, legislative or gubernatorial committees, and similar official agencies, as the mechanism for bringing into being and strengthening the new level of universal post- high school education. In the fall of 1969 there were altogether 1,038 such colleges, 794 public and 244 private, with the public colleges enrolling over 2 million students and those under private auspices enrolling about 135,000 students.

The community-junior colleges in America are attracting steadily a growing recognition for their commitment to accepting and serv-

ing all students who have moved beyond the reach of high school service and who do not require the advanced level of specialized or professional education and training that would require attendance at a college or university which offers bachelor's or higher degrees. The community-junior colleges are founded and maintained for just that purpose, service to post-high school, preprofessional level students; and these institutions are expected to serve all who fall in such a category, regardless of any other factor such as the student's economic status, social and cultural background, or particular choice of career objective.

The list of States which have concluded in their official studies of post-high school education in the past 10 to 15 years that the most effective way toward opening opportunity beyond high school to their citizens is the comprehensive community-junior college is impressive and growing. In 1960 California set in motion a plan to channel the large majority of its high school graduates to the community colleges. In 1964, Illinois in its Master Plan for Higher Education recommended that the 2-year colleges admit all students qualified to complete any one of their programs, including general education, transfer, technical, and terminal, and set forth a new structure for the governance of these institutions and a new plan for financing them to assure progress towards the stated objective to be made.

Just this spring, Oklahoma's Board of Regents for Higher Education adopted a report which recommended:

> The functions of two-year colleges and community-junior colleges should be revised to place primary and ultimately exclusive responsibility in those institutions for students whose objectives do not include the completion of a baccalaureate or higher degree. These institutions should be encouraged to develop comprehensive programs including general education, transfer, vocational-technical, adult education, community services, and remedial programs.

Here I would like to depart from my prepared statement to bring into the picture some data from my own State of New York. In the fall of 1969, 55 percent of all undergraduate students attending within the State system of public higher education, that is, State University of New York, were enrolled in the 2-year colleges—the community colleges and the agricultural and technical colleges.

According to the State University of New York Master Plan, the projection is that by 1975, just 5 years from now, 60 percent of all undergraduates in the State University system in New York State will be in the 2-year colleges. Commensurately, the 4-year colleges will show a decreasing proportion of the total State University enrollment. What this means is that in New York State, as in many other States, the public policy decision has been made to make the community colleges the level of post-high school education through which the large majority of the students will pass, either on to the baccalaureate level of study or on to occupational careers.

Because of the purposes set for community-junior colleges and because these institutions have been remarkably successful in reaching the goals set for them, the Carnegie Commission on Higher Education in a report released within the past month entitled "The Open Door College" stated that this kind of institution, "has proved its

great worth to American society," because of its open-admissions policies, its wide geographic distribution, its unusually low tuition, and its offering of "more varied programs for a greater variety of students than any other segment of higher education."

The community-junior colleges were given particular attention by the staff of the United States Office of Education in its work related to section 508 of Public Law 90–575 to which reference has already been made. A background paper for the U.S. Office of Education staff, prepared by Patricia Cross of the Center for Research in Higher Education at the University of California, presented evidence concerning the performance of community-junior colleges in removing geographic, financial, racial, and other barriers to educational progress beyond the high school. She summarized her observations concerning the performance of these institutions by saying, "in general, there is cause for optimism regarding the capacity and spirit of the 2-year colleges in providing full secondary education for all. The movement, from State planners to students, seems to have accepted the challenge."

Still another special probe into the community-junior colleges' effectiveness in reaching all of the people, this one made by Dorothy Knoell under the auspices of the Ford Foundation, produced this conclusion: ". . . The role of the community college in opening up opportunity for higher education to black youth was very clearly a crucial one," and at another point in the study she said, "the community colleges are indeed attractive to black youths in the cities of the study." The evidence is definitely that these institutions are attractive to minority youths.

From the standpoint of the national interest in universal post-high school educational opportunity, however, one would have to conclude that the overall picture of State action results in only partial accomplishment of the desired end. Dr. Gleazer's testimony earlier this morning gave adequate documentation of the gaps that exist; there is much distance to be crossed before full access to post-high school educational opportunity is approached. In the aggregate, progress toward universal post-high school educational opportunity produced by the efforts of the several States, while notable, falls far short of what needs to be achieved.

There are several reasons why this pessimistic conclusion must be reported. One is that the level of advancement of the practice of long-range, statewide planning for development of a program and structure for widespread expansion of education beyond the high-school level among the States is spotty and uneven. While on the one hand there are some States like California, Florida, Illinois, and New York that have developed relatively sophisticated statewide planning procedures and mechanisms for carrying these forward on a continuing basis, there are, on the other hand, many other States which must be classified as only starting to notice the need to view planning for universal post-high school education on a statewide basis.

And, in fact, there are a few that still have to start such projections. Another factor contributing to the general weakness in the total accomplishments resulting from statewide planning for post-

high school educational opportunity, as recorded to date, is the narrowness of the approach generally used.

The typical statewide study on which such plans are based is conducted by one of two auspices. One, an ad hoc agency, usually a legislative or gubernatorial commission which examines the situation of the time, makes the most rational projections such data support and then ceases to operate; the other is an existing State agency, usually a State board of education or of higher education, which brings to the task its own particular viewpoint of post-high school education and such data as its information sources can provide.

In the latter instance, coordination with interests of other agencies is generally left to informal, unofficial exchanges of information, or not accomplished at all.

It is not surprising, therefore, that in response to an inquiry addressed in May of this year to offices of State directors of community-junior colleges as to what they viewed to be the most pressing problems confronting their work, one writes as follows:

> The highest priority need is for funding for planning at the state level, for staff and other resources to examine the unmet needs for programs, services, facilities, campuses, articulation, and the like. There is need for staff to take the initiative in planning ahead to meet the states' needs for community colleges, instead of merely to respond on a crash basis as is now the case.

Cognizance of the importance of improved long-range, state-wide planning was taken recently also by the Federal Office of Economic Opportunity. The Program Development Division of that agency recently awarded small grants to six States to help them to improve their statewide plans for community-junior colleges programing to attack poverty and to assist in community economic development. The expectation for these small grants is that some demonstration or model practices can be developed that other States can then adopt and apply to their own settings, hopefully with additional refinement and improvements.

The shortcoming in the Office of Economic Opportunity Program of Assistance to Statewide Planning, even in the States chosen to serve as models, is its concentration on only a part of the institutional commitment which the community colleges have undertaken. The key need is for help to develop comprehensive statewide plans for comprehensive community colleges. As I will note later in my testimony, this is one of the real strengths of S. 1033, the Williams Bill, one that certainly merits immediate attention on the part of the Congress.

Another reason why the collective plans of the several States fall short of significant accomplishment of the goal of universal post-high school educational opportunity is the gap that has already developed between goals set for post-high school educational development in the State plans and the progress reported toward achieving these goals. Most statewide plans, for example, state as one objective the intent to place publicly supported comprehensive post-high school programs, typically offered by community-junior colleges, within reasonable daily commuting distance of ninety percent or more of the citizens of the State. Yet only a half dozen or so of the States can validly claim at the present time to have achieved such a goal for even 75 percent of their population.

Similarly, most statewide plans for public community-junior colleges declare that these institutions should be operated at minimum expense to the student. Yet the fact is that tuition and general charges that these colleges require of students have generally increased over the past 10 to 15 years, and while it is true that the charges are lower than at any other type of college, these charges presently represent an obvious barrier to students to be served.

A survey I completed last year of the fiscal practices used to support public 2-year colleges in 24 States which have most advanced systems of public community colleges reveals that nine of the 24 States had increased tuition charges within the past 5 years for their residents, the increases ranging from 5 to 40 percent and having a median level of increase of 15 percent. U.S. Office of Education statistical data show that, nationwide, tuition and fees for students attending public community colleges in their respective states increased by 22.2 percent in the 2 years from 1964–65 to 1966–67.

An obvious reason why State actions in establishing and strengthening their systems of community-junior colleges are falling behind the goal set for them is the lag in fiscal support given these institutions in comparison to the pace of increased demands for their services. The plain fact of the matter, Senator Williams, is that these colleges cannot continue to grow in number, in size of enrollments, in scope of programs offered, and, very importantly, in the general quality of their services to their communities, unless drastic modifications occur in patterns of their fiscal support. The long-standing expectation that tax funds provided by the local communities and the State serviced by the public community-junior colleges will provide most of the money needed for operating purposes and all of that needed for capital cost, with the students' payment for tuition and general charges meeting a small part, not more than a third, of the operating expenses, is no longer realistic. Increasingly, community-junior colleges have had to press harder and harder for more fiscal support from State-level tax sources. It is interesting to note that in the decade 1955–1956 to 1965–1966, you see a crossing in the two lines which represent the support coming from local-level tax funds and from state tax funds. In 1955–56, State tax funds provided 34 percent, nationwide, of the money needed for operating purposes in the community colleges, while local tax funds provided 42 percent. Ten years later the positions had reversed. Local government sources had dropped to approximately 36 percent, while State governmental support had increased to 38 percent. As will be stressed again later, there were no notable funds from the Federal Government for assistance to community-junior colleges in 1955–56, but a decade later a very small proportion was recordable.

The shift from local to State sources as the primary source for fiscal support results directly from two things. First, the cost of operating community-junior colleges has risen steadily in the recent past. U.S. Office of Education figures show that the average expenditure per student in public 2-year colleges in 1963–64 was $427 and in 1965–66 was $535. This is an increase of 25 percent in 2 years and is especially noteworthy in view of the fact that the statistic is on a per-student basis and nationwide data. This clearly is a sizable rate of growth in costs to expect localities, the States, and the students themselves to bear. Nor should it be concluded that the years

1963–64 and 1965–66, the latest reported by the U.S. Office of Education for the kind of data cited, were atypical. In the survey of the 24 States with the most advanced public community-college systems, which I completed last year, for the fiscal year 1967–68 the cost per student among the 24 States surveyed was $826 per student, so you can see the dramatic rise in cost per student for operating purposes that is taking place over the Nation. Even allowing for the possible differences in the States included in the survey and those included in the U.S. Office of Education report for 1965–66 the evidence is still impressive on the point that costs per student are moving forward at a pace that few if any States and localities can keep up with if left to their own resources alone.

And even though a shift toward more State-level help in financing community-junior colleges can be reported, the shift is occurring very slowly, so slowly that the lag between resources and demands for programs and services becomes wider and wider. Here an illustration from my own home State, New York, can be presented. The community colleges started in 1948 and the law set up a formula that said the State would be expected to bear one-third of the approved operating budgets. The locality was expected to pay one-third and the charges to the students were expected to carry the remaining one-third. For all of the reasons already presented, it became quite evident some 6 years ago that the State needed to assume a greater fraction of the community-college operating cost because the student could not meet the expense expectation in the basic law and the local communities could not compensate for the student's inability to keep pace with rising costs. For 6 years, efforts were extended to get a greater fraction of support from the State level. Not until the 1970 legislative year, however, was the support increased and then only from 33⅓ percent to 40 percent. While the increase is of course helpful, it fails to ease fully the growing pressures on the localities and the students, if, in fact, comprehensive community-college offerings for all are to be provided widely and of high quality.

All this leads to one conclusion—the Federal Government must become a significant partner in providing fiscal support for comprehensive community-junior colleges. This does not mean at all that the Federal Government should slacken or withdraw in its programs to support other types of higher education or the elementary and secondary schools. But it does mean that the Federal Government should recognize the community-junior colleges to a degree equal to their proven capability to serve the National interest and to their high potential to progress even further toward their commitment to be "open door" colleges for all who can profit from their services. There is an old farm and country saying that advises "feed the horse that runs." The community colleges have proved they will run toward the educational goals that have been set for them. They need more help to make even greater progress toward their goal.

Senator WILLIAMS. What kind of farm was that?

Dr. MARTORANA. That was a Kentucky race horse farm.

Senator WILLIAMS. That was not an Adirondack farm. There you feed the horses that work.

You have made your point. It seems to me that the message that is coming out here this morning should be welcome indeed to the White House and in the administration. This just meets all the

standards for programing enunciated by the President, right down to where the people are speaking and putting their resources.

This is the grassroots expression of need and importance that the President talked to, and last week he went to the Governors Conference in Louisville.

This week, it is in Dakota, and you are trying to deal with these as they are felt in the communities.

All the witnesses here have enunciated this this morning.

Dr. MARTORANA. What you have observed has clearly been the tenor of the testimony throughout the morning, and certainly it is available for all who have ears to hear it.

Senator WILLIAMS. Have you made these statements at the executive level?

Dr. MARTORANA. We have. Whenever we have had opportunities to present the case and the record of the performance—the commitment of the community colleges—this same kind of data and position has been reported, to my knowledge. This is what the community-college leadership believes, what the community colleges' performance demonstrates. The record speaks for itself.

Senator WILLIAMS. Well, now, you can't say that. It should, but it has not spoken loudly enough to be heard to the point of being effectively heard.

Dr. MARTORANA. Then I think we should be called upon recurrently to present the case repeatedly, and we would welcome that opportunity I am sure.

Senator WILLIAMS. Well, it is a strong record, the strongest in support and program that I have been party to. I should not have interrupted, but you stopped me with that expression.

Dr. MARTORANA. It is a point well taken, and I think that now is the time that we need to be making these reports clearly, very clearly, and as often as we need to make them.

I was going to say that we ought to look at the current level of Federal support. In 1955–56, there was not any Federal support that was noticeable, that could be reported in nationwide studies of the fiscal operations in community colleges. It was not until the Vocational Education Act of 1963 that we began to get Federal operating money for the community colleges, and in the Higher Education Facilities Act of 1963 we begin to get Federal money for capital purposes. In 1965–1966, the public 2-year colleges received about 4 percent of their operating money from Federal funds, and the private 2-year colleges less than 4 percent.

You heard testimony this morning from Dr. Canfield that showed the situation with respect to the State of Washington, and Washington is above the national average, getting a little better than 10 percent from the Federal Government. Nationwide, it is on the order of 4 percent, or less, for public 2-year colleges and in the case of New York State I can report that under 2 percent of the operating budgets of the public 2-year colleges are financed from money coming from the Federal Government.

With respect to help in meeting the cost of construction the picture of Federal participation is slightly better. Again this participation was practically nil before the Higher Education Facilities Act of 1963, but because this act, at least in its earlier years, was well-funded by the Congress and also, very importantly, because the act

provided a special title setting aside a definite proportion of the funds for supporting capital construction in public community colleges and technical institutes, my 1967–1968 survey of States with advanced systems of community-junior colleges reported a median of 9 percent of the costs of capital development being met from Federal funds. That report would probably not be repeated for last year or this year, however, because of the drastic reductions in the funds of the Higher Education Act which have taken place in those years.

I want to quote a letter from an educator in Florida, who wrote this:

> Our projected capital outlay needs through the 1975–76 fiscal year total $190,000,000. We have an immediate need for over $68,000,000 with the need tapering off to about $25,000,000 a year for the next five years. Of this total amount, only about $40,000,000 is in sight from currently earmarked state sources for funds, leaving approximately $150,000,000 deficit in total capital needs for Florida junior colleges for a six-year period.

Again if I might refer to my own State, New York State, I would have to report that between now and 1975, if we were to provide capital assets, capital space, at a level considered to be the acceptable New York norm for the State, statewide, we would have to have $880 million worth of additional capital construction for community colleges.

All we have built since the program started totals up to a little over $500 million from 1948 to now, and between now and 1975, if we are to keep up with our norm, we would have to build more than we have built in the 20-year period up to now, $880 million worth of construction, and the plain fact of the matter is that local and State resources to meet that kind of objective just are not in the picture.

Clearly, the States and localities need the Federal Government as a full partner in their efforts to establish, strengthen, and expand their systems of community-junior colleges. When the collective efforts and capabilities of the States fail to attain a goal believed to serve the national interest, the Federal Government has the obligation to add its resources to the action. Widespread development of community-junior college educational opportunity is clearly in the national interest. Federal action is needed now. That is why we are recommending and are hoping that S. 1033 will be translated into public law at this session of the Congress. If it cannot be enacted in its entirety, with some possible refinements which I shall point to next, at least the section dealing with support for statewide planning of community-junior college systems should be approved, with full recognition that this is to set the stage for a deeper Federal assistance along the lines of the other sections of S. 1033 in the next Congressional session.

With respect to refinements to the proposed legislation, some general principles can be advanced as well as some specific suggestions. The Executive Committee of the National Council of State Directors of Community-Junior Colleges, earlier this year, formulated a set of general principles believed to be important in the development of Federal statutes affecting community-junior colleges. They are included as an attachment to this testimony.

Senator, it would be appreicated if these would be placed as part of the record along with the testimony.

Senator WILLIAMS. They will be.

(The information referred to follows:)

EXECUTIVE COMMITTEE

NATIONAL COUNCIL OF STATE DIRECTORS FOR COMMUNITY COLLEGES

(Adapted from Minutes - March 19, 20, 1970 Detroit, Michigan)

The Committee recommended that Leadership actively engaged in formulation of Federal legislation relating to community colleges should endorse the following principles and that any bill should be evaluated on the basis of its adherence to these principles:

1. An agreement that a state plan be developed. That all agencies having an interest in these programs help develop the plan by serving on a committee charged with the responsibility for developing a comprehensive plan.
2. A requirement that the chairman of such a committee be the chief executive officer of that state agency which administers and operates the public community colleges of the state. Further that where such a position is not established the Governor will appoint the chairman.
3. A requirement that provides Federal support for the operation for any post-high school non-baccalaureate degree granting institution public and/or non-profit.
4. A requirement that the U.S. Commissioner of Education shall provide money in accordance with that plan in accord with statutes and related Federal regulations.
5 A requirement that financial aid should be provided, among other purposes, to an institution by a grant per full-time equivalent student for maintenance and operating expenses.

6. A requirement that in addition to the base aid, special increments should be provided for students classified as disadvantaged, handicapped, and in need of developmental studies. In order to qualify for the base grant, a measurement of output and adequate evaluation should be part of the plan.
7. A requirement that provides for an agency with the office of education at least at the Federal Bureau level.
8. A requirement that additional funds be provided to four-year colleges and universities for programs to provide education and training of faculty and staff, for Community Colleges, the funds to be administered by the Bureau already indicated.
9. A requirement that recognizes the community college's critically unique needs for capital funds for land acquisition, buildings, and equipment.

Dr. MARTORANA. While no single legislative proposal currently before the Congress meets all of the principles set forth by the Executive Committee of the Council, clearly S. 1033 meets more of them than does any other. This fact speaks again most positively about the insightful leadership exercised by you, its author, and its supporters in its introduction in the Congress.

Some specific refinements of the provisions of S. 1033 which we believe merit attention are along the following lines:

First, the language of the bill should be sharpened to identify as the State agency which would be created or designated to administer the program of Federal financial assistance that agency which actually by law in the State has the primary responsibility for administering the public community-junior college program in the State at State level. This should be done with respect both to the funds provided for planning and those for aiding to meet operating and capital expenses. As the bill is now worded, as Mr. Gleazer reported earlier this morning, it is quite possible that responsibility for State-level administration of the provisions of S. 1033 would be assigned to an agency whose official duties and related operating perspectives are not concerned with the immediate post-high-school level of education, that is, the community-junior college level of education as a primary assignment.

This is not to say that the more sharply defined State agencies should be allowed to develop and submit a plan which neglects to take into consideration the views and possible operating contributions of all other State agencies and interests in this level of education. Quite the contrary, the bill should stipulate that such involvement should take place in formation of the plan and that such participation in the Federal programs must be allowed. Specifically, the State agency should be required to bring to the planning process all other interested agencies; the plan developed must state clearly the character of the interest of each such agency, and the programs of instruction and services of the community-junior college type provided by such agencies must be recognized and supported in the plan.

Finally, and very importantly, we advise that the plan be required to show a procedure, mechanism, or formula which takes into account all of the foregoing and provides accordingly for direct payment from the Federal Government to the operating colleges or groups of colleges in the State along the lines now provided in the last clause of section 203(c) (page 8), of S. 1033.

Another refinement that could well be included in the proposal now under consideration would stipulate that State plans and Federal funding of comprehensive community-college programs should take into account both full-time and part-time students. This again has been mentioned earlier. Unless this is done, the opportunity to provide an important guideline to the States for the development of thier State plan and formula for redistributing available Federal funds would be lost. Services to students attending on a part-time basis is a salient part of a comprehensive community college's program and strength in helping all persons to get the further education and training they need. There are as many or more persons en-

rolled as students in the community colleges on a part-time basis as there are who attend full time.

By all means, the emphasis in the bill on the requirement that the community-junior colleges move rapidly to the widest possible degree of comprehensiveness, consistent with sound educational practice and reasonable levels of economic efficiency in operating programs of instruction, should be retained. There are social and psychological, as well as educational and economic, reasons which support the proposition that an "open door" college should offer a broad array of specializations, including vocational, technical, and semiprofessional, as well as liberal arts and the preprofessional courses of study.

To institutionalize the differences among persons, youth and adults, on the basis of the different career choices they are pursuing is contrary both to good educational practice and to the American concepts of equality and democratic treatment of individuals—which you so strongly stress, and which, I think, exhibit definite forward thinking in that part of your bill.

So, also, should the other major provisions of S. 1033 be preserved as the bill moves along toward becoming law. The really significant level of funding of the comprehensive community colleges provided for in the bill recognizes the need for the Federal Government to assume its full partnership in this growing and important level of American education.

The proposal of a special unit in the Department of Health, Education, and Welfare to administer its provisions at the Federal level gives further cognizance of the distinctiveness of this level of education in a way concomitant to that already given by the Federal Government to elementary and secondary education and to other levels of higher education.

By way of conclusion, let me reemphasize the basic theme presented throughout this testimony. It is that the community-junior colleges over the Nation have accepted their educational accountability to their constituencies. I could elaborate on that. I have to some extent. The other testimony has. Accountability, in the sense of responsiveness to community needs, community interests, is one of the reasons why we can say that in New York State, as in other places, there has been less student unrest, less disruptive student activities, in the community colleges than in any other type of higher education institution. Their record of performance in democratizing post-high-school education to literally thousands of students of all kinds of background is already impressive. Their goal of providing education beyond high school for all who can profit by it is also a goal in the national interest. These colleges, however, need additional fiscal resources and a greater recognition at the Federal level to help them to advance in their educational mission. The help is needed immediately. S. 1033, the Williams bill, is needed on the books of Federal public law now. To help get this done, we stand ready to answer any questions or to elaborate on any of the points made in this testimony. The community-junior colleges of the Nation are looking to the Congress to provide a new dynamic to their established momentum of growth in public service. We ask you to respond affirmatively and to do this now.

Senator WILLIAMS. Thank you very much, Doctor.

I know I can speak for myself when I say that we do have over one-third of the Senate sponsoring this legislation, so we are ready to respond. We certainly need all the ideas that came to us this morning, and there are more to come.

You have suggested that you will be available to answer any questions or to elaborate on any of the points made in your testimony, and that will probably be necessary for us to call on you, and it is my hope here that we can get a good chunk of staff time right in harness to digest all of the suggestions made here this morning, to tighten and improve the bill, and that we can move on.

The objective is of course, to pass the legislation this year. I am not speculating at all on that, but we can certainly work toward that objective.

Dr. MARTORANA. Our effort to help you move this along is a top priority item of business.

Senator WILLIAMS. You made it clear that it should be high priority right here, and it will be.

Thank you very much.

(The prepared statement of Dr. Martorana follows:)

Testimony by Dr. S. V. Martorana, Vice Chairman,
National Council of State Directors of Community
And Junior Colleges, and Vice Chancellor for
Two-year Colleges, State University of New York

To The

Subcommittee on Education

United States Senate

July 21, 1970

Mr. Chairman, honorable members of the Senate Subcommittee, ladies and gentlemen.

It is a privilege and honor to have this opportunity to appear before this committee to present information for the use of the committee on behalf of the National Council of State Directors of Junior Colleges and on behalf of all who see the need of a larger role for the Federal government to play in helping the community-junior colleges of the Nation to accomplish their goals of educational service. The Bill for which this hearing has been convened recognizes both the importance of these goals to the Nation and the need for Federal action if the goals envisioned are to be achieved. All who have helped to bring S. 1033 (The Comprehensive Community College Act of 1969) to the stage of public hearings, therefore, should be commended and certainly you, Senator Williams, should get a special vote of appreciation for your leadership in authoring and introducing this Bill last year.

Our national need to achieve the goal of universal educational opportunity commensurate to the abilities, talents, and motivation of the American people and to the requirements of a constantly expanding and improving society is widely known and generally conceded. It is a proposition that

is endorsed and supported by the leadership of all parties representing the American people at all levels of government - local, State, and Federal. Leaders in business and industry also generally see the goal only as good and necessary for the well-being and advancement of the Nation.

Effort to achieve the goal of universal educational opportunity is an American characteristic. Because of this, the task of universalizing opportunity for elementary and high-school education is virtually accomplished. Now the Nation's interest must move to reaching the same attainment with respect to post-high-school educational opportunity.

Evidence of the general acceptance of the fact that there is a national interest in universalization of educational opportunity and, more specifically, opportunity for education beyond the high school is easy to present. As members of the subcommittee know well, for example, Public Law 90-575 which is 1968 amended the Higher Education Act of 1965 included a Section 508. This section mandated the President to, "submit to the Congress proposals relative to the feasibility of making available a post-secondary education to all young Americans who qualify and seek it." In his special message on higher education to the Congress on March 19, 1970, President Nixon outlined the Administration's plan of action by the Federal government to put post-secondary education within the reach of all who can profit from it. Among his opening statements were, "No qualified student who wants to go to college should be barred by lack of money." and, "Something is wrong with our higher education policy when -- on the threshold of a decade in which enrollments will increase almost

50% -- not nearly enough attention is focused on the two-year community colleges so important to the careers of so many young people."

In any penetrating analysis of how best to attain the national interest in universal post-high-school educational opportunity, the decision makers in Washington should notice the conclusion reached at the State level in response to this question. State after State, after close and careful study of its educational programs and structure, has adopted a system of comprehensive community-junior colleges as the major means to getting more education to more people. As a result of the States' action, there is already well underway over the Nation a development which can be described fairly as a new level of universal education as far as its commitment to full service is concerned. Unlike the elementary and high-school levels, however, which are attached to the idea of compulsory education, the new "open opportunity" community-junior college level of education is committed to be available to all who wish to improve from it but only on the basis of their voluntary attendance.

In one form or another, for these institutions appear by different names in different States (community college, junior college, city college, and the like) every State now has a two-year, post-high-school collegiate institution. Increasingly, these are viewed in reports of special statewide studies of State commissions, legislative or gubernatorial committees, and similar official agencies as the mechanism for bringing into being and strengthening the new level of universal post-high-school education. In the Fall of 1969, there were altogether 1,038 such colleges,

794 public and 274 private, with the public colleges enrolling over 2,000,000 students and those under private auspices enrolling about 135,000 students.

The community-junior colleges in America are attracting steadily a growing recognition for their commitment to accepting and serving all students who have moved beyond the reach of high-school service and who do not require the advance level of specialized or professional education and training that would require attendance at a college or university which offers bachelor's or higher degrees. The community-junior colleges are founded and maintained for just that purpose, service to post-high-school, pre-professional level students; and these institutions are expected to serve all who fall in such a category, regardless of any other factor such as the student's economic status, social and cultural background, and particular choice of career objective.

The list of States which have concluded in their official studies of post-high-school education in the past 10 to 15 years that the most effective way toward opening opportunity beyond high school to its citizens is the comprehensive community-junior college is impressive and growing. In 1960, California set in motion a plan to channel the large majority of its high-school graduates to the community colleges. In 1964, Illinois in its Master Plan for Higher Education recommended that the two-year colleges admit all students qualified to complete any one of their programs, including general education, transfer, technical, and terminal, and set forth a new structure for the governance of these institutions and a new plan for financing them to assure progress towards the stated objective to be made. Just this spring,

Oklahoma's Board of Regents for Higher Education adopted a report which recommended:

> "The functions of two-year colleges and community-junior colleges should be revised to place primary and ultimately exclusive responsibility in those institutions for students whose objectives do not include the completion of a baccalaureate or higher degree. These institutions should be encouraged to develop comprehensive programs including general education, transfer, vocational-technical, adult education, community services, and remedial programs."

Because of the purposes set for community-junior colleges, and because these institutions have been remarkably successful in reaching the goals set for them, the Carnegie Commission on Higher Education in a report released within the past month entitled, "The Open Door College," stated that this kind of institution, "has proved its great worth to American society," because of its open admissions policies, its wide geographic distribution, its unusually low tuition, and its offering of, "more varied programs for a greater variety of students than any other segment of higher education."

The community-junior colleges were given particular attention by the staff of the United States Office of Education in its work related to Section 508 of Public Law 90-575 to which reference has already been made. A background paper for the U.S. Office of Education staff, prepared by Patricia Cross of the Center for Research in Higher Education at the University of California, presented evidence concerning the performance of community-junior colleges in removing geographic, financial, racial, and other barriers to educational progress beyond the high school. She summarized her observations concerning the performance of these institutions by saying,

"In general, there is cause for optimism regarding the capacity and spirit of the two-year colleges in providing full secondary education for all. The movement, from State planners to students, seems to have accepted the challenge."

Still another special probe into the community-junior colleges' effectiveness in reaching all of the people, this one made by Dorothy Knoell under the auspices of the Ford Foundation, produced this conclusion: "... The role of the community college in opening up opportunity for higher education to Black youth was very clearly a crucial one," and at another point in the study she said, "The community colleges are indeed attractive to Black youths in the cities of the study."

From the standpoint of the national interest in universal post-high-school educational opportunity, however, one would have to conclude that the overall picture of State action results in only partial accomplishment of the desired end. In the aggregate, progress toward universal post-high-school educational opportunity produced by the efforts of the several States, while notable, falls far short of what needs to be achieved.

There are several reasons why this pessimistic conclusion must be reported. One is that the level of advancement of the practice of long-range, statewide planning for development of a program and structure for widespread expansion of education beyond the high-school level among the States is spotty and uneven. While on the one hand there are some States like California, Florida, Illinois, and New York that have developed relatively sophisticated statewide planning procedures and mechanisms for carrying these forward

on a continuing basis, there are, on the other hand, many other States which must be classified as only starting to notice the need to view planning for universal post-high-school education on a statewide basis. And, in fact, there are a few that still have to start such projections.

Another factor contributing to the general weakness in the total accomplishments resulting from statewide planning for post-high-school educational opportunity as recorded to date, is the narrowness of the approach generally used. The typical statewide study on which such plans are based is conducted by one of two auspices. One, an ad hoc agency, usually a legislative or gubernatorial commission, which examines the situation of the time, makes the most rational projections such data support and then ceases to operate; the other is an existing State agency, usually a State board of education or of higher education, which brings to the task its own particular viewpoint of post-high-school education and such data as its information sources can provide. In the latter instance, coordination with interests of other agencies is generally left to informal, unofficial exchanges of information, or not accomplished at all.

It is not surprising, therefore, that in response to an inquiry addressed in May of this year to offices of State Directors of Community-Junior Colleges as to what they viewed to be the most pressing problems confronting their work, one write as follows:

> "The highest priority need is for funding for planning at the state level, for staff and other resources to examine the unmet needs for programs, services, facilities, campuses, articulation, and the like. There is need for staff to take the initiative in planning ahead to meet the states' needs for community colleges, instead of merely to respond on a crash basis as is now the case."

Cognizance of the importance of improved long-range, statewide planning was taken recently also by the Federal Office of Economic Opportunity. The Program Development Division of that agency recently awarded small grants to six States to help them to improve their statewide plans for community-junior colleges programming to contravert poverty and to assist in community economic development. The expectations of these small grants is that some demonstration or model practices can be developed that other States can then adopt and apply to their own settings, hopefully with additional refinement and improvements. The shortcoming in the Office of Economic Opportunity Program of Assistance to Statewide Planning even in the States chosen to serve as models, of course, is its concentration on only a part of the institutional commitment which the community colleges have undertaken. The key need is for help to develop comprehensive statewide plans for comprehensive community colleges.

Another reason why the collective plans of the several States fall short of significant accomplishment of the goal of universal post-high-school educational opportunity is the gap that has already developed between goals set for post-high-school educational development in the State plans and the progress reported toward achieving these goals. Most statewide plans, for example, state as one objective the intent to place publicly supported comprehensive post-high-school programs of the type typically offered by community-junior colleges within reasonable daily commuting distance of ninety percent or more of the citizens of the State. Yet only a half dozen or so of the States can validly claim at the present time to having achieved such a goal for even seventy-five percent of their population. Similarly, most statewide plans for public community-

junior colleges declare that these institutions should be operated at minimum expense to the student. Yet the fact is that tuition and general charges that these colleges require of students have generally increased over the past ten to fifteen years, and while lower than any other type of college, represent an obvious barrier to students to be served. A survey I completed last year of the fiscal practices used to support public two-year colleges in twenty-four States which have most advanced systems of public community colleges reveals that nine of the twenty-four States had increased tuition charges within the past five years for resident students, the increases ranging from 5 to 40 percent and having a median level of increase of 15 percent. U S Office of Education data show that nationwide tuition and fees for resident students attending public community colleges increased by 22.2 percent in the two years 1964-65 to 1965-67.

An obvious reason why State actions in establishing and strengthening their systems of community-junior colleges are falling behind the goal set for them is the lag in fiscal support given these institutions in comparison to the pace of increased demands for their services. The plain fact of the matter is that these colleges cannot continue to grow in number, in size of enrollments, in scope of programs offered, and, very importantly, in the general quality of their services to their communities, unless drastic modifications occur in patterns of their fiscal support. The long standing expectation that tax funds provided by the local communities and the State serviced by the public community-

junior colleges will provide most of the money needed for operating purposes and all of that needed for capital cost, with the students payment of tuition and general charges meeting a small part, not more than a third, of the operating expenses, is no longer realistic. Increasingly, community-junior colleges have had to press harder and harder for more fiscal support from the State-level tax sources. The shift is evident from the facts reported in several U. S. Office of Education studies indicating that in 1955-56 State tax fund provided 34% of the money needed for operating purposes while local tax resources covered over 42%, but in 1965-66, the local governmental sources had dropped to approximately 36% while State governmental support had increased to 38%. As will be stressed again later, there were no notable funds from the Federal government for assistance to community-junior colleges in 1955-56, but a decade later a very small proportion was recordable.

The shift from local to State sources as the primary source for fiscal support results directly from two things. First, the cost of operating community-junior colleges has risen steadily in the recent past. U. S. Office of Education figures show that the average expenditure per student in public two-year colleges in 1963-64 was $427 and in 1965-66 was $535. This is an increase of 25% in one year and is especially noteworthy in view of the fact that the statistic is on a per student basis and based on nationwide data. This clearly is a sizeable rate of growth in costs to expect localities, State, and the students themselves to bear. Nor should it be concluded that the years 1963-64 and 1965-66, the latest reported by the U. S. Office of Education on the type of data cited, were atypical. The survey of twenty-four states with most advanced public community-junior college

systems which has already been mentioned showed that for the fiscal year 1967-68, the median operating cost per full-time student was $826. Even allowing for the possible differences in the States included in the survey and those included in the U. S. Office of Education report for 1965-66, the evidence is still impressive on the point that costs per student are moving forward at a pace that few, if any states and localities, can keep up with if left to their own resources alone.

And even though a shift toward more state-level help in financing community-junior colleges can be reported, the shift is occuring very slowly, so slowly that the lag between resources and demands for programs and services becomes wider and wider. Here an illustration from my own home, State of New York, can be presented. Since the founding of the community colleges in New York State, over twenty years ago, the State by law has been required to provide one-third of the operating budget of the public community colleges. The local community is expected to provide one-third of the operating expenses and the student the other one-third. For all the reasons already presented, it became quite evident some six years ago that the State needed to assume a greater fraction of the community college operating cost because the student could not meet the expense expectation in the basic law and the local communities could not compensate for the student's inability to keep pace with rising costs. For six years, efforts were extended to get a greater fraction of support from the State level. Not until the 1970 Legislative year, however, was the support increased and then only from 33 1/3% to 40%. While the increase is of course helpful, it fails to ease fully the growing pressures on the localities and the students if, in fact, comprehensive community college

offerings for all are to be provided widely and of high quality.

All this leads to one conclusion -- the Federal government must become a significant partner in providing fiscal support for comprehensive community-junior colleges. This does not mean at all that the Federal government should slacken in its programs to support other types of higher education or the elementary and secondary schools. But it does mean that the Federal government should recognize the community-junior colleges to a degree equal to their proven capability to serve the National interest and to their high potential to progress even further toward their commitment to be "open door" colleges to all who can profit from their services. There is an old farm and country saying that advises "feed the horse that runs." Community-junior colleges have a clear objective of service in universalizing post-high school educational opportunity for all. They have demonstrated they will move toward performing this service if given the resources to do so. They need more help to make even greater progress toward their goal.

A look at the current level of Federal support for community-junior colleges suggests that it is very low in relationship to the services in the National interest that these colleges can perform. Until the start of the 1960's, the community-junior colleges received virtually no funds whatsoever from Federal sources. However, with the enactment of the Federal Vocational Education Act of 1963 some money for operating purposes was provided to these colleges in some of the states, and with the enactment of the Higher Education Facilities Act of 1963, some funds for capital construction purposes became available. However, according to U. S. Office of Education figures for 1965-66, two-year colleges received very little Federal aid for operating expenses, about 4% in the case of the public community-junior colleges and less than that

for private two-year colleges. The survey made of the States covering the fiscal year 1967-68, already mentioned, indicated about the same level of Federal support for operating programs that year, 5% of the monies needed to meet operating expenses. These figures are the proportion of all basic institutional educational and general expenses met by funds provided by Federal programs coming to the colleges directly or through State agencies. They do not include, of course, the Federal funds provided to students as financial aid to help them attend college.

With respect to help in meeting the cost of construction, the picture of Federal participation is slightly better. Again, this participation was practically nil before the Higher Education Facilities Act of 1963. But, because this Act, at least in its earlier years, was well funded by the Congress, and also, very importantly, because the Act provided a specific title setting aside a definite proportion of the funds appropriated for purposes of supporting the capital construction in public community colleges and technical institutes, the 1967-68 survey of States with advance systems of community-junior colleges reported a median of 9% of the costs of capital development being met from Federal funds.

As you know, however, this level of support would not likely be reported again if a survey of fiscal operations of last year or the current year were to be made because funds for the Higher Education Facilities Act have been drastically reduced; this despite the fact that among the States surveyed last year, a median annual increase in cost per square foot of capital construction of 5% a year was reported. Here is a paragraph from a letter received from the State Director of Community Colleges in Florida that illustrates the desperate conditions that prevail in a State that is a leader in providing community-junior college

education opportunities for all of its people:

> "Our projected capital outlay needs through the 1975-76 fiscal year total $190,000,000. We have an immediate need for over $68,000,000 with the need tapering off to about $25,000,000 a year for the next five years. Of this total amount, only about $40,000,000 is in sight from currently earmarked State sources for funds, leaving approximately $150,000,000 deficit in total capital needs for Florida junior colleges for a six-year period."

Clearly, the States and localities need the Federal government as a full partner in their efforts to establish, strengthen, and expand their systems of community-junior colleges. When the collective efforts and capabilities of the States fail to attain a goal believed to serve the national interest, the Federal government has the obligation to add its resources to the action. Widespread development of community-junior college educational opportunity is clearly in the national interest. Federal action is needed now.

S. 1033 should be translated into public law this session of the Federal Congress. If it cannot be enacted in its entirety, with some possible refinements which I shall point to next, at least the section dealing with support for Statewide planning of community-junior college systems should be approved, with full recognition that this is to set the stage for a deeper Federal assistance along the lines of the other sections of S. 1033 in the next Congressional session.

With respect to refinements to the proposed legislation, some general principles can be advanced as well as some specific suggestions. The Executive Committee of the National Council of State Directors of Community-junior Colleges earlier this year formulated a set of general principles believed to be important in the development of Federal statutes affecting community-junior colleges. They are included as an attachment to this testimony.

While no single legislative proposal currently before the Congress meets all of the principles set forth by the Executive Committee of the Council, clearly S. 1033 meets more of them than does any other. This fact speaks again most positively about the insightful leadership exercised by its author and its supporters in its introduction in the Congress.

Some specific refinements of the provisions of S. 1033 which we believe merit attention are along the following lines:

First, the language of the Bill should be sharpened to identify as the State agency, created or designated to administer the program of Federal financial assistance, that agency which actually by law in the State has the primary responsibility for administering the public community-junior college program in the State at State level. This should be done with respect to both the funds provided for planning and those for aiding to meet operating and capital expenses. As the Bill is now worded, it is quite possible that responsibility for State-level administration of the provisions of S. 1033 would be assigned to an agency whose official duties and related operating perspectives are not concerned with the immediate post-high school level of education, that is, the community-junior college level of education, as a primary assignment.

This is not to say that the more sharply defined State agencies should be allowed to develop and submit a plan which neglects to take into consideration the views and possible operating contributions of all other State agencies and interests in this level of education. Quite the contrary, the Bill should stipulate that such involvement should take place in formation of the plan and that such participation in the Federal programs must be allowed. Specifically, the State agency should be required to bring to the planning process all other interested agencies, that the plan developed must state clearly the

character of the interest of each such agency, and that programs of instruction and services of the community-junior college type provided by such agencies must be recognized and supported in the plan.

Finally, and very importantly, we advise the plan be required to show a procedure, mechanism, or formula which takes into account all of the foregoing and provides accordingly for direct payment from the Federal to the operating colleges or groups of colleges in the State along the lines now provided in the last clause of Section 203, c, (page a) of S. 1033.

Another refinement that could well be included in the proposal now under consideration would stipulate that State plans and Federal funding of comprehensive community college programs should take into account both full-time and part-time students. Unless this is done, the opportunity to provide an important guideline to the States for the development of their State plan and formula for redistributing available Federal funds would be lost. Services to students attending on a part-time basis is a salient part of a comprehensive community college's program and strength in helping all persons to get the further education and training they need. This is evidenced by the fact that in New York, California, and several other States there are as many or more persons enrolled as students in the community colleges on a part-time basis as there are who attend full time.

By all means, the emphasis in the Bill on the requirement that the community-junior colleges move rapidly to the widest possible degree of comprehensiveness, consistent with sound educational practice and reasonable levels of economic efficiency in operating programs of instruction, should be retained. There are social and psychological

as well as educational and economic reasons which support the proposition that an "open door" college should offer a broad array of specializations, including vocational, technical, and semi-professional, as well as liberal arts and the pre-professional courses of study. To institutionalize the differences among persons, youth and adults, on the basis of the different career choices they are pursuing is contrary both to good educational practice and to the American concepts of equality and democratic treatment of individuals.

So, also, should the other major provisions of S. 1033 be preserved as the Bill moves along toward becoming law. The really significant level funding of the comprehensive community colleges provided for in the Bill recognizes the need for the Federal government to assume its full partnership in this growing and important level of American education. The proposal of a special unit in the Department of Health, Education and Welfare to administer its provisions at the Federal level gives further cognizance of the distinctiveness of this level of education in a way concomitant to that already given by the Federal government to elementary and secondary education and to other levels of higher education.

By way of conclusion, let me reemphasize the basic theme presented throughout this testimony. It is that the community-junior colleges over the Nation have accepted their educational accountability to their constituencies. Their record of performance in democratizing post-high school education to literally thousands of students of all kinds of backgrounds is already impressive. Their goal of providing education beyond high school for all who can profit by it is also a goal in the national interest. These colleges, however, need additional

fiscal resources and a greater recognition at the Federal level to help them to advance in their educational mission. The help is needed immediately. S. 1033, the Williams bill, is needed on the books of Federal public law now. To help get this done, we stand ready to answer any questions or to elaborate on any of the points made in this testimony. The community-junior colleges of the Nation are looking to the Congress to provide a new dynamic to their established momentum of growth in public service. We ask you sincerely: How will you respond?

Thank you very much.

EXECUTIVE COMMITTEE

NATIONAL COUNCIL OF STATE DIRECTORS FOR COMMUNITY COLLEGES

(Adapted from Minutes - March 19, 20, 1970 Detroit, Michigan)

The Committee recommended that Leadership actively engaged in formulation of Federal legislation relating to community colleges should endorse the following principles and that any bill should be evaluated on the basis of its adherence to these principles:

1. An agreement that a state plan be developed. That all agencies having an interest in these programs help develop the plan by serving on a committee charged with the responsibility for developing a comprehensive plan.
2. A requirement that the chairman of such a committee be the chief executive officer of that state agency which administers and operates the public community colleges of the state. Further that where such a position is not established the Governor will appoint the chairman.
3. A requirement that provides Federal support for the operation for any post-high school non-baccalaureate degree granting institution public and/or non-profit.
4. A requirement that the U.S. Commissioner of Education shall provide money in accordance with that plan in accord with statutes and related Federal regulations.
5 A requirement that financial aid should be provided, among other purposes, to an institution by a grant per full-time equivalent student for maintenance and operating expenses.

6. A requirement that in addition to the base aid, special increments should be provided for students classified as disadvantaged, handicapped, and in need of developmental studies. In order to qualify for the base grant, a measurement of output and adequate evaluation should be part of the plan.
7. A requirement that provides for an agency with the office of education at least at the Federal Bureau level.
8. A requirement that additional funds be provided to four-year colleges and universities for programs to provide education and training of faculty and staff, for Community Colleges, the funds to be administered by the Bureau already indicated.
9. A requirement that recognizes the community college's critically unique needs for capital funds for land acquisition, buildings, and equipment.

Senator WILLIAMS. We are now into the afternoon. Everybody has been patient here. I would like to continue on with our final morning witness without a break, if that is all right with Dr. William Hayes, president of Alice Lloyd College, of Pippa Passes, Ky.

I understand that you are a constitutent of Congressman Carl Perkins, chairman of the House Committee on Education and Labor.

Dr. HAYES. Yes; that is correct.

Senator WILLIAMS. I got a message that we would be well treated here by you and we want to reciprocate. Thank you.

STATEMENT OF DR. WILLIAM HAYES, PRESIDENT, ALICE LLOYD COLLEGE, PIPPA PASSES, KY.

Dr. HAYES. Senator Williams, it is indeed gracious on your part to hear another witness this afternoon, and on the part of the hearers here.

I wish first to commend you for your concern in this bill for serving important societal goals which are reflected in the legislation you have recommended in your omnibus bill on community and junior college education introduced as Senate bill 1033.

Your bill creatively supports the national priority that every person of every race and condition should have an opportunity for adequate quality of life.

This concern undergirds your proposed new program for careers and employability, and your bill recognizes education to be one of the chief societal activities that accomplish these goals.

THE BILL'S THRUST OF COMMUNITY INVOLVEMENT

I commend, also, the thrust of community involvement, responsiveness and service which is contained within your bill, and urge this breadth and inclusiveness be retained and strengthened.

My testimony for this breadth and inclusiveness is also in terms of the signal importance of close cooperation and communication between all of the education and the total community.

The background from which I testify is 30 years' experience in a private 2-year college which has distinctively served society needs in a deprived Appalachian area.

It has educated promising young people of this disadvantaged area who have become the teachers, doctors, engineers, public officials, and civic leaders of this particular area. Alice Lloyd College is in Congressman Carl D. Perkins' district and in fact he is our most distinguished alumnus.

VARIETIES OF PRIVATE JUNIOR COLLEGES

Many people may not realize the varieties of private junior colleges or the variety of community relatedness and service represented by such institutions as Alice Lloyd College and Lees Junior College in Kentucky. I know, Senator, that you do recognize the work of Tombrock College in New Jersey and others.

Is it surprising that Alice Lloyd College, a private junior college, through the years is underwriting the major portion of cost for its

students, even providing from its own funds some scholarships for graduates continuing in universities and medical schools?

This enables the bright, intelligent young people of the region to develop capacities of leadership needed in their communities. In fact 95 percent of graduates have gone on to senior college, and 90 percent have returned to serve their region in spite of the fact that the average family income in 1969 was less than $3,100, and one-half of these capable young people were the first in their families to finish high school.

On the point of accessability that has been raised I would add to my prepared remarks that Alice Lloyd College has served to increase the percentage of ninth graders attending high school and the percentage of high school gradates attending college compared with surrounding areas, according to a Spindletop Research study during this past year.

PRIVATE COLLEGE PARTICIPATION IN COMMUNITY SERVICE

Programs at this private 2-year college extending opportunity and uplifting the region are Upward Bound, a special services program just approved, and EPDA workshop on community involvement for community uplift. In this the college is not just following Federal legislation, but it has been doing some of these things before the Office of Education developed programs of this nature.

The college entered a cooperative education and work program.

Most excitingly, Alice Lloyd College has created an outreach program. Utilizing indigenous students in a responsible way to create entry bridges of confidence and raised expectations for isolated children and families in remote communities. ALCOR has received State and regional acclaim after it was initiated by Alice Lloyd College, has been incorporated, and is now extended to other Appalachian colleges as a delivery system for health and service agencies to reach the most remote and most needy.

Alice Lloyd College places $400,000 annually of private gift support in the underwriting of the amount which students cannot pay. In addition to $400,000 annually, private gift support from throughout the Nation in response to an idealism of service, Federal student assistance, and other programs are needed for this private college to carry forward its service to society.

As a matter of fact, the college could not have continued to this date without the kind of Federal programs that have existed and these, of course, need to be improved, and expanded in the future.

IMPORTANCE OF SUPPORT OF PRIVATE COLLEGES

In America there are approximately 240 private junior colleges enrolling 150,000 students. This represents an increase in number, but a serious decrease in percentage of students attending the private 2-year colleges. There is an alarming loss in the number of private colleges.

The loss of private institutions in America must be a matter of concern primarily where it is not a necessary loss. Full utilization of these colleges and encouragement in their serving national goals should be a strong consideration of this committee.

May I draw your attention to an excellent statement on the importance of private higher education and serious consequences of its decline by Mr. Joseph D. Hughes of the Richard King Mellon Foundation, published in the Foundation News, August 1970.

Under the heading of "What would America lose?" if the number or quality of independent colleges decline, Mr. Hughes lists.

1. Freedom in choice of higher education, choice of place and surroundings, of curriculums and of special emphasis, of standards, of size of college, of size of its classes.

2. A valuable cross effect, sometimes synergistic, produced by two different educational organizations working in the same field.

3. Absorption of the private colleges into the State systems would add very substantially to the cost of education, both in terms of tax burden and of the overall national cost.

4. In allowing the independent colleges to decline, we would be compromising the public-private concept on which our dual system of higher education is based.

The decline of the private colleges—if tuition costs push them away from service to the total society—is one that should be regretted, for then they would become more elitist than they would become a synergistic complement of the public institutions.

(The information referred to follows:)

[From the Foundation News, July-August 1970]

THE LITTLE MAN: A FORGOTTEN CAUSE

(By Joseph D. Hughes [1])

My title is "The Little Man: A Forgotten Cause." My subject is the plight of the independent privately supported colleges, and especially of those small liberal arts colleges of limited resources. My thesis is that the independent colleges are rendering a unique and essential service in American education and that their plight is more dangerously critical than is commonly realized.

There is no need in these times and certainly not before this audience—to justify the role or the record of higher education in America. Education is capital investment. Indeed, trained and disciplined knowledge is one of the nation's most valuable capital resources. In the words of the philosopher A. N. Whitehead, "In the conditions of modern life, the rule is absolute: the race which does not value trained intelligence is doomed."

7.1 MILLION UNDERGRADUATES TODAY

We depend on the colleges and universities for educated manpower in every field, including most of our leaders in business and industry. The educators have done a truly remarkable job in carrying added burdens over these past twenty-five years. They trained 2.2 million veterans of World War II. They reformed their curricula after October 4, 1957, to place more emphasis on mathematics and the sciences. They resisted any inclination they may have had to remain small, selective and exclusive—the appealing theory of educating "the elite." They expanded their facilities, built a splendid new physical plant, and attracted teachers and administrators to accommodate the tidal wave of students in the 1960's. There are 7.1 million undergraduates on the campuses today—more than three times the number of twenty years ago.

We get some measure of what has happened in higher education in this century when we realize that in 1900 in this country there were few colleges with more than 2,000 undergraduates.[2]

As for the product of today's colleges, the corporate executives I have talked with are unanimous in saying that the young people they are getting have worked harder and are better qualified, better educated, and better motivated than the generations of students that preceded them. It is a sobering thought that if we were eighteen again, some of us probably would not be admitted to our college and might not stay the course if we were.

This country committed itself in the nineteenth century to a dual system of higher education—one that provides opportunity for both large scale and small scale education in terms of numbers to be served in given institutions. To the earlier private, independent colleges and universities were added the Land Grant Colleges, the state normal schools, and, a little later, the state universities—a movement called by the teacher-poet Paul Engle "the most massive attempt in the world's history to make higher education available to any qualified young person who wants it."[3] The dual system has served us well for more than a hundred years. Now, under the stresses of our times, we reexamine the system as all healthy societies have always re-examined their institutions.

1,2000 PRIVATE COLLEGES

Today the nation's 1,200 private colleges and universities are educating less than one-third of the students enrolled in higher education. That is a considerably smaller proportion than the fifty percent of two decades ago, but it is almost as many students as were enrolled in all colleges in 1952.[4] Many of these colleges, from the largest to the smallest, are operating in the red. Virtually all the major private colleges have been experiencing growing deficits at least since 1966, which now appears to have been the year when the intensified crisis began. Some are transferring funds from their operating reserves to meet their payrolls. Some are borrowing money.[5]

If we were to put the problem in the simplest business terms, we might say that the costs of building, maintaining, and staffing the operation have risen faster than the income it produces. Management has raised prices, but unit cost—the cost per student—is near the point where it will be higher than the price the customers will pay. With a growing deficit in unit cost, the difficulty is compounded by an enormous increase in the number of units. Unlike the factory, the college cannot recover its costs by increasing its output per manhour worked. Productivity remains relatively constant on the campus.

The problem of rising costs and insufficient income, of course, is common to all institutions of higher learning; but it is especially serious for those that are privately supported, and more serious still for those that are privately supported, small, and not heavily endowed.

SUBSIDIZED COMPETITION

In the first place, the independents are competing against a subsidized operation—that of the growing community colleges and the spreading state university complexes. It's pretty hard to market a product at a fair price when somebody across town is giving it away free or far below cost.

The cost gap between the independent and the tax-supported colleges has been widening in these recent years.[6] The independents, of course, can't pass their money problems onto their state or county governments. They may look to the state for assistance, but they have no formal claim and no assurance that assistance will be given. Therefore, they must ask for more and larger grants from foundations, alumni, corporations, and the federal government. Those grants have not been forthcoming in the amount or the manner needed, and 1970 does not look like a good year for an increase. Some observers believe that the economic squeeze already being felt will intensify greatly.[7]

For one thing, the competition for the available private dollars has been increasing, with more people in the act, until we begin to near the point of diminishing returns. The federal government has been cutting back on its funded research programs and is returning high-salaried Ph.D.'s to the teaching ranks. The alumni of the liberal arts colleges are themselves beset by rising costs and new tax laws less favorable to gifts to education. Business has tended to increase the strings it ties to its grants, apparently as a result of dissent and violence on the campus. Foundations are now operating under a federal tax. Foundations and corporations have both undertaken new inner-city improvement programs and related poverty projects.

In the meantime, having tooled themselves up for increased numbers, the independent colleges this past year have seen their enrollments dip—down one-half of one percent for the first drop in sixteen years—although national population in higher education was up almost thirteen percent.[8] The problem is compounded by the fact that graduate education—by far the most expensive service a university renders—is largely concentrated in the private institutions.

FORTUNE STUDY

In a study which Fortune magazine did on twenty selected colleges, this was said: [9]

"By 1973 the twenty colleges will be running a combined annual deficit of $45 million, and probably will have exhausted their reserves, not to say the generosity of their donors. By 1978 their total annual deficit will have risen close to $110 million, or 17 percent of their operating budgets. The twenty have no idea where the money needed to cover deficits of this size will come from."

The article continued: "The twenty are among the wealthiest colleges in the United States. . . . They are the ones that breathe most easily. What about the others? No one has yet been able to estimate the deficit the whole community of 1,177 private four-year institutions is piling up. The way things are going, the combined annual deficit ten years from now could be in the neighborhood of five billion dollars."

And Fortune concludes: "This is obviously impossible. To one degree or another then, the private colleges and universities are faced with the question of survival."

In recent years a number of independent colleges—especially liberal arts colleges—have become state or "state-related" institutions, among them Houston, Buffalo, Temple, Pittsburgh, Kansas City, Akron, and Wichita. Observers believe that there are likely to be more. In 1967, Dr. Allan Cartter, Chancellor of New York University, declared, "Without a shift in current trends, I would anticipate the absorption into state systems of all but a handful of the strongest private universities. . . . It would not be surprising to find only several score (private liberal-arts colleges) left by 1980 with even a modicum of vitality." [10]

SERIOUS TROUBLE

Time and time again, educators have warned us that the private colleges and universities are in serious trouble. One of my acquaintances—Dr. Edward D. Eddy, Jr., President of Chatham College, one of Fortune's well-endowed twenty—told me bluntly the other day, "Too many of us are subsisting on our fat. This situation is scaring everybody. Something has got to give." The presidents of seven small colleges said much the same thing before a Congressional panel last February 4th. They reported that their institutions and hundreds of others like them were faced with bankruptcy.[11]

Dr. William G. Bowen, Provost at Princeton University and author of the Carnegie Commission report on "The Economics of the Major Private Universities," allows that college presidents, like football coaches, are expected to talk of grim prospects; but he adds, "Recent statements about the financial difficulties of these institutions have a tone of gravity and a sense of urgency which compel close attention. In the opinion of this writer, the facts fully justify concern." [12]

It is hard to see how we can possibly ignore or seriously discount what the responsible professionals have been telling us so insistently. If we distrust them in their judgment on the plight of our educational system, we certainly should not trust them with the care of our most precious resource. If we do trust them, we should act on their warnings.

CONSEQUENCES

What would be the consequences of a major decline in the number and quality of the independent colleges? What would be the effect on higher education? What would America lose? It seems to me that four main points need to be made in answering those questions.

First, we would certainly lose a freedom of choice in higher education—choice of place and surroundings, of curriculum , of special emphasis, of standards, of size of college, of size of its classes. That loss or reduction in freedom of choice can come with disappearance of the college, or its absorption into the state system, or its decline as a quality institution, or with increased tuition that only the well-to-do can pay.

Secondly, we would lose the cross-effect, sometimes synergistic, produced by two different educational organizations working in the same field. Generally the relationship of the two is competitive; sometimes it is cooperative; but ei-

ther way it very often has creative results beneficial to both parties. The state universities, for example, are strengthened in their relationship to the state boards by the atmosphere of academic freedom maintained by the private colleges. They benefited in the 1950's when the private colleges initiated and led the drive for decent academic salaries.[13] They are emulating the teaching values of the private colleges by establishing small semiautonomous residential colleges within the larger university.

Each type of institution is stimulated by advances in knowledge and innovation in teaching methods developed by the other. The private colleges are commonly said to hold educational leadership in innovation—a claim that the state universities are inclined to deny with some heat. The fact does remain, however, that the private colleges have greater freedom to experiment and innovate, since they do not have to clear new programs with a state board. As Fortune sees it, "president of state universities themselves are very solicitous of the private colleges, whose higher standards give the presidents something to shoot at, and an extra leverage on statehouse appropriation committees." [14]

Thirdly, it seems clear that an absorption of the private colleges into the state systems would add very substantially to the cost of education, both in terms of tax burden and of the overall national cost. There is a long and well-documented history in this country of vital private services that languished and were replaced or taken over by a tax-supported service—one that was not much different, perhaps no better, but inevitably several times more expensive.

EXAMPLES

In education, the University of Buffalo is a classic case. Buffalo had a large endowment but its cost per student was high and it needed additional financial support that it could not get. The state took it over in 1962 and was able to find resources that had not been available to Buffalo as a private university. It poured some hundreds of millions of dollars into building a new university —the State University of New York at Buffalo—on a completely new campus. In 1967 the new university was costing the state $45 million in operating support. Dr. Allan Cartter believes that $3 to $4 million probably would have been sufficient to let it prosper as an independent university. "Each new institution taken over by the states," he says, "raises the tax burden by a factor of ten to twenty times the amount that might have been necessary to keep the college as a viable independent institution." [15]

The president of small Bridgewater College in Virginia, Dr. Wayne F. Geisert, has spoken plaintively on the theme. "I wish the taxpayers and state legislators," he says, "could be made to realize that the real bargains for an expanding higher education lie in utilization of the unused capacity in the private educational institutions of our nation. Modest expenditures . . . on state scholarship programs . . . would provide an economical way of allowing students to 'choose their own colleges' and would at the same time allow the states to avoid the temptations to overexpand state educational capacity at great expense to the taxpayers." [16]

I have no wish to become involved in the never-ending debate on the propriety and forms of government aid to private colleges; but I do feel that one point should be made as a warning to those who feel that federal or state funding is a simple and dependable solution to the plight of the private college. Our recent experiences in Pennsylvania are instructive. In February of this year, the State Assembly had not been able to agree on a tax bill for the fiscal year that began July 1, 1969. Appropriations for higher education were delayed for more than seven months, and through that uncertain period the colleges had to draw upon reserves or borrow money to meet their operating expenses. Pitt was reported on January 15th to be paying $4,000 a day and Penn State $5,700 a day in interest on money they had borrowed since last July while waiting for their appropriations to come through. The colleges received their appropriations in March.

The Pennsylvania experience is not typical—not of Pennsylvania which has a good record in supporting our leading institutions. Nevertheless, anyone who has been involved with programs requiring state or federal appropriations—in science, space technology, poverty programs, urban renewal, or whatever—knows that legislators are under various pressures, that government blows hot and cold, and that a feast may very soon become a famine.

Finally, in allowing the independent colleges to decline, we would be compromising the concept on which our dual system of higher education is based. Mass education on the giant state "multiversities" would over-balance quality education in the smaller independent colleges and universities.

QUALITY EDUCATION

Quality education requires emphasis on teaching as the primary mission rather than on research and publication. It means treating the student as an individual. It requires small classes and frequent face-to-face contact with teachers of experience and stature rather than with T.A.'s—Teaching Assistants. These are essential elements of humane learning, of the inculcation of moral values, and of liberating and organizing the human mind through the communication of knowledge. A great many responsible people feel that it is better done in the small and medium-size private colleges and universities—and specially in those that qualify as "centers of excellence"—than in the state universities, which have no control over their size and may be educating 25 to 50 thousand or more students in classes of 200 to 300.

At a friend's house during Christmas vacation I questioned his daughter about her classes and teachers. She attends a private college, one widely known for its teaching excellence. It has fewer than 700 undergraduates, many of them from out-of-town and out-of-state and some from foreign countries. She told me that she is taught by two full professors, one associate professor, one assistant professor, and an instructor, in classes averaging about twenty students. She sees nothing unusual in this and assumes that instruction on all campuses is like that.

The first casualty of the academic financial crisis is not likely to be the outright disappearance of the independent colleges, but rather something very nearly as serious: reduction of services, a lowering of standards, and a decline in the quality of teaching. Cutback is inevitable in the face of chronic deficits.

Dr. William Bowen discusses the effects of such cutbacks in his economic study. "Institutional morale," he writes, "is a delicate thing, and depends at least as much on the direction in which events are moving as on the state of affairs at any point in time. In the face of the kinds of decisions which would have to accompany any process of retrenchment, it would be very difficult indeed to retain key administrative and faculty personnel and to maintain general morale. . . . Given the mission of a major private university, 'standing still' (let alone leaning backward) simply is not a viable posture, and any institution which is unable to maintain a forward momentum runs a clear risk of losing the support of faculty, prospective students, patrons and friends—and thus exacerbating its problems."

SOME DISTINCTIONS

We must make a further distinction here, I think, among the independent institutions. Some are large, well-endowed, and leaders in their field—in law, or medicine, or engineering, for example. Some others are small but widely known to be centers of excellence—Colgate, for example, or Williams, Amherst, Carleton, Union, or Swarthmore. These have a special claim as purveyors of a unique and essential contribution to the public welfare. It is unthinkable that we will abandon such institutions.

We should have a special concern, it seems to me, for a third category—for the hundreds of small "have-not" independents. These are not well-endowed, are not nationally recognized centers of excellence, and consequently are limited in the assistance they can ask and get. Here the problem is not only that of maintaining or achieving higher quality but also of actual survival.

All that has been said in the rationale for the independent college applies in measure to these institutions. Teaching and student-related activities are their primary aim. The classes are small, and the students are in frequent contact with the best teachers available. The college offers what Howard Lowry, past President of Wooster College, called "a superb asset, one that is subtle and not easily measured or explained. It answers to one of the deepest human needs, the need for belonging." And so these small colleges, too, are performing an essential public service in educating a million or more of our young men and women.[17]

Some of these colleges, moreover, are on their way, and all are striving, to become recognized centers of excellence. Some of them have distinguished alumni to their credit. The last two presidents of the United States, after all, came from small colleges not exactly famous in the academic world, one private and one state-supported: Whittier College in Whittier, California, 1934; and Southwest State Teachers College in San Marcos, Texas, 1930. Among the colleges of the chairmen and presidents of our one hundred largest corporations are found such names as Birmingham-Southern, Davidson, Emory, Grove City, Harden-Simmons, Occidental, Susquehanna, and Wesleyan.

"SEVENTH PUPPY"

And yet the deserving have-not independents are almost always in the position of the seventh puppy in the litter. They do not often appear on the contribution lists of the foundations or the corporations, and when they do appear, they suffer exceedingly from the set and apparently unbreakable pattern that favors the old, the large, and the wealthy. I mean that when a major grant is given to a hundred colleges across the board, Harvard is likely to get $500,000, which, indeed, it richly deserves, and Waynesburg College is likely to get $5,000, for which it will be grateful but still in need for more.

The largest Mellon foundation grants and personal gifts have been to two Pittsburgh institutions: $87 million since World War II to the University of Pittsburgh and $30 million to Carnegie Institute of Technology which became Carnegie-Mellon University in 1968 with the merger of Mellon Institute. For some years, however, the Richard King Mellon Foundation has carried out a program under which grants ranging from $25,000 to $100,000 are made to selected small colleges, most of them in the three-state area of Pennsylvania, Ohio, and West Virginia. Our grants are given with a minimum of restrictions as to use, since we believe that unrestricted grants are an expression of confidence in the recipient, and because we feel that the driving impulse for a grant program that is novel and distinctive is self-defeating. We have found quite unexpectedly—as perhaps others have found—that a sizable grant to certain of the smaller and less distinguished colleges carries with it a value to that college far beyond the value of the money itself. The prestige of a foundation's name and the appearance of the college on a list with more renowned institutions have the effect of a vote of confidence. It helps the college in its approach to other donors and even, sometimes, in its pursuit for accreditation. The small college which has escaped the student distemper of our times may be a good candidate for academicians and donors alike.

SOLUTIONS

What are the solutions to the financial plight of the independent colleges? This is a very big and very involved matter—a subject for another speech. We do know that foundation grants are not the only answer—there is not that much money in the tills of all the foundations. Support must be increased on all levels. As McGeorge Bundy has been insisting, "the American rich, old and new, must play a much larger role as individual contributors." [18] There may be some merit in a plan proposed some years ago by the McGraw-Hill Company but never pursued—that American companies pay a flat sum to a college for every one of its graduates they employ.[19] A key question in the whole problem is this: Who is to take the responsibility for finding the means and developing the programs of saving the colleges? The state? The college administrators? The college associations?

Robert K. Greenleaf, retired official of A.T. & T. and a consultant to the Richard King Mellon Foundation, advanced the thesis persuasively at a meeting of concerned college people in January that the responsibility lies with the college trustees. He holds that the level of trust at which the trustees function must be substantially raised. There is no other resource than trustees, he says, that is positioned to act quickly enough and decisively enough to reverse the deteriorating trend in the college's finances. He holds that it is not enough simply to "bail out" these colleges from their current financial dilemma. A new constructive force is needed and he feels that a new trustee interest should provide it. It is a bold concept and certainly one that is worth exploring.[20]

NOTES

[1] Of the Richard King Mellon Foundation.
[2] Harry Emerson Fosdick, "The Most Critical Problem in Our American Universities," Twenty-Third Pitcairn Crabbe Lecture, University of Pittsburgh 1953.
[3] Paul Engle, "In Defense of the State Universities," *Saturday Evening Post,* February 13, 1960.
[4] Duncan Norton-Taylor, "Private Colleges: A Question of Survival," *Fortune,* October 1967; Dr. Benjamin Fine, *Pittsburgh Press,* November 15, 1957.
[5] Fred M. Hechinger, *New York Times,* January 4, 1970, p. 9.
[6] Kenneth G. Gehret, "Fiscal Bind," *Christian Science Monitor,* December 6, 1969.
[7] William G. Bowen, *The Economics of the Major Private Universities,* Carnegie Commission on Higher Education, 1968, p. 54.
[8] Kenneth G. Gehret, "Private Colleges Fight to Survive," *Christian Science Monitor,* November 29, 1969.
[9] Duncan Norton-Taylor, *Fortune,* October, 1967.
[10] *Ibid,* p. 153.
[11] "Need for Aid is Seen at Small Colleges," *New York Times,* February 5, 1970.
[12] Bowen, p. 3.
[13] Bowen, p. 60.
[14] *Fortune,* October, 1967, p. 154.
[15] *Ibid,* p. 185.
[16] Kenneth G. Gehret, "Time Runs Out," *Christian Science Monitor,* December 13, 1969.
[17] Howard Lowry, "The Small College: Another View," *The Atlantic Monthly,* March, 1966.
[18] *Fortune, October,* 1967, p. 184.
[19] "What Business Can Do to Help Our Colleges and Universities," McGraw-Hill advertisement reprint, undated, ca. 1955.
[20] Robert K. Greenleaf, "Position Paper on the University Trustee," December 1, 1969.

AAJC RECOGNITION OF PUBLIC AND PRIVATE JUNIOR COLLEGES

Dr. HAYES. It is fortunate that a good cooperation exists between public and private institutions in the educational community.

The American Association of Junior Colleges has encouraged the development of a National Council of Independent Colleges within its structure and provides offices of a Director, Dr. Walter A. Graham at 1 Dupont Circle.

Further AAJC's Commission on Legislation chairman, Kermit Morrisey, has recently recommended legislation to include the private junior colleges in the Higher Education Facilities Act section 103. I have been privileged to serve during the past year on its subcommittee on legislative goals.

This cooperation is appreciated.

In the total educational process of curriculum, cocurriculum, cooperative education, and community involvement, there is a basic principle that there are a variety of community needs and of institutions. The Williams bill is to be commended for its inclusiveness.

It highlights needs for careers on a broad basis including occupational and leadership careers. It highlights the community service involvement that make education most meaningful for your young people.

It recognizes that every college not be the same. It calls for responsiveness to the communities and to the residents of those communities.

It recognizes there is room and need for a variety of educational specialties. The goal is that every person would have the opportunity to select the educational experience that is suitable to him and to be able to progress and move about in a flexible and various system.

The independent junior colleges provide values and sometimes models, of creativity. Much innovation in the educational system comes from private colleges. They often have greater flexibility and capability of community response and complement public community colleges' task of educating large numbers of people.

I would no more ask for your concern for private colleges because they are private, than for public colleges because they are public. But I would commend your emphasis on the community-oriented college whether public or private that works closely to learn the needs of the community, educates in cooperation with the community, and makes it students relevant to the community.

There are degrees of success and failure in the public and private 2 year colleges throughout the Nation.

Here I would underline the statements that Bob Leo made to the committee that community is more important than college in statements concerning the community colleges.

I would agree with him, too, that Federal support so far of full community service under title I has been farcically inadequate.

Here I would add to my written statement and, Mr. Chairman, request that my record here be held open so that I might submit further on this point, on the question as to whether the private colleges are adequately provided for and contained in this bill I recognize the interest on the part of the American Association for Junior Colleges that this would be so.

This would rest on definition of comprehensiveness and whether the colleges may be defined, as I think they will be, in a way that would permit the varieties of relationship to the communities on which each college, public or private, might rest on its own merits.

GUIDELINES FOR STATE COMMISSIONS

I think the second and the more crucial question as to whether the private colleges will actually be able to function within a very good bill, a very valuable bill as written, is in the question of the guidelines that are developed for the state commissions.

It is on this point particularly that I would like the permission to add a statement to the record when I have an opportunity to study and to write this.

I would make that request.

Senator WILLIAMS. We will look forward to it.

Dr. HAYES. Thank you.

(The information referred to follows:)

It is through state commissions in the several states that this Bill undertakes: (1) to realize an effective and sensitive representation of all local institutions including smaller and less powerful institutions, and (2) to realize an accountable administration of support for certain institutions and/or programs.

In order to ensure the degree of representation, interaction, and selfdetermination, that is needed by the society on behalf of local institutions, explicit guidelines will be needed for the state commissions.

In order that the intents of the Bill shall be carried out these guidelines for state commissions must spell out clearly the standards of community relatedness and responsiveness that shall qualify institutions and/or programs for support. These standards should include type of students and persons served, characteristics of the communities in terms of access, disadvantage and need for growth, and the responsiveness of the institutions and programs to these needs.

Explicit guidelines will assist the state commissions in their accountability to the intent of the proposed legislation in terms of the varieties of local situations and needs.

COMMUNITY-RELATED EDUCATION AND OUR YOUNG PEOPLE

Dr. HAYES. The most urgent need of our society is the provision of closest cooperation and communications between total community and all levels of education, elementary, secondary, vocational, community college, private junior college, and public and private universities.

There is no substitute for this in developing relevant programs.

Close involvement with the community may also help to solve one of the most urgent problems in America. It is the lack of understanding and sympathy for young people.

Our communities lack sympathy with their own young people often their own children. They are reacting against the valuable insights, goals and potentialities of most young people at the same time that they are being put off by the violent expressions of a few.

Educators who appreciate the generous, urgent, and insightful efforts of the vast majority of these young people must communicate this appreciation and respect to the whole community.

A few years ago a generation gap developed when young people were searching for personal and sometimes selfish aims.

Now more than ever before young people are entering colleges with unselfish, youthful zeal for the future of mankind, for the environment and for their children's children.

Their ideas are not always realistic but are certainly important and necessary.

Our task is to introduce young people to the communities and the communities to the young people.

It is a matter of largest national urgency that working closely together we restore confidence in the varieties of convictions, even mistaken ones, that need to be expressed one person to another in a free society.

We cannot restore the generosity of our Nation needs if we start by saying that our young people in the community and junior colleges are quieter. (They are in my college, and I am sometimes asked to make capital of that in raising private funds) and that trouble comes in the universities.

To serve young people and the communities we cannot play off one sector of education against the other. We must emphasize closer cooperation and communications than ever before, with our communities.

There is a possibility of bringing the students and the community into a close and mutual effort, while understanding the breadth and flexibility needed to provide for the needs of our people.

DEFINING GENERAL EDUCATION THAT IS RESPONSIVE TO COMMUNITY

On this final point I would ask the general educational programs leading toward leadership careers might be fully spelled out for the State commissions and those who would administer this bill as a portion of the community responsiveness that the bill contemplates.

Senator WILLIAMS. I missed that.

Dr. HAYES. That the general education leading to citizenship and leadership careers, whether they be the professions, medicine, or whether they be the occupations, be included in qualifying the different colleges that are serving their communities, and are close to the needs of their communities. Not all of them are offering the same occupational courses and they should not do so, but they should offer a variety of educational experiences to students. I think you make provision for this in your bill, and that you can make the guidelines for them applicable in the State commissions.

Senator WILLIAMS. Yes.

You don't happen to have the book that describes your curriculum, do you?

Dr. HAYES. I would like to describe that a moment, yes. We have what would be called a liberal arts curriculum, with 95 percent of graduates going on to senior college.

However, these students come from an open access to the community, and they are as I mentioned half of them the first in their family to finish high school and they come from a very low income sector.

The kind of involvement that we have for students in a residential program, brings them into the governance of the programs as was described by one of the other witnesses, and it makes tham all responsive and responsible for the conduct of the dormitory and residential system.

It involves them in a great deal of activity. They all work. They are in a program that emphasizes independent study, a very close relationship with faculty, a large number of faculty with relation to the students, and they are helping to define the programs that are going to be valuable for them as they return to the community and seek to serve it.

Senator WILLIAMS. Well, when was Alice Lloyd College founded?

Dr. HAYES. It was founded in 1923, and Alice Lloyd was its first president. I succeeded in 1962.

Senator WILLIAMS. What is your enrollment?

Dr. HAYES. It is 300. The enrollment depends upon the amount of resources available and is limited for that reason only.

Senator WILLIAMS. It is pretty much a residential college?

Dr. HAYES. Yes.

Senator WILLIAMS. As a matter of curiosity what is the design symbolically of the college?

Dr. HAYES. That is the mountains, Senator Williams, and a kind of a sun ball of opportunity shining above it.

Senator WILLIAMS. They look like the pyramids.

Dr. HAYES. They are stylized mountains, a little bit like the stylized horse that runs.

Senator WILLIAMS. A little bit like what?

Dr. HAYES. Referring to previous testimony, "the horse that runs." [Laughter.]

Senator WILLIAMS. Thank you very much.

(The prepared statement of Dr. Hayes follows:)



ALICE LLOYD COLLEGE

July 20, 1970

The Honorable Harrison Williams
Senate Labor SubCommittee
United States Senate
Washington, D.C.

Dear Senator Williams

I wish first to commend the concern for serving important societal goals which is reflected in legislation on education proposed in the Congress and particularly, your Ommnibus Bill on Community and Junior College Education introduced as Senate Bill 1033.

Your bill creatively supports the important national priority that every person of every race and condition should have opportunity for adequate quality of life. This concern undergirds your proposed new program for careers and employability. And your bill recognizes education to be one of the chief societal activities that accomplish these goals.

I commend also the thrust of community involvement, responsiveness, and service which is contained within your bill and urge this breadth and inclusiveness be retained and strengthened.

My testimony for this breadth and inclusiveness not just in terms of the values of the private two-year college for the society, but also in terms of the signal importance of close cooperation and communication between all of education and the total community.

The background from which I testify is thirty years' experience in a private two year college which has distinctively served societal needs in a deprived Appalachian area. It has educated promising young people of its disadvantaged area who have become the teachers, doctors, engineers, public officials, and civic leaders of this particular area. Alice Lloyd College is in Congressman Carl D. Perkins' district and, in fact, he is our most distinguished alumnus.

Many people may not realize the varieties of private junior colleges, or the variety of community relatedness and service represented by such institutions as Alice Lloyd College and Lees Junior College in Kentucky, Tombrock College in New Jersey, and others. Is it surprising that Alice Lloyd College, a private junior college, through the years is underwriting the major portion of cost for its students, even providing from its own funds some scholarships for graduates continuing in universities and medical schools? This enables the bright, intelligent young people of the region to develop capacities of leadership needed in their communities. In fact, 95% of graduates have gone on to senior college and 90% have returned to serve their region in spite of the fact that the average family income, in 1969, was less than $3,100, and one-half of these capable young people were the first in their families to finish high school.

Programs at this private two year college extending opportunity and uplifting the region are Upward Bound, a Special Services program just approved, and EPDA Workshop on community involvement for community uplift. An exciting outreach program utilizing indigenous students in a responsible way to create entry bridges of confidence and raised expectations for isolated children and families in remote communities has received state and regional acclaim after it was initiated by

Alice Lloyd College, has been incorporated, and is extended to other Appalachian colleges as a delivery system for health and service agencies to reach the most remote and most needy.

One more fact about this small college of approximately 300 students: It is not inexpensive to operate and underwrite the cost for such a high percentage - 95% - of needy students. Alice Lloyd College places $400,000 annually of private gift support in the underwriting of the amount which students cannot pay. In addition to $400,000 annually of private gift support from throughout the nation in response to an idealism of service, federal student assistance and other programs are needed for the private colleges to carry forward its service to society.

In America there are approximately 240 private junior colleges enrolling 150,000 students. This represents an increasing number, but a serious decreasing in percentage of students attending the private two-year colleges. There is an alarming loss in the number of private colleges.

The loss of private institutions in America must be a matter of concern particularly where it is not a necessary loss. Full utilization of these colleges and encouragement in their serving national goals should be a strong consideration of this committee.

May I draw your attention to an excellent statement on the importance of private higher education and serious consequences of its decline by Mr. Joseph D. Hughes of the Richard D. Mellon Foundation, published in the Foundation News, August 1970.

Under the heading of "What would America lose?" if the number of quality of independent colleges decline? Mr. Hughes list 1) freedom in choice of higher

education - choice of place and surroundings, of curriculums, of special emphasis, of standards, of size of college, of size of its classes." 2) A valuable "cross-effect, sometimes synergistic, produced by two different educational organizations working in the same field." 3) "Absorption of the private colleges into the state systems would add very substantially to the cost of education, both in terms of tax burden and of the overall national cost." 4) "In allowing the independent colleges to decline, we would be compromising the concept on which our dual system of higher education is based."

It is fortunate that a good cooperation exists between public and private institutions in the educational community. The American Association of Junior Colleges has encouraged the development of a National Council of Independent Colleges within its structure and provides offices for a Director, Dr. Walter A. Graham, at One Dupont Circle. Further, AAJC's Commission on Legislation, whose chairman, Kermit Morrisey, has recently recommended legislation to include the private junior colleges in the Higher Education Facilities Act Section 104, includes private college persons and as a matter of fact, I have been privileged to serve during the past year on its subcommittee on legislative goals. This cooperation is appreciated.

In the total educational process of curriculum, co-curriculum, cooperative education work program, community involvement a basic principle is that there are a variety of community needs and of institutions. The Williams bill is to be commended for its inclusiveness. It highlights needs for careers on a broad basis including occupational and leadership careers. It highlights the community service involvement that make education most meaningful for young people. It recognizes that every college not be the same. It call for responsiveness to the communities

and to the residents of these communities.

It recognizes there is room and need for a variety of educational specialities. The goal is that every person would have the opportunity to select the educational experience that is suitable to him and to be able to progress and move about in a flexible and various system.

The independent junior colleges provide values of creativity. Much innovation in the educational system comes from private colleges. They often have greater flexibility and capability of community response, and complement public community colleges' task of educating large numbers of people.

I would no more ask for your concern for private colleges because they are private, than for public colleges because they are public. But I would commend your emphasis on the community-oriented college, whether public or private, that works closely to learn the needs of the community, educates in cooperation with the community, and makes its students relevant to the community. There are degrees of success and failure in the public and private two-year colleges throughout the states.

The most urgent need of our society is the provision of closest cooperation and communication between the total community and all levels of education -- elementary, secondary, vocational, community college, private junior college, and public and private universities.

There is no substitute for this in developing relevant programs.

Close involvement with the community may also help to solve one of the most urgent problems in America. It is the lack of understanding and sympathy for young

people. Our communities lack sympathy with their own young people, often their own children. They are reacting against the valuable insights, goals, and potentialities of most young people, at the same time that they are being put off by the violent expressions of a few. Educators who appreciate the generous, urgent, and insightful efforts of the vast majority of these young people must communicate this appreciation and respect to the whole community.

A few years ago a "generation gap" developed when young people were searching for personal and sometimes selfish aims. Now, more than ever before, young people are entering colleges with unselfish, youthful zeal for the future of mankind, for the environment, for their "children's children". Their ideas are not always "realistic" but are certainly important and necessary.

Our task is to introduce young people to the communities and the communities to young people. It is a matter of largest national urgency that working closely together we restore confidence in the varieties of convictions - even mistaken ones - that need to be expressed one person to another in a free society. We cannot restore the generosity our nation needs if we start by saying that our young people in the community and junior colleges are "quieter" and that trouble comes in the universities. To serve young people and the communities, we cannot play off one sector against the other. We must emphasize closer cooperation and communication than ever before, with our communities.

In its emphasis on occupational and community education, the Williams Bill is again to be commended for adding another dimension of responsibility to the role of education in the society, while understanding the breadth and flexibility of education

systems necessary to provide fully the needs of our people.

Very sincerely yours,

William S. Hayes

William S. Hayes
President

Senator WILLIAMS. This concludes this opening session on community colleges, a very productive session. We return tomorrow at 9:30 a.m.

And tomorow Dr. Peter Muirhead, Associate Commissioner of Higher Education from the U.S. Office of Education, will be here.

Thank you. We will now adjourn until tomorrow morning.

(Whereupon, at 1:30 p.m. the Subcommittee on Education adjourned, to reconvene at 9:30 a.m., Wednesday, July 22, 1970.)

HIGHER EDUCATION AMENDMENTS OF 1970

WEDNESDAY, JULY 22, 1970

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 4232, New Senate Office Building, Senator Harrison A. Williams, Jr., presiding pro tempore.

Present: Senators Williams (presiding pro tempore), Javits, and Schweiker.

Staff members present: Robert O. Harris, staff director; Stephen J. Wexler, counsel; and Roy H. Millenson, minority staff director.

Senator WILLIAMS. We will have the panel of Dr. Norvel Smith and Mr. Milton Bassin. We had an administration witness scheduled but he was delayed. Is it all right with you to go first?

STATEMENT OF DR. NORVEL SMITH, PRESIDENT, MERRITT COLLEGE, OAKLAND, CALIF., AND MILTON BASSIN, PRESIDENT, NEW YORK COMMUNITY COLLEGE, BROOKLYN, N.Y, COMPRISING A PANEL

Senator WILLIAMS. We will continue our hearings this morning on the community-college bill. We had an excellent beginning yesterday.

Were you gentlemen here yesterday?

Dr. SMITH. No, we came in this morning.

Senator WILLIAMS. Gentlemen, have you decided how you will proceed? Dr. Smith, are you going to lead off?

Dr. SMITH. Fine. I have a statement that I am passing out. I will review it.

My name is Norvel Smith, and I am president of Merritt College in California, a comprehensive 2-year community college serving the Oakland-Berkeley area. I would like to begin by saying a few words about my own background and experience.

I was born in Virginia and grew up in Philadelphia, Pa., where I was graduated from high school in 1942, after which I spent 30 months in the U.S. Army, 18 months of it overseas in Italy with the all-Black 92d Infantry Division.

Upon return from service, I took advantage of the G. I. Bill of Rights to complete my A. B., and master's degrees at the University of Pennsylvania. I subsequently moved to California in 1951 and completed a doctorate at the University of California at Berkeley in 1956, and embarked upon a career in educational administration.

One other facet of my background is that I left the field of education for 5 years to engage in community-development work in Oakland, including 3 years as director of the Anti-Poverty Program and a year as the deputy regional director of OEO. I have been president of Merritt College for 2 full years.

Merritt College was formerly the liberal-arts branch of the old Oakland City College, but has been a comprehensive institution since 1964, when Oakland joined with its five surrounding communities to form the new Peralta Community College District. We enrolled 9,000 day and evening students during the past school year, about two-thirds of them full-time day students.

The college is located in a low-income, predominantly black neighborhood of North Oakland in a 60-year-old high-school building, constructed to serve 1,500 students, which has been augmented by more than 100 portable classrooms on a nine-acre site.

I am pleased to say, however, we are looking forward to moving into a new campus in January, 1971.

Our enrollment is about 35-percent black, about 2-percent Latin- and Mexican-American—mainly because most of the Chicano students go to Laney college across town—and about 10 percent Asian, predominantly Chinese students recently migrated from Taiwan and Hong Kong. The remainder of the students can be characterized primarily as white radical youth, many of whom are spilled over from the Berkeley campus of the University of California, a mile away.

More than 60 percent of our students are from low-income families, en equal number are over 21 years of age, and about 40 percent are married. We can accurately be described as an open-door, community-oriented college which is serving all of the people's children.

We have been able to achieve in the past few years a 30-percent minority faculty and administrative staff, the highest such percentage in the State for a public college.

Senator WILLIAMS. Just one question there. Do you have your present college population?

Dr. SMITH. About 9,000.

Senator WILLIAMS. You took over a building that was constructed to serve 1,500 students, so you must run 24 hours.

Dr. SMITH. Pretty much. We have course offerings out in the community, as I will indicate later. But we have been as high as 7,300 day students and 3,000 evening students on that site.

Fortunately, we have opened a third campus, which has enabled us to gradually reduce our enrollment in keeping with the facilities.

Senator WILLIAMS. Thank you.

Dr. SMITH. I would like to speak about the special programs we have implemented at Merritt, primarily because it is those special programs that have enabled us to survive, I think, as an institution.

We have been relatively successful in grantsmanship. And many of these special programs are addressed to our primary concern and need at Merritt, which is strengthening the holding power of our institution. We have long since been beyond the stage of trying to bring in the overall constituency and recruit minority and low-income students. That hasn't been our problem for a number of years. But the holding power of the institution has been our primary problem.

Some examples of these special programs are as follows:

(1) Our Inner-City Program enables us to operate outreach centers in two of the low-income target areas of Oakland, extending our instructional and cultural programs to these areas which have traditionally been out of touch with our institution. This program, which is funded through an OEO grant, is now phasing out, incidentally, and includes the operation of a student service corps, a variation of our on-going Work-Study Program, which places students in assignments with self-help, target-area community-development groups, and which is closely related to instruction in our ethnic-studies programs, which is one of the older programs in California, going back 4 or 5 years, and really reaching its full development in both Afro-American and Chicano studies during the past 2 or 3 years.

(2) Our New Careers Program, supported by Department of Labor funds, permits us to offer training to 155 low-income adult students, heads of households, who work half-time for a dozen public agencies in Oakland, where they will become full-time employees in 2 years.

Both of these programs I have mentioned are supported by Federal funds, as are the other three I shall describe.

(3) We have received a small grant from the National Endowment for the Humanities to jointly plan with the Berkeley School District a comprehensive program of instruction in Afro-American Studies from elementary grades to the community-college level, in order to eliminate overlapping, non-coordinated program activity and to strengthen the development of teaching materials in this field.

(4) We have received a small grant under the new Federal program to serve disadvantaged students, which will be used primarily to provide supportive services for a pilot program with the University of California, which has now become a model throughout the State for bringing the nine branches of the University into closer relationship with their surrounding community colleges. This program allows 100 of our low-income and minority students to enroll in one course per quarter at the university for which we give credit. Its purpose is to raise the level of aspiration of these young people and introduce them to the environment of a 4-year institution.

We have had a very, very small percentage of black and brown students going on to 4-year institutions, and this program grew out of the need to do something about that situation.

It is interesting, also, to note that our students in the four quarters that they have been involved have established grade-point averages equal to those of the university's overall lower-division students, which is rather remarkable in terms of some of the elitist overtones of some of our State systems of higher education, of which you probably are aware.

(5) We have received a planning grant under the new Cooperative Education Program, which will permit us to establish placements in the private and public sectors of the community for students to be employed for a half year, after which time they will return full-time to the campus for a half-year.

Finally, we have been able to qualify for some of the special programs in California. Out of 60 institutions funded this year, our col-

lege was considered second in order of priority of need for the disadvantaged programs in the State, and we received $150,000, which is, again, a token of the need reflected by our population. But this does permit us to do things in tutoring and specialized counseling and remediation.

We are fortunate to have a Ford Foundation grant which enables us to work very intensively with our minority highschool students within the area we serve to prepare them when they come to Merritt for enrollment in transfer curricula.

This is to be followed up by intensive counseling while these students are at Merritt, and ultimately dovetails into programs such as the one at the University of California.

We have as of this fall extended this program to our neighboring 4-year State colleges in Hayward, starting with 50 students and hoping by the end of the year to work up to 100 students in that same program.

Finally, we were the first community college, surprisingly, in California to provide on-campus day-care services for the children of low-income students, through a small local foundation grant. This program is an extension of a training program that we have had for some time. We hope to be able to continue it through the use of HEW funds when our private grant expires in December. This is going to depend on whether we can persuade our conservative board of supervisors to put up one-fourth of the cost of the program.

Recognizing that our principal problem is that of having inadequate resources to serve the total needs of our heavily impacted low-income student body—(the 92 community colleges in California serve over 90 percent of the low-income and minority students in higher education but receive less than 25 percent of the State dollars expended for higher education, although they serve 75 percent of the students in higher education)—we simply can't compete even within the State with those nine branches of the university and the nineteen 4-year State colleges. We also face some very specific problems.

(1) We have not been able to develop a completely comprehensive program in the vocational-technical areas of our curriculum, and find ourselves still offering about 90 percent of our courses in the liberal-arts field. This is partly due to a lack of adequate facilities, but is also due to a lack of adequate financial support to operate these specialized, expensive programs, which involve a great amount of equipment and small class loads.

(2) We are not able to provide adequate specialized occupational counseling for our students who are not going on to 4-year institutions—in order to get them interested in fields other than transfer education—partly because of resources and partly because most traditional counselors are not properly oriented toward the world of work and are not knowledgeable about the specialized occupations for which we offer training. We hope to develop an EPDA program to remedy this situation and we are preparing a proposal for submission next year.

(3) We also suffer from the lack of a remediation program, which

is directly related to inadequate staff and to a lack of specialized equipment for teaching remedial reading and language development. At any given time, about one-fourth of our students are on probation, and I think it is more than just the usual criticism of a lack of relevant instruction, although that is part of our problem also. Finally, there is the general inability of institutions such as ours who have been open-door for years to provide the type of wherewithal—part-time jobs, financial aid, tutoring, free textbooks, and free meals—which are programs that we pioneered in California a year and a half ago—which determine whether the student can, in fact, survive our institution or not.

Senator JAVITS. Mr. Chairman, would the witness be gracious enough to allow me to have a word, because I have another hearing at 10, and I must leave? I am the main witness there, so I will be on immediately.

Senator WILLIAMS. Absolutely.

Senator JAVITS. I just wanted to introduce to the committee President Bassin of the New York Community College, which is located in Brooklyn.

MANPOWER TRAINING AND THE COMMUNITY COLLEGES

I have looked over his testimony, Mr. Chairman, and I would greatly appreciate it if both witnesses would answer this question.

Do they feel that there can be a link between manpower training programs and the community colleges?

It appears that Congress is considering the chairman's bill, which I joined in sponsoring, which has an excellent approach to this problem, plus a bill to deal specifically with the allied health professions, which I have offered and which has made considerable progress, plus the manpower training bill, which is the biggest of them all. These three proposals, generally, seem to lead in the same direction—for example, opportunities for education, as well as for training, and for public-service employment, to which the work—and you described it, President Bassin, very well.

And so I think that we should have some idea from our witnesses on this institution. In an effort to knit things together—and we here are the same committee which considers all of these measures. I think it would be valuable if we had some idea from you gentlemen as to whether that might be a feasible theory, that where there is an established institution doing business, able to do what needs to be done, we may be much better off utilizing manpower training funds for an eligible student rather than setting up some new establishment with training facilities, teachers, et cetera.

But this may not be congenial to your institution. So if you will be kind enough to tell us, we would appreciate it.

To make it easier, would you be good enough to do that later in a letter for the record, and we will incorporate it?

Thank you, Mr. Chairman.

(The information subsequently supplied follows:)

NEW YORK CITY COMMUNITY COLLEGE

300 JAY STREET, BROOKLYN, N. Y. 11201 643-2323

Office of the President

August 25, 1970

Hon. Harrison A. Williams, Jr.
United States Senate
Washington, D.C. 20510

Dear Senator Williams:

You will recall that, during my July 22nd appearance before the Subcommittee on Education, Senator Javits invited my comments on the feasibility of including funds for manpower training and allied health professions in the Comprehensive Community College legislation.

I have come to the conclusion that the disadvantages of such an approach would outweigh its apparent virtues.

Let me first admit that one of our greatest problems is finding funds for worthwhile programs; that New York City Community College is literally besieged by community and civic and even professional organizations who would like to make use of our established know-how in the execution of training programs for important public purposes; that far too often we have had to reject such assignments because there was no money available. Even worse, perhaps, we have had to abandon highly successful regimens because of the inability to re-finance them at the end of a training cycle.

The need is overwhelming. Our files are full of letters which prove this many times over. So that, when I turn my back on such financing, I do so most reluctantly.

Yet, I feel it would be injudicious to follow an "omnibus" approach. To me, the telling factor is that the administration of the expenditure of funds inevitably involves the setting of priorities. Even though they are the national leaders in technological and career education -- both degree and non-degree -- community colleges are not equipped to establish primacy of need. Nor are state education departments, admirable though they may be, possessed of the total overview or perspective for this.

NEW YORK CITY COMMUNITY COLLEGE OF APPLIED ARTS AND SCIENCES IS ADMINISTERED BY THE BOARD OF HIGHER EDUCATION OF THE CITY OF NEW YORK UNDER THE PROGRAM OF THE STATE UNIVERSITY OF NEW YORK

Actually, the national trend is now in the opposite direction, emphasizing community involvement in the decision-making process.

In the health services field, particularly, the emerging profile seems to be that of a public or quasi-public agency whose membership includes producers and consumers of health services, as well as those involved in training. Together, and with the unique insights into the total problem which each can provide, the most pertinent goals can be agreed upon, and the wherewithal to attain them can be allocated.

In manpower training, I feel it would be an error to infringe on the decision-making power of existing agencies. Admittedly, Manpower has been far less effective a social instrument than we all had hoped. Yet, it is the manpower officials, not the education officials, who are best informed on the total needs of the employment market ... who know precisely what skills are needed ... where, and by whom.

So that, if effectiveness is to be advanced, it can best be done by improving the existing agencies, rather than by transferring operations and responsibilities to educators not equipped to deal with them. Such an approach does not exclude us from participation in manpower training. We have done it in the past; we are doing it now; we will continue to do it.

Therefore, despite our need for such funds, I come to the ultimate conclusion that the soundest approach is to leave to the community colleges that which they have already proved they can do best -- the execution of training programs vital to the community. To involve them in fund allocation and priority setting takes them beyond their area of expertise and might very well diminish their present effectiveness.

To turn to other matters: I have returned the corrected transcript, together with a copy of this letter for possible inclusion in the record. I have also forwarded a copy of this letter to Senator Javits.

Finally, let me again thank you for making my appearance before the Committee such a thoroughly enjoyable experience. If I can be of any further assistance, please do not hesitate to call upon me.

With kindest personal regards,

Sincerely,

Milton G. Bassin

Milton G. Bassin
President

Dr. SMITH. Do you want me to continue?

Senator WILLIAMS. Yes.

Dr. SMITH. Just a couple of additional items.

I think it would be interesting to call your attention to the role that I play as president of the college.

First of all, with limited resources and staff, I serve as the principal initiator of many of the program ideas, and as our college specialist in grantsmanship. This is partly fue to the fact that we don't have adequate staff without other fulltime assignments, but also because of my own experience in community development for 5 years, which involved me in that type of activity.

I also serve, as you can imagine, as the principal negotiator of conflicts and problems involving the faculty, students, nonteaching personnel—both intracollege and externally.

We have more, of course, than our load of those kinds of problems, as we have seen the great movement toward student power, coming in conflict with the movement toward faculty power, and as we have seen the tremendous pressure from the community to have some say about the accountability of the institution for meeting the needs of the community.

I think we have been somewhat successful in our institution, again, in surviving along these lines. But the pressures that we continue to face, and being in the area of the county such as we are, in the Bay Area, makes it very difficult for peripheral activities on other institution campuses not to affect the mood at our campus.

Finally, I serve as the chairman of our college governing structure, which is coping with the challenge of bringing students into meaningful involvement beyond that of advice-giving, in determining the nature of the activities at the college.

I also serve as the principal interpreter of programs and problems and issues to the community at large, as well as to the superintendent of our district and our district board of trustees.

There are a number of essential features of the proposed legislation under consideration at this hearing. I strongly support the concept of general aid, as opposed to specialized program support, in that local colleges will be able to determine their own priorities and develop balanced programs, rather than programs that are out of balance simply because certain types of activities are considered important and strategic here in Washington.

We also need innovation. And if we are to take advantage of the flexible, responsive nature of our institutions, I think there has to be an earmarking of funds for experimentation.

Thirdly, I endorse the creation of a separate bureau within the Office of Education, not only to coordinate the programing which would be stimulated by the new legislation, but in order to give formal recognition to community colleges as the major segment of higher education, in terms of the number of students served.

Lastly, my community-development experience leads me to endorse the establishment of a national advisory committee, in order to protect the program from the possible rigidity of an all-professional operation, and to guarantee continuous feedback from the program's lay constituency as to needs and priorities.

The passage of this legislation will go a long way in helping my kind of institution to remain viable and to meet the needs of those it purports to serve, but without having to compete with our neighbor, the University of California, for precious resources.

Thank you very much.

Senator WILLIAMS. We certainly appreciate that statement, Dr. Smith—a recital of your particular duties. Your duties are sort of breathtaking. Yours is not an ivory tower, I would say.

Dr. SMITH. No, I don't think it is. We, of course, are always fighting the image problem of being in a black community, of having two illustrious alumni, Bobby Seale and Hugh Newton. And it is difficult for people, some of the people in the community, to take us seriously as an institution without being hung up on the nature of our environment and the type of problems that we have to cope with to simply remain viable.

Senator WILLIAMS. I was referring to your responsibilities. You did not, when you talked about the area of finance for your institution—you talked about the need for specialists in grantsmanship, and you have that role. Fundraising was not mentioned.

Now, that is part of the business of many college presidents. I wonder—you did not give us a picture of the financial situation at Merritt. What is your total budget? and how does it break down in terms of sources of that money?

Dr. SMITH. Well, this is a very timely question, because I just left a very critical budget meeting 2 nights ago.

Our district has an operating budget of about $20 to $21 million to operate three colleges. We have operated two until this year, and this year we are opening a third college, with some 2,500 students, in Alameda, but attempting to open that college with only about 5 percent more income than we had last year. As a result, we are facing a very desperate crisis in our college and in the district.

The State support which we had anticipated would be on the order of $50 or $60 per average daily attendance turns ought to be $19. Our assessed-valuation projections are not good. Specificallv we at Merritt had an operating budget of about $5,300,000 last year. In anticipation of being a slightly smaller institution because of the opening of a third college, we requested some $4,900,000 and are being told that we have to live off of 3.9 million, which just is an impossible situation.

I have appeared before the Board, risking the implications of going over the head of our Chancellor, to simply say that we could not operate a viable program this year with the resources that have been projected.

Again, this is a reflection of the fact that our system is almost entirely locally supported, both in terms of operating funds and capital-outlay funds. And we receive with our situation in the Oakland-Berkley area, less than 25 percent of our income from the State, and we charge no tuition. We are a completely open-door college.

Senator WILLIAMS. Less than 25?

Dr. SMITH. Statewide. And our own figure would be 20 to 22 percent in terms of the formula for our kind of district for our kind of effort.

Senator WILLIAMS. The balance comes from what sources?

Dr. SMITH. Local tax support.

Senator WILLIAMS. No tuition at all?

Dr. SMITH. No, except for 150 foreign students, who are required to pay tuition. But that doesn't approximate the cost of the education.

Senator WILLIAMS. Is this a taxing district which is broader than the county? Is it an education district?

Dr. SMITH. It is called the Peralto Community College District, and it involves Oakland and Berkeley, and four surrounding cities in the northern half of Alameda County.

In our county of about 1.2 million, there are two other suburban college districts, one of which is about 300,000 or 400,000 in size and the other, which has perhaps 200,000. Our district has about 800,000 people.

Senator WILLIAMS. Is the tax base a property tax for the school district?

Dr. SMITH. Yes, exclusively.

Senator WILLIAMS. People who live in that district, which is not county lines, when they get their tax bill there is an assessment for, or earmarked specifically for the junior-college district?

Dr. SMITH. Yes.

And, of course, one other reflection of our financial crisis is the fact that we have a statutory limitation of 35 cents per hundred dollars of assessed valuation, which cannot be exceeded under present legislation.

We have some trivial override taxes for leasing facilities during our construction stage, etc. We fortunately have an override tax potential to provide meals for low-income students and things of that sort. But we fundamentally have not been able to increase the level of support for the last 10 or 12 years in our State as far as the operating taxes are concerned. And all we have to hope for is a tiny increase in assessed valuation and, hopefully, a small amount of State money. And this year neither of those has been forthcoming in amounts to meet our needs.

Senator WILLIAMS. Is that 35 cents just for the school tax?

Dr. SMITH. For the community-college purposes, yes.

Senator WILLIAMS. Are you in another taxing district, transportation, water, or anything else out there?

Dr. SMITH. Yes. We, I suppose, are the model of what shouldn't happen to the taxpayer.

Senator WILLIAMS. This must be a tax bill that has to be hand delivered by truck.

Dr. SMITH. Yes. Of course, the school district is another entity. The Unified School District——

Senator WILLIAMS. The schools, water, transportation, everything is specifically taxed?

Dr. SMITH. Yes. A new rapid-transit district. We have a total tax of about $11 per thousand dollard of assessed valuation.

Senator WILLIAMS. I saw a sign the other day which said, "Let's reorganize from the top in California." I don't know what that means. You do have an election out there. Do you?

Dr. SMITH. We have some mandates being expressed, yes.

Senator WILLIAMS. Thank you. Your prepared statement will appear in the record.

(The prepared statement of Dr. Smith follows:)

STATEMENT IN SUPPORT OF

THE COMPREHENSIVE COMMUNITY COLLEGE ACT OF 1969

A. Background of President

My name is Norvel Smith, and I am President of Merritt College in California, a comprehensive two-year community college serving the Oakland-Berkeley Area. I would like to begin by saying a few words about my own background and experience.

I was born in Virginia and grew up in Philadelphia, Pennsylvania, where I was graduated from high school in 1942, after which I spent thirty (30) months in the U. S. Army, eighteen (18) months of it overseas in Italy with the 92nd Infantry Division. Upon return from service, I took advantage of the G. I. Bill of Rights to complete my A. B. and Masters Degrees at the University of Pennsylvania. I subsequently moved to California in 1951 and completed a doctorate at the University of California at Berkeley in 1956, and embarked upon a career in educational administration. I departed from this career in 1963 for five years to become engaged in community development in the City of Oakland, including three years as director of the anti-poverty program and a year as Deputy Regional Director of OEO. In 1968, I was appointed President of Merritt College.

B. The College

Merritt College was formerly the liberal arts branch of the old Oakland City College, but has been a comprehensive institution since 1964, when Oakland joined with its five surrounding communities to form the new Peralta Community College District. We enrolled 9,000 day and evening students during the past school year, about 2/3 of them full-time day students. The College is located in a low-income, predominantly Black neighborhood of North Oakland in a 60 year old high school building constructed to serve 1500 students, which has been

augmented by more than 100 portable classrooms on a 9-acre site.

Our enrollment is about 35% Black, about 2% Latin- and Mexican-American, and about 10% Asian, predominantly Chinese students recently migrated from Taiwan and Hong Kong. The remainder of the students can be characterized primarily as white radical youth, many of whom are spilled over from the Berkeley Campus of the University of California, a mile away.

More than 60% of our students are from low-income families, an equal number are over 21 years of age, and about 40% are married. We can accurately be described as an open-door, community-oriented college which is serving all of the peoples' children.

We have a 30% minority faculty and administrative staff, the highest such percentage in the State for a public college.

C. Special Programs

Our institution has been relatively successful in grantsmanship, and as a result, we have a number of specialized programs and innovative activities addressed to meeting our principal challenge, i.e., strengthening the holding power of our institution and making it relevant to the new constituency of low-income and disadvantaged students. Five of these special programs are supported by federal grants:

1) Our Inner-City Program enables us to operate outreach centers in two of the low-income target areas of Oakland, extending our instructional and cultural programs to these areas which have traditionally been out of touch with our institution. This program also includes the operation of a Student Service Corps, a variation of our on-going Work-Study Program which places students in assignments with self-help, target area community development groups, and which is closely related

to instruction in our ethnic studies programs. This activity will soon be carried on with local funds as the federal funds expire momentarily.

2) Our New Careers Program, supported by Department of Labor funds, permits us to offer training to 155 low-income adult students, heads of households, who work half-time for a dozen public agencies in Oakland, where they will become full-time employees in two years.

3) We have received a small grant from the National Endowment for the Humanities to jointly plan with the Berkeley Schools District a comprehensive program of instruction in Afro-American Studies, from elementary grades to the community college level, in order to eliminate overlapping, non-coordinated program activity and to strengthen the development of teaching materials in this field.

4) We have received a small grant under the new federal program to serve disadvantaged students, which will be used primarily to provide supportive services for a pilot program with the University of California. This program allows 100 of our low-income and minority students to enroll in one course per quarter at the University for which we get credit. Its purpose is to raise the levels of aspirations of these young people and introduce them to the environment of a four-year institution. Our students in four quarters have established grade point averages equal to those of the University's overall lower division students.

5) We have received a planning grant under the new Cooperative Education Program, which will permit us to establish placements in the private and public sectors of the community for students to be employed for a half year, after which time they will return full-time to the campus for a half year.

In addition to these federally-supported programs, we also operate an extended opportunity program with funds provided by the State of California, involving the provision of tutoring, specialized counseling and remediation activities. We are also operating a program through a Ford Foundation Grant which enables us to work intensively with minority high school students coming to Merritt to prepare them for enrollment in transfer curricula, followed by intensive counseling and guidance of selected minority transfer students while at Merritt, ultimately leading to participation in pilot programs such as that with the University of California, which has now been extended to a nearby four-year State college. Finally, we were the first community college in California to provide on-campus day care services for the children of low-income students, through a small private foundation grant. This program is an extension of our training program which prepares day care center para-professionals. We hope to be able to continue it through the use of HEW funds when our private grant expires in December.

D. Curricular Problems

Recognizing that our principal problem is that of having inadequate resources to serve the total needs of our heavily impacted low-income student body, (the 92 community colleges in California serve over 90% of the low-income and minority students in higher education but receive less than 25% of the State dollars expended for higher education), we also face some very specific problems:

1) We have not been able to develop a completely comprehensive program in the vocational-technical areas of our curriculum, and find ourselves still offering about 90% of our courses in the liberal arts field. This is partly due to a lack of adequate facilities, but is also due to a lack of adequate financial support to add these specialized, expensive programs, which involve a great amount of equipment and small

class loads.

2) We are not able to provide adequate specialized occupational counseling for our students who are not going on to four-year institutions, partly because of resources and partly because most of the traditional counselors are not properly oriented toward the world of work and are not knowledgeable about the specialized occupations for which we offer training. We hope to develop an EPDA Program to remedy this situation.

3) We also suffer from the lack of a remediation program, which is directly related to inadequate staff and to a lack of specialized equipment for teaching remedial reading and language development.

4) The crux of our problem, however, is the inadequate holding power of the institution, which is partly related to a lack of relevant instruction, but basically related to our inability to provide the necessary services, i.e., part-time jobs, financial aids, tutoring, free textbooks, free meals, which determine whether a student can survive our institution or not.

E. The Role of the President

I find myself playing three major roles as the President of Merritt College. First of all, I serve as the principal initiator of new program ideas and the college specialist in grantsmanship, partly due to the lack of staff to whom to assign this responsibility, and due to my own experience and background in this field during my community development years. I also serve as the principal negotiator of conflicts and problems involving the faculty, students, and non-teaching personnel, both intra-college and externally. In this role, I serve as chairman of the college governance structure. Finally, I serve as the primary interpreter of programs, problems and college issues to the community-at-large,

to special interests in the community, as well as to the Superintendent of our District and the Board of Trustees.

F. Reactions to Community College Act of 1969

There are a number of essential features of the proposed legislation under consideration at this hearing. I strongly support the concept of general aid, as opposed to specialized program support, in that local colleges will be able to determine their own priorities and develop balanced programs.

Secondly, I endorse the feature which would earmark a portion of the money for demonstration and pilot programs. This is critical if we are to foster any improvement in the way that we are doing things in this vastly expanding field, and if we are to take advantage of the flexible, responsive nature of these community-based institutions.

Thirdly, I endorse the creation of a separate bureau within the Office of Education, not only to coordinate the programming which would be stimulated by the new legislation, but in order to give formal recognition to community colleges as the major segment of higher education, in terms of the number of students served.

Lastly, my community development experience leads me to endorse the establishment of a national advisory committee, in order to protect the program from the possible rigidity of an all-professional operation, and to guarantee continuous feedback from the program's lay constituency as to needs and priorities.

The passage of this legislation will go a long way in helping my kind of institution to remain viable and to meet the needs of those it purports to serve, but without having to compete with our neighbor, the University of California, for precious resources.

7/20/70

Senator WILLIAMS. We have Dr. Muirhead, and I wondered if we could—do you have a time problem?

Mr. BASSIN. No.

Senator WILLIAMS. Could you gentlemen remain, and we will have Dr. Peter Muirhead, who is Associate Commissioner of Higher Education from the U.S. Office of Education. Do you mind?

Dr. SMITH. No, not at all.

Senator WILLIAMS. Dr. Smith, you can standby, too?

Dr. SMITH. Yes.

Senator WILLIAMS. Dr. Muirhead?

STATEMENT OF DR. PETER P. MUIRHEAD, ASSOCIATE COMMISSIONER FOR HIGHER EDUCATION, U.S. OFFICE OF EDUCATION, ACCOMPANIED BY ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION, AND JULIETTE N. LESTER, COMMUNITY COLLEGE AFFAIRS OFFICE

Senator WILLIAMS. We are opening with the touchdown pass.

Dr. MUIRHEAD. Which one is the lonely end?

Senator WILLIAMS. We appreciate the time. This was extraordinarily early time, and I am sorry we didn't reach you.

Dr. MUIRHEAD. Thank you very much, Senator Williams.

Senator Williams and members of the subcommittee:

It is indeed a pleasure to appear before you this morning to testify on S. 1033 and to provide further information on the provisions of the career education programs as contained in title VII of S. 3636, the Higher Education Opportunity Act of 1970, which represents the recommendations of the Administration. Both of these bills are evidence of a serious commitment for the improvement of postsecondary education opportunities and a recognition of the essential contributions of community colleges to our higher-education structure.

According to the Carnegie Commission on Higher Education Report, "The Open-Door Colleges: Policies for Community Colleges:"

> Occupational programs must be available to offer a wide variety of courses designed to prepare students for the world of work. These should include two-year associate-degree programs, one-year certificate programs, and short-term training and occupational renewal programs. Flexibility in the offerings must be sought so that occupational programs will adjust to changing manpower requirements; and a career-ladder approach, which will enable the student to obtain more advanced training as a working adult, should be encouraged.

The most accessible institution of higher education—geographically, financially, and academically—is the community college. But if we are to encourage the more than 1,000 community and junior colleges to assume new educational tasks, such as the proposed career education program, as well as accept the unprecedented enrollments projected for these schools in the 1970's, additional support from all sources, including Federal, is essential.

In encouraging career education programs at the postsecondary level, the Administration has chosen to emphasize instructional programs that will more realistically meet the challenges of future occupations. For, as President Nixon said in his message on higher education opportunities on March 19:

Two-year community colleges and technical institutes hold great promise for giving the kind of education which leads to good jobs and also for filling national shortages in critical skill occupations.

By "career education programs," we mean instructional programs at the postsecondary level which are designed to prepare students for entry into or advancement in positions in new clusters of occupations related to needs of society in the 1970's and 1980's. We would hope that these programs would provide valuable career-ladder opportunities for students of all ages, offering education opportunities for those persons enrolled in programs which do not require a baccalaureate degree, and at the same time offering the opportunity to go on to 4-year college and even to graduate and professional schools.

I would like to summarize very briefly the Administration's proposal which would provide grants to States to develop and establish career education programs in critical skill areas in institutions of higher education, and particularly at comprehensive community and junior colleges.

PROVISIONS OF THE PROGRAM

Title VII of the Higher Education Opportunity Act of 1970 would create a new program of career education in the Office of Education. The program would be carried out through formula grants to the States to pay for part of the cost of starting career education programs in critical skill areas, as defined by the Secretary of Labor, at institutions of higher education. And I reemphasize "particularly community colleges."

Every State would be eligible for a basic grant of $1 million a year, with additional funds allocated on the basis of population. The first-year authorization would be $100 million in fiscal year 1972.

Federal funds could be used to pay up to 50 percent of the additional equipment and operating costs of career-education programs over the costs of non-career or general-education programs.

Each career education program would be eligible for Federal funds for 3 years.

State agencies would determine which institutions and programs would receive Federal funds.

Institutions eligible for aid would include community or junior colleges, public or nonprofit vocational-technical institutes, branch campuses of 4-year colleges, and the 4-year schools themselves.

Under the proposed legislation, the Secretary of Labor would submit a list of occupational skills, which would require an expansion of present educational programs to meet future requirements in these occupations, both nationally and locally. This list would serve as the basis for the development of training programs under the proposed title VII.

Community colleges, technical institutes, and other postsecondary institutions have the potential to provide programs in manpower-deficient fields. But they face the additional costs of starting such special training programs, as compared with general-education programs.

Recent projections by the Department of Labor indicate that requirements in such fields as engineering, urban planning, computer

technology, police-and-fire science, environmental technology, and similar fields will continue to expand rapidly in the 1970's. To meet their commitment to improve, develop, and establish career-education programs, many institutions need special funds.

In high-technology areas, it typically costs community colleges half again as much to provide occupational training as to provide general-education programs. Among the reasons are: smaller teacher-student ratios in laboratory work, higher per-student facility maintenance, more costly materials and supplies, maintenance, repair, and replacement of sophisticated instrumentation equipment and machinery, and frequently higher salaries for technically competent faculty.

In Arizona, for example, where the community colleges have also been designated the area vocational schools, a community-college district reports a cost of $880 per pupil in their general-education program, as compared with $1,200 per pupil in the occupational program. Even the startup costs of occupational programs vary widely.

The Administration proposal would pay half of the additional costs of approved programs.

While we are emphasizing community colleges in title VII—and most of the funds are expected to go to them—this proposal is not exclusively for community colleges. All institutions developing postsecondary occupational programs will be eligible for participation. Some States have chosen to assign major responsibilities for postsecondary career training to technical institutes or components of 4-year institutions. And such programs, of course, also deserve support.

There is already growing evidence that occupational trends and educational requirements are not parallel. The National Advisory Council on Vocational Education in its July 15, 1969, first annual report stated it very well. The report said:

> The number requiring a liberal arts college education, while growing, is increasing far less rapidly than the number demanding a technical skill. In the 1980's it will still be true that fewer than 20 percent of our job opportunities will require a 4-year college degree.

Returning again, if I may, to the recent report of the Carnegie Commission on Higher Education, "The Open-Door Colleges: Policies for Community Colleges," it also emphasizes that occupational programs should be allowed more support and status within community colleges.

I would like to underscore one of the goals for community colleges set by the Commission to be reached by 1976:

> Adaptation of occupational programs to changing manpower requirements and full opportunities for continuing adult education.

The Carnegie Commission further recommends "coordinated efforts at the Federal, State, and local levels to stimulate the expansion of occupational education in community colleges and to make it responsive to changing manpower requirements."

We agree that State and local support for occupational education is essential if we expect the postsecondary training programs to have the continuity they require. In addition, we favor the Commission's

stress on flexible programs and a career-ladder approach in occupational education.

We recognize the financial demands placed upon all higher education institutions. I would reemphasize, as the administration's previous testimony will show, that community colleges will share in the other provisions of the Higher Education Opportunity Act of 1970—for example, in the National Foundation on Higher Education grants and mostly in the student financial assistance programs—a point that I hope I will have an opportunity to illustrate when we have our back-and-forth discussion, Mr. Chairman.

We also recognize that career-education programs are by no means the exclusive province of 2-year institutions.

Turning to S. 1033, we would like to emphasize that the net result of that legislation could be to isolate community and junior colleges from higher education rather than to provide an integrated, team approach, which we believe is necessary for both 2-year and 4-year institutions.

I would like to call the subcommittee's attention to specific problems the administration has with S. 1033:

(1) It authorizes higher levels of expenditures than can be expected to be requested or appropriated for fiscal years 1971 through 1973.

(2) It would expend funds on construction and general aid instead of targeting funds on high-priority programs or activities.

(3) It directs that a Bureau of Community Education be established within the Office of Education to administer all the programs affecting community colleges.

Since this provision emphasizes sort of a separatism of the junior colleges from the 4-year institutions, we do not feel that their interests would be effectively served. We recommend, instead, that we direct our attention to community and junior colleges in the existing Bureau of Higher Education, where both a flexible and integrated approach to their needs is possible.

I would like to call to the subcommittee's attention that since January of this year, the Office of Education, in cooperation with the American Association of Junior Colleges, has held a series of Federal programs workshops in selected cities across the Nation. Ten such regional workshops have been extremely well attended by community college representatives, and eight more are planned for this year.

(4) S. 1033 requires development of statewide community college plans for the improvement, development, and construction of comprehensive community colleges in such areas as personnel and tuition.

Again, I would stress that community colleges, as the record will show, have increased their participation in personnel-training programs, for example, and in the student financial-aid programs. While we oppose a separate administrative bureau for the community and junior colleges, at the same time, within the restriction of available funds, we intend to continue to strengthen their participation in program areas. While we are in accord with the need for statewide community college planning, it should be a part of general higher education planning in each State.

We feel that the priority at this time, as I have previously stated, is for a program which will assist the States and all the postsecondary institutions located therein in improving their occupational education.

(5) S. 1033 establishes a National Advisory Council on Comprehensive Community Colleges to be established to represent community colleges and to advise the Commissioner of Education on matters relative to the administration of the act.

Since the community colleges' growth, both in student enrollment and in number of institutions, has been so dynamic, we would recommend that in the existing organizational structure within the Office of Education that a National Advisory Council on Community Colleges should be appointed to advise the Secretary and the Commissioner of Education under existing authority. Such a council would aid in planning appropriate priorities on community college activities throughout Office of Education programs without creating a separate organizational structure to administer all community college programs.

Since we favor a flexible and strengthened organizational arrangement for community colleges within the existing Bureau of Higher Education, rather than a separate Bureau of Community Education, as proposed in S. 1033, I would like to call to the subcommittee's attention the following table, showing Bureau of Higher Education funds awarded to 2-year colleges for fiscal years 1969 and 1970.

Mr. Chairman, with your permission, I should like to insert this table for the record.

(The table referred to follows:)

Bureau of Higher Education Funds Awarded

	FY 1969	FY 1970
Upward Bound	$ 935,823	$ 950,713
Talent Search	254,000	293,699
Student Special Services	-	2,189,000
Developing Institutions	6,900,000	7,054,000
Faculty Development Training Program, Institutes (EPDA, V-E)	130,643	941,652
Facilities Construction, HEFA I	75,470,521	40,365,372 1/
Facilities Construction, HEFA III	2,113,000	-
Facilities Construction, Interest Subsidy, HEFA III	-	299,962 2/

For FY 1970 approximately 74 percent of EPDA fellowships under Part E went for training of community college teachers.

In addition, we are requesting a waiver of the 5 year restriction for community colleges under the Developing Institutions Program so that greatest numbers can participate.

When construction was reduced last year, a special priority was put on community colleges. In 1970 they received 55 percent of all higher education construction funds.

1/ The decline of FY 1970 construction support is explained by a decrease in appropriated funds. Total funds obligated under HEFA, Section 103 and 104 were $222.2 million in FY 1969 as compared to $73.2 million in FY 1970.

2/ Total volume of loans subsidized is $13,898,000.

Dr. MUIRHEAD. It shows a number of significant programs in the Bureau of Higher Education. And let me share with you some of the highlights of the table.

For fiscal 1970, approximately 74 percent of the fellowships awarded under the EPDA went for training of community college teachers.

In addition, we are requesting a waiver of the 5-year restrictions for community colleges under the developing-institutions programs, so that greater numbers can participate.

When construction was reduced last year, a special priority was put on community colleges. For example, in 1970, they received 55 percent of all higher-education construction funds.

We have additional data for your consideration on the participation of community colleges in the student-aid programs. And I can point out to you that this table will show that the community colleges participate and participate very vigorously in such programs as the college work-study program, the education opportunities grants program, and the national defense student-loan program.

(The information subsequently supplied follows:)

	Fiscal year 1968	Fiscal year 1969
College Work-Study Program (HEA IV–C):		
Funds	$20,518,840	$26,872,551
Students	54,560	58,100
Educational Opportunity Grants Program (HEA IV–A):		
Funds	$7,016,633	$11,176,650
Students	18,089	29,935
National Defense Student Loan Program (NDEA II):		
Funds	$4,571,894	$7,536,379
Students	22,010	26,643

It should be noted that legislation for some BHE programs specified that a certain percentage of program funds be awarded to junior colleges. More specifically, 23 percent of funds appropriated to the developing institutions program are reserved for 2-year colleges. Also, 24 percent of appropriations to the HEFA I construction program are required to be allotted to public community colleges and technical institutes. The actual figure, as noted earlier, was 55 percent in 1970 and will be 100 percent in 1971 if the reported education-appropriations bill now before the Congress becomes law.

I would like to comment further on some of our efforts to increase the participation of community colleges in existing higher-education programs.

In the Division of College Support, for example, under the faculty development training program (EPDA, V-E), 22 of the 92 awards in fiscal year 1970 were made to junior colleges conducting institutes. In fiscal year 1969, only three such awards went directly to junior colleges.

It is also important to note that training institutes to train junior college personnel are conducted at all types of colleges, and were funded at close to $2 million in fiscal year 1969, and at over $2.6 million for fiscal year 1970.

In addition, under the fellowship program made possible by the Education Development Act, a total of 318 fellowships for junior college personnel were awarded in fiscal year 1969. In fiscal year 1970, with an increase of 348 fellowships, 666 such fellowships were awarded.

The Division of College Support also recently announced awards in support of the cooperative education program for institutions of higher education. Fifteen of the 74 grants, amounting to almost 25 percent of the $1.54 million appropriation, went directly to community and junior colleges. In this case there was no specific set-aside, but the funding reflects an attempt to implement one of the recommendations of the Department's task force report on junior and community colleges, issued in April 1969.

In summary, we would agree that the States should be assisted in providing postsecondary education. We believe our proposal is more realistic than S. 1033 in terms of the total needs of higher education and to target funds on high-priority objectives.

We believe that there is a broad agreement on the need to increase the opportunities for higher education and, within the framework of that goal, that an immediate need is to assist the States, and the postsecondary institutions located therein, in developing their occupational-education programs for citizens of all ages. To accomplish this aim, we urge the enactment of the Higher Education Opportunity Act of 1970, including the career education program.

That act is now before this committee. Particularly do we urge the educational program which is part of that act.

I would be pleased to try to respond to whatever questions you might want to address to me.

Senator WILLIAMS. Dr. Muirhead, certainly the President of the United States is to be commended for the broad philosophical approach of trying to reach to the communities of our Nation, to accurately evaluate their needs and serve those needs within the capabilities of the Federal Government.

We have community college legislation before us. It is sponsored by just about one-third of the Senate, as you know.

Dr. MUIRHEAD. Yes.

Senator WILLIAMS. I would say that those of us who are sponsors of this community college bill do feel that in this developing area of education, this level of postsecondary education, we really feel we are responding to the fully expressed needs of our communities.

I wonder whether the Office of Education has had the opportunity to follow the President's philosophy of listening to the people of our country in this area of education through the comprehensive community college.

What do you hear from the communities about this legislation? Do you hear anything?

Dr. MUIRHEAD. We hear a good deal from the communities about this legislation. And much that we do hear is in commendation of the legislation that is now before you.

Senator WILLIAMS. Is what?

Dr. MUIRHEAD. Is in commendation of it.

I should like to indicate that we have a good deal more in common than in differences in addressing ourselves to the problems of higher education. And I would like to underscore, if I may, that the administration's position in support of higher education, and particularly in support of community colleges, is very well illustrated in the Higher Education Act.

That act would extend for the first time in our history an opportunity for every young man and young women who comes from a low-income family to seek a postsecondary education according to his needs. And the provisions of the Higher Education Opportunity Act is particularly well suited to the goals and purposes of community colleges.

I call to your attention that the Higher Education Opportunity Act would provide a basic support level for all young men and young women in this Nation coming from low-income families. And we have measured that by young men and young women coming from families less than $10,000. The Higher Education Opportunity Act would provide them a basic support level of $1,700, including education-opportunity grants, work-study, subsidized loans, and their own family contributions.

I submit, Mr. Chairman, that this program is particularly well tailored toward the population that the community college is now serving and will be serving, and that the average cost of community colleges would be covered by the basic support provision of the Higher Education Opportunity Act.

I make a particular point of that, Mr. Chairman, because there has been considerable criticism of the level of support that is being provided under the Higher Education Opportunity Act, because it does not meet the cost of education at private institutions, and indeed, does not meet the cost of education at higher-priced public institutions.

But it is right on target insofar as the community college is concerned.

In summary, then, the Higher Education Opportunity Act is directed at the administration's priority of opening up postsecondary opportunities for low-income families. The act would assure that young people going to community colleges would be assured of enough support to meet the costs at community colleges. And we probably cannot say that about any other facet of the higher-education institutions in the Nation.

Senator WILLIAMS. I am just getting filled in on the entire Education Act, which the Department has already testified on before this committee. This hearing, of course, was called to hear and discuss the community-college bill.

I will say, Doctor, your feeling that the other legislation that will be, or is, part of the Higher Education Act, that it is of great benefit to the community colleges, doesn't register very much on the community-college people.

Do you appreciate that?

Dr. MUIRHEAD. I do appreciate that. But I think we just have to make greater effort to see to it that it is understood.

Mr. Chairman, the reason why I refer to the other piece of legislation before the committee is that it does represent the administration's priorities. And also within that act there is a priority identified that is clearly focused on community colleges—the matter of identifying as a high priority the support of career-education programs.

Senator WILLIAMS. Now we can zero in on that, and that is responsive to my responsibility as the acting chairman on this hearing on community colleges.

You quoted in two or three parts of your testimony from the Carnegie Commission, Open-Door Colleges, this magnificent report published in June this year.

Let me read page 1, under "major themes." The report has the following major themes. I will skip No. 1, dealing with the numbers of community colleges.

No. 2 says that the Carnegie Commission favors the comprehensive community college with academic, occupational, and general-education programs, as against more specialized 2-year colleges, that the comprehensive college provides its students with a wider range of options.

Now, this is what the Carnegie Commission favors. You have selected out for very favorable reference part of the Carnegie Commission's report.

Now, it seems from what you have said here this morning that the administration only wants to bring its attention to bear on the occupational aspects. You call it the Career Education Program.

Now, that comes through to me. And I think I have accurately reflected the administration's view.

Dr. MUIRHEAD. Yes, you have.

Senator WILLIAMS. Well, I think the President's message is consistent, the President's message of March 19. I think it is consistent with that, even though the President raised broader hopes in the very first paragraph, when he said that no qualified student who wants to go to college should be barred by lack of money. That has long been a great American goal.

I will say that even on the first page the President stated that he proposes to create a career-education program funded at $100 million in fiscal 1972, to assist States and institutions in meeting the additional costs of starting new programs to teach critically needed skills in community colleges and technical institutions.

Now, I suppose we could spend time to break that apart on where the 100 million will go in terms of community colleges and technical institutes. I don't know if we want to ask the time for that, to tell you the truth. We will see.

Then there are other statements which reflect a consistency, such as:

> Two-year community colleges and technical institutes hold great promise of giving the kind of education that leads to good jobs and also for filling national shortages in critical skill occupations.

You express my viewpoint, having worked with educators in this field for well into the second year now. The genius of the community college is not that it does offer vocational and occupational skill

training. That, of course, is a significant part. But that word "comprehensive," going back to Carnegie, going back to our bill, going back to the testimony of presidents from coast to coast yesterday, from the State of Washington, to an eminent educator, president of Brookdale College in New Jersey, and a lot in between. And here we have Merritt College in Oakland the New York Community College represented here this morning.

I get the impression that they feel that they are in loco parentis with the developing community college, and its nobility is not because it has vocational education in it, that is only part of it. Its broadness, its flexibility to reach into the community to find community needs and match curriculum and college community to that community of living needs.

This was a phrase used yesterday that was interesting. And you have read it, because I sent you all of the testimony, hand-delivered, from yesterday. It impressed me so much that I wanted you to have that, Doctor. And you received it about 5:15. It is the best night's reading you had all year.

Dr. MUIRHEAD. I assure you, Mr. Chairman, that I did my homework.

Senator WILLIAMS. I knew you would.

I asked yesterday if anybody from your Department was here. They weren't, so we trotted it down in person.

There we had yesterday a phrase that just hit us just right, too profound to judge immediately, but to think about. This is the statement—and this came from Dr. Canfield from the State of Washington—and he said:

"Our students are rebellion reluctant."

We explored that further. And somehow, and for what reasons, and that is why it is too profound to digest all at once. The testimony was uniform. The manifestations of the students, have not been reflected on the community college campuses in rebellious and violent activity, and violence out of strikes—strikes perhaps, but violence, no.

This was something that greatly impressed everybody who was here yesterday, and will continue to impress us. And if I could for just a moment ask our two college presidents that are at the ends of the table here, Dr. Smith and Dr. Bassin, does this register with you gentlemen, this rebellion-reluctant finding on the community colleges?

Mr. BASSIN. On my campus, we have had difficulties which involved strikes and nonviolent protests. We have had none of the violence that has occurred at some of the 4-year colleges around this country, so that while we have had our share of difficulties as a result of the Cambodian situation and Kent State and Jackson State, the activities basically have been of a nonviolent nature and have not involved any destruction of property or threats to persons or physical harm.

Dr. SMITH. I would say our experience has been similar. We are located in a very high crime area, and the peripheral problems of being in that area in an old building reflect upon the situation. But I think the fact that for our kind of constituent, as I described him,

over 21, almost half are married, we are so clearly the last chance for them to have an opportunity for higher education that most of them are a little more serious-minded about taking advantage of that opportunity, and don't have the desire of wanting to be involved in violence or even closing the school down.

Our institution was the only institution in the Bay Area, primarily through the leadership of our black student-government structure, to take an adamant stand against closing down the institution. They had no part of that.

That stand in itself almost precipitated some reaction from surrounding institutions like Berkeley, but I would certainly agree that our type of student has not seen fit to take a chance with his education by being involved in violence, or flirting with the ideas of closing down the institution.

Senator WILLIAMS. The student body in the community colleges that I am familiar with, the selection of the population is just about as broad as life in the area they represent.

At Merritt, you have a great number of students from minority groups, don't you?

Dr. SMITH. Yes, we are about half minority. And as I pointed out, that runs the range from black, to chicano, to almost 1,000 Chinese just here from Hong Kong.

Senator WILLIAMS. Almost by definition—they do not have the advantages of many people, and therefore they have to be brought up in many areas, including occupational skills and careers.

Just let me get this understood, now. I get the impression that your college—and you want it this way—is a lot broader than fitting them educationally for a job.

Dr. SMITH. Yes. That doesn't say that we have as strong an occupational program as we would like to have. Within the district we have a balance. All three of our colleges are comprehensive.

As I said we started out as a liberal-arts college, and in 5 years have not reached the balance we would like to have. We are still about 90-percent liberal-arts. But the feeling of our constituency, which is low-income and target-area population, is that they want their young people and their young adult students to have the broad opportunity reflected in more than technical education.

Our other college across town, Laney, started out as an all-vocational and technical college, and still is suffering in terms of its appeal and its attraction to minority students because of that stigma, if I might describe it that way. And they, of course, have come to the point of being about 60-percent liberal-arts and 40-percent trade-and-technical.

But this is a factor that is clearly involved. And my testimony, I would hope, would make it clear that we feel the importance of having comprehensive legislation and having general assistance that we at the local level can use to determine our own needs and priorities. Otherwise, we are going to be right back as we have become at the elementary and secondary level, with imbalances in programs based on what somebody in Washington thinks is our priority.

Dr. MUIRHEAD. Mr. Chairman, I would like to respond.

Senator WILLIAMS. I appreciate your sitting through this exchange. But I think it is good.

Dr. MUIRHEAD. I think it is excellent. And I would like to respond by expressing first of all my gratitude to you for making available so very promptly the testimony that you heard from the distinguished witnesses that appeared before you.

I would like to say also—and I can say this possibly with better grace than anyone else, certainly with better grace than the Chairman—that some of the most ringing statements I did read were contained in the Chairman's own opening remarks, and also in the copy of the remarks which he made when he introduced his bill.

Mr. Chairman, as I said a moment ago, our goals are toward the same end. But there are possibly many roads to Rome.

We subscribe wholeheartedly to the concept that you have stated so very well, that the community college is a comprehensive institution, and because of that it is unique in the higher education structure in the United States.

I also would like to indicate that the proposal that we are supporting—the support of career-education programs—is intended to support the very type of diversity that you have expressed so well this morning, and in areas leading to jobs that do not carry with them the unfortunate connotation that too often is attached to "vocational education."

It is a program that is directed toward the support of jobs that will be related to the increasing technological development of this Nation in the years ahead. Jobs that will be related to the increasing need for additional paramedical services in the years ahead. Jobs that are of a very high level. Respectable, and not dead-end jobs. Jobs that will permit young people to come in and out of the education system and progress up a career ladder.

With that, we are in complete agreement, I think.

Our point—and I reiterate it—is that at this particular time it would seem advisable to identify priorities in support of community and junior colleges. And, as I see it, the three priorities that would seem to be paramount at this juncture would be, one, to see to it that an educational opportunity is provided for young people, and that we break down the barriers of financial inability that too often have characterized higher education in this country. This is particularly true in community colleges, because they do serve a rather significant proportion of young people from low-income families.

So our priority is to see to it that first of all the door to education opportunity is open to all who can benefit from it and, two, that we use the Federal resources to stimulate the type of career-education development that the 1970's and the 1980's will need. Community colleges, must see to it that they are not restricted to providing programs leading to the liberal arts degree, that they provide many, many other opportunities for young people.

So we have selected that area of the comprehensive pattern of the community college that will assist them in providing opportunities for a worthwhile career-ladder job that will fit the needs of society in the 1970's and 1980's.

The third priority that we would like to emphasize—and I am sure the Chairman would, too—is that we must encourage change and innovation in higher education. We must encourage it particularly in the community colleges, because they are going to play such an important role in higher education in the years ahead. We have an opportunity to do so through such programs as the Foundation for Higher Education.

So I return to the point, I think, that I made in my opening statement, Mr. Chairman, that we support the concept that the community colleges will play a very important role in the years ahead. As you have said, they very well may be the catalyst for change in the years ahead.

We feel the most effective way to do that is to identify the priority, that of equal education opportunity, that of supporting the comprehensive nature of the program in the community colleges, and that of encouraging innovation and change.

Senator WILLIAMS. I appreciate that statement, Doctor.

Coming back now to the more specific thrust of the details of your statement and its emphasis on critically needed skills in community colleges and technical institutes, that is not part of this bill, but that $100 million would go, to what part we don't know, but critically needed skills, and in another area, in the President's words, "filling national shortages in critical skill occupations."

You talk about the educational opportunities. Are these occupational skills, broadly speaking—are they skills that are in the areas of technical skills?

Dr. MUIRHEAD. In large part, and as with the case with so many things in our society, they will change in the years ahead. We are thinking of occupations that are related to our developing technological competence. We are thinking of occupations that will be related to providing assistance in certain professions—engineering, teaching. We are thinking of skills that will be needed if we are going to provide in the years ahead the type of health services that this Nation needs. There will be many, many jobs that will be needed to supplement and complement the work of doctors and nurses.

Senator WILLIAMS. I will say, as we keep centered for a moment on occupational thrusts of your response to our comprehensive community-college program, proposed here in the legislation, this will register in part most favorably with Dr. Norvel Smith, of Merritt College in Oakland, who will stress that it is limited in funds to being 90-percent liberal arts, and would like within the comprehensive intent of education to be broader than that and to have more facilities for furthering education careers.

Am I right, Dr. Smith?

Dr. SMITH. That is true.

Senator WILLIAMS. So that is an encouragement to you in part.

Dr. SMITH. Yes, it is encouraging until I look at the $100 million figure.

Senator WILLIAMS. Of course, that had to be the next question.

Dr. SMITH. That $100 million would just about meet the needs of our 92 colleges in California. That wouldn't leave much for New Jersey.

Senator WILLIAMS. Now, I have to respond here. The 92 colleges you mentioned in California are community colleges.

Dr. SMITH. That is right.

Senator WILLIAMS. You are hypothesizing that it is all for community colleges. That is only true in part. Some is for technical institutes. So reduce that, and even you are not getting as much.

Dr. SMITH. That is true.

Dr. MUIRHEAD. I think, Mr. Chairman, that it is fair to point out that I said this was not only for community colleges. But as the Carnegie Commission report points out, the number of students who are enrolled in 2-year occupational programs is overwhelmingly to be found in the community colleges.

There are, of course, branch campuses, and there are 2-year programs at 4-year institutions.

The main thrust of this program will be directed toward community and junior colleges.

I happen to have before me a table from the Carnegie report, showing the enrollments in 2-year programs in community colleges, as compared with private junior colleges and 2-year branch institutions. And more than 90 percent of the students are enrolled in public community junior colleges.

I think that we should support career-education programs wherever they can be found.

Senator WILLIAMS. Let us sort of start in our conclusion, Dr. Muirhead. I will say that it would be good for this committee and for the record of our committee to talk with you at greater length.

Were you in the office on that significant day—was it October of 1958?—when the National Defense Education Act was signed into law?

Dr. MUIRHEAD. I came to the Office in November of 1958 to help launch the NDEA, and that was a great moment.

Senator WILLIAMS. That was—that really was our national takeoff and national attention to higher education, wasn't it?

Dr. MUIRHEAD. You are very right. And we have seen a great development in the period since then.

Senator WILLIAMS. You know, it is very interesting. The National Defense Education Act——

Dr. MUIRHEAD. Yes.

Senator WILLIAMS. You know, if you do examine some of the programs that were supported by the National Defense Education Act, it was very hard to find a clear line between the education and the defense in terms of military defense. Am I right?

Dr. MUIRHEAD. You are very right. And you know, Mr. Chairman, the National Defense Education Act was passed in the wake of the SPUTNIK development. And I think there we were very much aware at that time that our science activities and our foreign-language activities in the schools needed to be shored up, and shored up immediately.

I think it is to the everlasting credit of the Congress of the United States that as the years have progressed, they have looked upon the NDEA as an act in support of all education and not restricted to particular categories.

Senator WILLIAMS. The Congress appreciates that, and we certainly don't want to rest upon that achievement. We want to build on that achievement.

Dr. MUIRHEAD. By all means.

Senator WILLIAMS. I would like to quote once more from the President's statement of March 19. He says of these colleges, referring to community colleges:

> These colleges, moreover, have helped many communities forge a new identity. They serve as a meeting ground for young and old, Black and White, rich and poor, farmer and technician. They avoid the isolation, alienation, and lack of reality that many young people find in multi-universities or campuses far away from their own communities.

Well, that couldn't describe better to me what I consider the genius of the community college, the President's words I just read.

We have, I gather, no disagreement in ends here on this committee. And I can speak for more than myself, one-third of the Senate who sponsored the community-college bill before us. We have no disagreement with the administration on ends. I get that from the President's statement.

Dr. MUIRHEAD. Yes.

Senator WILLIAMS. Means get in the way.

Dr. MUIRHEAD. Yes.

Senator WILLIAMS. I just wonder if we won't be able to think this through within the next few weeks, maybe months, that perhaps the means will be there when this community-college legislation has run the full legislative track, because the country is getting that little glimpse of sunlight at the end of the tunnel of inflation, recession, all darkened ominously by a war. And we see the little bit of light at the end of the tunnel on coming out of war. And with all of that, perhaps those means will be more readily available, and we will be thinking of priorities, and in the selection of priorities, new resources for our people's needs right here at home. And education certainly will be in a strong position for consideration with the health needs of our country, education, housing—education will be right up there with the others.

Perhaps after the legislative track is run on this authorization, with a brighter day, the means will be there. But even if the means are not there, let us be ready for when they are. That is what I am suggesting. I am not asking for a categorical "no," or a "yes," because I know——

Dr. MUIRHEAD. Mr. Chairman, your very eloquent statement is one that I hasten to applaud. We share with you the concept that the community college is a dynamic and a significant part of higher education and that it will play an even more important role in the years ahead.

I would say that we have the same ends in view. I personally believe that the first way to accomplish those ends, however, is to address our attention to seeing to it that our best get a chance to do their best, that we give an opportunity to young people to get on with their post-secondary education.

The unfortunate thing, as you know so very well, Mr. Chairman, is that we are very far removed from that goal today. For a young person with promise, if he comes from a family of a low-income level, his chances of going on beyond high school are probably about three out of 10, but if by the advantage of genetics he comes from a family that is well-to-do and has no more ability than the other youngster, his chances of going to college are eight out of 10.

I maintain the first priority facing this Nation is equal education opportunity. With that in mind I would urge, Mr. Chairman, that you in your very important role here as a member of this committee and chairman of this special committee, would see to it that the President's goal—that no qualified student who wants to go to college, including community college, should be barred by lack of money—becomes a reality.

And I submit respectfully to you, Mr. Chairman, that that is the first priority facing the Nation.

Senator WILLIAMS. I appreciate that. We are sitting at the Education Subcommittee, and I am just the acting chairman at the generosity of Senator Pell.

It is our feeling—and I have spoken aside here to Mr. Wexler, the counsel for the Education Subcommittee, and he expresses my feelings, too—that full funding of the programs that we have is not only wholly consistent with what we have struggled to achieve—this is what you are talking about—well, work, study, manpower, and many of the other programs, the economic-opportunity grant programs, and the NDEA loans.

We have had—and here, again, we are talking about means, because the ends we have authorized, and we will continue to authorize. The means are the appropriations.

And, you know, I will say the Congress has wanted to place a higher priority and therefore more completely fund through appropriations than the administration has been willing to accept.

So your objective, you state it right. But then it comes down to means.

Dr. MUIRHEAD. I would like to say respectfully, Mr. Chairman, that in the legislation that is before you, the Education Opportunity Act, the administration is putting its money where its mouth is. We have here a clear, ringing endorsement of a proposal to open up education opportunities for students from low-income families. In testimony before this subcommittee I have pointed out that the administration is willing to support a program that will target funds on low-income students. In a rather unusual procedure, the administration appeared before you in seeking legislation which you might authorize, and at the same time shared with you the appropriation request which the administration would ask for in 1972. That appropriation request is sufficient to see to it that every young person coming from a family under $10,000 will be assured of a basic support level. That is the first time that we as a Nation have been able to make such a ringing commitment toward the equal education-opportunity objective.

Senator WILLIAMS. I am reminded that we have, as you suggest, from Mr. Finch and so forth—they have gone on to other activities.

[Laughter.]

Senator WILLIAMS. We have gotten into this very comfortable colloquy situation.

Dr. Smith?

Dr. SMITH. I want to make one reaction to Dr. Muirhead's statement.

I would caution him against overemphasizing access as being the real solution to getting people into the system through higher education.

Through our experience at Merritt, the real problem is providing the type of programatic support that is needed once you get students into the institution so they have a chance to survive. We don't need more double open-door institutions.

So providing money for special types of recruitment is just the beginning of the problem, as you will find when you get to the point where you have extended experience with open-door institutions.

The institutions need general support to provide programatic resources to those students over and above the support that goes to the individual students in the way of welfare-type support.

So don't emphasize access. That is only the beginning of the problem, getting them into the institution.

Dr. MUIRHEAD. I think the point is well taken, and it would be unfortunate if we did not recognize that young people coming from disadvantaged backgrounds need additional support to perhaps correct some of the deficiencies that they have suffered in their secondary school preparation.

I would return, if I may, Mr. Chairman, again to the splendid action of this Congress, and not only this Congress but the Congresses that preceded this, in providing a package approach to this problem. We now have a program called "Talent Search," which seeks out the young person and, hopefully, motivates him and counsels him.

We have a program called "Upward Bound," which is designed to correct some of the academic deficiencies that he has been laboring under in his secondary school, and just this year we have started a new program called "Special Services for the Disadvantaged," which provides assistance to the participating colleges to help those young people with additional counselling, additional remedial work, and additional tutoring that they need.

These are problems, and your point is very well taken. We don't live by bread alone. Just providing financial assistance to students is not in itself a remedy for these problems.

I would also submit, Mr. Chairman, that the career education program is designed to do just some of the things that you are suggesting. Help the colleges with the additional costs that they will need to provide these more costly programs, so that young people will have new career opportunities opened up to them. And you are quite right, that we can't rest entirely upon a student financial program to resolve this problem.

Senator WILLIAMS. Senator Javits was here earlier, as you know, Doctor. He did want me to request of you that if you could send to the committee your comments on his inquiry whether the manpower training program could be, in your judgment, woven into the community college bill.

Do you want to ask that?

Mr. WEXLER. Dr. Muirhead, with respect to the proposal, for community colleges contained in the two bills which we are talking about today, in the proposals on manpower under the Manpower Training Act, and also with respect to the proposals in the allied health professions amendments. Senator Javits wanted to know how those would assist the junior colleges, if there could be overlap, or how could they be used in conjunction with the proposals before this committee.

Dr. MUIRHEAD. We would be very pleased to submit a response for the record.

(The information subsequently supplied follows:)

RELATION OF CAREER EDUCATION PROPOSAL TO ALLIED HEALTH PROFESSIONS PERSONNEL TRAINING AUTHORITY AND THE MANPOWER TRAINING ACT

Programs under the Career Education proposal would in a number of instances be supplemental to the Allied Health programs. The Career Education programs are, however, much broader in scope than health and would allow the community colleges or other participating institutions to establish training programs in a wide variety of critical areas.

Since both programs would be administered by the Department of HEW, we would expect that, in practice, the Allied Health programs would in no way duplicate what would be done under the Career Education proposal.

Under the Administration's manpower proposals there would be adequate opportunity for coordination of related areas between the manpower training and career education functions. While the career education program can be considered as a part of the nation's total manpower effort, its focus is somewhat narrower than the Manpower Training Act which emphasizes a variety of techniques to meet the immediate needs related to unemployment and underemployment.

Senator WILLIAMS. I just want to say thanks to you, Dr. Muirhead, for assisting in a flexible fashion to this approach in the testimony before the committee.

Dr. MUIRHEAD. Thank you very much.

(The prepared statement of Dr. Muirhead follows:)

Statement by
Peter P. Muirhead
Associate Commissioner for Higher Education
Before the
Subcommittee on Education
of the
Committee on Labor and Public Welfare
United States Senate
Wednesday, July 22, 1970
10:00 a.m. EST

Accompanied by:
Albert L. Alford, Assistant Commissioner for Legislation
Juliette N. Lester, Community College Affairs Office

Mr. Chairman and Members of the Subcommittee:

It is a pleasure to appear before you this morning to testify on S. 1033 and to provide further information on the provisions of the Career Education Programs as contained in Title VII of S. 3636, the Higher Education Opportunity Act of 1970, which represents the recommendations of the Administration. Both of these bills are evidence of a serious commitment for the improvement of post-secondary education opportunities and a recognition of the essential contributions of community colleges to our higher education structure.

According to the Carnegie Commission on Higher Education Report, The Open Door Colleges: Policies for Community Colleges, "Occupational programs must be available to offer a wide variety of courses designed to prepare students for the world of work. These should include two-year associate degree programs, one-year certificate programs, and short-term training and occupational renewal programs. Flexibility in the offerings must be sought so that occupational programs will adjust to changing manpower requirements; and a career-ladder approach, which will enable the student to obtain more advanced training as a working adult, should be encouraged."

The most accessible institution of higher education--geographically, financially, and academically--is the community college. But if we are to encourage the more than 1,000 community and junior colleges to assume new educational tasks, such as the proposed Career Education Program, as well as accept the unprecedented enrollments projected for these schools in the 1970's, additional support from all sources, including Federal, is essential.

In encouraging Career Education Programs at the post-secondary level, the Administration has chosen to emphasize instructional programs that will

more realistically meet the challenges of future occupations. For as President Nixon said in his Message on Higher Education Opportunities on March 19, "Two year community colleges and technical institutes hold great promise for giving the kind of education which leads to good jobs and also for filling national shortages in critical skill occupations."

By "Career Education Programs," we mean instructional programs at the post-secondary level which are designed to prepare students for entry into or advancement in positions in new clusters of occupations related to needs of society in the 70's and 80's. We would hope that these programs would provide valuable career ladder opportunities for students of all ages, offering education opportunities for those persons enrolled in programs which do not require a baccalaureate degree, and at the same time offering the opportunity to go on to four-year college and even to professional schools.

I would like to summarize very briefly the Administration's proposal which would provide grants to States to develop and establish Career Education Programs in critical skill areas in institutions of higher education, and, particularly at comprehensive community and junior colleges.

Provisions of the Program: Title VII of the Higher Education Opportunity Act of 1970 would create a new program of Career Education in the Office of Education. The program would be carried out through formula grants to the States to pay for part of the cost of starting Career Education Programs in critical skill areas, as defined by the Secretary of Labor, at institutions of higher education, particularly community colleges.

--Every State would be eligible for a basic grant of $1 million a year, with additional funds allocated on the basis of population.

The first year authorization would be $100 million in Fiscal Year 1972.

--Federal funds could be used to pay up to 50% of the additional equipment and operating costs of career education programs over the costs of non-career or general education programs.

--Each Career Education Program would be eligible for Federal funds for three years.

--State agencies would determine which institutions and programs would receive Federal funds.

--Institutions eligible for aid would include community or junior colleges, public or non-profit vocational-technical institutes, branch campuses of four-year colleges, and the four-year schools themselves.

Under the proposed legislation, the Secretary of Labor would submit a list of occupational skills, which would require an expansion of present educational programs to meet future requirements in these occupations, both nationally and locally. This list would serve as the basis for the development of training programs under Title VII.

Community colleges, technical institutes, and other post-secondary institutions have the potential to provide programs in manpower-deficient fields, but they face the additional costs of starting such special training programs, as compared with general education programs. Recent projections by the Department of Labor indicate that requirements in such fields as engineering, urban planning, computer technology, police and fire science, environmental technology, and similar fields, will continue to expand rapidly in the 1970's. To meet their commitment to improve, develop, and establish career education programs, many institutions need special funds.

In high technology areas it typically costs community colleges half again as much to provide occupational training as to provide general education programs. Among the reasons are: smaller teacher-student ratios in laboratory work, higher per-student facility maintenance, more costly materials and supplies, maintenance, repair, and replacement of sophisticated instrumentation equipment and machinery and, frequently, higher salaries for technically competent faculty. In Arizona, for example, where the community colleges have also been designated the area vocational schools, a community college district reports a cost of $880 per pupil in their general education program as compared with $1,200 per pupil in the occupational program. Even the start-up costs of occupational programs vary widely. The Administration proposal would pay half of the additional costs of approved programs.

While we are emphasizing community colleges in Title VII, and most of the funds are expected to go to them, this proposal is not exclusively for community colleges. All institutions developing post-secondary occupational programs will be eligible for participation. Some States have chosen to assign major responsibilities for post-secondary career training to technical institutes or components of four-year institutions, and such programs also deserve support.

There is already growing evidence that occupational trends and educational requirements are not parallel. The National Advisory Council on Vocational Education in its July 15, 1969 First Annual Report stated:

> "The number requiring a liberal arts college education, while growing, is increasing far less rapidly than the number demanding a technical skill. In the 1980's it will still be true that fewer than 20 percent of our job opportunities will require a four-year college degree."

The recent report of the Carnegie Commission on Higher Education, The Open Door Colleges: Policies for Community Colleges, also emphasizes that occupational programs should be allowed more support and status within community colleges. I would like to underscore one of the goals for community colleges set by the Commission to be reached by 1976: "Adaptation of occupational programs to changing manpower requirements and full opportunities for continuing adult education."

The Carnegie Commission further recommends "coordinated efforts at the Federal, State, and local levels to stimulate the expansion of occupational education in community colleges and to make it responsive to changing manpower requirements." We agree that State and local support for occupational education is essential if we expect the post-secondary training programs to have the continuity they require. In addition, we favor the Commission's stress on flexible programs and career-ladder approach in occupational education.

We recognize the financial demands placed upon all higher education institutions. I would re-emphasize, as the Administration's previous testimony will show, that community colleges will share in the other provisions of the Higher Education Opportunity Act of 1970, for example, in the National Foundation on Higher Education grants and in the Student Financial Assistance programs. We also recognize that career education programs are by no means the exclusive province of two-year institutions.

Turning to S. 1033 we would like to emphasize that the net result of that legislation could be to isolate community and junior colleges from higher education rather than to provide an integrated, team approach which we believe is necessary for both two-year and four-year institutions. I would like to call the Subcommittee's attention to specific problems the

Administration has with S. 1033:

(1) It authorizes higher levels of expenditures than can be expected to be requested or appropriated for Fiscal Years 1971 through 1973.

(2) It would expend funds on construction and general aid instead of targeting funds on high priority programs or activities.

(3) It directs that a Bureau of Community Education be established within the Office of Education to administer all the programs affecting community colleges. (Section 302). Since this provision emphasizes separatism of community and junior colleges from the four-year institutions, we do not feel that their interests would be effectively served. We recommend, instead, that we direct our attention to community and junior colleges in the existing Bureau of Higher Education where both a flexible and integrated approach to their needs is possible.

I would like to call to the Subcommittee's attention that, since January of this year, the Office of Education in cooperation with the American Association of Junior Colleges has held a series of Federal Programs Workshops in selected cities across the Nation; ten such regional workshops have been extremely well attended by community college representatives and eight more are planned for this year.

(4) It requires development of statewide community college plans for the improvement, development, and construction of comprehensive community colleges in such areas as personnel and tuition. (Section 203). Again, I would stress that community colleges, as the record will show, have increased their participation in personnel training programs, for example, and in the student financial aid programs. While we oppose a separate administrative bureau for the community and junior colleges, at the same time, within the restriction of available funds, we intend to continue to strengthen their

participation in program areas. While we are in accord with the need for statewide community college planning, it should be a part of general higher education planning. We feel that the priority at this time, as I have previously stated, is for a program which will assist the States and all the post-secondary institutions located therein in improving their occupational education.

(5) It establishes a National Advisory Council on Comprehensive Community Colleges to be established to represent community colleges and to advise the Commissioner of Education on matters relative to the administration of the act. (Section 305). Since the community colleges' growth both in student enrollment and in number of institutions has been so dynamic, we would recommend that in the existing organizational structure within the Office of Education that a National Advisory Council on Community Colleges should be appointed to advise the Secretary and the Commissioner of Education under existing authority. Such a Council would aid in planning appropriate priorities on community college activities throughout Office of Education programs without creating a separate organizational structure to administer all community college programs.

Since we favor a flexible and strengthened organizational arrangement for community colleges within the existing Bureau of Higher Education, rather than a separate Bureau of Community Education, as proposed in S. 1033, I would like to call to the Subcommittee's attention the following table showing Bureau of Higher Education funds awarded to two-year colleges for FY 1969 and FY 1970.

	FY 1969	FY 1970
Upward Bound	$ 935,823	$ 950,713
Talent Search	254,000	293,699
Student Special Services	-	2,189,000
Developing Institutions	6,900,000	7,054,000
Faculty Development Training Program, Institutes (EPDA, V-E)	130,643	941,652
Facilities Construction, HEFA I	75,470,521	40,365,372 1/
Facilities Construction, HEFA III	2,113,000	-
Facilities Construction, Interest Subsidy, HEFA III	-	299,962 2/

For FY 1970 approximately 74 percent of EPDA fellowships under Part E went for training of community college teachers.

In addition, we are requesting a waiver of the 5 year restriction for community colleges under the Developing Institutions Program so that greatest numbers can participate.

When construction was reduced last year, a special priority was put on community colleges. In 1970 they received 55 percent of all higher education construction funds.

1/ The decline of FY 1970 construction support is explained by a decrease in appropriated funds. Total funds obligated under HEFA, Section 103 and 104 were $222.2 million in FY 1969 as compared to $73.2 million in FY 1970.

2/ Total volume of loans subsidized is $13,898,000.

Fiscal Year 1970 data for the student aid programs is not yet available. Funds obligated to two-year colleges for use during FY 1968 and FY 1969 under the college-based student aid programs are as follows:

	FY 1968	FY 1969
College Work-Study Program (HEA IV-C)		
Funds	$20,518,840	$26,872,551
Students	54,560	58,100
Educational Opportunity Grants Program (HEA IV-A)		
Funds	$7,016,633	$11,176,650
Students	18,089	29,935
National Defense Student Loan Program (NDEA II)		
Funds	$4,571,894	$7,536,379
Students	22,010	26,643

It should be noted that legislation for some BHE programs specified that a certain percentage of program funds be awarded to junior colleges. More specifically, 23 percent of funds appropriated to the Developing Institutions Program are reserved for two-year colleges. Also, 24 percent of appropriations to the HEFA I construction program are required to be allotted to public community colleges and technical institutes. The actual figure, as noted earlier, was 55 percent in FY 1970 and will be 100 percent in FY 1971 if the reported education appropriations become law.

I would like to comment further on some of our efforts to increase the participation of community colleges in existing higher education programs. In the Division of College Support, for example, under the Faculty Development Training Program (EPDA, V-E), 22 of the 92 awards in Fiscal Year 1970 were made to junior colleges conducting institutes. In Fiscal Year 1969 only 3 such awards went directly to junior colleges. It is also important to note that training

51-567 O - 71 - pt. 3 -- 26

institutes to train junior college personnel are conducted at all types of colleges, and were funded at close to $2 million in Fiscal Year 1969 and at over $2.6 million for Fiscal Year 1970.

In addition, under the fellowship program, (EPDA, V-E), a total of 318 fellowships for junior college personnel were awarded in Fiscal Year 1969. In Fiscal Year 1970, with an increase of 348 fellowships, 666 such fellowships were awarded.

The Division of College Support also recently announced awards in support of the Cooperative Education Program for institutions of higher education. Fifteen of the 74 grants amounting to almost 25% of the $1.54 million appropriation went directly to community and junior colleges. In this case there was no specific set-aside, but the funding reflects an attempt to implement one of the recommendations of the Department's Task Force Report on Junior and Community Colleges, April, 1969.

In summary, we would agree that the States should be assisted in providing post-secondary education. We believe our proposal is more realistic than S. 1033 in terms of the total needs of higher education and to target funds on high priority objectives.

We believe that there is a broad agreement on the need to increase the opportunities for higher education, and, within the framework of that goal, that an immediate need is to assist the States, and the post-secondary institutions located therein, in developing their occupational education programs for citizens of all ages. To accomplish this aim, we urge the enactment of the Higher Education Opportunity Act of 1970, including the Career Education Program.

Senator WILLIAMS. Now we can regroup, gentlemen, with Dr. Bassin and Dr. Smith again.

Dr. Bassin, we are glad that you could stay with us and hear part of this.

Dr. Bassin is president of the New York Community College, located in Brooklyn.

(Biographical sketch on Mr. Bassin follows:)

BIOGRAPHICAL DATA

Milton G. Bassin
President
New York City Community College
300 Jay St., Bklyn, N.Y. 11201
643 - 2323

Home: 4 Hillside Avenue
Great Neck,
New York 11021
516 HU 7 - 6202

1) Personal Data

Date of Birth:	November 26, 1923
Marital Status:	Married
Wife's Name:	Bernice
Children:	Daughter, Lori - born October 20, 1959 Son, Robert - born April 9, 1962
Citizenship:	United States

2) Education

Degrees	College or University	Date
Bachelor of Mechanical Engineering	City College of N.Y.	Jan. 1954
Master of Mechanical Engineering	Polytechnic Institute of Brooklyn	June 1951
Professional Engineer	New York State License #28808	June 1954

Graduate work in the fields of Mechanical Design and Thermodynamics at the Polytechnic Institute of Brooklyn 1951 - 1956.

Course work and language requirements for Ph.D. degree in Engineering Education at New York University have been completed.

3) Experience

College: New York City Community College from 9/48 to present

Date	Rank	Department
5/66 - Present	President	Administration
10/65 - 5/66	Dean-in-Charge	Administration
9/64 - 10/65	Dean of the College	Administration
3/64 - 9/64	Assoc. Dean of the College	Administration
7/62 - 7/64	Chairman	Mathematics
6/56 - 7/62	Assoc. Professor	Mechanical Tech.
6/50 - 6/56	Assistant Professor	Mechanical Tech.
9/48 - 6/50	Instructor	Mechanical Tech.

Assistant Department Head - Mechanical Technology Dept. 1949-1957

Industrial

General Cable Corporation - Bayonne, New Jersey 1947 - 1948
Assistant Department Manager - Quality Control
Supervised the manufacture of high voltage cable from wire to the completed lead-sheathed multi-conductor cable. Supervised inspection staff concerned with maintaining specifications.

Eastern Development Corporation - 15 East 22nd St., New York, N.Y. 1946 - 1947.
Mechanical Engineer - Design, development and production of electromechanical automating devices. Supervision of draftsmen and machine shop facilities.

Lycoming Division of the Aviation Corporation, Williamsport, Pa. 1944.
Mechanical Engineer - Responsible for gear design, stress analysis and weight control of liquid cooled radial aircraft engine for military use. Supervised test procedures on engine components.

Military

U.S. Navy - Electronics Technician 1944 - 1946. Honorable Discharge.
Maintenance and installation of electronic components for LCI Group 22. Responsible for radar, radio and coding devices aboard 36 ships in LCI fleet. Instructed apprentices in elementary electronics.

Consulting

Brookhaven National Laboratory - Upton, L.I., New York Summers 1960 through 1965
Mechanical Engineer - Associate of scientific staff assigned to the Alternating Gradient Synchrotron and the Advanced Accelerator Development Departments. Analysis, design and development of damping mechanisms, vacuum boxes, rapid hydraulic drive mechanisms and electromechanical devices. Thermal stress analysis of radiation effects on support rods and cavity walls in linear accelerator of proposed 200 BEV accelerator.

Rosenblatt and Son, Naval Architects, 350 Broadway, New York, N.Y. Summer 1958
Technical Writer - Responsible for writing of U.S. Navy Manuals for cruiser U.S.S. Topeka. Craft was redesigned and converted for missile capability. Detailed review of conversion plans coupled with shipboard visits to confirm accuracy was required.

Buell Engineering Company, New York, N.Y. - Summer 1956
Filed Consultant for Electronic Precipitator Manufacturers. Analysis of air pollution from cement manufacturing plants. Design and development of specialized test equipment to measure particle size.

Wagner and Son - Buffalo, N. Y. - Summer 1955
Plant Consultant - Research and design on folding box machinery and paper coatings for the food industry. Developed procedures for preventive maintenance of equipment.

4) Publications and Reports

Statics and Strength of Materials - Bassin and Brodsky - McGraw-Hill, 1960

This text is now in use at 47 two and four-year colleges and in many industrial programs. It was the first text on the subject written specirically for the community college student. According to the publisher, it is the leader in the field.

Stress Analysis of Thin Membranes under Vacuum - Brookhaven National Laboratory, AGS Report 1960

Deflection Analysis of Straight Section under High Vacuum - Brookhaven National Laboratory, AGS Report 1961

Temperature Gradients and Thermal Displacement in Drift Tube Stems and Cavity Walls - Brookhaven National Laboratory - Advanced Accelerator Development Department Report 1965

5) Membership in Learned or Professional Societies

American Association of Junior Colleges - National Commission on Administration
American Association for the Advancement of Science
American Society of Engineering Education
American Society of Mechanical Engineers
American Association of University Professors
New York State Association of Junior Colleges

6) Civic Activities

Board of Directors Downtown Brooklyn Association
Board of Directors Chamber of Commerce Brooklyn
Member District Planning Board
Advisory Board Brooklyn-Cumberland Hospital
Board of Directors Navy Yard Boys Club

Dr. BASSIN. Thank you, Senator Williams.

I am delighted at the opportunity to appear before this committee and to voice my vigorous support of bill S. 1033, "The Comprehensive Community College Act."

I am certain many of the things I will be saying have been gone over in previous testimony, but I think they are worth saying again.

There are now over 1,000 community colleges in this country, and there is an ever-growing demand for more of them. Why this is happening can best be understood by referring to the recent report of the Carnegie Commission on Higher Education.

Issued this past June, the report described community colleges as "Open Door Colleges." It said they had proved their worth by offering more varied programs for a greater variety of students than any other segment of American higher education.

I can best illustrate what the report means by telling you of the activities of my own institution, New York City Community College. I have been associated with it for the past 22 years. I have served as teacher, department chairman, and dean. For the past 4 years, I have been the institution's president.

New York City Community College is, in the truest sense of the word, an urban institution. It is located in the Borough of Brooklyn, which has a population of 2.7 million. Within a 5-minute bus ride of our campus is one of the Nation's best-known black ghettoes —Bedford-Stuyvesant—where some 400,000 people live.

Our institution is basically career oriented. In juxtaposition to Dr. Smith's institution, we are 80 percent career oriented. The reason for it is, of course, that we started as a technical institute, and have worked in the direction of developing a comprehensive nature with emphasis on career programs.

Our student body reflects the communities we serve. Of the 14,000 in attendance, 6,000 are black and Puerto Rican—the largest such minority group representation on any campus in the New York metropolitan area.

They are unique in another way: almost half of them, and I believe it comes to a little bit more than half—black and white—come from families whose incomes fall within the poverty category, and it is interesting to note that we have about the same percentage of white poverty students as we do black poverty students.

Even though we charge no tuition, many could not afford to attend without additional financial support in the form of part-time jobs, work-study assistance, and special scholarship funds, and other funds available through Federal programs.

Notwithstanding this, many are forced to drop out for lack of funds, and I am therefore happy to see that one of the provisions of this bill takes cognizance of this problem and attempts to deal with it.

Our students have come to us, in large measure, because the education we offer is relevant to their needs. And, again in juxtaposition to Dr. Smith, we find that our 2-year career programs are accepted by the black and Puerto Rican community, possibly because of our age and the fact that we have been in existence for 24 years. Students have come to our institution and have succeeded, and have gone back to their communities and have spread the word.

They are particularly drawn to our 2-year career programs, of which we have 25, because they offer a quick avenue to economic self-sufficiency. Those who entered such programs in September 1968, received their degrees last June, have obtained jobs, and are already earning average salaries of $7,000 and $8,000 a year.

This is one of the 2-year community college's great assets—that it can do so much for a student so quickly.

Yet, we do not neglect those who come with other aspirations. Many who entered in September, 1968, were enrolled in transfer programs. This September, they will move on to 4-year colleges. By June 1972, they will have baccalaureate degrees.

I might interject at this point that we at the New York City Community College feel very strongly that a liberal arts education is in and of itself career education, because 50 percent of our students go on for a baccalaureate degree, whereas the other 50 percent move out into the work of work in banking, real estate, and insurance, and they are prime candidates for employment in these industries in New York City.

So to put an emphasis strictly on occupational programs, which I applaud, and to ignore the fact that the 2-year liberal arts program in many parts of our country act as career programs for specialized needs within our communities is to only attack part of the problem.

Our studies show our transfer students do as well as the native students of 4-year colleges, that a B student at New York City Community College is likely to remain a B student in the baccalaureate institution to which he transfers.

Our studies show another surprising fact: It is not only our transfer students who go on to further study. Many of our career students—those in programs which used to be called "terminal"—also seek additional education.

In fact, our most recent survey indicates that fully half our career students keep studying—and many have earned bachelors' degrees, while working in the fields for which they have been educated at the Community College. Indeed, in our more recent graduating classes, the number going on for advanced degrees rises to 70 percent.

To me, these figures mean we have done much more than merely put our students through a prescribed regimen. We have "turned them on" educationally. Their relatively brief stay with us has produced a thirst for more learning—a thirst which will manifest itself in a never-ending quest for self-improvement.

In the long run, this may well be our greatest achievement.

It would also seem that one of the services rendered by a community college is that it acts as a sort of educational sieve—sifting out those with limited objectives from those with higher horizons—and moving each toward the goal he has set for himself. This, too, is a form of functional educational relevance.

But our programs are not only relevant to students: they also relate to the constituencies we serve. While the pressures on the 4-year college president are in the search for funds, my staff and I are constantly trying to find out how best we can serve the community that we exist for.

For example, at the New York City College, in attempting to meet our educational needs for our community, we have developed

special curriculums in child care. Within the ghetto communities, there are many families that must find supervision for children while parents go to work.

Interesting to note, we are the only institution in the New York City area that is doing this kind of education.

Paraprofessional teacher education, which takes students from the poverty communities—many of them former welfare recipients—and prepares them to be assistant teachers. Graduates of this program have the option of going on to a senior college in the City University of New York for training which will give them a bachelor's degree and qualify them for the teachers' licensing examinations.

Frankly, I feel that any educational effort which lifts people from the level of public assistance to that of fully qualified teachers renders a significant social service. I am proud to be associated with it, and I am happy to speak out in favor of this bill, because it will advance such programs.

In the division of commerce, we offer a full range of business-related curriculums: accounting, data processing, marketing, secretarial science, hotel technology, commercial art, graphic arts, and advertising technology. Graduates of these regimens quickly gain economic self-sufficiency.

Our division of technology is producing a variety of technicians in the engineering areas: mechanical, construction, electrical, electromechanical, design drafting, and industrial arts.

Nor do we neglect the health services area. We offer x-ray technology, medical laboratory technology, dental laboratory technology, dental hygiene, nursing, and ophthalmic dispensing.

It is appropriate to point out that estimates of the Bureau of Labor Statistics project critical national shortages in both engineering technologies and health services within the next decade, and I think Dr. Muirhead was trying to pinpoint the administration's support of programs in these particular areas.

I believe that the bill, S. 1033, addresses itself to these problems, as well.

Perhaps one of the most critical problems we face is the lack of competent nursing help. I am proud to say that we at New York City Community College were the first in the Nation to offer an evening nursing program, whose graduates will be eligible to take the State examination for licensure as registered nurses.

This evening program now has more than 1,000 students. A thumbnail sketch of the registrants will give you some idea of why community colleges are called "the open door colleges."

Seventy-five percent of these students are over 21, married, working at another job during the day, and also raising a family. Nine out of 10 are either black or Puerto Rican. Although predominantly Brooklynites, they also come from the other four boroughs of New York City, and from New Jersey and Long Island as well.

Among the married students, the average number of children per family is 3.5. Some students have as many as nine and even 10 children.

Actually, this program is not only developing skills badly needed by our community. It is also providing a second chance at higher

education for many worthwhile persons who, for one reason or another, missed that opportunity earlier in their lives.

It is, I assure you, a most satisfying program to be associated with.

Our college is also proud of the work of its Continuing Education Division.

In cooperation with the New York City Department of Hospitals and District Council No. 37 of the American Federation of State, County, and Municipal Workers, it developed an upgrading program for nurse's aides—those who enter hospital service at the lowest level of skill.

They were given instruction which qualified them in four important nursing aide technologies: Inhalation, ambulance, obstetrical, and operating room. Not only did these 700 get pay raises, their additional skills improved the quality of service offered to the sick in all of the city's hospitals.

In a similar vein, we have taught dietary aides to be senior dietary aides and dietary trainers; trained building inspectors for the city's Department of Housing; trained counselling personnel for civic and charitable organizations serving the general public. And in addition, we have trained block workers for community centers located in the Brooklyn and Queens areas.

There are many more such programs we could execute. But the money to finance them is not available. Each program has been outside the tax levy area, and using funds from other agencies we have been quick to move into these areas.

The Williams bill will go a long way toward helping us to develop and complete such programs.

Our Division of Continuing Education conducts institutes for senior citizens in several areas, where older adults meet with experts to discuss subjects of interest and concern to them.

On campus, we have an extensive noncredit program, largely job-oriented, with an enrollment of almost 2,000 during the course of an academic year.

Summers, we have conducted Upward Bound programs, with intensive college-prep training for junior high school and high school students from disadvantaged areas.

With the National Home Fashions League, we have operated home furnishings workshops within the ghetto, with heavy emphasis on a low-budget approach to the problems of home decoration.

We have also had programs which have involved returning veterans that we operate in conjunction with the U.S. Army, where groups of veterans, prior to their discharge, are taking educational data processing, so that they can move into the world of work prior to discharge.

We have also operated an urban center in the Bedford-Stuyvesant area. This has been an exciting program, taking students who are high school dropouts, or at the bottom of the graduating class, and we have succeeded. Eighty-one percent of the young people who come to this institution complete their work and go on either to the New York City Community College, into regular degree programs, or move out into various positions in the New York metropolitan

area, 81 percent of a population that has been largely ignored and has had no previous opportunity for an education beyond the high school.

Senator WILLIAMS. That is the New York Community College. Do they go on to——

Dr. BASSIN. The New York City Community College, which is the institution I am president of.

There is a little confusion, because we are located in Brooklyn, but the children who complete our college program are automatically accepted into a degree program at the New York Community College. A number of other colleges are also accepting these individuals.

In addition, we have programs there in drafting, in secretarial work, programs in office machine repair, and a number of other occupational fields.

To sum up: The truly comprehensive community college offers considerably more than the first 2 years of a conventional 4-year college education. It is a unique and versatile facility which relates to the needs of its constituency in a variety of ways:

By offering 2-year career curriculums which lead to quick economic self-sufficiency.

By offering transfer programs which lead to 4-year and postgraduate study.

By offering job-oriented, noncredit adult education.

By training public employees to higher skill levels with resulting better service.

By developing specialized community service programs.

By pioneering in new approaches to longstanding educational problems.

By assessing and fulfilling the educational needs of the communities it serves to the best of its abilities and resources.

In short, the comprehensive community college is an institution which commits itself to the fulfillment of the promise of each of the words in its title: "comprehensive," "community," and "college."

I firmly believe we are rendering a genuine service to society.

I believe we are entitled to all the help and support you can give us.

The legislation you are now considering would do much to provide that help and support.

I urge you to act upon it favorably and quickly.

Thank you very much.

Senator WILLIAMS. Thank you very much, Dr. Bassin.

This is a big contribution to our moving this into legislation.

Gentlemen, unless there is anything further—and I believe you were going to reply to Senator Javits' request, write in to us—I have nothing further.

Dr. SMITH. Directly to Senator Javits, or to you?

Senator WILLIAMS. It is for the committee's record, and it will be part of the hearing, as a matter of fact, so it will come here, and a copy to Senator Javits would be good.

Thank you very much.

Dr. Bassin, your prepared statement will be printed in the record.

(The prepared statement of Dr. Bassin follows:)

STATEMENT OF PRESIDENT MILTON G. BASSIN
NEW YORK CITY COMMUNITY COLLEGE
300 JAY STREET, BROOKLYN, N.Y. 11201

to

SUB-COMMITTEE ON EDUCATION
COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE

WEDNESDAY, JULY 22, 1970

I'm delighted at the opportunity to appear before this committee and to voice my vigorous support of Bill S. 1033, "The Comprehensive Community College Act."

There are now over 1,000 community colleges in this country and there is an ever-growing demand for more of them. Why this is happening can best be understood by referring to the recent report of the Carnegie Commission on Higher Education.

Issued this past June, the report described community colleges as "Open Door Colleges." It said they had proved their worth by offering "more varied programs for a greater variety of students than any other segment of American higher education." I can best illustrate what the report means by telling you of the activities of my own institution, New York City Community College.

I have been associated with it for the past 22 years. I have served as teacher, department chairman and dean. For the past four years, I have been the institution's president.

New York City Community College is, in the truest sense of the word, an urban institution. It is located in the Borough of Brooklyn which has a population of 2.7 million. Within a five-minute bus ride of our campus is one of the nation's best known black ghettoes -- Bedford-Stuyvesant -- where some 400,000 people live.

Our student body reflects the communities we serve. Of the 14,000 in attendance, 6,000 are black and Puerto Rican -- the largest such minority group representation on any campus in the New York metropolitan area.

They are unique in another way: almost half of them -- black and white -- come from families whose incomes fall within the poverty category. Even though we charge no tuition, many could not afford to attend without additional financial support in the form of part-time jobs, work-study assistance and special scholarship funds.

Notwithstanding this, many are forced to drop out for lack of funds and I am therefore happy to see that one of the provisions of this bill takes cognizance of this problem and attempts to deal with it.

Our students have come to us, in large measure, because the education we offer is relevant to their needs. They are particularly drawn to our two-year career programs, of which we have twenty-five, because they offer a quick avenue to economic self-sufficiency. Those who entered such programs in September, 1968, received their degrees last June, have obtained jobs and are

already earning average salaries of seven and eight thousand dollars a year.

This is one of the two-year community college's great assets -- that it can do so much for a student so quickly.

Yet, we do not neglect those who come with other aspirations. Many who entered in September, 1968, were enrolled in transfer programs. This September, they will move on to four-year colleges. By June, 1972, they will have baccalaureate degrees.

Our studies show our transfer students do as well as the native students of four-year colleges; that a B student at New York City Community College is likely to remain a B student in the baccalaureate institution to which he transfers.

Our studies show another surprising fact: It is not only our transfer students who go on to further study. Many of our career students -- those in programs which used to be called "terminal" -- also seek additional education.

In fact, our most recent survey indicates that fully half our career students keep studying -- and many have earned bacherlors' degrees. Indeed, in our more recent graduating classes, the number going on for advanced degrees rises to seventy per cent.

To me, these figures mean we have done much more than merely put our students through a prescribed regimen. We have "turned them on" educationally. Their relatively brief stay with us has produced a thirst for more learning ... a thirst which will manifest itself in a never-ending quest for self-improvement.

In the long run, this may well be our greatest achievement.

It would also seem that one of the services rendered by a community college is that it acts as a sort of educational sieve ... sifting out those with limited objectives from those with higher horizons ... and moving each toward the goal he has set for himself. This too is a form of functional educational relevance.

But our programs are not only relevant to students: they also relate to the constituencies we serve.

It is this search for direct relevancy which perhaps distinguishes the community college president from those of other institutions. While they are out hunting funds and endowments, my staff and I are trying to find out how best we can serve our communities.

As a result we have developed special curriculums designed to meet special needs. For instnace:

> CHILD CARE, which is a program to train students to work in Day Care Centers. Within the ghetto community there are many families who must find adequate supervision for children while both parents go to work. Well managed Day Care Centers are vital for such families.
>
> PARA-PROFESSIONAL TEACHER EDUCATION, which takes students from the poverty communities -- many of them former welfare recipients -- and prepares them to be assistant teachers. Graduates of this program have the option of going on to a senior college in the City University of New York for training which will give them a bachelor's degree and qualify them for the teachers' licensing examinations.

Frankly, I feel that any educational effort which lifts people from the level of public assistance to that of fully qualified teachers renders a significant social service. I'm proud to be associated with it and I'm happy to speak out in favor of this bill

because it will advance such programs.

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Our Division of Technology is producing a variety of technicians in the engineering areas: Mechanical, Construction, Electrical, Electromechanical, Design Drafting and Industrial Arts.

Nor do we neglect the Health Services area: We offer X-ray Technology; Medical Laboratory Technology; Dental Laboratory Technology, Dental Hygiene, Nursing and Ophthalmic Dispensing.

It's appropriate to point out that estimates of the Bureau of Labor Statistics project critical national shortages in both engineering technologies and health services within the next decade. The predicted deficit is 300,000 engineering and science technicians. In the health services field, it is even worse -- 550,000.

Here, too, is another area to which the bill you are now considering directs itself ... a national problem which it will materially help to solve.

Perhaps one of the most critical problems we face is the lack of competent nursing help. I'm proud to say that we at New York City Community College were the first in the nation to offer an evening nursing program whose graduates will be eligible to take the state examination for licensure as Registered Nurses.

This evening program now has more than 1,000 students. A

thumbnail sketch of the registrants will give you some idea of why community colleges are called "the Open Door Colleges."

Seventy-five per cent of these students are over 21, married, working at another job during the day and also raising a family. Nine out of tem are either black or Puerto Rican. Although predominantly Brooklynites, they also come from the other four boroughs of New York City, and from New Jersey and Long Island as well.

Among the married students, the average number of children per family is 3.5. Some students have as many as nine and even ten children.

Actually, this program is not only developing skills badly needed by our community: it is also providing a second chance at higher education for many worthwhile persons who, for one reason or another, missed that opportunity earlier in their lives.

It is, I assure you, a most satisfying program to be associated with.

Our college is also proud of the work of its Continuing Education Division:

In cooperation with the New York City Department of Hospitals and District Council No. 37 of the American Federation of State, County and Municipal Workers, it developed an upgrading prgram for Nurse's Aides -- those who enter hospital service at the lowest level of skill. They were given instruction which qualified them in four important technologies: Inhalation; Ambulance; Obstetrical and Operating Room. Not only did these 700 get pay raises; their additional skills improved the quality of service offered to the

sick in all of the City's hospitals.

In a similar vein, we have taught dietary aides to be Senior Dietary Aides and Dietary Trainers ... trained Building Inspectors for the City's Department of Housing ... trained counseling personnel for civic and charitable organizations serving the general public.

There are many more such programs we could execute. But the money to finance them is not available. The Williams bill will go a long way toward helping us to develop and complete such programs.

Our Division of Continuing Education conducts Institutes for Senior Citizens in several areas ... where older adults meet with experts to discuss subjects of interest and concern to them

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Summers, we have conducted Upward Bound programs, with intensive college-prep training for junior high school and high school students from disadvantaged areas.

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By offering two-year career curriculums which lead to quick economic self-sufficiency;

By offering transfer programs which lead to four-year and post graduate study;

By offering job-oriented, non-credit adult education;

By training public employees to higher skill levels with resulting better service;

By developing specialized community service programs;

By pioneering in new approaches to long-standing educational problems;

By assessing and fulfilling the educational needs of the communities it serves to the best of its abilities and resources.

In short, the comprehensive community college is an institution which commits itself to the fulfillment of the promise of each of the words in its title: "comprehensive," "community," and "college."

I firmly believe we are rendering a genuine service to society.

I believe we are entitled to all the help and support you can give us.

The legislation you are now considering would do much to provide that help and support.

I urge you to act upon it favorably and quickly.

Thank you very much.

# # # # # # #

Senator WILLIAMS. Mr. Terrence A. Tollefson, of the New Jersey Department of Higher Education, and Mrs. Patricia B. Young, assistant director of the program.

Who is going to be first?

Mr. TOLLEFSON. Mrs. Young will start by addressing one of the most significant aspects of community college offerings, which is service to the disadvantaged, by a variety of programs, and then I will pick up and talk about some of the fiscal and other considerations.

Senator WILLIAMS. Fine.

STATEMENT OF MRS. PATRICIA B. YOUNG AND TERRENCE A. TOLLEFSON, NEW JERSEY DEPARTMENT OF HIGHER EDUCATION

Mrs. YOUNG. I would like to say that the New Jersey Community College is responding to its disadvantaged citizens and its students. It has reached a point where it faces really major problems, and may not be able to make a response in the area of opportunity for the disadvantaged.

The enactment of Senator Williams' bill will facilitate resolving this problem, and I would like to elaborate a little bit on this problem and some of the events which led up to this problem.

In the past 7 years, the State of New Jersey has approved the establishment of 14 county community colleges and the reorganization of another 2-year college which is now a county-assisted college. Two colleges were officially established in 1963, and opened their doors in the fall of 1966. At this time, we had a total student enrollment of 1,300.

Since the academic year 1966–67, the student enrollment has gone up to 26,500 students in 1969–70, and a projected enrollment of 35,000 is anticipated for the year 1970–71.

A local county board of trustees administers each college, consisting of nine members, one of which is the county superintendent of schools.

The funding mechanism dichotomizes support for these colleges between State and county funds, and also by student tuition. The State and county student tuition basis has approximated a 1:2:2 ratio. However, a recent increase in costs, coupled with the State share of $600 operating support for the full-time students has substantially increased the county's share.

This brief discussion of the development, the administration, and the financial support of the New Jersey community colleges reflects inherent characteristics of this State's community college system.

The first characteristic is that the community college system is growing rapidly, the need to develop policies, increase staff, and so forth.

The second characteristic inherent in the State system is reflected by the name of the enabling legislation, County College Act. Each college is county based and partly county supported, which has encouraged a strong expression of local autonomy by the colleges and their individual boards of trustees.

As a result, each college tends to serve the manpower needs of their own county, and give first preference for admission to students residing in the county, and formulates community service programs to meet the needs of county residents, and plans programs for disadvantaged citizens according to the characteristics of the target population of the county.

Although there is no statewide prescription or mandate stating each college must have a program for the disadvantaged, every college does, and every college has developed its own program and tailored it to the needs of the citizens in that county.

There are many ways in which the disadvantaged citizens are being helped by the community colleges, and the most obvious is by giving assistance through direct tuition aid. Some colleges have a scholarships which are private, and all offer financial counseling. They also offer counseling with regard to the Federal and State scholarship programs.

We have found in New Jersey that recruitment, awarding scholarships, and matriculation is not enough for the disadvantaged student. In New Jersey, 50 percent of the students who are enrolled in the New Jersey community colleges are employed at a minimum of 15 hours a week. Eight percent of our students are in the work-study program, and another 7½ percent of our students are receiving educational opportunity funds.

This gives us a total of 22,397 students who come from economically deprived or limited income families, and it constitutes 64 percent of the projected full-time enrollment for 1970–71.

If some index of success is measured by retention in college, it is offered by looking at statistics of those receiving educational opportunity funds, who by definition must come from economically deprived families.

Comparison of those students with noneducational opportunity fund students, who are also deprived, shows that the attrition rate is 27 times greater for the noneducational opportunity fund students than for the educational opportunity fund students.

I think we should discuss the implications of this. Each college receives additional moneys from EOF funds. These programs are designed to meet the special needs of the disadvantaged student in order to assure his collegiate success. These particular programs recognize special problems of the disadvantaged student, and provide services for the support of these students. These services include psychological and academic counselling, audio-visual materials for students and teachers, workshops for instructors, and so forth.

Implicit, I think, in the attrition rate is the fact that large numbers of students, if they are not provided supportive services, will fail in their collegiate effort, and I think Senator Williams' bill, section 2, speaks very well to the needs to supply supportive services and money for supportive services to community colleges.

To identify, enroll, and give scholarships is not enough. He must be given supportive programs and supportive services.

I would just like to call attention again to Senator Williams' bill, which suggests in section 2 that we assist such colleges in providing

educational programs especially suited to the needs of educationally and/or economically disadvantaged persons in each State. This is a key factor in assuring success for educationally and economically disadvantaged students.

Thank you.

Senator WILLIAMS. Thank you very much, Mrs. Young.

You did recognize our time limitations and did not read your statement. We would like to include your entire statement in the record, and we shall.

(The prepared joint statement of Mrs. Young, Mr. Wright and Mr. Tollefson follows:)

NEW JERSEY'S COMMUNITY COLLEGE RESPONSE TO ITS DISADVANTAGED POPULATION

By Patricia B. Young, Kenneth E. Wright and Terrence A. Tollefson*

Overview of Organizational, Financial, and Locational Factors

In the past seven years the State of New Jersey has approved the establishment of fourteen County Community Colleges and the reorganization of another two-year college which is now a county-assisted college. Two colleges were officially established (under the County College Act of 1962) in 1963 and opened their doors to students in the fall of 1966. At this time the total full time enrollment in community colleges was less than 1300. Since the academic year 1966-1967 the full-time equated enrollment has risen to 26,500 students in the academic year 1969-1970 and an enrollment of 35,000 full-time equated students is projected for the academic year 1970-71.

Each county community college in the State of New Jersey is administered by a local County Board of Trustees, eight of whose nine members are appointed by the county board of chosen free-holders. The ninth is the county superintendent of schools.

The statutory funding mechanism for the New Jersey county community colleges dichotomizes the support for these colleges between two forms of public funds, State and County, and also by student tuition, a private source. The State-County-Student Tuition basis historically has approximated a 2:1:1 ratio. However, recent increases in costs coupled with a maximum State share of $600 operating support per full-time equated student has substantially increased the county share.

This brief discussion of the development, administration, and financial support of the New Jersey community college system reflects certain inherent characteristics of this State's community college system. The first characteristic is that the community college system is in a stage of infancy and growing rapidly in terms of numbers of students, faculty and administrative staff, need to develop policies, facilities, and curricular and community service programs.

The second characteristic inherent in the State system is reflected by the name of the enabling legislation, "County College Act." Each college is county based and partly county supported, which has encouraged a strong expression of local autonomy by the

*Mrs. Young is Assistant Director of the Community College Program in the New Jersey Department of Higher Education, Mr. Wright is Career Education Coordinator, and Mr. Tollefson is Director.

colleges and their individual boards of trustees. As a result, each college attempts to serve the manpower needs of its own county by providing educational programs which meet the needs of the students and employers of the county, gives final preference for admission to students who reside in the county, formulates co-curricular and community service programs to meet the needs of the county residents, plans special programs for disadvantaged citizens according to the characteristics of the target population of the county and in general fairly reflect the personality of the county in which it is located.

The locations of the community colleges are major determinants of their personalities and also of the programs which are developed for the disadvantaged because of the strong inclination of each college to exercise local autonomy. Of the fourteen operative county colleges, seven are located in the northern portion of the State, which is predominantly urban and consists of 46% of the total land of the State and has 71.8% of the total population of the State. The southern one-half of the State is predominantly rural, contains 54% of the total land, and has 28.2% of the total population of the State. Seven community colleges are located in the southern half of the State. Of the fourteen colleges in operation, only two are actually located in urban areas. Both of these are in the north, and two additional colleges located in the north serve the residents of urban areas. Although there are no colleges located in cities in the southern portion of the State, two colleges serve urban areas in this portion of the State.

The predominantly rural colleges in the southern portion of the State project an enrollment of approximately thirteen thousand, whereas the northern colleges project an enrollment of approximately 21,000 and each college has responded to the needs of its own disadvantaged county citizens on an individualized county basis.

Although there is no statewide prescription or mandate stating that every community college must have programs for the disadvantaged, every community college in the system has programs which have been developed and tailored to meet the unique needs of its counties. Every community college, however, does receive Educational Opportunity Fund monies for direct tuition aid as well as for program development.

Socio-Economic Characteristics of Community College Students

The American College Testing Program (ACT) profile report for the 1969 class compares New Jersey's community college students with their counterparts in six culturally similar states and also with national averages for all students taking the ACT test. Despite understated differences, several striking disparities are apparent.

Community college students, particularly those of New Jersey, show relatively low high school achievement and low ACT test scores. The New Jersey community college student mean registered in only the 14th percentile of all students on the ACT test and in the 20th percentile of the high school averages.

Economic disparities are shown most clearly by community college students' plans to work (34% will work more than 20 hours per week) and live at home (90%) during their college education. These figures compare to national averages of 16% and 37% respectively. It is apparent that students who choose a New Jersey community college, in general, are much more likely to be socially, economically and educationally disadvantaged than are their counterparts in four-year colleges.

Community College Programs to Serve the Disadvantaged

There are many ways in which disadvantaged citizens are being helped by the community colleges. The most obvious and traditional method of giving assistance is through direct tuition aid. Most of the operative community colleges have private scholarships, direct tuition write-offs, and offer financial counseling in order to help economically disadvantaged students avail themselves of the federal and state tuition scholarship programs. An additional service provided by financial aid counselors is advice in money management.

All the community colleges also operate rigorous recruitment programs for high school dropouts, high school graduates and college dropouts who are educationally or economically disadvantaged. Examples of innovative programs for recruiting include one entitled "Big Sister Project" which is a program designed to recruit and train college women to conduct a continual talent search program to identify culturally disadvantaged students who show potential. Once a student is identified the "Big Sister" acquaints the potential college student with the necessary information about colleges and available scholarships, provides opportunities for the student to visit colleges, informs area colleges of the student and his interests and performs other functions needed to motivate the culturally deprived student to attend college.

Another program called "One Hundred Go To College" is illustrative of the many programs which offer developmental courses in the area of basic learning skills in order to aid disadvantaged high school dropouts to meet the requisite entry level requirements for college. Another program called "Second Chance" provides the same type of developmental help for high school and college dropouts who are disadvantaged.

All the community colleges have personnel who visit area high schools for the purpose of recruiting and an attempt is made to identify disadvantaged students before visits are made through communications with area high school counselors.

Efforts have also been made by several colleges to recruit heads of households for full and part-time studies through such projects as "Bootstrap" and "Saturday Scholar".

The recruiting efforts and developmental programs coupled with the scholarship assistance appear to be successful on a statewide basis, as evidenced by the number of students enrolled who work part-time to supplement their incomes, the number of students in the work-study program, and the number of students who are receiving aid from the Educational Opportunity Fund or Educational Opportunity Grants. 50% of the students who are enrolled in the New Jersey community colleges are employed at least fifteen hours a week, which means that in the academic year 1970-71 some seventeen and one-half thousand students will be working and attending community colleges in the New Jersey system. An additional 8% (approximately) of the full-time equated students projected for enrollment are using the work-study programs offered at the colleges which means an additional 2,650 students will be assisted financially and enabled to attend college. An additional 2,247 students will be receiving Educational Opportunity Funds during academic year 1970-71. When added, the total number of students who come from economically limited or deprived families and are thus working or receiving educational opportunity funds totals 22,397 students, or some 64% of the projected full-time equated enrollment for 1970-71.

There are many ongoing programs which help disadvantaged students prepare themselves for college before they actually enroll by taking summer courses in basic skill development. Other examples are programs which run through the first semester of the freshman year and help to orient the students to the college setting, emphasize the need to isolate realistic educational and occupational goals through group counseling and the use of intelligence tests and interest inventories. In this course the college catalog and student handbook are used as tools to introduce these students to the dynamics of college.

Another program which helps introduce the disadvantaged student to the world of work brings in knowledgeable speakers from different disciplines who conduct seminars to inform and motivate students toward different occupational fields.

Another program which is offered in several colleges is the career opportunity program which attempts to attract capable people from low income backgrounds to careers in education.

Another large urban community college has a program which meets the needs of the many high school dropouts in the city in which it is located by admitting non-high school graduates on a full-time basis in order to speed up their eligibility for the Graduate Equivalency Certificate diploma. In addition to this college which has a full-time program of studies for non-graduates of high schools, several other colleges offer preparation for the Graduate Equivalency Certificate and serve as listing centers.

Another college provides general education courses for disadvantaged students enrolled in diploma schools of nursing in area hospitals.

Several colleges offer programs for students and citizens-at-large which offer the opportunity to learn more about Black, Puerto Rican, Cuban and Mexican cultures. Some of these programs offer the opportunity to learn the Spanish language.

There are many programs aimed at recruiting the low income mother to prepare her for paraprofessional positions in the Human Services area, such as teacher aides or social worker aides.

There are also several programs which offer opportunities to the low income student enrolled in college to help others by tutoring grade and high school youngsters, raising money for head start programs, and operating summer camps for disadvantaged children.

In addition to these programs for the disadvantaged college student and college staff, there are also many programs being offered by the community colleges in New Jersey which are designed to meet the needs of the disadvantaged members of the community. Examples of these are the refresher courses which upgrade secretarial skills, knowledge of office and business machinery, and sewing. An added feature of many of these community service programs is a placement service which provides information on careers and job opportunities.

Another college plans to open two branch campuses in neighboring cities where there is a large concentration of low income families in order to give these students an opportunity to go to college in a site which is convenient for them and is in a familiar and non-threatening neighborhood. The students would attend the urban campuses for the first year, where concentrated supportive services would be given and then brought on to the main campus the second year.

Need for Additional Funds

As a result the community colleges will be forced to choose between encouraging large numbers of disadvantaged students to attend their colleges without any assurance that they can give them adequate supportive services to ensure their success, or the colleges will have to limit the number of disadvantaged students who are admitted and make this number commensurate with the funds available to provide these needed supportive services.

The trend to date has been toward an open-door policy for admission of community college students. However, the collective conscience of the community college system is beginning to realize that it is unfair to encourage large numbers of disadvantaged students to attempt college when financial limitations prevent the colleges from providing essential services for large numbers of students.

Unless additional monies are made available for supportive services to enhance the students' chances for success, the community colleges may be forced to concentrate their limited funds in support of comprehensive services for a smaller number of disadvantaged students. This alternative would be a regrettable one for the community colleges to succumb to because of the large number of disadvantaged students which they are capable of recruiting and because of the excellent programs they have developed for students and citizens-at-large.

Preliminary Evaluation of Success of Disadvantaged Programs

Some index of success, if measured by retention in college, is offered by looking at the statistics for students receiving Educational Opportunity Funds who by definition must come from economically deprived families. Comparison of attrition of Educational Opportunity Funds students and regular students in the community college for the academic year 1968-69 in New Jersey shows that the attrition rate for Educational Opportunity Fund students was less than four percent of the attrition rate for non-Educational Opportunity Fund students. This phenomenon has implications which must be discussed.[1]

1. The Educational Opportunity Fund Annual Report, State of New Jersey, Department of Higher Education, 1970.

Each college receives additional monies from the Educational Opportunity Fund for the purpose of developing programs for the disadvantaged who receive the Educational Opportunity Fund scholarships attending their colleges. These programs are designed to meet the special needs of the disadvantaged student in order to ensure his collegiate success. These particular programs recognize the special problems endemic to the disadvantaged student and provide services for the support of these students. These services include psychological and academic counseling, tutoring, acquisition of additional audiovisual materials for assistance to students and teachers, ensure adequate counseling and psychological staff, provide exposure to cultural events and transportation for these events, offer career and guidance counseling, articulation with four-year colleges for transfer of two-year college graduates, and workshops for instructors and counselors responsible for providing services to the population of disadvantaged students.

Implicit in the attrition rate for the Educational Opportunity Fund disadvantaged student as compared to the attrition rate for the disadvantaged non-Educational Opportunity Fund student is the fact that part of his success must be explained by the comprehensive services which are provided throughout his college years to meet his special needs. Implicit also in this analysis is that those disadvantaged students who do not receive supportive services after they have been admitted to college, is the fact that large numbers of these students are doomed to failure unless adequate monies are available to provide these supportive services which meet the special needs of the disadvantaged students. Identification, matriculation, and scholarship aid are not enough for the disadvantaged student a fact which the New Jersey communigy college system, even though it is young and still feeling its growing pains, has realized.

Because the community colleges in New Jersey have made an excellent beginning in recruiting, enrolling, providing financial aid and developmental study programs for disadvantaged students, it is hoped that this system will be able to continue their efforts in the area of supportive services for those students as well as their programs for the community-at-large. Unless additional monies are made available for the supportive services, the colleges may be forced to cut their recruiting efforts and limit their community services so they can provide adequate supportive services to ensure success for that number of students which can be served within the limits of available funds.

Senator WILLIAMS. Mr. Tollefson, you may proceed.

Mr. TOLLEFSON. Thank you, Senator Williams.

We appreciate being added to the agenda at this late date.

I wonder if I might also recognize my colleague, Dr. Dana B. Hammill, who is director of community colleges in Virginia.

Mr. TOLLEFSON. I might start off by saying just a little bit more about the students, past and future, in the State of New Jersey.

Mrs. Young indicated we had 1,300 such students in 1966–67. That has grown to approximately 26,000 full-time equated students in the past year, with 33,250 FTE students budgeted for the 1970–71 fiscal year. That translates into actually something like 60,000 people when you include all the part-time students.

There are 14 existing community colleges, and a combination in Union County, Union College, and Union County Technical Institute, which serve in lieu of a community college in that county.

Senator WILLIAMS. I am wondering, do you count that in the 14?

Mr. TOLLEFSON. They are growing so quickly I almost have to count on my fingers. If I remember correctly, it is 14, plus Union, plus, now, Passaic, and the gentleman yesterday from Texas was talking about creating a campus in Paterson. They do have a president and a board of trustees, but so far no college.

We also have possibilities for additional community colleges under a service boundary plan, which calls for a college in Hudson County and another in Sussex, and Warren Counties.

In terms of curriculum, by the end of the current fiscal year, we anticipate that there will be more than 100 educational programs in operation, of which, significantly, only 14, I believe, are in liberal arts transfer areas. The rest are 2-year, 1-year, and shorter programs in occupational areas and in the broad fields of business-related, allied health-related, public service and engineering-related technologies.

Facilities embrace a broad spectrum, from part-time evening and temporary facilities in high schools to large megastructures planned, and some of them already completed. There are a variety of storefront operations in existence in a number of the colleges, as well as the central campuses, and one significant development just recently authorized by the State Board of Higher Education, also in Union County, is Union College's two branch campuses, which make use of a former community activity center in one case and a supermarket in another case, in which students, and mostly disadvantaged students, will attend 1 year at the branch campus and the second year at the parent institution.

In terms of costs for projects authorized for completion through 1972, there have been $180 million in the last 5 years authorized for New Jersey community college capital construction. Of that, $83 million is State, and $84 million is county, and approximately $13 million is Federal, mostly from the Higher Education Facilities Act, with smaller grants from the Nursing Education Act and other grants.

Senator WILLIAMS. Would you repeat that?

Mr. TOLLEFSON. $180 million total has been authorized, of which——

Senator WILLIAMS. For what period?

Mr. TOLLEFSON. In the period 1965 through—well, authorized through 1970, scheduled for completion through 1972.

It breaks out approximately equally between State and county shares, with only about $13 million, or some 6 or 7 percent, Federal support.

Senator WILLIAMS. Yes.

Mr. TOLLEFSON. There is not enough money in the kitty right now to complete all the projects currently authorized, and if we are to have the approximately 75,000 full-time equated students by 1975–76, which is our best projection if funds are available, that would require anywhere from another $150 million to $225 million additional money.

The Open Door Colleges, the latest Carnegie Commission report, which has been referred to several times recommended about one-third Federal capital support for community colleges, and the reference in S. 1033 on capital support is most appreciated.

There are increasing cost pressures on capital outlay and operating support, in that the present formula limits State support to $600 per full-time equated student, and the rest must come, or almost all the rest, from county and tuition.

We have a State Board regulation limiting tuition to $350 at the moment, so increasingly, as costs go above $1,200 a student, the counties have to pick up the burden, and many of them are in no position to increase property taxes to do that.

We may not be able to serve all the students we could serve by 1975–76, unless there is significant Federal funding.

I would like to say just a word, also, about the Williams bill, in that it does provide money for State planning for comprehensive community colleges.

Dr. Martorana emphasized this point yesterday, and it is a critical need.

By way of illustration, I might say in the New Jersey Department of Higher Education, there are only three full-time professionals who deal with community colleges. We have a broad spectrum of responsibilities, from facilities approval, and budgeting to curriculum, and planning is something that we have to sneak in the back door.

One of the reasons we are not well prepared with typewritten documents today is that we have a lot of operating responsibilities which took our time up last week.

I might say, also, with reference to the Williams bill, which specifies that there should be an open door policy for anyone age 18 or over, the New Jersey Board of Higher Education has established a policy saying that any New Jersey resident who is 19 years of age, or a high school graduate, or has a high school equivalency certificate, is eligible. I think it is likely—it is very likely that we will lower that to age 18 within the next year.

I would like to make several comments on S. 1033, Senator Williams' bill, in relationship to the career education program in S. 3636, described earlier today by Mr. Muirhead, if I may.

I was one of the people who participated both in Williamsburg last fall at the National Association of Council State Community-

Junior College Directors, and we discussed the Williams bill, and the then proposed Career Education Act of 1970.

I also attended the HEW Region II conference in New York City earlier this year to discuss specifically the Career Education Act of 1970, and Dr. Muirhead was there.

Senator WILLIAMS. Those are the workshops that he referred to?

Mr. TOLLEFSON. Yes, one of the 10.

I think on the basis of those discussions, and a number of others I have had, it is accurate to say that community college people at State and local levels overwhelmingly support the Williams bill provisions to create a separate division in the Office of Education.

Senator WILLIAMS. I would be happy to interrupt there to say that Dr. Muirhead was proud of the workshops. I am proud of what happened at the workshops.

Mr. TOLLEFSON. Within the U. S. Office of Education there is a bureau with chief responsibility for vocational education, and the fact that community colleges have not fared very well in their receipt of Federal vacational educational funds under the amendments of 1968 is attributable in fair measure to the fact that the vocational educators do have their own recommendations in the Office of Education.

I support, as I said, a separate Community College Act which would later be amended, perhaps, to incorporate setasides from the vocational education amendments, from allied health money, from the Higher Education Facilities Act.

I think there are at least three reasons for this.

One, as has been referred to by several of my colleagues, there is a need for recognition of community colleges and their comprehensive role, which can best be served by a separate law.

Two, there is a need for assurance of appropriate funding levels, and even a balance between different kinds of funds, which can best be done through a single law.

Finally, it would be providing much greater ease for planning and administration of use of community college money at both State and local levels. It is impossible to plan at the State level if we can't somehow coordinate the planning of the use of Federal moneys now available only through a a variety of pieces of legislation.

I also especially support S. 1033 in its emphasis on State planning, as I said before, and I believe that some of Dr. Muirhead's objections could be alleviated by inserting a proviso that community college planning must specifically include coordinated efforts with other higher education institutions.

In closing, I think I should say that the career education program which has been proposed and the Williams bill are similar in many respects so far as *objectives* are concerned. The differences seem to center around effective ways to *achieve* those objectives, and I think that S. 1033 would be more effective in achieving those objectives than would the career education program which has been proposed.

I would hope that disagreement over means will not get in the way of enactment of some legislation concerning commonly agreed upon objectives in the current year.

Thank you very much for allowing me to participate.

Senator WILLIAMS. Thank you very much, Mr. Tollefson.

As I recall your statement in describing the growth of the community college population in New Jersey, in 1965 it went from—

Mr. TOLLEFSON. 1,300 total to 26,000 full-time equated in the past year, and 33,250 full-time equated budgeted for the current year, which, by the way, which absorbs $20 million in State funds and $50 million in total operating support.

There are projections going as high as 86,000 FTE students by 1975–76, but I think 75,000 is a more realistic figure.

Senator WILLIAMS. The funding, most of it, for this dramatic increase for student population has been from the State, county, and student tuition.

Mr. TOLLEFSON. Yes. I believe Federal supports for all programs combined is less than 2 percent, and might even be as low as 1 percent.

Senator WILLIAMS. You know, we had a statement here yesterday from one of the witnesses, Dr. Martorana from New York. He said that back on the farm there is an old saying that you feed the horse that can run.

Well, it certainly has been true, in the analogy, that back home in the States, the States and counties are certainly running with this relatively new, or at least most of the country sees it as new, thing.

He was suggesting that the national education policy should begin to catch up in its contribution to what is working, obviously working. When you see this kind of increase in one State, New Jersey, from less than 2,000 to more than 30,000 within 5 years——

Mr. TOLLEFSON. Yes.

Senator WILLIAMS. Senator Schweiker, do you have any questions?

Senator SCHWEIKER. No.

Senator WILLIAMS. We are very grateful to you for being here.

Senator Schweiker has a constituent to present to the committee.

Senator SCHWEIKER. Thank you very much, Mr. Chairman.

First, I would like to commend the Chairman for his leadership in this area, which is vital, and growing. I am pleased to be a cosponsor of Senator Williams' bill in this area.

I want to also say we are fortunate in having with us today a witness from my State, Pennsylvania, who will subsequently testify. I apologize that I have a conflict and won't be able to stay for the testimony, but I would like to introduce at this time this gentleman and two other gentlemen who are in the audience, and who have also been very active in the Community College field in Pennsylvania.

First of all, the witness is Kenneth Holderman, vice president for the Commonwealth Campuses of Pennsylvania State University. He has long been active in higher education in our State.

Would you stand up a minute? I am sorry we can't call you up at this time. I appreciate your being here, and I will study your statement in detail.

In addition, two other gentlemen who have been very active at this college level are also here, although they are not witnesses today. First, Dr. Leroy Brendlinger, president of my home county's community college, the Montgomery County Community College.

Would Dr. Brendlinger stand up and be recognized?

Mr. Elwood Shoemaker, Assistant Director of Community Colleges, in the Pennsylvania Department of Education, at Harrisburg.

We appreciate your interest, attention, and your work.

I do have a request that I would like to make, Mr. Chairman.

Mr. Kermit Morrissey, President of the Allegheny County Community College System, is also chairman of the Commission on Legislation for the American Association of Junior Colleges.

He had hoped to be here and testify, but because of a schedule conflict, he could not. I would like to request that he be allowed to submit a written statement for the record.

Senator WILLIAMS. We would be pleased to have it.

Senator SCHWEIKER. Thank you very much.

Senator WILLIAMS. We now have Dr. James L. Wattenbarger, Institute of Higher Education, University of Florida.

STATEMENT OF DR. JAMES L. WATTENBARGER, INSTITUTE OF HIGHER EDUCATION, UNIVERSITY OF FLORIDA, GAINESVILLE, FLA.

Dr. WATTENBARGER. I regret my colleagues from Berkeley in particular could not be here today. We hoped we might be able to provide information to the subcommittee with reference to research that has been carried on in the area of community colleges. I would like to address remarks to that, sir.

A few years ago, toward the end of the 1930's, I finished high school. Although my father, a veteran of World War I, had died prior to my graduation, my mother was very much determined that I should have an opportunity for a college education.

I was most fortunate. I grew up in a town where the local citizens had the forethought and the determination to provide a junior college for its youth.

Senator WILLIAMS. Where is that?

Dr. WATTENBARGER. West Palm Beach.

Now, we didn't really know much about the potential of this institution in the 1930s. We only knew that our youth could not expect to go to work at the age of 18. We knew that traveling away from home to a four-year college involved expenditures that few families could afford. We knew that opportunity for continued education was required. We suspected that Horatio Alger of the early 1900's could no longer be successful unless he had the advantages of an education.

I drove a school bus. I completed 2 years of college and saved enough money to go on to the University to complete a baccalaureate degree.

In this respect, I represent many thousands of business and professional men in recounting to you the fact that college would not have been available to me without Palm Beach Junior College.

As I rode up on the plane yesterday, I was reading the new report of the Carnegie Commission—the one which Dr. Gleaser and others have mentioned in their testimony. The man sitting in the seat next to me asked me about the book, saying that he was most apprecia-

tive of the fact that his home town, New York City, had provided a community college for him to attend.

Seldom do I travel in this wonderful Nation of ours without someone expressing a personal gratitude to me, when they find out that I am interested in the community colleges, as if I were responsible for their having such opportunities.

It seems like there is an urge among these people to express themselves, that they appreciate this kind of opportunity which they never expected to have.

You can see, gentlemen, why I have selected the profession I did. After completing service in the Air Force during World War II, I returned to the university to begin graduate work.

My research concerns since that time have been in the areas of the community college in particular and higher education in general. As a matter of fact, I am also one of the few individuals who has seen his doctoral dissertation put into effect.

The Florida master plan for community colleges is the direct result of my doctoral research, and the people of my State have provided me with the rare opportunity of participating in the implementation of that research.

Many influences in American life have been brought to bear upon higher education in our country. The chief result has been to increase the numbers of persons who want and need this opportunity in order to live a life of the quality our forefathers forcast for us.

In a wonderful essay, Arnold Toynbee, a famed historian of this century, has noted four factors which have been responsible for the increased emphasis upon higher education:

1. The development of experimental science during the 17th century.
2. The coordinate development of science and technology at quantum rates of increase during the 18th, 19th, and 20th centuries.
3. The application of science to technology.
4. The universalization of primary education.

To Toynbee's four, I would add a fifth, which I think is particularly important in our country: The increasing implementation of the concept which places high value upon the worth and the dignity of each human being.

These factors have resulted in an increasing pressure upon each person to continue his formal as well as his less formal education.

A series of research studies over the years have emphasized with repetition the increasing demands our knowledge of science and technology make upon us. These demands cannot be ignored. They aren't really satisfied by one type of education, I might insert here, too, Senator. The demands result in:

1. Rapid increases in number of persons who want continued opportunity for education throughout their lifetime.
2. Concomitant rapid increases in the need for diversity of educational opportunity, especially for those who have either completed high school or have passed the age for attending high school.

In 1948 there were only a few more students attending institutions of higher education in this Nation than are currently enrolled in community colleges, between two and two and a half million people.

There were 1,800 colleges reported in 1948. There are now more than 1,000 2-year institutions, most of which are community colleges.

The rapid development of these community colleges has been the major factor in alleviating the barriers to access for post-high school education. These barriers have been repeatedly described in research study after research study.

We know that opportunity for higher education has been in many instances limited to those who had better than average financial backing and/or better than average academic ability. Persons leaving school either upon high school graduation or earlier received little or no incentive to continue, unless they were in one or the other of the above categories.

We could have characterized our system of higher education prior to 1948 as one which was designed for the rich and the smart. That is not enough!

L. V. Koos, an early advocate of community junior colleges, in his research identified in these new institutions some specific results which I have divided into three categories:

1. Those pertaining to students:

(*a*) Providing the first 2 years of a 4-year degree near at home.

(*b*) Providing opportunities for continued education to those who are not working for a 4-year degree.

(*c*) Providing vocational, and later technical, or occupational education at a post-high school level.

(*d*) Popularizing higher education.

(*e*) Continuing home influences, and

(*f*) Offering lifelong educational opportunities readily accessible to a diverse group of students.

2. Those which affect all of higher education:

(*a*) Relieving pressures upon the lower divisions of the universities so that they may concentrate upon those levels of education which only they can carry out.

(*b*) Providing diversity of educational opportunity at this level of education, and

(*c*) Increasing the accessibility of higher education for more students.

3. Those which influence society in general:

(*a*) Democratizing education beyond the high school.

(*b*) Increasing the relevance of education.

(*c*) Improving the economic, social, and cultural life of our communities, and

(*d*) Providing continued educational opportunity for post-high school age groups.

If we further examine those results in terms of more recent research, we will note some interesting findings which are most important, Mr. Chairman, to the consideration of your legislation, S. 1033.

The results pertaining to students might well be summarized as follows:

1. There is a great disparity among the 50 States in relation to percentage of high school graduates who continue their education. A number of States have made very rapid strides in making education for freshmen and sophomores available to their residents. Other

States have done very little. The great majority of community college enrollment is found in about seven States at the present time.

In a few States, one person in every 65 to 100 persons is enrolled in a community college during the year. Incidentally, in California, that figure is one in 30 persons. In other States, this rate is one in every 1,000 or more.

Research specifically shows that the place where a person is born, where he grows up, where he has opportunity to learn, affects his educational opportunity to a great extent.

Studies of college attendance patterns consistently report that the location of a community college within community distance of an individual will increase attendance after high school, to a large degree. Community colleges do increase college attendance patterns.

A rather consistent figure relating to those who transfer to baccalaureate degree programs is that 30 out of every 100 entering freshmen do continue their education. We also know that most of these 30 come from families where there were no previous college experiences, where the family income is below that of students who attend public universities or private colleges, and where college attendance is not necessarily a part of the family plan.

For example, in one State, 70 percent of the students who entered the junior college came from families where there had been no previous college experience in their family.

There colleges have popularized and democratized education in a way no other institution has been able to accomplish for very long.

A major benefit accruing to society from the development of community colleges is the fact that everyone doesn't have to go to the community college immediately upon high school graduation. Studies have shown the age span for community college students extends from under 17 to over 75.

While more than half of a college's enrollment will usually be in the 18–21 year old bracket, the other half will usually include large numbers of students in their twenties and thirties. These persons are receiving their second or even their third chance.

We are in the process at the University of Florida at the present time of completing a study of community college finance at the University of Florida. This study will be published in the fall.

The early draft of it makes it very clear that certain programs in community colleges are more expensive than others. In fact, if the general liberal arts program is considered as 1.0, then occupational programs may vary from 0.89 up to 3.03 in ratio of cost.

We have pointed out the need for diversity, for occupational programs, for broadened curriculum. Yet few States, only two to be exact, report that they have financed their community colleges in a manner which actually recognizes the fact that one program might cost more than another. It is not surprising, then, to find out that there is wide variety among community colleges in the extent to which occupational education is available.

Arney, in a recent study at the University of Florida, summarized the patterns of financial support in the 50 States as coming from four major sources: local funds, State funds, Federal funds, and student tuition. Minor sources included other public sources, gifts,

and auxiliary enterprises. Local support varies from a low of zero in several States to a high of 60 percent of current operating funds in one State. The median was 21 percent.

State support varied from a low of 4 percent in one State to a high of 100 percent in another State.

Federal support was also quite varied in the States, and seemed to be dependent upon how much vocational education funds were assigned to the community colleges. The range was from zero in a number of States up to 23 percent in a State where all post-high school vocational education is assigned to the community college.

Thus far, Federal support for community colleges has been inconsistent, and for the most part negligible.

Of particular concern to all of us should be the student payments. Arney found that the majority of the States permitted tuition to be charged to community college students, and that 10 States required tuition by statute. Only three States have no-tuition laws—in two of these, the law is apparently ignored, because a portion of their income comes from student tuition.

The highest percent paid by students was reported in New Mexico, where 51 percent of the current operating cost is funded from this source. The range extended from this 51 percent down to zero, with the median percent at 20.

The variation in capital outlay support was even greater. While Federal funds have been important in building facilities in many States, there has not been equal concern for support of capital outlay in the States themselves. In some States, all funds except for Federal funds have come from local sources. In other States, all capital outlay except for Federal support comes from State sources.

Arney concluded that there must be a proper balance among Federal, State, and local sources, if the community colleges are to implement the diversity of functions described by the researchers.

These are a few of the research studies which have been carried out and are being conducted in various places in the country now, but much more needs to be done. Without describing all of the existing studies, however, I would like to summarize for you some of the major conclusions I have noted.

The research on the growth and development of education at the level for which the community college is responsible may be reviewed as follows:

1. There has been tremendous growth in community colleges within the past 20 years. Most of it has occurred during the past decade. There is a great deal of evidence to support the position that these institutions do increase educational opportunity beyond the high school. They also democratize educational opportunity at this level.

2. There is a great deal of difference from State to State in the development of community colleges, both in relationship to total population—from one in 30 persons to one in 1,000 persons—and in relationship to the total enrollment in higher education—from 1.5 percent to 44.1 percent.

3. There is very little information relative to the impact of the community colleges in the 50 States. While agencies in several States

have collected information regarding some areas of impact, the general level of information is inadequate and insufficiently accurate.

4. Some commonly accepted definitions for use in collecting date would enable the researcher to develop defensible analytic information. These currently are not available.

5. There is apparently a very unequal opportunity for education in the 50 States. The net effect of this fact has not been adequately assessed.

6. There are few university programs specifically designed to prepare faculty for teaching in the community colleges. Most faculty programs for teaching are designed for other levels of education.

7. Community colleges can unquestionably report that they provide opportunity to students who otherwise might not have it. These are students who have financial problems, except those in the lowest economic brackets, where even the community college does not do an adequate job; those who have academic problems; those whose interests and abilities require a program which is oriented toward areas of study not usually found in most institutions.

8. There is no clear evidence to indicate how well the community colleges are succeeding in helping people select appropriate education, that is, guidance and counselling services.

9. Role and scope planning for higher education should include the community colleges as a part of the total plan. This specifically means that changes in institutional role will affect the entire State plan, not just a single institution. Community colleges cannot be considered as potential 4-year institutions.

10. Planning for articulation between institutions is too important to be left to chance. Specific programs and agreements must be developed. Constant attention is required for successful articulation.

11. The concept of accountability, when measured by ability to deliver, is not uniformly and universally accepted among community colleges in the Nation.

All of these conclusions support the need for Federal support in making this level of education universally available. Those States which have led the way should be encouraged to improve their current opportunities. Those which have done very little thus far should be encouraged to expand their efforts.

With due respect to my good friend, Dr. Muirhead, I do not believe he has been able to obtain the reaction of the community college leadership itself in relation to the continued need for attention from the USOE to the problems of the community colleges.

Mr. Chairman, your bill, S. 1033, the Comprehensive Community College Act of 1970, is in my opinion the really bright spot in legislation currently under consideration. The people of this country need it.

I know, Mr. Chairman, that you deeply appreciate the G.I. bill and what that historic measure has done for America and for the education and progress of the citizens. It was the most dramatic step of this century toward the universalization of opportunity in higher education.

Today's community college surge is the new and most promising expression of that same dream. The support for community colleges,

for universal access, envisioned in your bill could well be the most important Federal legislation for higher education since the original G.I. bill.

I would say that the research with which I am familiar supports it entirely.

Senator WILLIAMS. That is a great statement, believe me, and it is good for our record.

I tell you, it opens a lot of doors of inquiry, and I wondered if some of your findings could be backed up with statistical material that would be useful for our record.

Dr. WATTENBARGER. Yes, sir.

Senator WILLIAMS. The figures show disparity in many ways between States and among States. That would be helpful.

Dr. WATTENBARGER. I will be glad to send it to you.

(The information furnished follows:)

Abstract of Dissertation Presented to the Graduate Council of the University of Florida in Partial Fulfilment of the Requirements for the Degree of Doctor of Education

SELECTED VARIABLES RELATED TO DIFFERENTIAL COSTS OF PROGRAMS IN COMMUNITY COLLEGES

By

Harmon R. Fowler, Jr.

August, 1970

Chairman: James L. Wattenbarger

Major Department: Educational Administration

The purpose of this study was to determine the differential costs of the liberal arts and vocational programs of selected community colleges, to determine the ratio of the unit cost per credit hour of each vocational program to the average, or mean, cost of the transfer curriculum and to identify variables which appeared to be related to the differential costs. The investigation was limited to a study of the unit costs of the educational programs in eight of the fifteen comprehensive community junior colleges included in the Community Junior College Finance Study, a satellite of the National Educational Finance Project.

The data were collected by a Project team during a visit to each institution. The name, position, and salary of each professional staff member, a class schedule for each term of the 1968-69 academic year, a college catalog and other documents containing descriptions of courses and curriculums offered and a copy of the 1968-69 financial report with expenditures for current operation were obtained.

The unit cost for each course was determined by allocating the total

departmental, divisional and institutional expenses to the courses taught. The unit cost of each course in a specific program was summed to arrive at the total cost of educating a student in that program. Using the average cost per student in the liberal arts program, cost differentials (or ratios) for the vocational-technical programs were computed.

An analysis of the data received from the eight colleges revealed that there was a wide variance of curriculum costs within and among institutions. However, programs in business education, health related occupational education, technical education, and vocational education were consistently more expensive than the liberal arts program in the same institution.

The cost differentials calculated for the various programs showed that the occupational programs were generally greater than 1.00, the cost differential for liberal arts education. In order of increasing cost the six categories of programs ranked: liberal arts (1.00), business occupations (1.13), Social and Public Service (1.33), vocational (1.51), health related occupations (1.55) and technical education (1.65).

The program cost variables examined included cost per credit hour, average class enrollment, program level (i.e., freshman or sophomore) and the rate of depreciation of instructional equipment. Each variable was found to have a significant effect on unit costs. In addition, eight categories of current expenditures were examined to determine the percentage each contributed to the total current expenses of the college.

The variance in program costs and program requirements make it imperative to develop some systematic way of determining needs and apportioning local, state, and federal funds to meet these needs. The variation in unit costs reported in this study points out that any plan of financial support which

is based on the allocation of a flat amount per pupil without consideration of the difference in unit costs is an unfair plan.

The acceptance of the comprehensive junior college concept and the resulting growth and responsibility of these institutions make it imperative that an adequate means for financial support be developed. This includes an adjustment for cost differentials.

Senator WILLIAMS. You mentioned, and, of course, we here share your view about the G.I. bill.

When you mentioned it, you didn't have in your prepared statement that you went to college under the G.I. bill.

I appreciated your mentioning it, and I think it would be a good question to ask every witness we have, if they went to college under the G.I. bill. I know I went to law school under the G.I. bill.

Dr. WATTENBARGER. I might add, Mr. Chairman, I have repaid it several times over in income taxes.

Senator WILLIAMS. That is exactly right.

Dr. WATTENBARGER. And I am grateful to have had an opportunity to do it that way.

Senator WILLIAMS. About 14 times the cost of the program has come back in taxes.

Dr. WATTENBARGER. I would submit that is much better than loans.

Senator WILLIAMS. Yes. This is fitting together the financial—the really responsive financial—programs.

I get the impression that the loan program is major in the administration's thinking. Am I right on that? I get the impression that it must be orchestrated a lot more broadly than that.

You know, when you are going to start into higher education these days, some of these people are within the decade between the twenties and thirties. There might be a market where they will be buying a house and have a mortgage, and then put on an education loan, and, you know——

Mr. WATTENBARGER. It is too much.

Senator WILLIAMS. There isn't much left to go fishing with.

Do you want to ask any questions?

Mr. WEXLER. Sir, in your statement, you talk about comparability, could you elaborate on that point.

Dr. WATTENBARGER. I am talking specifically about the fact that we have not at the present time adequately determined what are the outputs that we desire in most of our educational system, and particularly in the areas of post-high school education, just exactly what we are trying to do.

We have one study under way now, which will be finished in the next few weeks, which has attempted to tie in the amount of money that is spent in junior colleges with the number of graduates, and the number of people who attend various programs and get jobs, and thus far we have been able to discover no tie-in between these two factors, absolutely none whatsoever, and I think the trouble is not that there is not a tie-in, but that we have not developed ways of determining this in a quantitative or even a qualitative manner.

(The material referred to follows:)

Abstract of Dissertation Presented to the
Graduate Council of the University of Florida in Partial Fulfillment
of the Requirements for the Degree of Doctor of Education

A STUDY OF CERTAIN INPUT-OUTPUT RELATIONSHIPS IN SELECTED COMMUNITY JUNIOR COLLEGES

By

James Edward Matthews

August, 1970

Chairman: Dr. James L. Wattenbarger
Major Department: Educational Administration

The purposes of this study were to: (1) identify and investigate certain input variables of two types, institutional and community, and specified output variables of the community junior college, (2) determine relationships between input and output variables, and (3) seek to identify implications of any relationships that may exist.

A survey of authoritative literature and research studies was made to identify variables used in this study. Institutional input variables included the following expenditure categories calculated as expenditures per FTE and as percentages of total educational and general expenditures: instructional salaries, student personnel services, and library services. Other institutional variables included: president's salary, current educational and general expenditure per FTE, size of institution, percentage of

total current revenue derived from tuition and fees, and percentage of total current revenue derived from local sources. Seven socio-economic characteristics of the population were identified as community input variables. Five output variables which quantified operationally the output related to three basic functions of the junior college, college-parallel, occupational and continuing education, were identified.

This study utilized a sample of fifteen junior colleges selected for study by the staff of the Community Junior College Finance Study--a satellite of the National Education Finance Project. Data, in the form of a variety of reports, records, and schedules, were obtained from each of the institutions. These data, along with demographic information obtained from the U.S. Bureau of the Census, were analyzed thoroughly in order to obtain the basic information needed to calculate the variables. Spearman rank order coefficients of correlation were calculated relating each input variable with each output variable.

Significant positive relationships were found between the following sets of variables:

1. Student personnel services expenditure variables with college-parallel completions.
2. Instructional salaries percentage with occupational employment on related jobs.
3. Institution size with the continuing education variable.

4. Percentage of non-white population with the continuing education variable.

Significant negative relationships included:

1. Instructional salaries per FTE with occupational completions.
2. Student personnel services expenditure per FTE with occupational employment on related jobs.
3. Library expenditures with college-parallel and occupational completions.
4. Current educational and general expenditure per FTE with occupational completions.
5. Tuition and fees percentage with occupational completions.

Other findings included:

1. There was a wide range among the institutions in the level of each of the variables.
2. A number of institutions did not maintain complete records on output variables.
3. Concomitant variables operating in the input-output relationships were identified.

The study generated the following conclusions:

1. The concept of accountability is not universally accepted among junior colleges.
2. Junior colleges without local financial support tend to meet community needs to a lesser degree than those institutions with local financial involvement.

3. A number of variables operate in association with the input-output relationships.
4. More successful occupational programs are found in junior colleges that minimize student tuition and fees.
5. Junior colleges that spend more on student personnel services tend to have higher completion rates in college-parallel programs and tend to enroll more students in occupational programs.
6. Junior colleges tend to have either relatively successful college-parallel programs or occupational programs, but not both.
7. Institution size relates to the degree the institution serves the community.
8. Output level is more closely related to institutional characteristics than community characteristics.
9. Of the community variables, non-white population has the strongest relationship to output.
10. Junior colleges may attain recognition as exemplary institutions with widely varying degrees of financial support for individual programs as well as the total college program.

Dr. WATTENBARGER. We need the sort of help that the planning funds that Senator Williams' bill would provide to begin to develop this kind of a basic data system.

Mr. WEXLER. This is an idea which was discussed in the subcommittee last year. There is present discussion of performance contracts. Have the community colleges, to your knowledge, made use of contracting with outside profit or non-profit organizations on a performance basis?

Dr. WATTENBARGER. There may be one or two, but it certainly is not general.

Mr. WEXLER. Thank you.

Senator WILLIAMS. Thank you, Dr. Wattenbarger, and the question, as you heard it, relating manpower and training programs to this, and if we could have your observations on that, we would appreciate it, and if we could have some statistical backup for those points, whatever ones you can give, we would appreciate it.

Thank you.

Dr. WATTENBARGER. Thank you, sir.

(The prepared statement of Dr. Wattenbarger follows:)

Testimony by Dr. James L. Wattenbarger,
Director, Institute of Higher Education,
University of Florida

to the Subcommittee on Education,
United States Senate

July 22, 1970

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Mr. Chairman, honorable members of the Subcommittee on Education, a few years ago toward the end of the 1930's I finished high school. Although my father, a veteran of World War I, had died prior to my graduation, my mother was very much determined that I should have an opportunity for a college education. I was most fortunate; I grew up in a town where the local citizens had the forethought and the determination to provide a junior college for its youth.

Now we didn't really know much about the potential of this institution in the 1930's; we only knew that our youth could not expect to go to work at the age of 18; we knew that traveling away from home to a four-year college involved expenditures that few families could afford ; we knew that opportunity for continued education was required. We suspected that Horatio Alger of the early 1900's could no longer be successful unless he had the advantages of an education.

I drove a school bus, I completed two years of college and saved enough money to go on to the University to complete a

baccalaureate degree. In this respect I represent many thousands of business and professional men in recounting to you the fact that college would not have been available to to me without Palm Beach Junior College. As I rode up on the plane yesterday I was reading the new report of the Carnegie Commission - the one which Dr. Gleazer and others have mentioned in their testimony. The man sitting in the seat next to me asked me about the book saying that he was most appreciative of the fact that his home town, New York City, had provided a community college for him to attend. Seldom do I travel in this wonderful nation of ours without someone expressing a personal gratitude to me when they find out that I'm interested in the community colleges. It's almost as though there is an urge on their part to express their personal appreciation to someone

You can see Gentlemen, why I have selected the profession I did. After completing service in the Air Force during World War II I returned to the University to begin graduate work. My research concerns since that time has been in the areas of the ommunity college in particular and higher education general. As a matter of fact, I am also one of the few individuals who has seen his Doctoral dissertation put into effect. The Florida Master Plan for Community Colleges is the direct result of my doctoral research and the people of my state have provided me

with the rare opportunity of participating in the implementation of that research.

Many influences in American life have been brought to bear upon higher education in our country. The chief result has been to increase the numbers of persons who want and need this opportunity in order to live a life of the quality our fore-fathers forecast for us. In a wonderful essay Arnold Toynree, a famed historian of this century, has noted four factors which have been responsible for the increased emphasis upon higher education: (1) The development of experimental science during the 17th century; (2) The coordinate development of science and technology at quantum rates of increase during the 18th, 19th, and 20th centuries; (3) The application of science to technology; (4) The universalization of primary education. To Toynbee's four I would add a fifth: The increasing implenentation of the concept which places high value upon the worth and the dignity of each human being.

These factors have resulted in an increasing pressure upon each person to continue his formal as well as his less formal education. A series of research studies over the years have emphasized with repitition the increasing demands our knowledge of science and technology make upon us. These demands cannot be ignored. The demands result in:

1) Rapid increases in number of persons who want continued opportunity for education throughout their life time;

2) Concomitant rapid increases in the need for diversity of educational opportunity, especially for those who have either completed high school or have passed the age for attending high school.

In 1948 there were only a few more students attending institutions of higher education in this nation than are currently enrolled in community colleges. There were 1800 colleges reported in 1948; there are now more than 1,000 two-year institutions, most of which are community colleges. The rapid development of these community colleges has been the major factor in alleviating the barriers to access for post high school education. These barriers have been repeatedly described in research study after research study. We know that opportunity for higher education has been in many instances limited to those who had better than average financial backing and/or better than average academic ability. Persons leaving school either upon high school graduation or earlier received little or no incentive to continue unless they were in one or the other of the above categories.

We could have characterized our system of higher education prior to 1948 as one which was disigned for the rich and the smart. That is not enough!

L.V.Koos, an early advocate of community junior colleges, in his research identified in these new institu tions some specific results which I have divided into three catagories :

1) Those pertaining to students:
   a) providing the first two years of a four year degree near at home;
   b) providing opportunities for continued education to those who are not working for a 4 year degree;
   c) providing vocational (and later technical) or occupational education at a post high school level;
   d) popularizing higher education;
   e) continuing home influences; and
   j) offering life long educational opportunities readily accessible to a diverse group of students.

2) Those which affect all of higher education:
   a) relieve pressures upon the lower divesives of the universities so that they may concentrate upon those levels of education which only they can carry out;

   b) providing diversity of educational opportunity at this level of education; and
   c) increasing the accessibility of higher education for more students.

3) Those which influence society in general:
   a) democratzing education beyond the high school;
   b) increasing the relevance of education;
   c) improving the economic, social, and cultural life of our communities; and
   d) providing continued educational opportunity for a post high school age groups

If we further examine those results in terms of more recent research we will note some interesting findings which are most important Mr. Chairman, to the consideration your legislation, S. 1033.

The results pertaining to students might will be summarzied as follows:

1. There is a great disparity among the 50 states in relation to percentage of high school graduates who continue their education. A number of states have made very rapid strides in making education for freshmen and sophomores available to their residents; other states have done very little. The great majority of community college enrollment is found in about seven states.

In a few states one person in every 65 to 100 persons is enrolled in a community college during the year; in other states this rates is one in every 1000 or more. Research specifically shows that the place where a person is born, where be grows up, where he has opportunity to learn affects his educational opportunity to a great extent.

Studies of college attendance patterns consistently report that the location of a community college within community distance of an individuals will increase attendance after high school to a large degree. Community colleges do increase college attendance patterns.

A rather consistant figure relating to those who transfer to baccalaureate degree programs is that 30 out of every 100 entering freshmen do continue thier education. We also know that most of these 30 come from families where there was no previous

college experiences, where the family income is below that of students who attend public universities or private colleges and where college attendance is not necessarily a part of the family plan. These colleges have popularized and democratized education in a way no other institution has been able to accomplish for very long.

A major benefit accruing to society from the development of community colleges is the fact that everyone doesn't have to go to the community college immediately upon high school graduation. Studies have shown the age span for community college students extends from under 17 to over 75. While more than half of a college's enrollment will usually be in the 18-21 year old bracket, the other half will include large numbers of students in their 20's and 30's. These persons are receiving their second or even their third chance.

We are in the process of completing a study of community college finance at the University of Florida. This study will be published in the fall. The early draft of it makes it very clear that certain programs in community colleges are more expensive than others. In fact, if the general liberal arts program is considered as 1.0 then occupational programs may vary from 0.89 up to 3.03 in ratio of cost. We've pointed out

the need for diversity, for occupational programs, for broadened curriculum. Yet few states, only two to be exact, report that they have financed their community colleges in a manner which recognizes this. It is not surprising then to find out that there is wide variety among community colleges in the extent to which occupational education is available.

Arney in a recent study at the University of Florida summarized the patterns of financial support in the 50 states as coming from four major sources: local funds, state funds, federal funds, and student tuition. Minor sources included other public sources, gifts, and auxiliary enterprises. Local support varies from a low of zero in several states to a high of 60 percent of current operating funds in one state. The median was 21 percent.

State support varied from a low of 4 percent in one state to a high of 100 percent in another state. Federal support was also quite varied in the States and seemed to be dependent upon how much vocational education funds were assigned to the community colleges. The range was from zero in a number of states up to 23 percent in a state where all post high school vocational education is assigned to the community college.

Thus far federal support for community colleges has been inconsistent and for the most part negligible.

Of particular concern to all of us should be the student payments. Arney found that the majority of the states permitted tuition to be charged to community college students and that 10 states required tuition by statute. Only three states have no-tuition laws -- in two of these the law is apparently ignored. The highest percent paid by students was reported in New Mexico where 51 percent of the current operating cost is funded from this source. The range extended from this 51 percent down to zero , with the median percent at 20.

The variation in capital outlay support was even greater. While federal funds have been important in building facilities in many states, there has not been equal concern for support of capital outlay in the states themselves. In some states all funds except for federal funds come from local sources; in other states all capital outlay except for federal support comes from state sources. Arney concluded that there must be a proper balance among federal, state, and local sources if the community colleges are to implement the diversity of functions described by the researchers.

These are a few of the research studies which have been carried out. Much more needs to be done. Without describing all of the existing studies, however, I would like to summarize for you some of the major conclusions I have noted.

The research on the growth and development of education at the level for which the community college is responsible may be reviewed as follows:

1. There has been tremendous growth in community colleges within the past 20 years; most of it has occurred during the past decade. There is a great deal of evidence to support the position that these institutions do increase educational opportunity beyond the high school. They also democratize educational opportunity.

2. There is a great deal of difference from state to state in the development of community colleges both in relationship to total population (from 1 in 30 persons to 1 in 1,000 persons) and in relationship to the total enrollment in higher education (from 1.5 percent to 44.1 percent).

3. There is very little information relative to the impact of the community colleges in the 50 states. While agencies in several states have collected information regarding some areas of impact, the general level of information is inade-

quate and insufficiently accurate.

4. Some commonly accepted definitions for use in collecting data would enable the researcher to develop defensible analytic information; these currently are not available.

5. There is apparently a very unequal opportunity for education in the 50 states. The net effect of this fact has not been adequately assessed.

6. There are few university programs specifically designed to prepare faculty for teaching in the community colleges. Most faculty programs for teaching are designed for other levels of education.

7. Community colleges can unquestionably report that they provide opportunity to students who otherwise might not have it. These are students who have financial problems (except those in the lowest economic brackets); those who have academic problems; those whose interests and abil. ies require a program which is oriented toward areas of study not usually found in most institutions.

8. There is no clear evidence to indicate how well the community colleges are succeeding in helping people select appropriate education.

9. Role and scope planning for higher education should include the community colleges as a part of the total plan. This specifically means that changes in institutional role will affect the entire state plan, not just a single institution. Community colleges cannot be considered as potential four-year institutions.

10. Planning for articulation between institutions is too important to be left to chance. Specific programs and agreements must be developed. Constant attention is required for successful articulation.

11. The concept of accountability when measured by ability to deliver is not uniformly and universally accepted among community colleges in the nation.

All of these conclusions support the need for federal support in making this level of education universally available. Those states which have led the way should be encouraged to improve their current opportunities; those which have done very little thus far should be encouraged to expand their efforts.

Mr. Chairman, your bill, S. 1033, the Comprehensive Community College Act of 1970, is in my opinion the really bright spot in legislation currently under consideration. The people of this country need it.

I know, Mr. Chairman, that you deeply appreciate the GI bill and what that historic measure has done for America and for the education and progress of the citizens. It was the most dramatic step of this century toward the universalization of opportunity in higher education. Today's community college surge is the new and most promising expression of that same dream. The support for community colleges, for universal access, envisioned in your bill could well be the most important federal legislation for higher education since the original GI bill.

Senator WILLIAMS. I have to go away for 1 second, but while I am out, will Mr. Wentling, Dr. Ryan, and Mr. Holderman come up and be ready?

STATEMENT OF JAMES WENTLING, MEMBER OF THE ADVISORY BOARD, KENT STATE UNIVERSITY, ASHTABULA, OHIO, AND ECONOMIST AND DIRECTOR OF MARKETING OF THE BANCOHIO CORP.; DR. JOHN W. RYAN, CHANCELLOR FOR REGIONAL CAMPUSES OF INDIANA UNIVERSITY; KENNETH L. HOLDERMAN, VICE PRESIDENT FOR COMMONWEALTH CAMPUSES OF PENNSYLVANIA STATE UNIVERSITY; ACCOMPANIED BY DR. C. H. LAWSHE, VICE PRESIDENT FOR REGIONAL CAMPUSES, PURDUE UNIVERSITY. LAFAYETTE, IND.; AND JOHN G. BEASLEY, GOVERNMENT LIAISON, UNIVERSITY OF SOUTH CAROLINA, COLUMBIA, S.C.

Senator WILLIAMS. The panel is assembled. You have got more than I had on my list.

Dr. RYAN. Mr. Chairman, I am John Ryan from Indiana University, and I have with me Mr. James Wentling, who is an advisory board member of the Stark County campus of the Kent State University, that campus being located in Ashtabula, Ohio, and Mr. Holderman, of Pennsylvania State University.

We are the only ones who have any remarks to address to the committee. Mr. Lawshe, immediately to my right, is vice president for Regional Campuses of Purdue University, and Mr. Beasley, of the president's office of the University of South Carolina.

Both are here in a consultant capacity, and they will be happy to respond to any questions, but they will not have any remarks.

Senator WILLIAMS. This is the first testimony we have had for people who speak for the 2 year programs out of the 4 year colleges and universities.

Is that right?

Dr. RYAN. To my knowledge, that is right.

Senator WILLIAMS. I mean that is what you all are?

Dr. RYAN. Yes, and to my knowledge we are the first to speak.

Senator WILLIAMS. All right, Mr. Ryan, thank you very much.

Dr. RYAN. Mr. Chairman, you have a statement that I prepared, and with your permission I will leave that statement with you and confine myself, because of time and other considerations, to a very few comments, and ask Mr. Wentling and Mr. Holderman to do the same.

Senator WILLIAMS. All right.

All of the statements will be made part of the record, and I will assure you that they will be not only carefully read, but studied, and they will be helpful to us.

(The prepared statement of Mr. Ryan follows:)

Statement by John W. Ryan, Vice President, Indiana University, Bloomington, Indiana, on Behalf of a Group of Selected "Branched" Universities Before the Special Subcommittee on Education, Senate, Washington, D. C., July 22, 1970

Mr. Chairman, members of the Committee: my name is John W. Ryan, Vice President for Regional Campuses, Indiana University, Bloomington, Indiana. I speak today on behalf of my counterparts representing several universities very much involved in providing and expanding career education opportunities, and very much interested in the legislative proposals you have under consideration.

Each of us, personally and institutionally, holds to three fundamental convictions:

1. We must increase educational opportunities available within our society for all of its members, and where barriers stand between a citizen and his educational advancement, we must remove such barriers;
2. We must do more than increase opportunities for education; we must emphasize services--or perhaps responsiveness--to needs of students for new programs, different programs, technical, para-professional programs, programs physically located close to homes;
3. We must preserve within our American educational framework that quality unique among the nations of the world--its great diversity of public/private, large/small, single purpose/multiple purpose institutions. This diversity has been so important to us in meeting

varying needs, preserving academic freedom, and generating constructive vitality that the universities we represent have incorporated it into their own systems as we have provided community-located, community-responsive campuses throughout our states.

Because of these convictions we applaud achievements in increasing educational opportunities, emphasizing needs of students and broadening our range of institutional diversity. The creation and growth of community-based, two-year institutions, of which our "branch" campuses are an example, help to bring about such achievement.

Because of these convictions, we endorse the proposals to provide Federal fund support for career education development and expansion. I represent, to be sure, those of us charged with providing university academic programs in response to community needs in the communities themselves. I believe all of us are one with others who have appeared before you in support of career education and training.

My special message is to underscore the fact that universities, through their "branch" campuses, are already at work offering dozens of different programs of technical, para-professional education in scores of campuses removed from the "main" campuses. These programs can serve more students; they can be augmented by still more two-year degree offerings; they can be improved in professional/technical quality if you will decide to provide Federal funds.

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Overview of Branched Campuses in the U. S.

In the spring of 1969, some 54 major university systems in the United States (not counting the University of California and the State University of New York, whose campuses are not as closely related to a "parent" campus) had a total of 169 sub-campuses, usually designated as "branch" campuses, including The University of Alaska (7), the University of Connecticut (5), The University of Hawaii (5), Indiana University (6), Purdue University (4), The University of Kentucky (9), The University of Missouri (4), New Mexico State University (4), Long Island University (4), Bowling Green State University (4), Kent State University (4), Ohio University (6), Pennsylvania State University (19), The University of Pittsburgh (4), The University of South Carolina (8), The University of Virginia (6), and The University of Wisconsin (12). These campuses offer a range of two-year, four-year, and graduate courses, programs and degrees (in some instances with operationally separate accreditation).

All have in common the fact that they were originally created in response to the needs of communities distant from the original institution and have developed as integrated components of these communities and their surrounding regions. For this reason, University branch campuses are not miniature versions of the main campus, nor do they flourish only as feeder institutions, providing a minimal freshman or lower-division program that duplicates part of the course offerings at the main campus. Invariably, branch campuses offer programs that fulfill regional demands, including non-credit vocational programs, sub-baccalaureate career-oriented programs, continuing education, community education, and

various other projects. In short, they perform the community college function along with providing university credit curricula. In addition, they are generally commuter campuses located in population centers, permitting the conveniences of home residence and urban employment opportunities.

These branch campuses of major university systems, which are individual to their locations but share many large university benefits, constitute an important educational resource that we believe should not be ignored in any large-scale effort to develop post-high school, sub-baccalaureate educational opportunities.

Career Education Legislation

The general welfare of the people of the United States requires the encouragement and support of open, low cost, higher education opportunities. One particular feature of post-high school education which must have increased emphasis is the para-professional, career oriented program, which commonly requires less time to complete than the customary baccalaureate degree.

Educators, legislators, other officials and groups are alert to this specific aspect of the over-all need to expand higher education opportunity. At the Federal level, such proposals as the Comprehensive Community College Act of 1970, and the Career Education Act of 1970, are under your review.

Dr. James Allen, formerly Commissioner of Education, last November noted the special mission of the community-based, two-year institution (Address to the Annual Meeting of the National Council of State Directors of Community-Junior

Colleges). Through occupational education and manpower training programs, these institutions have special links with the economic life of the community and are not "locked into an exclusively academic frame of reference." Because many students enrolled are from low income backgrounds, these schools are closer to other "centers of creativity in education": community action programs, work-study arrangements, and community service projects. Many kinds of programs can be accommodated at the same time, from adult education to vocational training to academic preparation.

None of these functions, however, is exclusive to a particular form of institution. Commissioner Allen was discussing programs, not administrative patterns, and any urban based campus which is responsive to its environment should be expected to provide needed occupational programs, form special links with the economic life of the community, maintain close relationships with community-based groups and programs, and provide a range of programs to accommodate the variety of people characteristic of an urban area. We believe that the city-based campuses of universities and colleges; "parent" or "branched," should and do perform these functions.

Dr. Allen reported that ". . . we at the Federal level are trying to get past one of our greatest difficulties, which has been to find a support formula that is equally useful for the many very different situations that exist in different parts of the country." The problem has been to devise a delivery system comprehensive enough to accommodate the variety of institutional arrangements through which career education programs are now being provided and can be

increased. This comprehensiveness cannot be achieved within a single institutional pattern. So narrow a focus would seem to overlook some of the functions called for by Commissioner Allen.

Current proposed legislation would support new curriculum development, hiring and training of staff for career guidance and counseling, hiring and training and retraining of faculty, cooperative arrangements with industry for work opportunities, and recruiting staff members from among corporate employees. Curriculum development and staff and faculty development require broad assistance of institutions of higher learning and could not be accomplished independently by a two-year college. Leadership and professional talent to develop career programs are in severely short supply. Legislation supporting such new and expanded programs should also support vocational education and research in major colleges and universities. The "branch" campuses located in urban areas already have such programs underway, and furthermore are likely to have established work-study programs, community action projects and exchange of resources with local business and industry.

Current legislative proposals urge a policy of open transferability between occupational and academic programs, eliminating dead-ends and detours in career development. In communities where academic institutions are already established, transferability is most complete where programs are designed in conjunction with professional curricula and staff. Obviously, it is advantageous to such programs to operate with the "backstopping" of an established institution's professional school resources and under its accreditation. The "branch"

campus, as befits a "community college" also performs a liaison function, providing connecting points between secondary education, the career oriented student, professional skills needs, on the one hand, and more traditional programs on the other.

Among "branch" campuses, as among other forms of "community colleges," open-door policies prevail for admission to career-education programs. At Indiana University, for example, high school graduates can enter the two-year programs offered by the Division of General and Technical Studies, and non-graduates have an opportunity to qualify for diploma-equivalency.

You may find a listing of Indiana University's two-year degree programs already in existence a useful example of the response the "branched" universities of the United States have been making to needs of students and communities.

ASSOCIATE OF SCIENCE DEGREE AUTHORIZATIONS--DGTS

Fort Wayne

Accounting Technology
Data Processing Technology
Operations Supervision Technology
Marketing and Distribution Technology
Office Technology
Radiologic Technology in affiliation with St. Joseph, Lutheran and Parkview Hospitals
Law Enforcement Technology in cooperation with I.U. Fort Wayne (Fall 1970)

Indianapolis

Radiologic Technology
Education Technology

Kokomo

Radiologic Technology
Operations Supervision Technology (Fall 1970)

Northwest

Medical Laboratory Technicianary (Fall 1970)
Medical Records Technicianary (Fall 1970)
Marketing and Distribution Technology (Fall 1970)
Operation Management Technology (Fall 1970)
Traffic and Transportation Technology (Fall 1970)
Accounting Technology (Fall 1970)
Radiologic Technology in affiliation with Methodist Hospital Gary

South Bend

Radiologic Technology in affiliation with South Bend Memorial and Elkhart General Hospitals

ASSOCIATE DEGREE AUTHORIZATIONS--REGIONAL CAMPUSES

Fort Wayne

Associate of Arts in Dental Hygiene

Kokomo

Associate of Arts in Nursing
Associate of Science in Electrical Engineering Technology (Purdue)

Northwest

Associate of Arts in Nursing

South Bend

Associate of Arts in Dental Hygiene

Southeast

Associate of Arts in Nursing
Associate of Science in Mechanical Drafting Design Technology (Purdue)

General Guidelines

We urge the following ideas as guidelines in establishing Federal policy in the matter of encouraging development of career education opportunities throughout the United States:

1. Federal treasury funds allocated to operational and capital requirements of career-oriented, non-baccalaureate post-high school programs should be increased.
2. The most relevant criterion for determining allocation of federal funds to foster development and expansion of career-oriented non-baccalaureate programs (carrying associate level degrees or not) is the quality of the program itself. Federal programs supporting expansion should concern themselves with program form and quality rather than institutional form, and thus programs, not institutions, should be funded. It is imperative that legislation speak to the needs of students and the needs of society rather than to the needs of institutions. Career-education programs, regardless of the type of institution in which they are based, should be supported.
3. The term "comprehensive community college" should be considered generic, incorporating the various types of two-year institutions which offer high quality, career-education programs. Its definition should not exclude institutions whose spectrum of programs encompasses those which the legislation intends to encourage. The institution with already established and qualified professional programs can provide a

foundation and backstopping to career-training programs. An institution with medical, dental, nursing schools offers better two-year health sciences career-training; an institution with professional faculties in engineering, education and business administration offers stronger two-year career programs in technology, computer science and management. The record shows that some public and private institutions have been offering para-professional two-year degrees for decades with little or no public recognition or special support. Universities with strong, highly qualified professional schools should be encouraged, not discouraged, to offer two-year career programs where they do not now do so. Federal legislation should be constructed, therefore, to encourage more career education by such institutions.

4. Because of the diversity of state arrangements for coordination in higher education, Federal legislation should be carefully constructed so as to allow maximum flexibility to states in organizing to achieve the objectives. The procedures employed within the state for purposes of the HEFA (1963), incorporating a point system, so highly successful in arriving at priority judgments among diverse institutions, provides a good model to be followed.

University systems are willing to help increase career-education opportunities. Their response to this need is expressed in Recommendations for National Action Affecting Higher Education: A Joint Statement, issued in January 1970,

by the American Association of State Colleges and Universities and the National Association of State Universities and Land-Grant Colleges. These Associations reaffirm their support for federal assistance in (1) providing aid to individuals in obtaining post-high school education; (2) improving conditions of urban and rural life; and (3) extending the resources of higher education.

> "We applaud the enactment of such legislation as Title I of the Higher Education Act of 1965, the State Technical Services Act, the Regional Medical Programs Act, legislation affecting the Department of Housing and Urban Affairs, the Law Enforcement Act, and the Smith Lever Act establishing the Cooperative Extension Service, which has furnished the example inspiring many of the more recent programs. Through the implementing of programs of continuing education and extension authorized by these and other acts, the Congress enables universities to bring their unique resources to bear on the needs of communities and individuals for assistance in solving the multiple problems associated with rapid urbanization, technological change, social change, and the needs of the professions, agriculture, labor, business, industry, the delivery of health service, and the Federal government."

In communities where established universities and their "branch" campuses already exist, caution should be exercised in encouraging the creation of new institutions so as to avoid waste of precious resources. A community college is a college within a community and serving the community, whether autonomous or affiliated with a larger institution. In this generic sense, the concept should be broadly defined to include public and private comprehensive community colleges, public and private technical institutes, branches of universities providing career-education, extension centers of universities, and four-year degree granting institutions that offer career-education programs of less than baccalaureate degree scope on their main campuses. From this point of departure, legislation should begin.

Recommendations

Specifically, as you consider proposals for Federal support for career education study opportunities, we recommend:

1. Federal legislation should reflect the intent of the Congress to increase availability of para-professional, career educational study programs. Therefore, we recommend that the object for Federal attention, legislation and funds should be such programs themselves, not the type of institutions in which they might be offered.
2. If Federal legislation explicitly includes any type or category of institution as a presumed recipient of funds for purposes of career-education, then we recommend that "branch" or "regional" campuses of universities be included as one type or category. This matter was recognized in the Higher Education Facilities Act of 1963 in which it was handled as follows: [Public Law 88-204, Title IV, Sec. 401, (g)]

   (g) The term "public community college and public technical institute" means an institution of higher education which is under public supervision and control and is organized and administered principally to provide a two-year program which is acceptable for full credit toward a bachelor's degree or a two-year program in engineering, mathematics, or the physical or biological sciences which is designed to prepare the student to work as a technician and at a semiprofessional level in engineering, scientific, or other technological fields which require the understanding and application of basic engineering,

scientific, or mathematical principles or knowledge, and, if a branch of an institution of higher education offering four or more years of higher education, is located in a community different from that in which its parent institution is located.

3. We recommend that the formula for allocation of Federal funds for career education and training attempt to subsidize new program development by providing funds to cover the higher costs involved in technology programs such as those in health sciences, engineering sciences and computer sciences. Current program funding levels can be maintained from other sources, and the "average" cost portion of technology programs can be funded from present sources. We further recommend that the Federal funding formula foster development of remedial, up-grading, and foundation courses related to the proposed career-education and training programs.

4. We recommend that Federal funds be made available for development and support of career education and training through an equitable and objective system of program evaluation and funds distribution. We believe the HEFA (1963) procedure, employing a point system, was a good one and recommend it as a model.

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Appendix 1

STATEMENT

The National Association of State Universities and Land-Grant Colleges strongly urge that the number one priority for new Federal programs affecting higher education is the establishment of a national program of institutional support for all accredited institutions of higher education. If programs are designed to satisfy restricted objectives, enabling legislation should make eligible for participation all institutions offering programs meeting the objectives of the legislation, regardless of the type of institution. Specifically, if the Congress determines to encourage the development of expanded opportunities through the first two years of college through low, or no, tuition and open-door admission policies, all institutions should be made eligible for participation in the program to the extent that they provide programs meeting the objective. Further, if it is decided to encourage the development of career-training programs of less than baccalaureate level, all institutions, again regardless of type, offering such programs should be made eligible for participation to the extent their program satisfy the objectives of the program.

Senator WILLIAMS. You represent part of the total picture that is of great importance to us.

Dr. RYAN. We are an improbable group of people, because we don't represent any particular organization. We are engaged in counterpart activities at each of our separate universities.

We even have trouble developing an umbrella type title to describe who we are, and so we came up with the term "branched universities."

Senator WILLIAMS. I probably have been making all kinds of mistakes by even wondering whether back down the road some years that universities and colleges had extension programs.

Is that an outgrowth of what we used to call the extension programs?

Dr. RYAN. Each university here I think would have a separate answer to make. In some cases, we have campuses that started as extension programs, or extension centers.

In some cases we have campuses that were started as campuses per se. I think I would like to say simply as a spokesman for my colleagues engaged in the same kind of work I am that all of us applaud this congressional interest in increasing higher educational opportunity.

We believe it to be in the public interest.

Secondly, I would urge support for what we have called paraprofessional, or you might call career educational opportunities as one of the most important elements in a comprehensive program of education. Not the only element but an extremely important one.

Third, I should say that the universities we serve are in the comprehensive education business, and have been for a long time. In Indiana Universities case, you can trace its roots back 50 years or more in several communities in the State. What I mean by the comprehensive education business is a comprehensive community education approach with 2 year programs and more, community based, community located and community oriented.

By my count, as you will see in the paper, there are 54 universities systems in the country with 169 such subcampuses. There are probably more than that, because I was relying on the directory for educational institutions and I think there is not a widespread understanding of what a branched campus is.

I would simply say that it is a campus that offers a comprehensive educational program, that makes use of local advisory boards and committees, responds to local professional group needs for trained, educated program people, and has had the benefit of local financial support, not in its operating budget typically and not from tax money typically, but local support in terms of capital development and innovative development on these campuses.

But the branch campus is also part of a system, a university system, that contributes backstopping of the professional schools of the university for the associate degree level programs and the nondegree and noncredit programs that such campuses offer. So the branch campus is a unique institution in its community. It is part of a system.

I might say, Mr. Chairman, that a concern I have with the specific legislation in the comprehensive community college act is that it does not recognize, or let's say it concentrates on definitions of a community college that can be misinterpreted and does not include branched campuses or community-based campuses of universities in those definitions.

Second, and more specifically, in a situation where branched campuses are not very well understood, and often have a tendency to feel isolated, the establishment of a separate bureau of community colleges in the Office of Education would tend to reinforce the feelings of isolation of branched campuses which we believe are attempting to do in their communities what it is the intent of this legislation to accomplish.

I direct your attention to page 7 of the statement for a listing of the kind of career education programs that Indiana now offers, which I think are useful in illustrating the kind of programs that branch campuses of the universities represented here can offer.

In addition, of course, the 4-year programs and other kinds of programs are offered.

I would commend the chairman for his use of the words "the genius of the community college."

Certainly not being restricted to offering career education programs, para professional programs, vocational programs, or what have you.

Indeed, the genius of the community college is the breadth of its program, the ability it may have to respond to the educational needs of the community, It seems to me that this is the genius of the branch campus as well, or at least it is the intent of the universities that have them and it was their intent when they established such campuses.

I would like to defer now to Mr. Wentling, who is not an officer of the Kent State University, but rather a member of the advisory board of one of its campuses, for his comments.

Mr. WENTLING. Thank you, John.

Mr. Chairman, I am not an educator, and so as such I greatly appreciate the opportunity to testify, and I think today my remarks would be applicable to all university branches.

As a member of a college advisory committee group, our primary responsibility is to represent the community, not the university. The committee determines the local higher education needs and then interprets these needs to the university.

We are responsive to the pulse of the community. Our advisory committee frequently meets with the university staff, both at the branch level and the central campus level, to identify programs which are specifically needed in our local area.

I think this is critically important.

Historically, a survey was conducted by the chamber of commerce in our community, back in 1957, which pointed up the need for higher education facilities, since there was no such facility which was within 80 miles of our community, and there were hundreds of students who were denied the opportunity for a higher education.

The young people in the lower socioeconomic groups could not afford to commute 80 miles, or to take up residence at an out-of-town college.

Senator WILLIAMS. You had colleges closer than 80 miles.

Mr. WENTLING. No State college, and we had no college closer than 60 miles, which was Cleveland, at all, at that time.

Senator WILLIAMS. Then about 67 miles was Oberlin.

Mr. WENTLING. Right.

Senator WILLIAMS. It is not exactly an open-door college. I was only admitted because it was the depression, and we could afford it.

Mr. WENTLING. We invited Kent State to develop a facility in our community, and the people raised initially $43,000 to remodel and equip an old, abandoned school building. Subsequently, the local school board volunteered to underwrite the utilities and Kent developed a program primarily financed through student fees. This program has continued to expand through community support, and we now have a permanent program—a permanent campus constructed at a cost of $3,500,000.

This funding was strictly through contributions and donations. We have been involved as a committee in the campus planning all the way from the selection of the architect to the actual dedication.

I think it is essential to indicate that our programs continue to be responsive to the community's needs.

We have established career education programs. For some time we have had a nursing program offering an associate degree in nursing. This was established through a gift of $175,000. We have many other associate degree programs at the present time.

We are continuing working on additional technologies. We also have a scholarship program established in the year 1969–70, and we gave out about 40 scholarships at a cost of $6,000. This money was raised locally.

We have available an adult noncredit course. This year, in cooperation with the interfaith clergy, a school of religious studies was offered, and we have had courses in human relations, quality control, and courses of this type.

We had an economic workshop for teachers sponsored by the university, the local school boards, and local industry.

Many people are volunteering their services without pay. Frankly, as far as I am concerned, just being able to help meet the need of providing college education to many students who would not otherwise have it, is certainly pay enough.

We don't require that all the students have a high school diploma. If they are otherwise qualified, we permit them to enter. I think our branch is typical, and it demonstrates the ability to give programs tailored to local needs and enable our students to receive a high quality education at a nominal cost.

The budget is continually tight for us, as it is for all branched campuses, so we are not asking that you select branches over community colleges as far as Federal financial support is concerned, but we merely make a request for equal treatment under the law.

Thank you.

(The statement by Mr. Wentling follows:)

Statement by Mr. James W. Wentling, Vice-President, Economist and Director of Marketing of the BancOhio Corporation, Columbus, Ohio, who was formerly Secretary-Treasurer, Ashtabula Area College Committee, on behalf of "Selected Branched Universities," before the Education Subcommittee of the Senate Committee on Labor and Public Welfare, Washington, D.C., July 22, 1970.

Mr. Chairman and Distinguished Members of the Committee:

As one who is not an educator, I greatly appreciate the opportunity to testify before you. I address you as one concerned with all aspects of higher education, and in my remarks today, I am speaking not only for the Kent State University Branch at Ashtabula, Ohio, but for the nine branches and academic centers of Kent State University located throughout northeastern Ohio, their 250 citizen advisory committee trustees, and their 8,000 students. My remarks, in fact, are applicable to the many other university branches over our entire country.

I have served as an active branch advisory committee member for over ten years. Our primary responsibility is to represent the community, not the University. We determine the local higher education needs and interpret these needs to the University. Responsive to the pulse of the community, our Advisory Committee frequently meets with the University staff, both at the Branch and at the Central Campus, to identify for them program additions and modifications which we believe will meet the ever-changing higher educational needs at the local level.

Let me present some background. Historically, in 1957, a feasibility study, conducted by the Ashtabula Area Chamber of Commerce, pointed out the need for higher education programs in our area. We were eighty miles from the closest university, and each year hundreds of our people were denied the opportunity to attend college. Young people from the lower socio-economic groups, for example, could not afford to commute eighty miles or to take up residence at an out-of-town college. We invited Kent State University to establish an academic center in Ashtabula in 1958.

Subsequently, our community raised $43,000 to remodel and equip an abandoned school building. The local school board volunteered to underwrite the utilities and maintenance, while Kent State University agreed to develop the program, primarily through student fees. All this was accomplished with no State or Federal funds. As the program expanded, another

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school building was provided by an adjoining school district. In this facility, chemistry and physics laboratories were provided by local industry. In 1967 a modern new building was constructed on a permanent campus at a cost of $3,500,000. The cost was underwritten through a 25 percent contribution by the community, 25 percent from HEFA funds, and the balance of 50 percent was provided by the State of Ohio. Our local Committee was involved in the building planning, from the selection of the architect to the completion and dedication of the first-phase building. We are now involved in planning for second-phase construction.

Our program today continues to be responsive to community needs. At the Ashtabula Branch, we have established career education programs. A two-year associate degree in nursing is available. This program was initiated through a $175,000 contribution from the community. Associate degrees in other technologies are now offered. These include Office Administration, Industrial Management, Electrical Engineering, Mechanical Engineering, and Industrial Engineering. I was personally involved with the development of both the Office Administration and Industrial Management technologies. The local Committee indicated to the University the programs needed, and, in many instances, the University staff designed specific courses to meet community needs. We are now working on two additional technologies in Finance and Library Science.

Beyond this, the community has also underwritten scholarships for our students. In the year 1969-70 alone, forty scholarships have been provided at a cost of $6,000.

Adult non-credit courses have also been introduced. This year, for example, in cooperation with the local Inter-Faith Clergy, a school of religious studies was offered. Courses in human relations, in the mechanics of the stock market, and in quality control were available to persons of all ages. 1970 will be our fifth year to offer for credit an Economics Workshop for Teachers. This is a cooperative effort with the local school systems and local industry.

The many responsibilities of the local advisory board are time-consuming. We volunteer our services without remuneration. Personally, I have devoted my time because several thousand students in our county have had an opportunity for higher education that otherwise would not have had. This is pay enough! Education is provided at minimum cost to young people from the lower socio-economic groups. Housewives are able to obtain college credit by attending classes only a few hours a week. Many are now teaching in our local schools. Industrial workers who could not spare time to travel to the central campus eighty miles away now can improve their skills and their income by attending classes in the evenings. Applicants are not limited to those possessing high school diplomas. Kent State University's policy is one of "open admission." All qualified applicants are enrolled.

The Ashtabula area community, as well as eighteen other communities in Ohio, chose the University Branch plan. Only four communities chose the Community College plan.

Our Branch has demonstrated the ability to provide programs tailored to local needs, enabling our students to receive a high quality comprehensive education at a nominal cost under the aegis of Kent State University. Transferability is a simple process for those who wish to pursue a baccalaureate degree.

A minimum of 15,000 students will be served by Kent State University's branch system throughout the year. In Ashtabula right now our budget is tight. Our budgets are continually under scrutiny in order to find additional monies for services that are needed. For example, our students have requested that the library facilities be made available all day Saturday and Sunday, but we do not have the funds to underwrite this need.

Speaking for the students at the Ashtabula Branch, as well as other Kent State University Branch students, I implore you to give them equitable consideration.

With the Chairman's permission, I should like to submit a DESCRIPTION OF KENT STATE UNIVERSITY'S BRANCHES as an addendum to this record.

I speak for branch systems of all universities when I say that we appreciate very much the opportunity to present our concerns to you in person. Thank you for your courteous and interested attention.

Statement by Mr. James W. Wentling, Vice-President, Economist and Director of Marketing of the BancOhio Corporation, Columbus, Ohio, who was formerly Secretary-Treasurer, Ashtabula Area College Committee, on behalf of "Selected Branched Universities," before the Education Subcommittee of the Senate Committee on Labor and Public Welfare, Washington, D.C., July 22, 1970.

ADDENDUM:

DESCRIPTION OF KENT STATE UNIVERSITY'S BRANCHES

Kent State University, through its Division of University Branches, is currently operating six branch campuses and three academic centers, strategically located in northeastern Ohio. The branches were established by Kent State University upon invitation of various communities who exercised the option provided under Ohio Statutes to select a higher educational organization which would best meet the local educational needs. The branches, which are located in Canton, Warren, Ashtabula, Salem, New Philadelphia, and East Liverpool, enroll more than 8,000 students and employ 250 full-time resident Kent State University faculty members, who hold academic rank in their central campus departments. Supplementing the faculty in residence are highly qualified instructors drawn from the central campus and from local business, industry, and other professions.

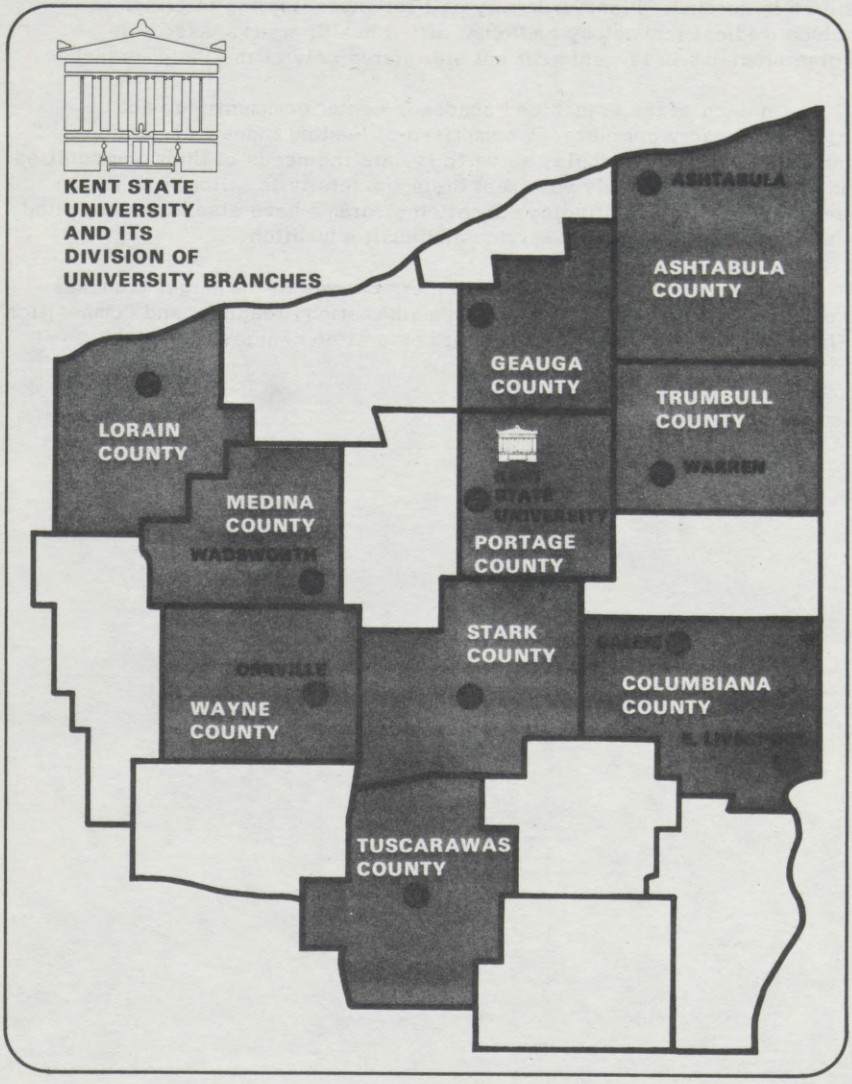
Each of the branches is, in essence, a comprehensive local college, with its own administrative staff and resident faculty, serving the educational needs of the community in which it is located. Each has the advantage of being able to draw from the valuable resources of the central campus. Cooperatively, the individual communities and the State of Ohio, with the added support of HEFA funds, have undertaken a construction program which has resulted in buildings at branch campuses, each valued in excess of $3.5 million. The academic centers at Wadsworth, Orrville, and Geauga County operate from rental facilities and/or local high school buildings. It is projected that in the near future, buildings will be constructed to house branch operations in those communities.

At each branch location, both two-year degree-oriented programs in the four academic colleges of the University, and two-year associate degree programs are offered. The associate degree programs are in business, health, engineering, and government service technologies. The two-year engineering technologies include civil, electrical, mechanical, industrial, and electro-mechanical. Curricula in office administration, industrial management, and

computer technology comprise the associate degree programs in business technology. In the health technologies, associate degree programs are offered in nursing. Plans underway call for expanding the offerings to include medical technology and other allied health areas. Associate degree programs in law enforcement are offered only at the larger branches.

In each of the branch and academic center communities, active citizens' advisory committees, comprised of leading industrial, professional, and business people, serve to isolate the needs of their communities and to work cooperatively with Kent State University to tailor programs to meet these needs. Continuing education programs have also been instituted in such areas as community service and adult education.

Student Skills Development Centers operate at the larger branches to enable students with difficulties in mathematics, reading, and composition, to improve themselves on a non-credit basis at no charge.


KENT STATE
UNIVERSITY
AND ITS
DIVISION OF
UNIVERSITY BRANCHES
ASHTABULA
ASHTABULA
COUNTY
GEAUGA
COUNTY
TRUMBULL
COUNTY
WARREN
LORAIN
COUNTY
MEDINA
COUNTY
WADSWORTH
PORTAGE
COUNTY
STARK
COUNTY
ORRVILLE
WAYNE
COUNTY
COLUMBIANA
COUNTY
TUSCARAWAS
COUNTY

Senator WILLIAMS. We will have a couple of questions and observations, and let's just go on with Mr. Holderman. He is from Pennsylvania State University.

You are vice president of the Commonwealth campuses, and can you tell us whether you are located at the State college or where?

Mr. HOLDERMAN. My office is at University Park, Pa., although my administrative responsibilities are for what we call our Commonwealth campuses, which are indeed branches—branch campuses, 22 of them, located throughout the State of Pennsylvania.

I, too, have presented written testimony, copies of which are with you. I will attempt to be very brief in describing what I try to say in the formal testimony.

I hope you will agree with Dr. Ryan's testimony and his explanation that the branched campuses that are operated by a number of large public State Universities are important educational resources in our country, and that they do offer programs, many of which are comparable to those frequently attributed to the comprehensive community college.

We have made recommendations in the testimony that relate to your comprehensive community college act of 1970. Some of the recommendations relate to the career education act of 1970, about which Dr. Muirhead has just been speaking. A few recommendations attempt to relate these two proposed measures to the 1968 ammendments to the Vocational Education Act.

The Williams bill is intended to provide institutional support for a particular type of institution, the comprehensive community college.

We would hope that the definitions that may be used to describe a comprehensive community college would be such that the comprehensive branch campuses of public State universities might qualify for any financial support that might be made available.

All colleges and universities today are in need of funds. Few are able to find all of the resources that are needed to meet increasing costs and increasing demands.

I would like to suggest, therefore, that consideration be given to open access to all instructions that are providing the kind of education that the people need and want.

The career education act is intended to serve a very useful purpose in our contemporary society, but certainly the language used in the act does not clearly qualify a 4-year college or a university, if indeed that type of institution is providing the kinds of career programs that the act is intended to support.

Further, I would suggest that the language in the act might tend to prejudice some of the State agencies responsible for the administration of the act toward the community college.

My greatest concern, however, in the proposals, is that the act is intended to support only new programs and would provide no financing for existing programs.

In addition, the dollar amounts that are suggested seem insufficient, and it is intended that only 50 percent of the incremental costs should be met, and these only for a period of 3 years.

I recognize that this is a good technique to encourage institutions to get going in the right direction, but lots of institutions could ill afford to do this if they were not assured that the increased costs of occupational education were going to be met not only for the next 3 years, but as long as they might be needed.

In summary, our instructions plead for equal access to Federal funds, to all institutions that seem to be providing the kind of education that is needed.

Further, we know that new career education programs are needed, but funds should be provided for established programs as well as for just new programs.

Many of our institutions, as Dr. Ryan has suggested, have been involved in the operation of branched campuses for close to 50 years. Through our branched campuses, we have been able to provide practical education that is intended to prepare people for useful careers.

Just a few words about the 1969 amendments of the Vocational Education Act.

It seems to me that in the Vocational Education Act we do have Federal funds being provided for the kind of education being talked about at these hearings.

However, we have not really had opportunity to see if the Vocational Education Act, as amended in 1968, can really do the job.

Many of the State agencies responsible for administering the act are not willing to make available funds to any institutions of higher learning, whether they be comprehensive community colleges or 4-year colleges or universities. It seems to me that State agencies should be required to assure equal access to the vocational educational funds that have already been appropriated.

Furthermore, the Vocational Education Act is more realistic in the way it supports this kind of needed education since it provides 50 percent of the costs, and on a continuing basis.

A certain fraction of the funds made available to each State are intended for institutions of higher learning. We seem to have great difficulty, however, in getting the funds into the hands of the institutions that are already providing the kind of training the funds are intended to support.

Just two concluding remarks that I would make concerning problem areas that none of these bills seem to touch upon.

The first has to do with the higher levels of occupational education that institutions are expected to provide.

Comment has already been made about our need to expand paraprofessional programs. This point has been made very clear by many of the people who have testified today.

Yet, there are no proposals to clearly make funds available through the Congress to support this kind of education.

This is not say, that other types of occupational education are not very badly needed, but other levels of occupational or vocational education are more easily supported through existing legislation. My final remark has to do with student motivation.

The GI bill was mentioned earlier today. This probably was the last important Federal legislation that was truly motivational for

students. What we are lacking today in attempting to develop good occupational education is a system to encourage those students who should be going into these programs. None of the colleges, comprehensive community colleges nor the universities, have as yet been able to attract enough students into this kind of education.

We have oversold the idea and he value of the baccalaureate degree in this country. That is the direction everyone wants to go, even though many students would be better off attempting an educational approach for an occupation and probably be prepared to lead a rewarding life because of it.

Thank you.

(The prepared statement of Mr. Holderman follows:)

Testimony by Kenneth L. Holderman, Vice President for Commonwealth Campuses, The Pennsylvania State University, for the Subcommittee on Education, Committee on Labor and Public Welfare, U. S. Senate, July 22, 1970

Mr. Chairman: I am Kenneth L. Holderman, Vice President for Commonwealth Campuses at The Pennsylvania State University. I am appearing to present the recommendations of a group of public universities, all of which have branch or regional campuses. These recommendations concern themselves with congressional proposals for support of community colleges and for support of career education legislation.

You have heard testimony on the nature of branch campuses and the nature and quality of their services to their communities. I hope you will agree that these institutions are significant national resources and should be considered when higher education legislation is developed.

Before proceeding, I should note that we have discussed our recommendations with higher education institutions that have no branch campuses, but that do have career education programs of less than baccalaureate degree in scope. Those institutions are in substantial agreement with us.

Our recommendations will take into consideration the relationships of current career education proposals to the Vocational Education Amendments of 1968. Fiscal year 1970 was the first year in which appropriations were made for that Act. Since 1968 Amendments include substantial support for post-secondary career education, we believe that the effectiveness of that support should be evaluated while new related legislation is considered.

Current Legislative Proposals

I understand that under consideration before both House and Senate are two major pieces of career education legislation: The one, introduced by the Chairman (Senator Harrison A. Williams, Jr.), is the "Comprehensive Community College Act of 1970"; and the other, fostered by the Office of Education, is "The Career Education Act of 1970". These two Bills and the 1968 Amendments to the Vocational Education Act provide the basis for our recommendations.

The Comprehensive Community College Act of 1970

The Williams Bill is avowedly an institutional support measure. It would provide a great deal of money (many billions of dollars) for public, two-year, open door, comprehensive junior and community colleges. It is reported that the American Association of Junior Colleges (A.A.J.C.) helped draft the Bill. It properly acknowledges the growing importance of community based two-year institutions. In many states, however, the two-year institutions that serve the needs and interests of local areas are not so-called comprehensive community colleges but branches of public and state universities. The Williams Bill would support, equally, all programs conducted by community colleges whether they are aimed at transfer students, students searching for a career, or an adult looking for a new leisure-time activity.

In my judgment, it is questionable that Congress should consider, seriously, institutional support for a particular type of higher education institution at a time when nearly all colleges and universities have equal, if not more serious, financial needs.

The Career Education Act of 1970

As an alternative to the Williams Bill, the Administration introduced the Career Education Act of 1970 (as Title VII of the Higher Education Opportunity Act of 1970). The framers of this proposed legislation probably read the current mood of the Congress correctly when it reduced expenditures from billions of dollars to millions of dollars ... and when it emphasized support for career education, rather than support for a particular type of institution.

The Career Education Act of 1970 responds to A.A.J.C. interests, however, with such phrases as "particularly comprehensive community and junior colleges" as the institutions to receive support. Spokesmen for the Act are quick to say that any higher education institution will be eligible for aid. They are hard-put, however, to describe how the wording in the Bill could clearly qualify a four-year college (with some two-year career programs) for federal support. It is even harder to explain how language in the Bill will do other than prejudice the "state agency". Indeed, Governors in most states will be pressured to name their Community College Bureau as the "state agency".

There are other aspects of the Administration Bill that disturb us:

> Fifty per cent (50%) funding of incremental costs for three years, as proposed in the Act, is hardly an incentive to develop and maintain such curricula as those leading to associate degrees in nursing and other paraprofessional occupations, such as air pollution control technology or computer programming.
>
> The Bill rewards new programs and offers no support for old programs. Once again, this would put traditional institutions

> like the universities I represent, that have a long history of community service through their branch campuses, at a serious disadvantage. New colleges, wherein all programs are new, would receive the lion's share of federal support.

Our institutions want to plead for the basic principle of "equal access". The Administration Bill is, in our opinion, a significant improvement over the Comprehensive Community College Act in that it supports programs deemed to be in the national interest ... not institutions favored because of their meteoric rise in general popularity. The Administration Bill, in my judgment, is also an improvement over the Williams Bill in that branch campuses are specifically mentioned along with other types of two-year community oriented institutions. It cannot be said, however, that it gives all institutions of higher education "equal access" to federal support. Unless the wording is changed, it will be left to the legislative history to give support to four-year colleges with occupational programs and reduce the built-in support given comprehensive community colleges.

Recommendations: Career Education Act of 1970

We have made general comments about the Administration Bill. The following are specific minimum requests in order to satisfy the principal of equal access.

H.R. 16621. The Higher Education Opportunity Act of 1970

1. (Title VII, Sec. 701, lines 20 and 21) Delete the words "and particularly in comprehensive community and junior colleges".

2. (Title VII, Sec. 702, (b), lines 12 through 19) Delete definition of "community college" or "junior college" and add definition of "institution of higher education". The paragraph would read:

"(b) The term 'institution of higher education' means an educational institution or branch thereof in any State which (1) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such certificate, (2) is legally authorized within such State to provide a program of education beyond secondary education, (3) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree, (4) is a public or other nonprofit institution, and (5) is accredited by a nationally recognized accrediting agency or association approved by the Commissioner for this purpose or, if not so accredited, (A) is an institution with respect to which the Commissioner has determined that there is satisfactory assurance, considering the resources available to the institution, the period of time, if any, during which it has operated, the effort it is making to meet accreditation standards, and the purpose for which this determination is being made, that the institution will meet the accreditation standards of such an agency or association within a reasonable time, or (B) is an institution whose credits are are accepted on transfer by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. For purposes of Title II, such term includes any school of nursing as defined in subsection (1) of this section, and also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation and which meets the provisions of clauses (1), (2), (4), and (5). If the Commissioner determines that a particular category of such schools does not meet the requirements of clause (5) because there is no nationally recognized accrediting agency or association qualified to accredit schools in such category, he shall, pending the establishment of such an accrediting agency or association, appoint an advisory committee, composed of persons specially qualified to evaluate training provided by schools in such category, which shall (i) prescribe the standards of content, scope, and quality which must be met in order to qualify schools in such category to participate in the student loan program under Title II, and (ii) determine whether particular schools not meeting the requirements of clause (5) meet those standards. For purposes of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered."

(The above definition was obtained from PL 89-329, Title IV, Part D, Sec. 461, (b): "The Higher Education Act of 1965" - Amendments to NDEA.)

This definition is suggested because it includes all institutions of higher education and does not seem to emphasize one type over others.

3. (Title VII, Sec. 705, (b), lines 15 and 16) Delete the words "and particularly community and junior colleges".

To repeat, we have noted other concerns with the Career Education Act of 1970. If, however, these changes are made, it seems to us the legislation will permit all institutions of higher education to participate.

The Vocational Education Amendments of 1968

It is hard to deny the claim of vocational educators and the American Vocational Association (A.V.A.) that the 1968 Amendments can do anything the Career Education Act of 1970 can do ... and perhaps do it better.

The 1968 Amendments provide broad support in all states for post-secondary education. At least 15% of all program funds must go to the education of persons who have completed secondary school. Abiding by the principle of "equal access", no institution of higher education is favored over another in the legislation. We are seriously concerned, however, that the state agencies and the state advisory boards do not always give all qualified institutions equal access to federal support.

The 1968 Amendments are somewhat more generous than the Administration proposal in that they support 50% of total costs, not just the increment over "average costs". And the 1968 Amendments do not withdraw support after three years.

On the basis of our discussion to this point we respectfully submit the following guidelines for consideration of this subcommittee as it develops career education proposals:

1. Institutional grants when, and if, enacted into law should go to all institutions of higher education, not to a favored few.
2. Specific mention of comprehensive junior and community colleges as the benefiting institutions will serve to prejudice state agencies (if not federal ones).
3. If the Congress supports programs in the national interest, it will get the programs the people need and want. If it supports institutions, it will get programs that institutions want or that student whims dictate.
4. If new career education legislation is enacted, all institutions of higher education should be given equal access to federal support if they are ready and qualified to do the job.

General Recommendations

I hope our position is clear. We believe the Comprehensive Community College Act should be replaced by a Career Education Act. We are concerned about the Administration proposal mostly because preferential treatment will be given to a particular type of institution. We also believe the measure is underfunded, and finally, we think the 1968 Amendments to the Vocational Education Act is a good piece of career education legislation. We hope the Congress will consider minor changes in that legislation which will assure equal access to programatic support in the states.

While it is tempting to suggest that the 1968 Amendments can do the job, there are two significant problem areas with which the 1968 Amendments to the Vocational Education Act do not come to grips nor will the proposed legislation solve them. The one involves a clearer identification of the academic level of programs supported by the legislation; and the other is concerned with the motivation of students who want the prestige of a baccalaureate degree.

Academic Level of Career Education Programs

The 1968 Amendments properly emphasize educational programs for the disadvantaged. The law, however, is written so that programs at any level of sophistication qualify for support. In fact, education authorities in the U. S. Office of Education and in the states have stated clearly that career education programs at a relatively elementary level will be most likely to receive major support. There is growing resistance in some states to supporting programs, for example, that have any entrance criteria in excess of a high school diploma. Apparently, these authorities believe that support of higher level programs will deny federal support for disadvantaged students.

We, who represent public universities, agree with this general thrust of the 1968 Amendments. The disadvantaged, as a group, for too long have been unable to qualify for higher education. First priority must be given programs for which they can qualify. Yet the manpower needs of our country continue to rise to higher levels of sophistication.

Professional men and women in the various disciplines of law, medicine, science, education and engineering, to name a few, are in serious need of high level aides. These assistants should assume the burden of the more

51-567 O - 71 - pt. 3 -- 32

routine services so the professionals can devote full time to more creative professional responsibilities.

Various colleges and universities have worked since the mid-forties to devise and conduct programs at the semi-professional level. They have barely made a dent. These programs, not only impose rigorous demands upon the student in terms of entrance criteria and a willingness to work, but they also require a great deal of the institutions in terms of staff and equipment.

Professional men and women, as their disciplines advance, require increasing degrees of sophistication on the part of their supporting personnel. Many paraprofessionals in medicine now earn baccalaureate degrees. The same is beginning to happen in science and engineering. The schools must continue to develop new and more advanced programs to meet a broadening spectrum of professional and semi-professional manpower needs.

Our universities have devised and conducted these semi-professional programs for more than two decades without federal support. We will continue to devote available resources to that job. Resources, however, are increasingly less available. Congressional attention should be given to the needs of the professions and to the resources of the institutions to see if new federal support is required now or in the near future. This study and resulting federal action today might forestall serious manpower shortages in the future.

Student Motivation

No legislation since the G.I. Bill has really considered the matter of student incentive. The G.I. Bill not only pays tuition, but also student subsistence. We are not suggesting a career bill of rights; what we are

suggesting is that the baccalaureate degree has been over-sold to American youth. Maybe a method can be devised whereby the Federal Government will help "sell" the youth on a paraprofessional career that can be based upon a collegiate program of less than baccalaureate level.

Summarizing our general recommendations: We think the 1968 Amendments to the Vocational Education Act will go a long way to solving the pressing needs for career education support, at least at elementary levels. Hopefully, a method will be found that will enable all qualified institutions to compete equally for those funds. The Congress should consider two additional problem areas: (1) support for high-level paraprofessional programs and (2) incentive programs that will encourage students to enroll in career education programs -- not simply because they do not qualify for baccalaureate programs, but because education for a career in an occupation is every bit as prestigious and useful as purely academic programs offered in many of America's colleges and universities.

Senator WILLIAMS. Thank you very much, gentlemen. That certainly rings a responsive chord with many people I have listened to in the halls of Congress and away from here as well.

Let me get the degree of branching in the universities represented here. You have 22 branch campuses out of Pennsylvania State?

Mr. HOLDERMAN. We have 22 campuses; 20 could be considered as branch campuses. One is a medical college, and one is an upper division College.

Senator WILLIAMS. In Indiana——

Dr. RYAN. We have six.

Mr. LAWSHE. Purdue has four, but Purdue and Indiana University operate as a system. For the record, it might be important to say that 90 percent of the population of the State of Indiana is within commuting distance of either our branch campuses, or our four parent campuses.

So we have geographic ability, but we are short on program ability.

Senator WILLIAMS. Is that a 50-mile ride?

Mr. LAWSHE. That is less than 50 miles.

We do this on the basis of counties. This is 22 to 25 miles.

Dr. BEASLEY. The University of South Carolina has 17 branch campuses. We have 2,800 students in these branch campuses, and geographically speaking they are well located throughout the State within easy driving distance of any one who would like to attend them.

We think they have done an outstanding job in South Carolina. I would refer to Mr. Holderman's statement, and I would like to see some stipulation in the legislation that would recognize a branched campus concept.

Senator WILLIAMS. What was your name again?

Mr. BEASLEY. John Beasley, from the University of South Carolina.

Senator WILLIAMS. How about Kent?

Mr. WENTLING. At Kent, we have four. Thirty miles would be as much as a student would have to travel.

Senator WILLIAMS. In all of Ohio?

Mr. WENTLING. This is in northeastern Ohio.

Senator WILLIAMS. You two gentlemen who did not testify are from Purdue and South Carolina. You are linked.

Mr. LAWSHE. Purdue and Indiana are administratively linked.

Senator WILLIAMS. You two gentlemen who did not make statements, is there a situation, do you find it comparable to yours, and do you sort of incorporate by reference their statements into what you would say if you were here to make a full statement?

Mr. BEASLEY. Mr. Chairman, I would like to elaborate on a couple of things that I think are very important to the branch campus situation in the State of South Carolina, and I think this is probably generally true throughout the country.

Our branch campuses go under the name of the University of South Carolina. And we found that the students who attend the branch campuses of the University of South Carolina like the name

association, because it gives them an identification with a State university, as opposed to some 4-year colleges that have been established in the State recently.

Number two, and this is important, the interrelated programs between our branches and our main campus reduce the expenditure that we would have if we wanted a community college system within the State.

For instance, we can coordinate our different departments with the branched campuses. This would probably not be true if we had a separate junior college system in the State. We found that the response of the general public has been outstanding. Financial support has been forthcoming very effectively and the people who have reacted within the communities have responded to most requests made of them.

Senator WILLIAMS. There is an unusual number of buzzes here all of a sudden. It is the end of the morning hour.

Mr. LAWSHE. If I could make this comment about our operations in the State of Indiana, I think it is well to indicate that Purdue University has been in this 2-year business since 1947. We are not a Johnny come lately.

We have traditionally conducted all kinds of short term educational programs, certificate programs of 1 year in length that have some connection with technical competence. Just the other day I made a tallying of credit students in our four regional campuses, and about 70 percent are not pursuing baccalaureate degrees.

They are pursuing either associate degrees or short term credit certificate programs. Some are taking spot courses for this, that or the other need.

Senator WILLIAMS. The objective not being a certificate or a diploma?

Mr. LAWSHE. A mother wants a course in child psychology. An industrial employee wants a course in mentallurgy. He is not interested in a degree.

Then there are a tremendous number of adults continuing in educational programs that come and go, and for varying lengths.

With respect to an associate degree as such, Purdue offers associate degrees in many common areas, the engineering technologies, electrical, mechanical, et cetera. We offer an associate degree leading to the RN. I might say parenthetically that we also have a 1-year practical nursing program on one campus.

But beyond these commonly occurring programs we have said that one of the jobs of the university and the regional campus system is to innovate new kinds of associate degree curricula that speak to the changing needs of the times.

For example, 3 years ago at our Fort Wayne regional campus, after a year's planning, we inaugurated a 2-year associate degree program to prepare a mental health care technician. Now this was brand new. It did not exist anywhere else.

It has been emulated in 40 locations across the country, even though we really have not had a chance to evaluate it, as yet.

The point I would like to make here is, the Fort Wayne branch, had it been "Mad Anthony Wayne Community College", would

never have had the support or the input of the clinical psychology unit at Purdue that actually sparked, developed, innovated and carried on the research necessary.

We have a similar movement in process now to develop environmental control technicians. This has not been launched yet.

It is under study.

Senator WILLIAMS. Let me ask you this, now, having pioneered in that one area of mental health care technician, and even without evaluation, give it a period, an evaluation, and if it is fullfilling its promise, now Mad Anthony Wayne can pick that up, can't he?

Mr. LAWSHE. Right, and they are doing it.

Senator WILLIAMS. I know it is late, and everybody is probably a little restless and hungry. Let me ask you this. Can you think of any of your branch campuses—we will take as an example Ashtabula. It is a community of about how many thousand?

Mr. WENTLING. About 25,000.

Senator WILLIAMS. And you have Toledo to the west?

Mr. WENTLING. That is right. We are in the northeast corner of Ohio. Right up in the corner of the State.

Senator WILLIAMS. Then Lorain is on the east?

Mr. WENTLING. No, it would be on the west as well.

Senator WILLIAMS. But your being there, any one of you, in this different form of college, in other words, a different form, less than a 4-year historically, your being present where you have certainly less community pressure to create an unaffiliated community college.

There would not develop waste and competition here, would there, in response to need?

Mr. WENTLING. I think that is correct.

Mr. LAWSHE. I think you are pursuing a point that is of great concern to us in Indiana and that is there may be something in the Federal legislation that inadvertently would be interpreted by some individuals in the State of Indiana that the only way we can participate is to start a whole string of competing institutions right across the street from ones that have the same objective.

I think we are all prepared to say that we never do all the things we want to do, and we never do them quite as well as we think we should, but the solution to that problem is not another institution across the street that sets up a competitive situation.

Mr. WENTLING. Mr. Chairman, in Ohio, 18 communities elected the branch system, and I think only four selected the community college. In our situation, our committee determined which route, which path they wanted to take, and I think a significant reason was that we were able to get accreditation by affiliating with Kent State University.

If a student wants to pursue his 2-year program for an associate degree, he can. If subsequently he wants to go on for 4 years he receives credit for those courses he has taken, and those are transferred so that he can still get a baccalaureate degree.

This was important to us.

Senator WILLIAMS. I get the impression that when a student enters some of the branch programs of the branch campuses he is not fitted to a particular 2-year—of necessity—2-year program with a diploma at the end.

Here, do you have flexibility of educational opportunity? Do you all have that?

Mr. LAWSHE. In our institutions, we have differential admission requirements. If an individual has as his educational objective at the outset a desire to get a bachelor of science in electrical engineering, the admission requirements at the branch are the same as the ones at the main campus.

But requirements are different to go into nursing or other fields, and even more different to enter the school of general studies.

You do an individual, who is not well prepared academically, no favor by admitting him to a race course that he simply can't handle.

Dr. RYAN. Mr. Chairman, I can say the same for our Indiana University programs. I would like to make an observation since the Carnegie report was mentioned earlier today.

I have not had a chance to read it, I have not had it long enough to really study it. I detect in the tenor of the current legislation, and maybe this is just administrative paranoia at work, as I detect in the Carnegie commission report, an implication that a regional campus of a 4-year college or university means a campus that is shackled to the formal classical liberal arts baccalaureate degree offered in the arts and sciences college in the university.

If this is true anywhere else, I can tell you that it is not true in Indiana University regional campuses, or in those of Purdue, and it is not true for two reasons.

First, because we have an array of 2-year paraprofessional type programs, each program designed to fit the needs of preparing a student for work in the health sciences or whatever field he is interested in.

The second reason is that where there are 4-year baccalaureate programs at the regional campus itself, and there are some, those programs are devised at that campus to meet the needs of that community, and are not mirror images of any other campus of Indiana University.

Senator WILLIAMS. Well, I am gald you made that observation. That is not paranoia. It is reported, it is said, that the American Association of Junior Colleges helped draft the bill.

I don't know what the word would be to describe lack of full understanding. We are in the process of finding that common understanding.

Mr. LAWSHE. I am sure every State system has developed differently than every other system but you have to look at the geography and demography of the State of Indiana.

Indiana University, the State university, is 150 years old. Purdue University is 100 years old. They are both in little country towns, and early they began to understand that they had to respond to the people of the State where the people are, which is not in Bloomington, and is not in West Lafayette, Indiana.

This accounts for the very early emergence of what were extension programs, to answer your earlier question. Then they were called university centers, then they were called regional campuses, an emerging, developing, evolving piece of business.

As a result of this, there has never been a system of community college evolved in Indiana. We have one junior college.

Senator WILLIAMS. I was going to ask that as the final question. That was going to be my final question. One community college unaffiliated with the two universities, is that right?

Mr. LAWSHE. Yes, and that is Vincennes University. Vincennes University is the thrice organized territorial university.

Senator WILLIAMS. Let me ask about South Carolina.

I bet that would be closer to this than Pennsylvania or Ohio.

You have many unaffiliated colleges.

Mr. BEASLEY. No, sir, we don't have any, Mr. Chairman. The State is presently involved in establishing some additional 4-year colleges. Within the last 3 weeks they have taken one of our branch campuses in Florence, South Carolina and have made this into a 4-year institution, Francis Marion State College.

There was some opposition to it. A lot of people in the Florence area preferred to stay as a branch of the University of South Carolina.

Senator WILLIAMS. Thank you.

Mr. BEASLEY. You might be interested in our statistics. We have 2,891 students and we had 284 of them that transferred from the branch campuses to the main campus in Columbia.

Of course, the associate degree programs are offered. We had a major request last year from the campus at Myrtle Beach to put in a school of nursing. We are going to do that this year.

Senator WILLIAMS. Just to complete the other two States here on that question of unaffiliated community colleges——

Mr. HOLDERMAN. Pennsylvania is very fortunate. We have a system of 18 university branch campuses but we also have 12 community colleges that have been established during the last 5 years. Most of these are in the larger urban areas. We have a diversification which, in my view, is pretty important to the country. I think we should not be working toward having one single, large national monolithic system of education.

I think one of the very great advantages we have in this country is that we have private and public institutions, large and small institutions. We have great diversification which permits someone to attend the type of institution that he wants to go to, rather than allowing his government to tell him where he should go.

Mr. WENTLING. We have eight community colleges in Ohio, and 18 branches.

Senator WILLIAMS. You know, I think there is a misunderstanding by some that the university branch campuses are sort of—I get the word "farm system" from the university. Do you know what I mean?

Mr. WENTLING. Yes.

Senator WILLIAMS. That is obviously not the situation in any of your areas, although that happens, of course.

Mr. LAWSHE. We recognize that this is true of certain universities. In fact, this group and a few others have been associating ourselves together for 8 or 10 months and even one or two people who sat with us the first time don't come any more because that is exactly how their universities operate.

It is just the freshmen and sophomore year of the university. Of course, that is not what we are, and that does not substitute for the community college.

Senator WILLIAMS. And certainly people who have gotten exposed for 2 years and want to go to the State, so be it. Mercer County Community College in New Jersey opens the door to educational desire and some young people from Mercer County Community go to Princeton.

It is there, and it is flexible. Some summary and conclusions at this hour, I say it seems to me that our testimony in 2 days has been an agreement on ends, educational ends here, from all around the spectrum of political, governmental, educational quarters.

We have to flush out obviously the difference in means, funding means and administrative means. I see a lot of head shaking. It seems this way. There is a consensus on ends.

We certainly appreciate it.

Dr. RYAN. Mr. Chairman, thank you very much.

Senator WILLIAMS. Thank you very much.

(The following material was subsequently submitted:)

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BILL GREENE
ASSEMBLYMAN, FIFTY-THIRD DISTRICT

June 19, 1970

Honorable Claiborne Pell
Chairman, Select Committee on Education
United States Senate
4230 New Senate Office Building
Washington, D. C. 20510

Dear Senator Pell:

Please accept this letter, copy of proposed amendments, and May 1970 special report entitled "California and the Junior Professions", in lieu of my personal appearance before your Committee in support of S. 1033 and H. R. 8200, "The Comprehensive Community College Act" (authored by Senator Harrison Williams, Jr. and Representative Frank Thompson, respectively).

The importance of incorporating "junior professional" and "paraprofessional" programs into the community colleges is an increasingly visible issue.

First, community colleges offer a practical and cost-cutting means for reducing enrollment pressures at campus trouble centers ("crowded, elite, boarding school campuses"). This facet of campus disorders has been brought to light by most public and private studies, including the one "California and the Junior Professions."

Second, by adding a third -- junior professional or paraprofessional -- year for the local community college system, undergraduate students are offered an attractive alternative. This is especially the case for those who want more than a super high school program ("junior college") and who are prevented from completing a four-year program at the elite public campuses. And significantly, a third additional year does not drastically alter the educational role of the community college, and does not make community college administration unwieldly or unmanageable.

Third, the growing cost of scarce subprofessional labor in medical, dental, engineering, law enforcement, and business and education and public administration fields is thoroughly documented. This educational function is for upgraded, updated community colleges and not for university graduate schools and extension divisions.

Fourth, community colleges offer a goverance model that commands local respect and support: (1) local community control, (2) low or free tuition and open door admissions, and (3) quality and relevance of community educational programs. Too many statewide campus systems are characterized by highly centralized and politically unrepresentative governing boards and administrations, tuition, restrictive admissions, high drop-out rates, and out-dated four-year degree programs.

It is a pleasure to support such needed, practical legislation as the Comprehensive Community College Act, especially in the context of reforms addressed to the problems of campus disorders and lack of education and job opportunities for middle and lower income citizens.

Respectfully,

Bill Greene

BILL GREENE
Member of the Assembly
California Legislature
Fifty-Third District

BG:gf

Attachment (1)

1872

CALIFORNIA AND THE JUNIOR PROFESSIONS

a report linking obsolescence of
traditional baccalaureate education
with campus disturbances and lack
of education and job opportunities
for middle and lower income citizens

A SPECIAL REPORT TO:
Assemblyman Bill Greene
Chairman, Subcommittee on
Vocational and Technical Training
California State Legislature

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May 1970

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INTRODUCTION

This study represents one and one-half years investigation by an independent, university-based education research firm. Legislative interest in "California and the Junior Professions" began with a 1969 resolution asking the State of California to study "career ladder education programs."[1]

The attached final product of the private study was translated by Assemblyman Bill Greene's office into a legislative resolution asking for a high-level State plan on how to implement "junior professional" and paraprofessional programs in California,[2] and a package of proposals for amending the "Comprehensive Community College Act of 1969," now being heard in committee in the United States Congress.

In brief, the private study shows conclusively that there is a practical alternative to campus disorders, poor quality undergraduate programs, and skyrocketing costs of baccalaureate education.

First, it is educationally feasible for community

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[1]Request made to the California Advisory Council on Vocational Education and Technical Training, pursuant to Assembly Concurrent Resolution No. 128, authored by Assemblymen Victor V. Veysey (Chairman, Assembly Education Committee) and Bill Greene (Chairman, Assembly Subcommittee on Vocational and Technical Training).

[2]Request made to Coordinating Council on Higher Education, pursuant to Assembly Concurrent Resolution No. 119, now pending in the California Legislature.

colleges to offer State-subsidized three-year "junior professional" and paraprofessional programs in health care services, engineering, transportation services, public and education and business administration, criminology, and so forth. As a consequence, it is possible to reduce, if not eliminate, the number of campus trouble centers ("crowded, bright, boarding school" campuses) -- and at significant over-all savings to the citizens of California.

Second, only the community colleges offer (1) local community control, (2) tuition-free, open-door education, and (3) quality and relevance of educational program. Too many state-wide institutions are characterized by highly centralized and politically unrepresentative governing boards and administrations, tuition, restrictive admissions, high drop-out rates, and outdated four-year degree programs.

Last, this study more clearly reflects the fact that California's educational capital and manpower reserves are being exhausted at the same time that there is a 9 - 10% increase per decade in "years of schooling completed" of the labor force. Expansion is imperative at the "three year" college level.

It is increasingly apparent that the only successful career ladder education open to lower and middle income citizens is the one starting with graduate professional schools. It is possible and practical for open access to the junior professions and paraprofessions, based on merit and true equal opportunity.

Assemblyman Bill Greene
Chairman, Subcommittee on Vocational and Technical Training

Dr. Thomas B. Gruenig
President, Educational Affairs/Research, Inc.

SUMMARY

1. The push for more formal education for each person has created a growing "education gap" between the professions and the vocations. The junior college transfer student is in the middle of conflict.

2. The "Eisenhower era" Master Plan for Higher Education did not spell out the negative implications of a separate upper division for junior college transfer students. There is growing call for reform.

3. Senior colleges (upper division institutions) are experiencing serious problems of size and declining service output.

4. There is a definite lack of upper division alternatives where senior institutions have been inadequate. This is especially the case where senior institutions, in a number of cases, are "crowded, bright, boarding schools," and are at the same time highly centralized and politically unrepresentative in governing boards and administration. This phenomenon is a state-wide, if not nation-wide, problem and has been felt in the form of political unrest.

5. Some lower division institutions (community colleges) already have "informal" upper division programs to fulfill the junior professional job needs forecasted by Arthur D. Little, Inc., the State Human Relations Agency, etc. Cost estimates show that "three-year community college programs" would allow the State to reduce, if not eliminate, the number of "crowded, bright, boarding schools" -- and at substantial savings.

oOo

1. The upward push of Californians for more and higher education is not at all accounted for by policies at the state-wide level. The Master Plan for Higher Education, developed during the later Eisenhower years, is not based upon an average increase of 9 - 10% per decade in "years of schooling completed" of the labor force.[1] An Assembly Education Committee staff report indicates that California

has enrolled 167,000 students ahead of its Master Plan estimate, and is thus six years ahead of schedule.[2] The Legislative Analyst reports that the total current expense of education for a California Community College student is over $700 yearly.[3] Thus the Master Plan is some $117 millions ahead of schedule in terms of planned cost to the state. This unanticipated expense is about equal to the total state revenues collected yearly on alcoholic beverages.[4]

What is remarkable about the above defect in the Master Plan estimate is that the enrollment trends of the late 1950's have continued to the present day, even though the Master Plan indicated a policy of change. That is, the trend of the 1950's shows the proportion of upper division students to lower division students as 30%. The Master Plan shows a 1975 projection of 40%.[5] Thus the Plan expects a major decline in college drop out rates. What has taken place is the vast expansion of lower division terminal programs, while the upper division and graduate programs have remained relatively stable.

In sheer numbers the Master Plan orientation to baccalaureate and graduate degrees has become very much outdated. Community college enrollments can be expected

to exceed the Master Plan projected enrollment for 1975 by over 100%. That is, if community college enrollment continues to increase by no less than 30,000 yearly, then the real 1975 projected enrollment becomes 150,000 more than the 1970 enrollment of 385,000, or more than double the Master Plan estimate.[6] The increasing obsolescence of the baccalaureate degree is noted by Hansen and Weisbrod:

> In 1965 approximately 170,000 students -- 109,000 males and 60,000 females -- entered the three California systems of higher education for the first time. (citation) On the basis of recent experience it may be expected that of this group about 14 percent of both males and females will earn baccalaureate degrees (citation) -- with the balance, of course, being non-graduates.
>
> /The completion rate of 14 percent/ is considerably lower than the national average completion rate of perhaps 50 percent. The relatively low overall rate for California reflects the exceptionally high proportion of California high school graduates who go to junior colleges offering one or two year terminal programs. Unpublished data from the U.S. Office of Education indicate that California ranks 49th among the states in proportion of undergraduates in public instituions who graduate.[7]

In this light we can see that the traditional four-year baccalaureate program has been eclipsed by lower division programs in terms of size of enrollment. However, the status of the education program has not changed accordingly. In terms of added income per student, the college graduate can be expected to approximately

51-567 O - 71 - pt. 3 -- 33

quadruple the financial return available to a non-graduate.[8] The difference rests primarily with whether the individual satisfied graduation requirements or not, regardless of how much he has learned or contributed to the education process. Baccalaureate graduation continues to serve as the convenient but very costly screening agent for employers, professional schools, and even social status.

Because the Master Plan is still baccalaureate and graduate-school oriented, there has developed a rigidity in the roles of the education super-agencies that service the three divisions of higher education. A widening gap has been frozen between the high school-oriented "vocations" and the doctorate-oriented "professions." That is, as a result of the lower division versus upper division cleavage, there is a vast difference between the student who completes a community college terminal program ("high school-oriented two-year degree") and the community college transfer student who goes on to the state college or university for a graduate school-oriented four-year degree.

A third "junior professional" year at the community colleges would provide a convenient in-between point for

community college transfer students who cannot afford to leave their home community but are willing and able to complete an upper division program -- either by means of "extension," adult education, or by full day-time program. Such junior professional education program can be modeled after successful technician and senior professional programs: admissions and graduation standards, internships (cooperative work-study education), official recognition of junior professional status as equivalent to the liberal arts baccalaureate degree (e.g., by the civil service commissions).

It is noteworthy that when the community college transfer student reaches senior college, he finds many innovative gradations: a variety of four-year degrees (but no three-year degrees), one to two-year master degrees, and two to five-year doctorate degrees. In contrast, the community colleges terminate innovation at the end of two years, by law. An innovative 2½ year program is technically illegal, as it involves upper division instruction, which one can obtain only by transferring to a senior institution (which would not offer the last half-year due to conflict with baccalaureate programs).

footnotes

1/ p. 96, Selma J. Mushkin, ed., Economics of Higher Education

2/ Assembly Education Subcommittee on Educational Environment, March 10, 1970

3/ Analysis of the Budget Bill of the State of California for the Fiscal Year July 1, 1970, to June 30, 1971, Report of the Legislative Analyst to the Joint Legislative Budget Committee, p. 335.

4/ Ibid., p. A-42.

5/ Ibid., p. 322. See also Master Plan for Higher Education in California, 1960 - 1975, California State Department of Education, p. 54.

6/ Ibid.

7/ pp. 31 - 32, W. Lee Hansen and Burton A. Weisbrod: Benefits, Costs and Finance of Public Higher Education (Chicago: Markham Pub. Co., 1969). This study focuses on financial planning for higher education in California.

8/ Ibid.

2. The lower division versus upper division separation has negative implications not evident in the Master Plan. The almost arbitrary upper division break is where the following California tradition comes to a halt:

a. community control over education
b. "tuition-free" and "open-door education
c. quality, relevant education programs for community undergraduates and prospective job applicants

The Master Plan terminates these traditional values at the end of lower division at a time when community college enrollments have exceeded all estimates. The state-wide super-agencies (State Colleges and University) are in almost complete control of upper division education and its tie to the famed "college degree."

A number of state-wide leaders have questioned why traditional baccalaureate programs should not be shortened or simplified: U.C. Regent Norton Simon,[1] the California Coordinating Council for Higher Education

(Report no. 1034, June 1969),[2] and a number of writers: Richard H. Gott (Center for Research and Development in Higher Education, University of California, Berkeley),[3] J. Chester Swanson and John A. McClure (Field Service Center, School of Education, U.C. Berkeley),[4] W. Lee Hansen and Burton A. Weisbrod (consultant to California State Legislature, Joint Committee on Higher Education),[5] and Paul Woodring (Education Editor, Saturday Review).[6]

footnotes

1/ April 16, 1970, memo to the Board of Regents of the University of California, re: "Management of University Financial Operations, Agenda Item for Friday, April 17, 1970"

2/ The Undergraduate Student and His Higher Education: Policies of California Colleges and Universities in the Next Decade

3/ Junior College into Four-Year College: Rationale and Result in Two Institutions (1968)

4/ Vocational-Technical Education for Santa Rosa Junior College (1968)

5/ Benefits, Costs, and Finance of Public Higher Education (Chicago, Illinois: Markham Pub. Co., 1069)

6/ The Higher Learning in America: A Reassessment (New York: McGraw-Hill Book Co., 1968)

3. Evidence is accumulating rapidly that indicates that packed senior colleges have been and are unable to achieve their educational goals of citizenship training, high-level

cultural literacy, and occupational preparation.

First, the State Committee on Public Education's 1969 Report states that California senior institutions are unable to meet the sheer numbers of employer[1] and student demand for upper division education.[2] More, local communities are not consistently served by upper division education. The Valleys are significantly deprived, whereas the metropolitan areas are greatly over-supplied.[3] Many Valley "community college transfer students" never return to their home communities once they come to the urban "boarding school," where the youth culture is located and professional opportunities abound. The March 10, 1970, hearings by Assemblyman John Stull's Subcommittee on Educational Environment (re: state college and university admissions) support this point.

Second, packed campuses in a "boarding school" environment -- where college drop-out rates are high[4] -- can make senior colleges an undesirable form of education. To ask an excitement-prone age group to wait four and five years for a college degree and job certificate is to invite rebellion and sharp criticism of every dimension. And this is especially the case when California

students receive public "boarding school" subsidies totalling more than $200 millions yearly[5] as an alternative to "work your way through college independently."

Evidence of frustration and boredom is seen in "the student movement" and the New Left, which has spilled over into campus disorders and almost uncontrollable crime rates in off-campus municipalities. This phenomenon has been reported by a number of authorities, among them being Dr. John P. Spiegel (Director, Lemberg Center for the Study of Violence, Brandeis University),[6] the Assembly Select Committee on Campus Disturbances (May 1969),[7] and the Special Committee on Campus Tensions of the American Council on Education (April 1970).[8]

As a possible index of "boarding school" frustrations, the majority of the skyrocketing crime rates in larceny, burglary, and auto theft are committed by out of county upper division students and their "street people" peer groups. (Berkeley City Annual Police Report)[9] The Legislative Analyst's Report (as per A.C.R. 210 of 1969) only partially accounts for the massive property damage and suffering associated with senior colleges and universities.

footnotes

1/ The Northern California Industry-Education Council in San Francisco has held one conference and a number of presentations this year on "relevance in education."

2/ Citizens for the 21st Century, p. 141, Dr. Nicholas DeWitt: "Manpower Guidelines for Educational Policy Planning in the State of California."

3/ Ibid., pp. 155 - 161.

4/ As indicated above on page 3, "California ranks 49th among the states in proportion of undergraduates in public institutions who graduate."

Report No. 1034 of the California Coordinating Council for Higher Education states:

"... the percentages persisting to graduation with a baccalaureate degree appear somewhat lower than might be expected in view of the population of the state and the numbers in higher education programs. The question of student persistence to graduation has thus become a subject of recent emphasis and concern, as well it should in any event." (p. 86, cited above on page 7, footnote #2).

5/ An estimated $2.2 billions is spent nationally on student financial aid. California, with 10% of the national population, should receive over $200 millions yearly:

> "In 1959 Seymour Harris, then chairman of the Department of Economics at Harvard University, estimated that the $96 million spent on student aid in the 1955-56 academic year would increase to more than $600 million by the academic year 1969-70. (citation) It now seems that the assistance will be more than twice the amount Harris estimated; it is expected that in the 1968-69 school year more than $2.2 billion will be available, which will aid more than one million students. (citation) Since student financial aid is

being used to effect major social change, the way in which student financial aid is administered deserves close and careful scrutiny." (Introduction to A Design for a Model College Financial Aid Office by William D. Van Dusen and John J. O'Hearne (New York: College Entrance Examination Board, 1968)

6/ "The Group Psychology of Campus Disorders -- a Transactional Approach."

7/ See April 26, 1970, Report of the American Council on Education, Special Committee on Campus Tensions, Hon. Sol M. Linowitz, Chairman

8/ See May 1969 Report of the Select Committee on Campus Disturbances, Hon. Victor V. Veysey, Chairman

See also:

The Academic Revolution, Christopher Jencks and David Riesman, Anchor Books (Garden City, New York: Doubleday and Co., 1969)

The Academic State, Joint Committee on Higher Education, California State Legislature (1968)

"The Berkeley Crisis," Sheldon Wolin and John Schaar, The New York Review of Books, February 9, 1970

The Berkeley Student Revolt: Facts and Interpretations, Seymour Martin Lipset and Sheldon S. Wolin, Anchor Books (Garden City, New York: Doubleday and Co., 1965)

"Campus Governance," The Research Reporter, Volume V, Number 1, 1970, The Center for Research and Development in Higher Education, University of California, Berkeley

The Challenge of Achievement, Joint Committee on Higher Education, California State Legislature (1969)

The Challenge to the University, Dissenting Report, Study Commission on University Governance, University of California, Berkeley, April 4, 1968 (published in the Daily Californian of the same date)

Chronicle of Higher Education (April 1970), special report on campus disorders

The Closed Corporation: American Universities in Crisis (New York: Ballantine, 1968)

The Confidence Crisis, Paul L. Dressel, F. Craig Johnson, and Philip M. Marcus (San Francisco: Jossey-Bass, Inc., 1970)

Crisis at Columbia, The Cox Commission Report, Columbia University, New York City (1968)

The Culture of the University: Governance and Education, Report of the Study Commission on University Goverance, University of California, Berkeley, January 15, 1968

The Education Nightmare, The New York Review of Books, October 9, 1969 (a collection of articles)

The Great Experiment, Assembly Interim Committee on Education, California State Legislature, January 1967

Revolution at Berkeley: The Crisis in American Education, Michael V. Miller and Susan Gilmore, editors, with an introduction by Irving Howe, Dell Laurel paperback, 1965.

"Reason and Radicalism in the University," Barrington Moore, Jr., The New York Review of Books, April 23, 1970

"Riots, Civil and Criminal Disorders," Hearings before the Permanent Subcommittee on Investigations of the Committee on Government Operations, United States Senate, Ninety-First Congress, First Session, pursuant to Senate Resolution 26, 91st Congress, Hon. Hohn L. McClellan, Chairman

"San Francisco State," Peter Shapiro and Bill Barlow, Bay Area Radical Education Project, San Francisco, reprinted from Leviathan, April 1969

Shut It Down! A College in Crisis, San Francisco State College: October 1968 - April 1969, a staff report to the National Commission on the Causes and Prevention of Violence, prepared by William H. Orrick, Jr. (June 1969)

"Student Participation Issue," Journal of Educational Change, Vol. 1, No. 4, May 1970, published by the Office of Assistant Chancellor for Educational Development, University of California, Berkeley

Student Protests 1969 -- Summary, Urban Research Corporation, Chicago, Illinois

The University and Revolution, Gary R. Weaver and James H. Weaver, editors (Englewood Cliffs, New Jersey: Prentice-Hall, 1969)

"Why They Burned the Bank," The Nation, March 23, 1970

9/ page 29, 1968 Report.

4. There is a definite lack of upper division alternatives where senior institutions have been inadequate. This lack of alternatives is a state-wide, if not nation-wide problem, and has been felt in the form of political unrest.

The upper division alternatives are "middle class security alternatives." That is, choices as to what kind of experiences and programs should make up the college degree. Choices as to relevance to public affairs and the world of work; choices as to required courses; choices as to admissions and graduation standards; choices as to the kinds of teachers; choices as to class size; choices as to special education and student services; etc.

Senator Joseph Clark's Employment and Manpower Subcommittee (89th Congress) found that college graduates experience the least unemployment of all education levels, as one might expect. In this light it is unusual to find both adult education students and young undergraduates cut off from the choice of upper division instruction in their home community colleges. There is no intermediate upper division alternative ("junior professional degree")

offered in the community colleges, though the educational resources (plant, equipment, faculty, programs) need only slight modification to accomplish such. In the absence of a junior professional alternative, adults and young people have the alternative of fulfilling the standard baccalaureate requirements. And until that goal is reached, all prior work and certification is in the category of "non-college graduate," "college drop-out," etc.

The context of present upper division education is not a visible issue if one views upper division as only a state-wide college graduation machine. If one listens to the young people, then the bureaucratic impersonalism of a state-wide education super-agency (State College or University system) is reflected in "riot" rallies, severe attack on national and state politics, and participation in politics that has little local or state-wide orientation. Thus the senior institutions have become tantamount to a training center for the politics of alienation and extremism.

How to communicate with the State's education super-agencies in order to effect change of policy? The Assembly Select Committee on Campus Disturbances found

that "Administrators and the governing boards of the University of California and the California State Colleges have frequently failed to develop effective two-way channels of communication with students, faculty, and the public. Students and faculty feel they have been unable to obtain a full hearing for their opinions on curriculum, administrative processes, and disciplinary procedures. Students and faculty often have been unreceptive to and disdainful of public opinion, and the financial and procedural problems facing campus officers and their governing boards."[1]

"Access to senior college governing boards for change of campus policies" is a common theme running through almost all the literature on campus disorders. There is abundant evidence that student demonstrations increase sharply in number and intensity with size of enrollment and with the offering of graduate education programs.[2] Thus a packed senior college, with its unenvied bureaucratic problems, is ripe for violence. And, significantly, time after time students have demonstrated to themselves that violence cuts through the "red tape" and brings forth negotiations.[3]

The April 1970 Special Committee on Campus Tensions

51-567 O - 71 - pt. 3 -- 34

sums up the specific issues which involve campus violence. Note that each of these issues concerns defective two-way channels of communication between the governing board and the students, faculty, and the public.

> Major protest incidents covered a wide range of student concerns. In 1968-69, student power was an issue in roughly three-quarters of the institutions experiencing violence or disruption. The most prevalent of the specific issues on campuses that had violent protest involved (1) instituting special educational programs for disadvantaged or minority groups, (2) allowing greater student participation on committees, (3) changing institutional disciplinary practices, (4) challenging apparent administrative indifference or inaction to grievances, and (5) --an off-campus issue-- challenging alleged administrative indifference to local community problems. (We do not know, of course, the extent to which stated issues were truly the important issues or had wide student support.)4

There is little doubt that California Community Colleges stand in contrast to the bureaucratic problems of the education super-agencies (State Colleges and University). Access to governing boards and "due process" protections are available at a number of levels: chief administrator of the school district, the district trustees (elected by local constituents), the local electorate, the Board of Governors of the California Community Colleges, the California State Legislature, accreditation organizations, and professional and citizens' education associations. Each of these authorities has the power to initiate peaceful campus change regarding

the make-up of the budget, curriculum, personnel, facilities, and special education programs.

On the contrary, at a State College or University campus, local governance is a subject which few understand or have the authority to initiate change over. But few doubt the role of the heads of the education super-agency. The Regents of the University legally hold plenary power over all University operations -- subject to no constitutional division of labor and authority with the Legislature, individual campuses, or the constituents of the local campus community (faculty, administration, employees, students, off-campus municipality). The State College Trustees has almost the power of the Regents, but as yet its authority is still statutory and not constitutional. Such is a distinct contrast from the elementary and secondary schools and community colleges--which have two-way communication flow, political alternatives at many levels, and constitutional protections for all.

footnotes

1/ p. 3, May 1969 Report of the Select Committee on Campus Disturbances, Hon. Victor V. Veysey, Chairman.

2/ pp. 6-7, "Campus Governance," The Research Reporter, Volume V, Number 1, 1970, The Center for Research and Development in Higher Education, University of California, Berkeley.

3/ p. 9, April 26, 1970, Report of the American Council on Education, Special Committee on Campus Tensions, Hon. Sol M. Linowitz, Chairman

4/ Ibid., p. 8.

5. It is noteworthy that some community colleges already have what amounts to a three-year "junior professional" program -- a clear alternative to high cost "upper division" boarding schools.[1] In fact a 1969 U.S. Office of Education study indicates that over 80% of subbaccalaureate degrees involve more than two years work, and the education program is most likely superior to a senior college liberal arts education, presently characterized by frequent disorders and turmoil. (J. Jean Brinkman, Report No. OE-54045)

The 1969 Arthur D. Little Report to the State Board of Education indicates a high growth rate in those kinds of occupations normally requiring "three years or more" of college, usually with an occupational orientation.[2] This point is supported by California Manpower Needs to 1975, published by the State Human Relations Agency.[3]

There is urgent need for public consideration of some alternative to present "Eisenhower age" upper

division education in a form that adheres to traditional California values:

a. community control over education
b. tuition-free, open-door education
c. quality, relevant education programs for community undergraduates and prospective job applicants

The "junior professional" alternative is convenient and attractive to students, "junior college" oriented faculty, law enforcement agencies, and the local community (which pays dearly for state-wide education programs but receives campus disorders and diminishing returns). It is possible for a number of $30 million community college campuses[4] to be added or expanded in order to relieve the prssure on crowded upper division "boarding schools." By attending a community college, the adult education student or young undergraduate can enter a junior professional program to the advantage of himself, his local community, and to local employers. Savings in skyrocketing student financial aids and law enforcement costs can be channeled into construction loans and grants.

It is of note to cost-conscious legislators and taxpayers that the cost of financing a third year junior professional program at the community colleges

is much less than the third year at the State Colleges or University:

Total Amount Borne by California Taxpayers (1965)[5]

Upper Division Student University of Calif.	$1,880
Upper Division Student State Colleges	$1,471
Lower Division Student University of Calif.	$1,214
Lower Division Student State Colleges	$1,248
Lower Division Student Calif. Commun. Coll.	$721

/Note: These figures do not include the massive student financial aid programs of the last few years. Thus community colleges would cost even less.7

From the above chart, one can conclude that the State could finance the total cost of a junior professional program at the community colleges and still save funds. And further savings could be realized by applying the study findings of Assembly Concurrent Resolution 128 of 1969 ("career ladder education") and Assembly Concurrent Resolution 119 of 1970 ("paraprofessional education") in order to make a modest community upper division education a practical alternative.

footnotes

1/ See Vocational-Technical Education for Santa Rosa Junior College, J. Chester Swanson and John A. McClure, Field Service Center, School of Education, University of California, Berkeley (1968)

2/ Part V, "California Manpower Requirements: 1975," A Policy and System Study of California Vocational

Education (1970)

3/ California Department of Human Resources Development, Division of Research and Statistics, Sacramento (October 1969)

4/ Estimated cost according to Legislative Analyst, "Smaller Centers for Higher Education," January 5, 1970, pursuant to A.C.R. 75, 1969 Legislative Session.

5/ pp. 42-44, Benefits, Costs, and Finance of Public Higher Education, W. Lee Hansen and Burton A. Weisbrod (Chicago: Markham Pub. Co., 1969)

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A Postscript on the District of Columbia Public Education Act of 1966: Comprehensive Community Higher Education for Lower and Middle Income Citizens

On November 7, 1966, Public Law 89-791 established the Federal City College and the Washington Technical Institute.[a] These two institutions are senior and junior colleges, respectively, aimed at serving the needs of low and middle income residents of the District of Columbia. Most of these citizens have experienced substantial lack of educational opportunity due to a combination of factors: income level of parents, ethnic grouping, geographic location, age, and quality of early schooling.[b]

Public higher education in the District of Columbia serves as a parallel to California's community college system in several respects: (1) the population served is preponderantly lower and middle income (the majority of which do not continue to the baccalaureate degree level); (2) the surrounding community contains a number of major universities, all of which have a regional or national (but not "community") constituency; and (3) the college setting is urban or suburban rather than rural.[c]

The founding statutes provided for the above needs as follows: (1) public control would be local, and would include municipal government participation (§102 - 103, P.L. 89-791); (2) residents would enjoy low or no tuition, and open door education[d] (§103, P.L. 89-791); (3) quality undergraduate programs for community citizens and job

aspirants (§101, P.L. 89-791; §107 - 109, P.L. 90-354); and (4) community service[e] (§107 - 109; P.L. 90-354). This latter, "community service," is a theme that is not federally supported at the California Community College level.

Notes

[a] See "Authorizing a Public Community College of Arts and Sciences, and a Public Vocational Technical College," Hearings before Subcommittee No. 4 of the Committee on the District of Columbia, House of Representatives, 89th Congress, 2nd Session.

[b] An elaboration of these factors is presented in A Chance to Learn: An Action Agenda for Equal Opportunity in Higher Education, A Special Report and Recommendations by The Carnegie Commission on Higher Education (New York: McGraw-Hill Book Co., 1970)

[c] The "essence" of the comprehensive community college is aptly described in "The Two-Year Stretch: Junior Colleges in America" by Frank G. Jennings, Change in Higher Education, Vol. 2, No. 2, March - April 1970

[d] The alternative is limited opportunity scholarship and student aid programs at regional universities, where admissions and retention standards are high.

[e] For District of Columbia higher education, the community service theme is well-developed, as a consequence of extending to it "land-grant college" status. As described in the 1968 Congressional Hearing, land-grant status includes the following federal grants and services (now with urban orientation): (1) instructional programs in agriculture and mechanic arts, home economics, youth and community development, etc.; (2) fund allotments for research, investigation and experimentation in marketing, consumer education, food handling, etc.; (3) fund allotments for agricultural research and extension work; (4) fund allotments for support of mechanic arts and agricultural programs; and (5) participation in cooperative extension service, including home economics and 4-H programs of the Department of Agriculture. (See "Federal City College as a Land Grant College," Hearing before Subcommittee No. 5 of the Committee on the District of Columbia, House of Representatives, 90th Congress, 2nd Session).

RELATED LEGISLATIVE MEASURES

California and National

I - Assembly Concurrent Resolution No. 119.

Requests Coordinating Council on Higher Education to engage in a high-level study of the junior professions and to make a final report in January 1972.

II - Assembly Concurrent Resolution No. 128.

Requests California Advisory Council on Vocational Education to engage in a study of "career ladder education" (to improve bridges between the high schools and the junior colleges), and to make a final report in January 1971.

III - Proposed Amendments Offered by Assemblyman Bill Greene to S. 1033 (Sen. Williams) and H.R. 8200 (Rep. Frank Thompson), the "Comprehensive Community College Act of 1969."

Proposes that "junior professional programs" be included in the Congressional Act.

51-567 O - 71 - pt. 3 -- 35

AMENDED IN ASSEMBLY MAY 14, 1970

CALIFORNIA LEGISLATURE—1970 REGULAR SESSION

Assembly Concurrent Resolution No. 119

Introduced by Assemblyman Bill Greene

April 8, 1970

REFERRED TO COMMITTEE ON EDUCATION

Assembly Concurrent Resolution No. 119—Relative to paraprofessional education.

WHEREAS, Community college education in California is a vital force in providing the state with trained manpower, in reducing unemployment, and in countering high school dropout rates; and

WHEREAS, Numerous statewide studies have shown the primary need for career ladder programs leading to paraprofessional and technician occupations; and

WHEREAS, It is educationally possible for the California Community Colleges to offer a three-year paraprofessional degree, consisting of a two-year liberal arts (lower division) base and a third-year (upper division) program in administration, engineering, criminology, medicine, education, and other fields, just as the armed forces train a two-year college person for an officer position as aircraft pilot; and

LEGISLATIVE COUNSEL'S DIGEST

ACR 119, as amended, Bill Greene (Ed.). Paraprofessional education study.

Requests Coordinating Council on Higher Education to form a research working committee consisting of senior executive representatives from specified agencies to engage in a comprehensive study, as specified, of various aspects of community college paraprofessional degree programs and requests specified agencies to make available ~~funds~~ *not less than $200,000* from specified *federal* sources for such study. Requests such committee to submit a quarterly program budget and program report and a final report to the Legislature at the 1972 Regular Session.

Fiscal Committee—Yes.

WHEREAS, It is educationally possible for the California State Colleges to offer a "junior doctorate," such as a "doctor of applied arts and sciences" for third-year instructional programs in the community colleges; and

WHEREAS, It is educationally possible for the large numbers of liberal arts undergraduates now attending senior public colleges and universities to achieve both a liberal and a professional-type degree program in their home communities, at a consequent savings to the California taxpayers as reflected in senior public college and university budgets and student financial aid programs; and

WHEREAS, It is possible for the State Personnel Board to modify its professional entry standards in order to encourage paraprofessional graduates into the civil service at least at the entry level of the liberal arts baccalaureate degree holder; and

WHEREAS, It is vital that community college education become "state and local" in orientation, especially in terms of numbers and kinds of courses offered in state and local government; and

WHEREAS, A basic function of the Coordinating Council on Higher Education is to explore, research, and conduct studies in matters affecting the whole of community college education; now, therefore, be it

Resolved by the Assembly of the State of California, the Senate thereof concurring, That the Coordinating Council is requested to form a research working committee consisting of senior executive representatives from the following agencies:

(1) Board of Governors of the California Community Colleges.

(2) State Board of Education.

(3) California Advisory Council on Vocational Education and Technical Training.

(4) State Personnel Board.

(5) California Scholarship and Loan Commission.

(6) Office of the Auditor General.

(7) Office of the Legislative Analyst.

(8) Center for Research and Development in Higher Education, University of California at Berkeley.

(9) Division of Policy Planning and Administration, School of Education, University of California at Berkeley.

(10) Council on Intergovernmental Relations.

(11) Bureau of Criminal Statistics, State Department of Justice.

(12) United States Office of Education; and be it further

Resolved, That the members request that the research working committee engage in a comprehensive, in-depth study of the following needs and how to feasibly fulfill them, according to each vocational area in the state, as created pursuant to Section 6268 of the Education Code:

(a) The major advantages and disadvantages of extensive three-year community college paraprofessional degree programs as opposed to extensive baccalaureate degree programs

at the senior colleges and universities, in terms of, but not limited to the following:

(1) Reduction in student financial aid expenditures and ~~academic "red tape."~~ *academic "red tape" normally associated with junior college transfer programs.*

(2) Reduction in student crime costs, such as is reported in the Berkeley City Police Annual Report and the Legislative Analyst's Report, as per Resolution Chapter 306 (A.C.R. 210) of the Statutes of 1969.

(3) Expansion of cooperative "intern" programs in order to link paraprofessional programs to industry, government, and other employment sectors before the student graduates.

(4) Use of statewide testing programs for assisting students to be placed in paraprofessional and tutorial programs best suited to fit individual and community needs at the time the student completes the ninth grade in high school.

(5) Use of fellowship and sabbatical leave assistance to community college instructors seeking a state college doctorate for use in paraprofessional instruction programs.

(6) Expansion of state staff assistance in providing for local community college planning and development.

(7) Orientation of community college paraprofessional research and instruction to such community problems as unemployment rates, housing standards, health care standards, reduction of ecological pollution, improvements in domestic relations law, reduction of poverty, and increased access to quality education degree programs.

(8) Substantial increases in the numbers and kinds of college and university courses offered in state and local government and administration, such as is noted in "Federalism and the Academic Community," by the United States Advisory Commission on Intergovernmental Relations; and

(b) The long-term and annual costs of having a very substantial community college paraprofessional (3-year) degree program, according to the issues and terminology presented in such a document as the Master Plan for Higher Education in California, ~~1969~~ *1960*–1975; and be it further

Resolved, That the members request that the State Board of Education, the Board of Governors of the California Community Colleges, and the Coordinating Council for Higher Education make available ~~such funds as are necessary~~ *no less than two hundred thousand dollars ($200,000)* from P.L. 90-576 (and, *if necessary,* supplemented by funds from P.L. 88-204, 89-10, and 89-329) in order to successfully carry out this study; and be it further

Resolved, That the members request that the Coordinating Council, through its research working committee, submit to the Legislature (1) a quarterly program budget and progress report, and (2) a final report, giving findings and recommendations, not later than the fifth calendar day of the 1972 Regular Session of the Legislature; and be it further

Resolved, That the Chief Clerk of the Assembly transmit copies of this resolution to each of the governing board members and senior executives of the agencies to be represented on the research working committee, including the Coordinating Council for Higher Education.

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Assembly Concurrent Resolution No. 128

RESOLUTION CHAPTER 394

Assembly Concurrent Resolution No. 128—
Relative to vocational education.

[Filed with Secretary of State August 27, 1969.]

WHEREAS, Vocational education in California is a vital force in providing the state with trained manpower, in reducing unemployment, and in countering high school dropout rates; and

WHEREAS, Numerous statewide studies have raised serious questions as to a lack of coordination and cooperation among the state's high schools, community colleges, and private schools in providing "career ladder" programs—from the high school level through the community college level; and

WHEREAS, The matter of statewide "career ladder" transferable curriculum for vocational students is of primary public concern in curbing high school dropout rates and capturing the ambitions of high school and junior college youth; and

WHEREAS, A statewide "career ladder" transferable curriculum and effective occupational guidance depends to a high degree upon the coordination and cooperation of both academic and vocational educators in translating one another's curriculum into understandable, common standards; and

WHEREAS, A basic function of the Advisory Council on Vocational Education is to explore, research, and conduct studies in matters affecting the whole of vocational education; now, therefore, be it

Resolved by the Assembly of the State of California, the Senate thereof concurring, That the members request that the Advisory Council on Vocational Education engage in a comprehensive, in-depth study of the feasibility of (a) statewide "career ladder" transferable curriculum from the high school level through the community college level, and (b) statewide "career ladder" guidance and counseling from the high school level through the community college level—both with the aim of curbing high school dropout rates and capturing the ambitions of youth; and be it further

Resolved, That the members request that the Advisory Council on Vocational Education submit to the Legislature not later than the fifth legislative day of the 1971 Regular Session of the Legislature a report of its findings and recommendations in connection with said study; and be it further

Resolved, That the Chief Clerk of the Assembly transmit a copy of this resolution to the Advisory Council on Vocational Education.

o

91ST CONGRESS
1ST SESSION

S. 1033

IN THE SENATE OF THE UNITED STATES

FEBRUARY 17, 1969

Mr. WILLIAMS of New Jersey (for himself, Mr. BROOKE, Mr. CHURCH, Mr. GOODELL, Mr. GRAVEL, Mr. GURNEY, Mr. HARRIS, Mr. HART, Mr. HARTKE, Mr. HUGHES, Mr. INOUYE, Mr. JAVITS, Mr. KENNEDY, Mr. MCCARTHY, Mr. MCGEE, Mr. MCGOVERN, Mr. MONDALE, Mr. MURPHY, Mr. MUSKIE, Mr. NELSON, Mr. PASTORE, Mr. PROUTY, Mr. RANDOLPH, Mr. RIBICOFF, Mr. SCHWEIKER, Mr. SCOTT, Mr. YARBOROUGH, and Mr. YOUNG of Ohio) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To improve and increase postsectondary educational opportunities throughout the Nation by providing assistance to the States for the development and construction of comprehensive community colleges.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Comprehensive Community College Act of 1969".

May 18, 1970
Assemblyman Bill Greene
California State Legislature

PROPOSED AMENDMENTS TO S. 1033 (Sen. Williams) and

H.R. 8200 by Rep. Frank Thompson

1. Include the term "junior professional programs" in Section 203 (a) (2) (A).

2. Define in Section 301 the term "junior professional program" to mean:

   a. a degree program from a community college or four-year college consisting of an occupational education which (i) does not require a baccalaureate college education, (ii) which does not require admission to a graduate school or graduate professional school or post-baccalaureate school, but (iii) which relates to senior professional education and graduate education programs offered at recognized graduate schools.

   b. a degree program consisting of a liberal arts or foundation education base, with at least one year of junior professional studies, including an internship or cooperative education experience -- the total regular education program amounting to not less than three years nor more than four years.

   c. a degree program for which the instructors of the"junior professional" portion hold a Master's Degree or better in the profession (or related profession) or have the equivalent executive rating or professional skills in government, industry, agriculture, or organized labor. Highest priority is given to employing faculty from sensitive employment sectors, which suffer lay-offs in response to government procurement policies and shifts in the economy.

3. Include in Sec. 203 (a) that the United States Civil Service Commission is mandated (or authorized) to accept junior professionals at least at the same entry level of the liberal arts baccalaureate degree holder.

4. Include in Sec. 203 (a) that a State desiring to receive its allotment of Federal funds must submit evidence in its State plan that the State civil service commission accepts junior professionals at the same entry level of the liberal arts baccalaureate degree holder.

5. Revise the provisions for the National Advisory Council (Sec. 305) so as to avoid duplication and competition

PROPOSED AMENDMENTS TO S. 1033 and H.R. 8200 (cont.)

with the National Advisory Council on Vocational Education (which is already gaining influence in the promotion of community college education). However, the name of the National Advisory Council on Vocational Education should be changed to the "National Advisory Council on Vocational Education and the Junior Professions." The State Advisory Councils should be re-named accordingly. Sec. 305 should make appropriate reference to Title I of the Vocational Education Amendments of 1968 (P.L. 90-576).

6. Include in Sec. 203 (a) that a State desiring to receive its allotment of Federal funds must submit evidence in its State plan that it has created a specified number of vocational areas, the boundaries of which are developed along job market lines. The selection of the number of areas and the boundaries shall be made by a joint Federal-State committee consisting of senior representatives of (i) the Departments of Health, Education, and Welfare and Labor and Commerce, and (ii) the State Departments of Employment and the State agencies which administer the secondary and post-secondary institutions. Similar committees shall be established at the area level. (The California Legislature incorporated this feature into its Vocational and Technical Training Act of 1969, A.B. 1820).

7. Include in Sec. 203 (a) that a State desiring to receive its allotment of Federal funds must submit evidence in its State plan that the vocational areas (see #6 above) serve as a basis for collecting area data about and anticipating future needs for (i) manpower needs and opportunities, (ii) educational attainments of the population and manpower pool, and (iii) educational output of the institutions, and (iv) Federal-State-Local expenditures to public education. (The California Legislature has such measure pending before it in A.B. 2018).

8. Include in Sec. 203 (a) that a State desiring to receive its allotment of Federal funds must submit evidence in its State plan that a policy board(or policy advisory board with staff) has been established at the level of the community college campus, and the board has the character of the State Advisory Council on Vocational Education (and the Junior Professions). That is, ex-officio status is given to official representation of the following, preferably associations: faculty (and their primary subdivisions), employees,

PROPOSED AMENDMENTS TO S. 1033 and H.R. 8200 (cont.)

students, industry, minority groups, local legislators, and the adjacent campus municipality.

9. Include in Sec. 203 (a) that the State plan must be a section of the State plan required under Sec. 123 of the Vocational Education Amendments of 1968 (P.L. 90-576).

10. Include in Sec. 203 (b) that the Commissioner is to give highest priority to re-allocating Federal student financial aid funds to loans and grants for construction of community college facilities, provided that the State plan evidences that (i) the proposed re-allocated funds are student financial aid savings resulting from retaining junior college transfer students in "junior professional" programs at the community colleges and (ii) the reduction of junior college transfer students in the senior colleges has diminished or has been associated with a decline in senior college crime and disorders and smaller senior college enrollment.

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Please note that the above proposals incorporate much of the thrust of the community college portion of the Vocational Education Amendments of 1968 and the pending "Intergovernmental Personnel Act" (H.R. 5546, Rep. Moorhead).

In brief, several key policy objectives are accomplished within the context of the "Comprehensive Community College Act of 1969" and the above proposed amendments. First, brushed aside are surface claims that the proposed legislation is "just another program," "adds to mounting program fragmentation," and "answers no serious need."

Rather, the proposed legislation makes a basic reform in undergraduate education, now visibly suffering from strife, educational irrelevance, and skyrocketing costs. Packed universities become more manageable as modified community colleges absorb the junior college transfer students. And the universities can concentrate more effectively on graduate education, college teacher training, and research. Community colleges, if allowed to increase fledgling "junior professional" programs, can be more serviceable to the community as a whole. And undergraduates find such education as an attractive alternative. Last, skyrocketing costs of senior college campuses are reduced as Federal student aid subsidies

are diverted to "hard" budget expenditures such as construction of facilities. More, the over-all cost of higher education is not increased but rather kept manageable (in the light of Vietnam war obligations in the years remaining).

Legislatively, the proposals integrate conveniently with other similar legislation: the 1968 Vocational Education Act and the pending government manpower bill. The Community College legislation supports and dovetails into the intent of these measures and in no way offers competition.

oOo

BILL GREENE
Chairman, Subcommittee on Vocational
and Technical Training

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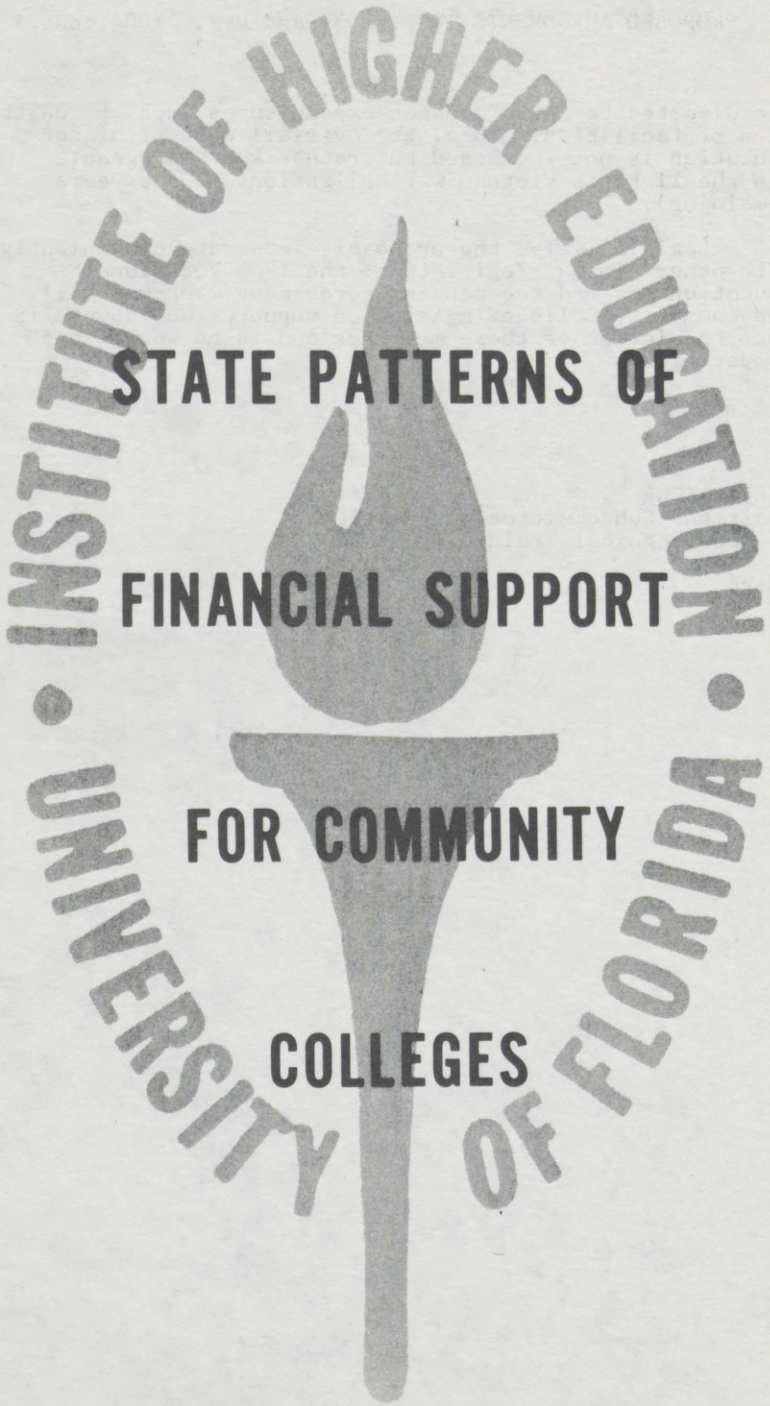

STATE PATTERNS OF FINANCIAL SUPPORT FOR COMMUNITY COLLEGES

1907

STATE PATTERNS OF FINANCIAL SUPPORT FOR COMMUNITY COLLEGES

by

Lawrence H. Arney

Institute of Higher Education
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Gainesville, Florida

February, 1970

TABLE OF CONTENTS

FOREWORD iv

CHAPTER

I. PROBLEMS IN FINANCE OF COMMUNITY JUNIOR COLLEGES 1

II. STATE PATTERNS OF FINANCING COMMUNITY JUNIOR COLLEGES . . . 6

Public Responsibility for Community Junior Colleges 6

Community Junior College Control and Coordination 8

Sources of Support for Current Expenses and Capital Outlay 14

Summary 31

III. HAVE COMMUNITY JUNIOR COLLEGE FINANCE PROBLEMS BEEN SOLVED? 33

Where Does the Responsibility for Financing Community Colleges Lie? 33

Who Shall Be Educated at the Post High School Level? . . . 33

At What Level of Government Should the Control of Community Colleges Be Placed? 34

Should There be a State Plan for Community Junior Colleges with Coordination at the State Level? 35

Who Should Provide Funds for Current Expenses? 36

Who Should Provide Funds for Non-Credit Courses? 37

Who Should Provide Funds for Capital Outlay? 38

Summary 40

BIBLIOGRAPHY 41

SELECTED REFERENCES 42

LIST OF TABLES

Table		Page
1.	NUMBER OF COMMUNITY JUNIOR COLLEGES IN EACH STATE IN 1967-68, BY OPERATING AGENCY	9
2.	METHOD OF DISTRIBUTION OF STATE FUNDS FOR JUNIOR COLLEGE CURRENT EXPENSES, ACCORDING TO STATE LAW	12
3.	PERCENT OF CURRENT EXPENSES FOR THE BUDGET YEAR, 1967-68, AS REPORTED BY STATE OFFICIALS, BY SOURCE	15
4.	STATE LAW IN REGARD TO STUDENT TUITION IN 1968, AS REPORTED BY STATE OFFICIALS	22
5.	PERCENT OF CAPITAL OUTLAY FOR THE BUDGET YEAR 1967-68, AS REPORTED BY STATE OFFICIALS, BY SOURCE	25

FOREWORD

The development of community colleges in the 50 states has experienced rapid expansion during the past ten years. During this period a number of important changes have occured: more institutions have been established; more students are continuing beyond high school and more are completing high school; more state level support is available to community colleges; federal funds are being made available to these institutions; coordination and/or control has been developed at state and even at regional levels in some areas of operation.

In earlier years community junior colleges were for the most part controlled and supported at the local district level. Changes have accompanied their recent growth, however. These changes have placed considerably more emphasis upon state level support. The possibility of increasing support from federal sources has alleviated to some extent the dwindling local support.

Such changes are in keeping with many other political, economic and social changes. The community colleges reflect society as it is developing. We may be certain, however, that even more changes will be found in tomorrow. Lawrence Arney has identified many of these changes, and he has also demonstrated how the basic philosophy of the community college development is related to financial support. The policy which controls the operation speaks far more loudly than the philosophical mottos which are sometimes expressed.

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This study is one of a series of studies centered around an analysis of state level activities. These are supported in part by a grant from the W. K. Kellogg Foundation. This particular study is also basic to a Community College Finance Study which is part of the National Educational Finance Project. We are greatly indebted for the help of these two projects.

Dr. Dayton Y. Roberts, Assistant Director, Institute of Higher Education, has ably served in editing this monograph. We thank him in particular. We are also indebted, however, to the state directors in the several states who helped by providing requested information about their own state. As is the case in most studies the cooperative effort of a number of persons provides the basis for the final conclusions and recommendations.

James L. Wattenbarger, Director
Institute of Higher Education
University of Florida
Gainesville, Florida

CHAPTER 1

PROBLEMS IN FINANCE OF COMMUNITY JUNIOR COLLEGES

In the community junior college movement leaders have long advocated public higher education through the fourteenth year free of tuition and accessible to all who may benefit from this level of education. This philosophy is presently acceptable to those in authority in a few states. However, all 50 states have indicated acceptance of some public responsibility for post high school education and have provided for public funds to be used in support of these institutions.

Little agreement can be found among the states as to what constitutes the best pattern of support for the community colleges. For the most part four major sources for operating funds have been utilized: local funds, state funds, federal funds and tuition. Some additional local funds are provided through charge-back procedures in a few states and other sources of revenue such as gifts and auxiliary enterprises are found in most of the states.

If community colleges are to continue to grow and prosper as they have in the last decade there are at least seven important questions relevant to financial support for which each state legislature must seek an answer. How legislators answer these questions will greatly influence the paths community colleges may follow in each state.

The questions are as follows:

1. Where does the responsibility for financing community colleges lie?

2. Who shall be educated at the post high school level?

3. At what level of government should the operational control of community colleges be placed?

4. Should there be a state plan for community colleges coordinated at the state level?

5. Who should provide funds for current expenses?

6. Who should provide funds for non-credit courses?

7. Who should provide funds for capital outlay?

Answers to the above questions have been given by interested parties for many years. There has been no consensus on any of the answers. Contributors to the community college literature since the end of World War II have tried to arrive at answers to the above questions. The majority opinion is summarized in the following paragraphs.

There has been general agreement among community college leaders that the states have some responsibility for public education beyond the high school level. The degree of commitment to this responsibility varies considerably from state to state.

Today, as never before, concern is being revealed for providing equal educational opportunity for all. This is nowhere more evident than in the community college in which proponents have insisted that equal educational opportunity for all can best be provided through a tuition-free education at an institution which is within commuting distance of the population to be served by the institution.

The control of the community junior college must ultimately be considered at the state level as public schools operate within the framework of state legislation. However, there exists a strong belief by many

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community college leaders that the community college must be responsive to the local needs of the members of its own community. If such responsiveness is to be realized at the local level, then some local agency must be in position to exercise much of the control of the institution. This strong belief is the basis for advocating community colleges which have most of the institutional controls located at the local level.

A viewpoint compatible with one of local control is that of coordination at the state level. This is consistent with the idea that each state should have a plan for developing community colleges to serve the population of the entire state. Coordination at the state level can make each community college a functional part of a statewide post high school educational system. The agency at the state level with coordinative responsibilities is in a position to observe the total educational system, to make suggestions concerning geographical locations of colleges, to help avoid duplication of effort by several colleges, and to advise the legislature on community college problems and financial needs.

The position of the state with reference to financial support for operating expenses of community colleges varies from state to state. Just how much of the financial burden of community colleges should be considered state responsibility is not clear in the minds of many of those who strongly support community colleges. The most prevalent viewpoint of community college proponents is that most states are not providing as much fiscal support for community colleges as they should. Recommendations for additional funding at the state level has been brought about by a desire to make post high school education available to everyone who

has need of such opportunity. The tax structures of the states are such that the public can be taxed more nearly according to the ability to pay by the state than by the counties. Funds can also be more easily distributed from the state level according to need for the funds and according to benefits expected from proper utilization of the funds.

The diversity of program offerings of community colleges may well cause the demise of some colleges but the dedicated community colleges make every attempt to provide the programs which meet a real local need. As long as community colleges keep a finger on the pulse of the community and present course offerings based on perceived needs, they can be expected to thrive and grow. Needed offerings must not be restricted due to limitations of state financial assistance given only to course offerings which carry college transfer credit. To do otherwise is not consistent with the overall objectives of the community college. If the college is to offer the service of taking each individual as he is and assisting him in his efforts to better himself educationally, it should not be forced to offer only courses which are eligible for college credit. This type of action from the state level is often made to protect state funds, but such action can keep a much needed community college program from being planned and implemented.

Who should provide capital outlay for community colleges? If only local funds are to be used, it places a heavy and often prohibitive burden on poor districts. Such a philosophy, if implemented, can only slow the establishment of community colleges in the areas of most need of these institutions. Community college advocates, for the most part, believe

that capital outlay responsibility lies at the federal, state, and local levels. The same arguments which prevailed for spreading the burden of current expenses are just as applicable for capital outlay. In certain instances the reasons become more pertinent. One example is that of the heavy tax burden suddenly thrown on a district as a result of a large capital construction project such as would be encountered in the construction of a new campus for a beginning college. Projects as large as this frequently would be considered prohibitive by local standards. They could be better financed at the state level with its wider tax base and the tax structure which enables the state to distribute the tax burden more equitably than several local governments acting together would be able to do.

The seven areas relative to community college finance given above have all been covered in much of the community college literature. Although there has been no consensus on any of the given areas, there is general agreement as summarized in the following:

1. Post high school education is a public responsibility.
2. Equal educational opportunity for all who may benefit from it should be provided at the community college level of education.
3. Community colleges should be sensitive to local needs; therefore, they should be controlled locally.
4. There should be a state plan for the community college level of education coordinated by a state agency.
5. The state should assume an important role in the finance of the community college level of education.
6. State support for the community college level of education should be provided for both credit and non-credit classes.
7. The state should assume an important role in the provision of capital outlay for community colleges.

CHAPTER II

STATE PATTERNS OF FINANCING COMMUNITY JUNIOR COLLEGES

The community college leaders have recognized that the recent rapid growth of community colleges has been due to several reasons. A primary one is that community college people have recognized the importance of meeting the educational needs of the local population. If for some reason in the future the community college leaders should overlook their local responsibilities, some other institution or institutions will move to meet pressing local educational needs. The success of community colleges in serving the local public has, in turn, made the public responsive to giving tangible support to the community colleges.

An investigation of methods of financing community colleges in the 50 states was made for the year 1968-69. Interesting differences were found in reference to the responsibility for community colleges exhibited by the public, to the control and coordination of the colleges, and to the sources of funds for financing the operating expenses and the capital outlay of the colleges.

Public Responsibility for Community Junior Colleges

Publicly supported community colleges are steadily becoming more numerous. Today public financial support is made in many of the community colleges which are serving approximately two million students.[1] The

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[1] William A. Harper, Ed., 1969 Junior College Directory, p. 74.

increased interest in public community colleges has been instrumental in more than doubling public junior college enrollment in the past five years.

Community college leaders are outspoken in their desire for public support for their colleges. Wattenbarger has said the post high school level of education is essential enough to be made available to those who may profit from such experience.[2] Woodring expressed the desire for free schooling at higher educational levels than now provided.[3] Goldberg insisted that 14 years of education was now to be considered a necessity.[4] Others have been equally as vociferous in their insistence that the community college be publicly supported.

The result has been that as early as 1968 all 50 states were providing post high school educational opportunities to the citizenry of the states through schools which were receiving public financial support. It has taken long enough to get all 50 states involved in this level of education, and several states have much to do before they can lay claim to offering programs comparable to the comprehensive programs of the community college. The important thing is that the groundwork has been laid for expansion of community colleges in all states as the existing community colleges continue to show outstanding results in providing a needed service to the people of the communities they purport to serve.

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[2]James L. Wattenbarger, "Financing Public Community Colleges," Establishing Legal Bases for Community Colleges, Proceedings of a Conference sponsored by the Commission on Legislation of the American Association of Junior Colleges, p. 9.

[3]Paul Woodring, The Higher Learning in America: A Reassessment, p. 65.

[4]Arthur J. Goldberg, "Education for Freedom and Equality," Junior College Journal, 36 (September, 1965), pp. 6-10.

Community Junior College Control and Coordination

The location of control of community colleges is one issue which has not been resolved, at least, not in practice. Although there are those in the community colleges who believe that only locally controlled community colleges could possibly respond adequately to local needs, state controlled community colleges are increasing at approximately the same rate as locally controlled ones.

This writer discovered that community junior colleges were located in 42 states in 1967-68. This was true when community junior colleges were limited to the following definition: institutions which are supported by public tax funds, which are controlled and operated by a board, either elected or appointed by a public official or agency, and which offers programs and/or courses limited to the first two years of post high school education, including the university parallel program and at least one of the two following areas, occupational education and continuing education.

Table I shows the number of community junior colleges in each state in 1967-68 by operating agency. The eight states indicated as having no community junior colleges had schools which offered the post high school level of education, but they were not comprehensive enough to be included within the previously given definition for community colleges. It can be seen that 27 of the states had community colleges that were primarily under the control of a local agency. A state level agency was the controlling agent in 11 states and the remaining 4 states had at least one community college operated by each type of agency.

TABLE I

NUMBER OF COMMUNITY JUNIOR COLLEGES IN EACH STATE IN 1967-68, BY OPERATING AGENCY[a]

State	Operated by Local Agency	Operated by State-Level Agency	Total
Alabama	0	15	15
Alaska	..	..	..
Arizona	7	0	7
Arkansas	2	0	2
California	83	0	83
Colorado	9	0[b]	9
Connecticut	0	7	7
Delaware	0	1	1
Florida	26	0	26
Georgia	1	9	10
Hawaii	0	4	4
Idaho	2	0	2
Illinois	27	0	27
Indiana	1	0	1
Iowa	15	0	15
Kansas	16	0	16
Kentucky	0	11	11
Louisiana	0	1	1
Maine	..	..	..
Maryland	12	0	12
Massachusetts	2	12	14
Michigan	24	0	24
Minnesota	0	16	16
Mississippi	17	0	17
Missouri	10	0	10
Montana	3	0	3
Nebraska	5	0	5
Nevada	1	0	1
New Hampshire	..	..	..
New Jersey	6	0	6
New Mexico	1	0	1
New York	37	0	37
North Carolina	13	0	13
North Dakota	2	3	5
Ohio	7	0	7
Oklahoma	5	6	11
Oregon	12	0	12
Pennsylvania	12	0	12

TABLE I (Continued)

State	Operated by Local Agency	Operated by State-Level Agency	Total
Rhode Island	0	1	1
South Carolina	..	..	..
South Dakota	..	..	..
Tennessee	0	3	3
Texas	36	0	36
Utah	0	3	3
Vermont	..	..	..
Virginia	0	10	10
Washington	22	0	22
West Virginia	..	..	..
Wisconsin	..	..	..
Wyoming	5	0	5
TOTAL	421	102	523

[a]Based on the assumption that the overall control of all community colleges was at the state level, but individual college control was primarily located with either a state-level or a local-level agency.

[b]Had some community junior colleges operated by a state-level agency in 1968-69.

SOURCE: Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges," Doctoral Dissertation, University of Florida, 1969.

The responsibility accepted by the states for post high school education has also brought about the problem of providing equal educational opportunity to all of a given state's population. Much of the equality of educational opportunity is dependent upon the methods of distribution of state funds.

The distribution methods of 1967-68 could be divided into two separate categories. One method involved legislative appropriation either directly to the colleges or to a state agency which allocated the funds to the colleges. The second method was to allocate funds on the basis of an objective formula. This was the most popular way of distributing state funds, and some of the states had further incorporated equalization measures into the objective formulas.

Table 2 shows the method of distribution of state funds for junior colleges current expenses according to state law for 1967-68. There were 25 states in which state funds were allocated on the basis of an objective formula. Many of these states allocated a flat rate per full-time equivalent student in each college and thereby provided a predictable income. The flat grant per pupil method of distribution served an equalization function but not as much as when further equalization factors were built into the formula.

As additional factors are identified as affecting the costs of various curricula in the community colleges, additional states will become interested in providing more equal educational opportunity through the provision of placing less emphasis on equal expenditures per full-time equivalent student and more emphasis on the cost of a needed program. Three states

TABLE 2

METHOD OF DISTRIBUTION OF STATE FUNDS FOR JUNIOR COLLEGE CURRENT EXPENSES, ACCORDING TO STATE LAW

State	An Objective Formula	An Objective Formula With Equalization Measures	Legislative Appropriation
Alabama	..	..	X
Arizona	X	..	..
Arkansas	X	..	..
California	X	X	..
Colorado	X	..	..
Connecticut	..	..	X
Delaware	..	..	X
Florida	X	X	..
Georgia	..	..	X
Hawaii	..	..	X
Idaho	..	..	X
Illinois	X	..	..
Indiana	..	..	X
Iowa	X	..	..
Kansas	X	..	..
Kentucky	..	..	X
Louisiana	..	..	X
Maryland	X	..	..
Massachusetts	..	..	X
Michigan	X	..	..
Minnesota	..	..	X
Mississippi	..	..	X
Missouri	X	..	..
Montana	X	X	..
Nebraska	X	..	..
Nevada	..	..	X
New Jersey	X	..	..
New Mexico	X	..	..
New York	X	..	..
North Carolina	X	..	..
North Dakota	X	..	..
Ohio	X	..	..
Oklahoma	..	..	X
Oregon	X	..	..
Pennsylvania	X	..	..
Rhode Island	..	..	X

TABLE 2 (Continued)

State	An Objective Formula	An Objective Formula With Equalization Measures	Legislative Appropriation
Tennessee	..	..	X
Texas	X	..	..
Utah	..	..	X
Virginia	X	..	..
Washington	X	..	..
Wyoming	X	..	..

SOURCE: Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Colleges," Doctoral Dissertation, University of Florida, 1969.

were utilizing the concept of an objective formula with built in equalization measures in 1967-68 and at least one other state has begun to use an equalization formula since that time. Undoubtedly others will develop such formulae and those presently in use will be modified as conditions change and weaknesses in the formulae are discovered.

Sources of Financial Support for Current Expenses and Capital Outlay

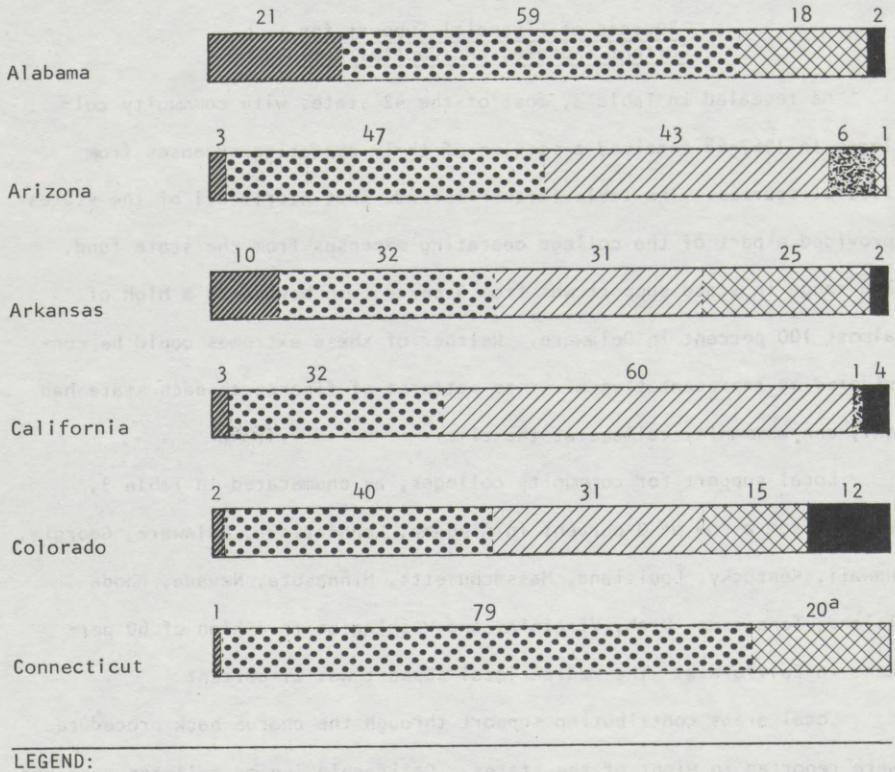
As revealed in Table 3, most of the 42 states with community colleges in 1967-68 received a portion of their operating expenses from federal sources. The table further records that nearly all of the states provided a part of the college operating expenses from the state fund. The range in state support was from 4 percent in Nevada to a high of almost 100 percent in Delaware. Neither of these extremes could be considered as representative of state patterns of finance as each state had only one community college at the time.

Local support for community colleges, as enumerated in Table 3, ranged from a low of 0 percent in Alabama, Connecticut, Delaware, Georgia, Hawaii, Kentucky, Louisiana, Massachusetts, Minnesota, Nevada, Rhode Island, Tennessee, Utah, Virginia, and Washington to a high of 60 percent in California. The median local support was 21 percent.

Local areas contributing support through the charge-back procedure were reported in eight of the states. California junior colleges received approximately 1 percent of their operating budget from this source and Kansas community colleges received 21 percent of their operating budget from the local districts through the charge-back procedure.

TABLE 3

PERCENT OF CURRENT EXPENSES FOR THE BUDGET YEAR, 1967-68,
AS REPORTED BY STATE OFFICIALS, BY SOURCE



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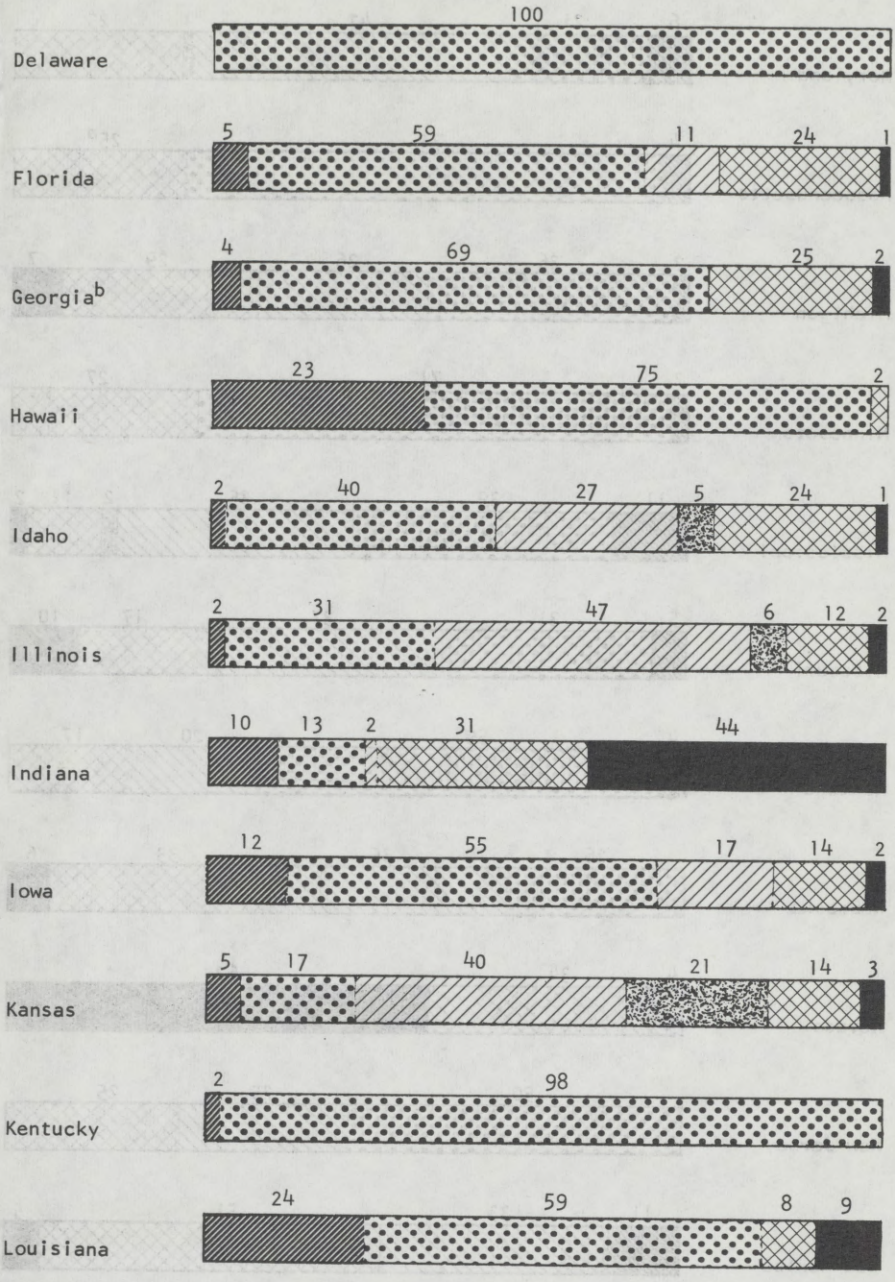
Delaware
100
Florida
5
59
11
24
1
Georgia[b]
4
69
25
2
Hawaii
23
75
2
Idaho
2
40
27
5
24
1
Illinois
2
31
47
6
12
2
Indiana
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13
2
31
44
Iowa
12
55
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Kansas
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Kentucky
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Louisiana
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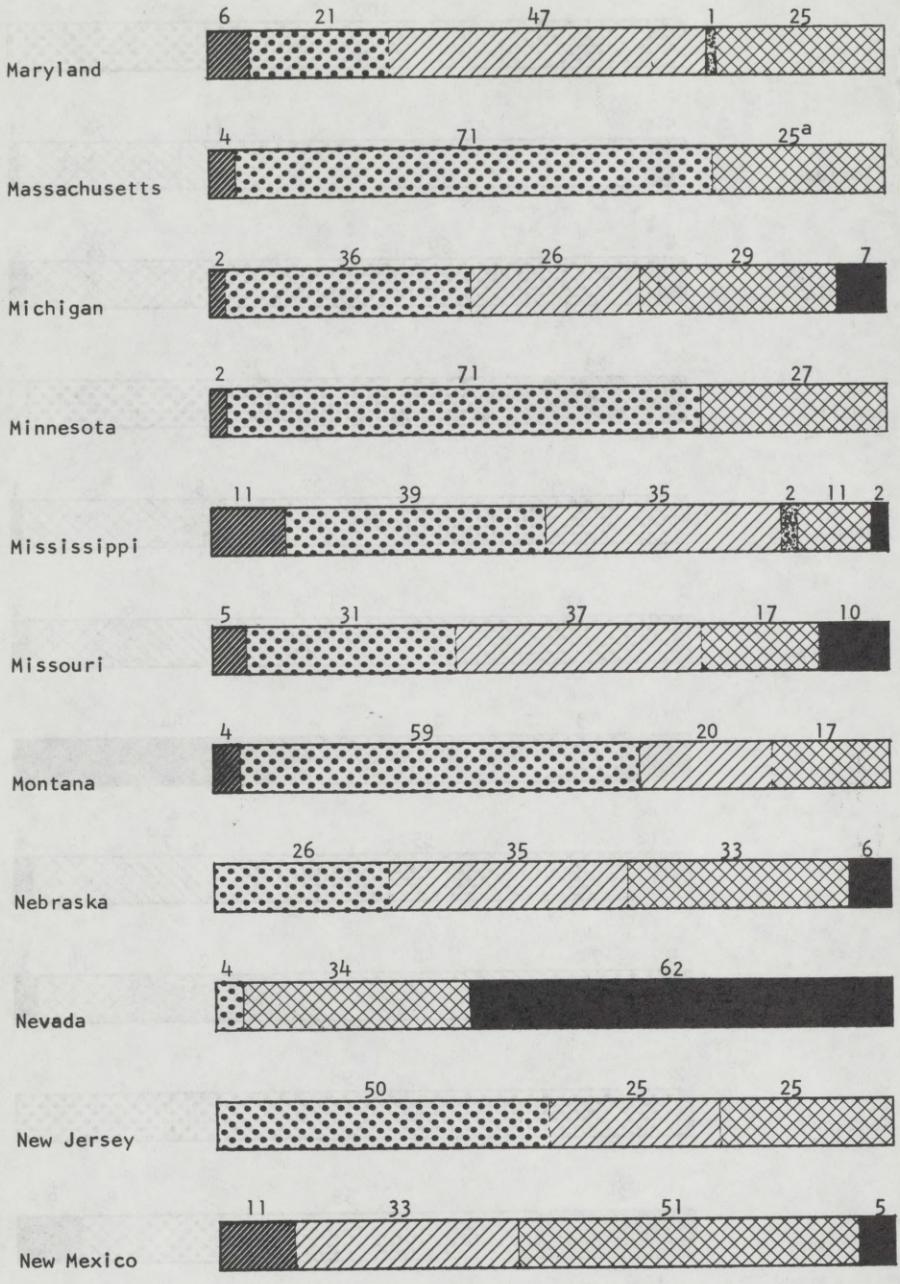
1928


Maryland
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21
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1
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Massachusetts
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Michigan
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Minnesota
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Mississippi
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Missouri
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Montana
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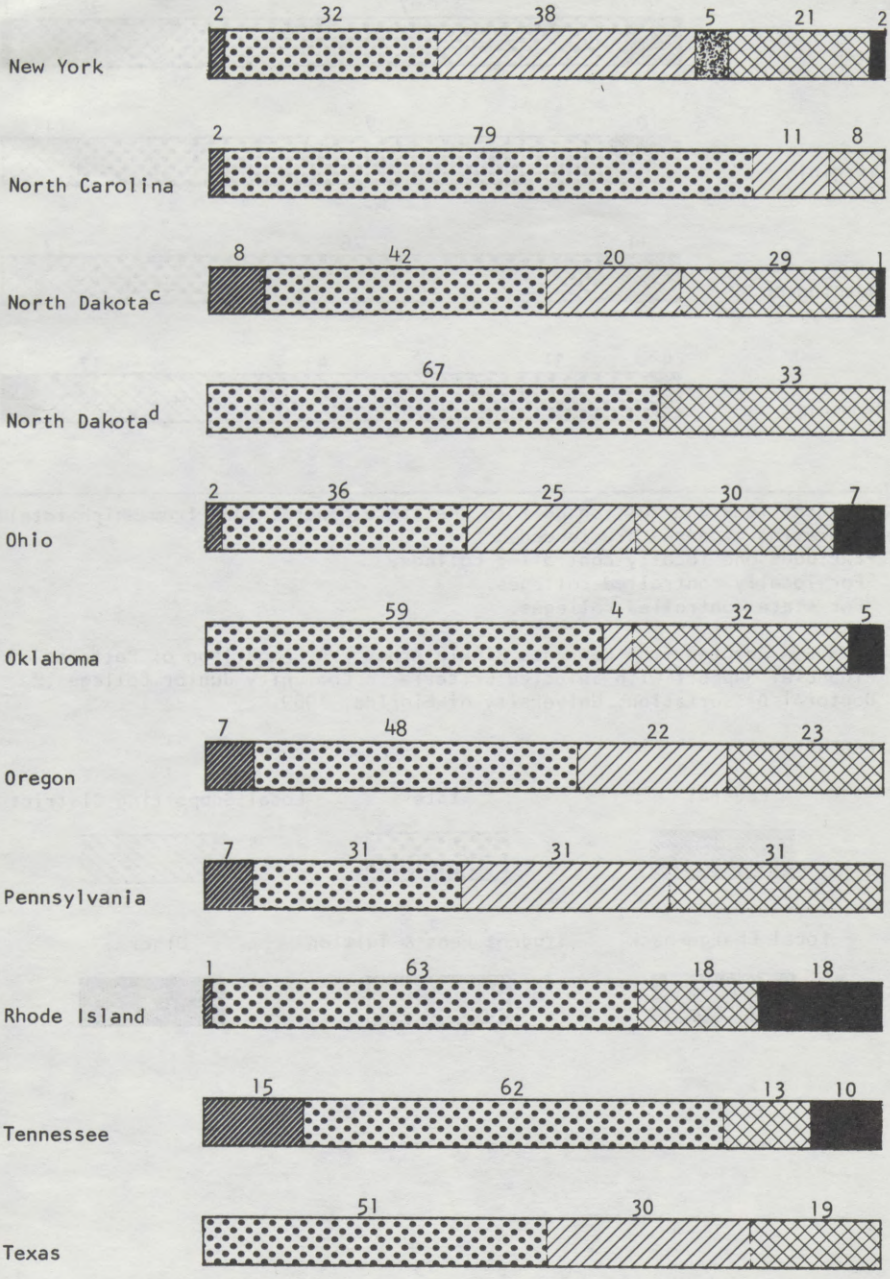

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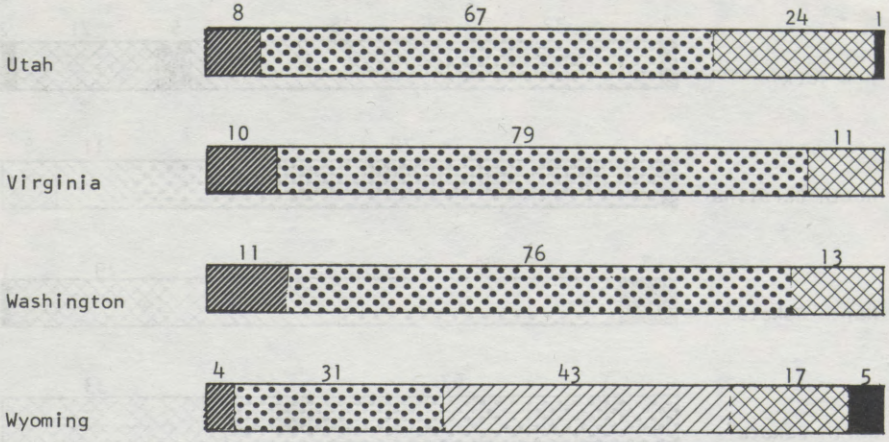
1930



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[a]Student fees and tuition go into the state general fund from which total operating expenses are funded.
[b]Excludes one locally controlled college.
[c]For locally controlled colleges.
[d]For state controlled colleges.

SOURCE: Adapted from Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges," Doctoral Dissertation, University of Florida, 1969.

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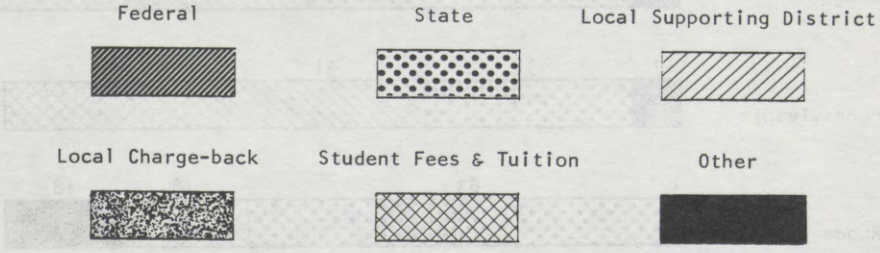


States which utilized the charge-back procedure for additional local funds were usually states in which the local areas already were providing much of the support of the junior colleges. In fact the seven states in which the highest percent of local funds were used in support of junior colleges were also states in which charge-back procedures were used.

Student fees and tuition still furnished much of the operating expenses in many states. Only California, Delaware and Kentucky had no tuition for current expenses as revealed in the data in Table 3. Hawaii could easily be included in this number as nearly all of the 2 percent indicated for it could be attributed to revolving funds for shops and laboratories. In practice, however, both Kentucky and Delaware charged student tuition but it was used for bonds in capital construction or for capital outlay and not revealed in current expense reports. Arizona was also low in student fee and tuition charges as only 1 percent of its operating expenses were furnished directly by student fees and tuition.

The highest percent paid by students was reported in New Mexico where 51 percent of the current expenses was funded by the students. The amount paid by students in Nevada, Nebraska, Oklahoma, Indiana, Pennsylvania, Minnesota, Michigan, North Dakota, and Ohio was clustered around the 30 percent level. There were ten states in which the student tuition funds provided from 8 to 15 percent of the operating expenses. The range was from 17 to 25 percent in the other 17 states. This group included Massachusetts and Connecticut where community junior colleges received all of their current expenses from federal and state sources. The state general fund was the source which provided the largest amount

for each. Student tuition was charged each student in the two states, but the tuition went directly into the state general fund. In Table 3 student tuition for students in Massachusetts and Connecticut was treated as if it had never reached the general fund in order to get a comparable percent of current expenses provided by students in each of the states. The median tuition charge in the 42 states was approximately 20 percent of the current expenses.

The position of each state in regard to student tuition was reflected in the provision in the state law. As recorded in Table 4, only three states, California, Missouri, and Nevada, had written into their laws that there could be no tuition charged to resident students. When compared with the data in Table 3 regarding current expenses, it may be seen that Nevada and Missouri, which forbade student tuition by law, received 34 percent and 18 percent, respectively, of their operating expenses from student tuition or fees. The Nevada report indicated the majority of this was from student registration fees and not from student tuition. California also used student fees but received less than half of 1 percent from this source and this amount is not revealed in Table 3.

Further investigation of the data in Table 4 reveals that the majority of the states permitted tuition and ten of the states had laws which required tuition. A look at current expenses of those ten states in Table 3 reveals that the requirement of tuition made little difference between those states' tuition charges and tuition and fees charged in the states where tuition was permitted or even forbidden.

Although the percent of operating expenses coming from other sources

TABLE 4

STATE LAW IN REGARD TO STUDENT TUITION IN 1968,
AS REPORTED BY STATE OFFICIALS

State	Forbids Tuition	Permits Tuition	Requires Tuition
Alabama	..	X	..
Arizona	..	X	..
Arkansas	..	..	X
California	X	..	..
Colorado	..	X	..
Connecticut	..	X	..
Delaware	..	X	..
Florida	..	X	..
Georgia	..	X	..
Hawaii	..	X	..
Idaho	..	..	X
Illinois	..	X	..
Indiana	..	X	..
Iowa	..	X	..
Kansas	..	..	X
Kentucky	..	X	..
Louisiana	..	X	..
Maryland	..	..	X
Massachusetts	..	X	..
Michigan	..	X	..
Minnesota	..	X	..
Mississippi	..	X	..
Missouri	X	..	..
Montana	..	X	..
Nebraska	..	..	X
Nevada	X	..	..
New Jersey	..	X	..
New Mexico	..	X	..
New York	..	X	..
North Carolina	..	X	..
North Dakota	..	X	..
Ohio	..	X	..
Oklahoma	..	X	..
Oregon	..	X	..
Pennsylvania	..	..	X
Rhode Island	..	X	..

TABLE 4 (Continued)

State	Forbids Tuition	Permits Tuition	Requires Tuition
Tennessee	..	X	..
Texas	..	..	X
Utah	..	..	X
Virginia	..	..	X
Washington	..	..	X
Wyoming	..	X	..

SOURCE: Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges," Doctoral Dissertation, University of Florida, 1969.

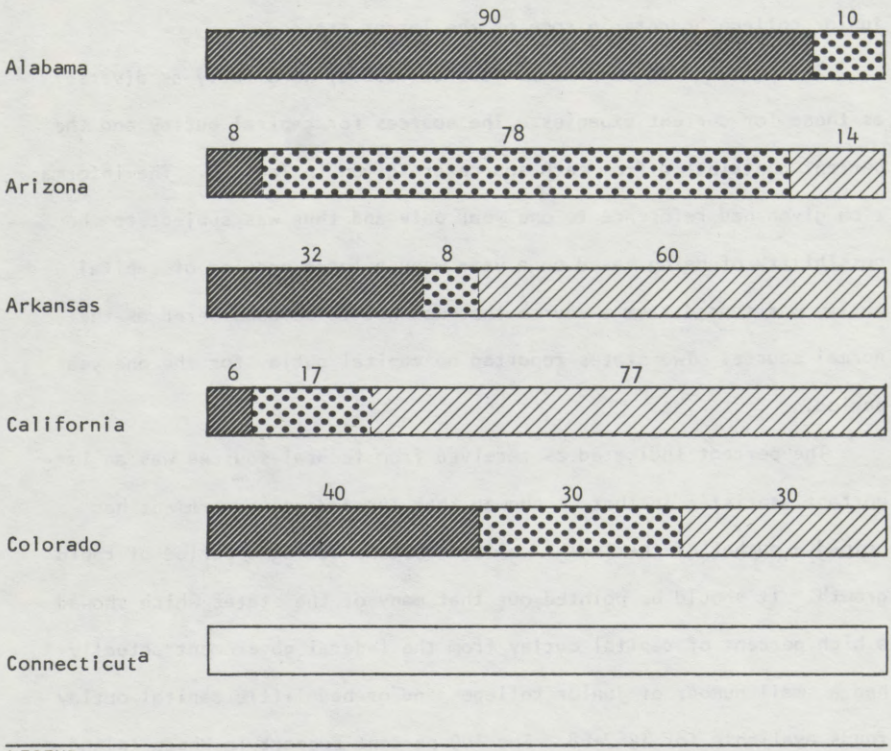
was generally under 5 percent, in three states, Indiana, Nevada, and Rhode Island, it exceeded 15 percent. In each of those states there was only one public junior college and the percent could easily have been changed by contributions of relatively small gifts in comparison to the junior college budgets in some of the larger states.

The patterns of support for capital outlay were fully as diverse as those for current expenses. The sources for capital outlay and the percent contributed from each source are given in Table 5. The information given had reference to one year only and thus was subject to the possibility of being based on a year when a large portion of capital outlay was funded from a source that was not to be considered as the normal source. Two states reported no capital outlay for the one year period.

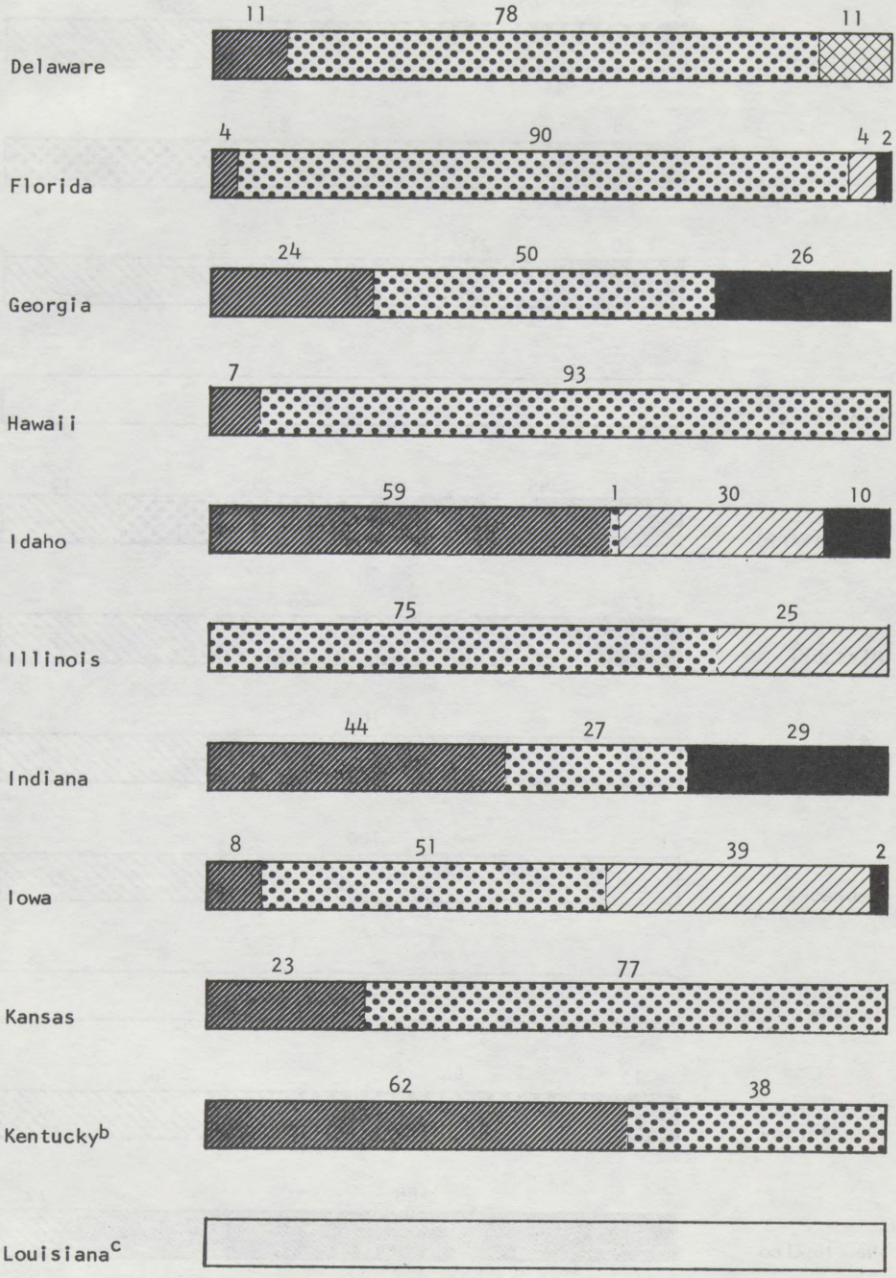
The percent indicated as received from federal sources was an important statistic in that it showed that the federal government has helped a number of the junior college systems during a period of rapid growth. It should be pointed out that many of the states which showed a high percent of capital outlay from the federal government actually had a small number of junior colleges and/or had little capital outlay funds available for 1967-68. The 100 percent support in Rhode Island represents less than $300,000, while the 88 percent in New Mexico and the 59 percent in Idaho were represented in dollar amounts of approximately $500,000. On the other hand some of the largest amounts of capital outlay from the federal government showed up as a smaller percent in the table. The clearest example of this was California which received

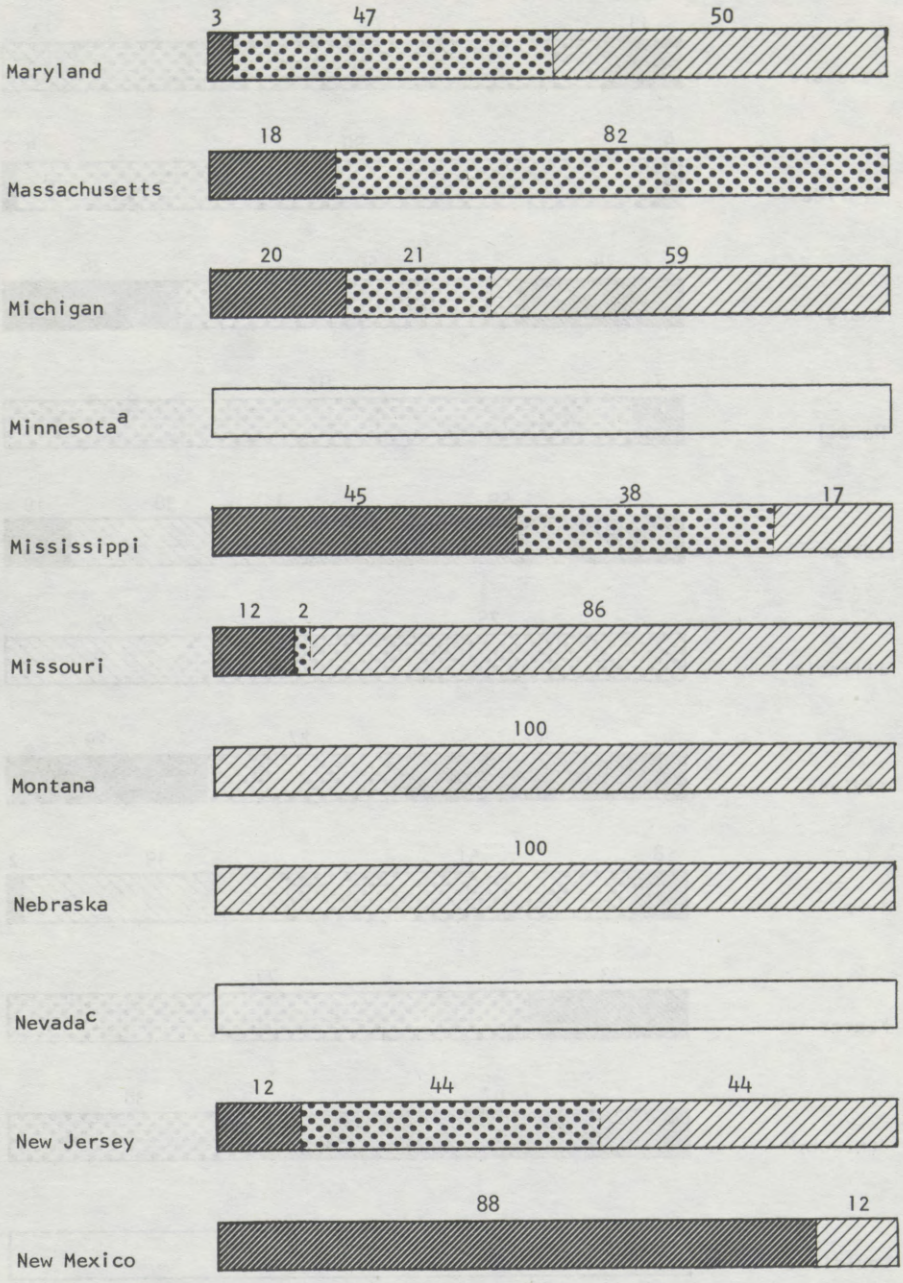
TABLE 5

PERCENT OF CAPITAL OUTLAY FOR THE BUDGET YEAR, 1967-68,
AS REPORTED BY STATE OFFICIALS, BY SOURCE



1937


Delaware
11
78
11
Florida
4
90
4
2
Georgia
24
50
26
Hawaii
7
93
Idaho
59
1
30
10
Illinois
75
25
Indiana
44
27
29
Iowa
8
51
39
2
Kansas
23
77
Kentucky[b]
62
38
Louisiana[c]


3
47
50
Maryland
18
82
Massachusetts
20
21
59
Michigan
Minnesota[a]
45
38
17
Mississippi
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Montana
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Nebraska
Nevada[c]
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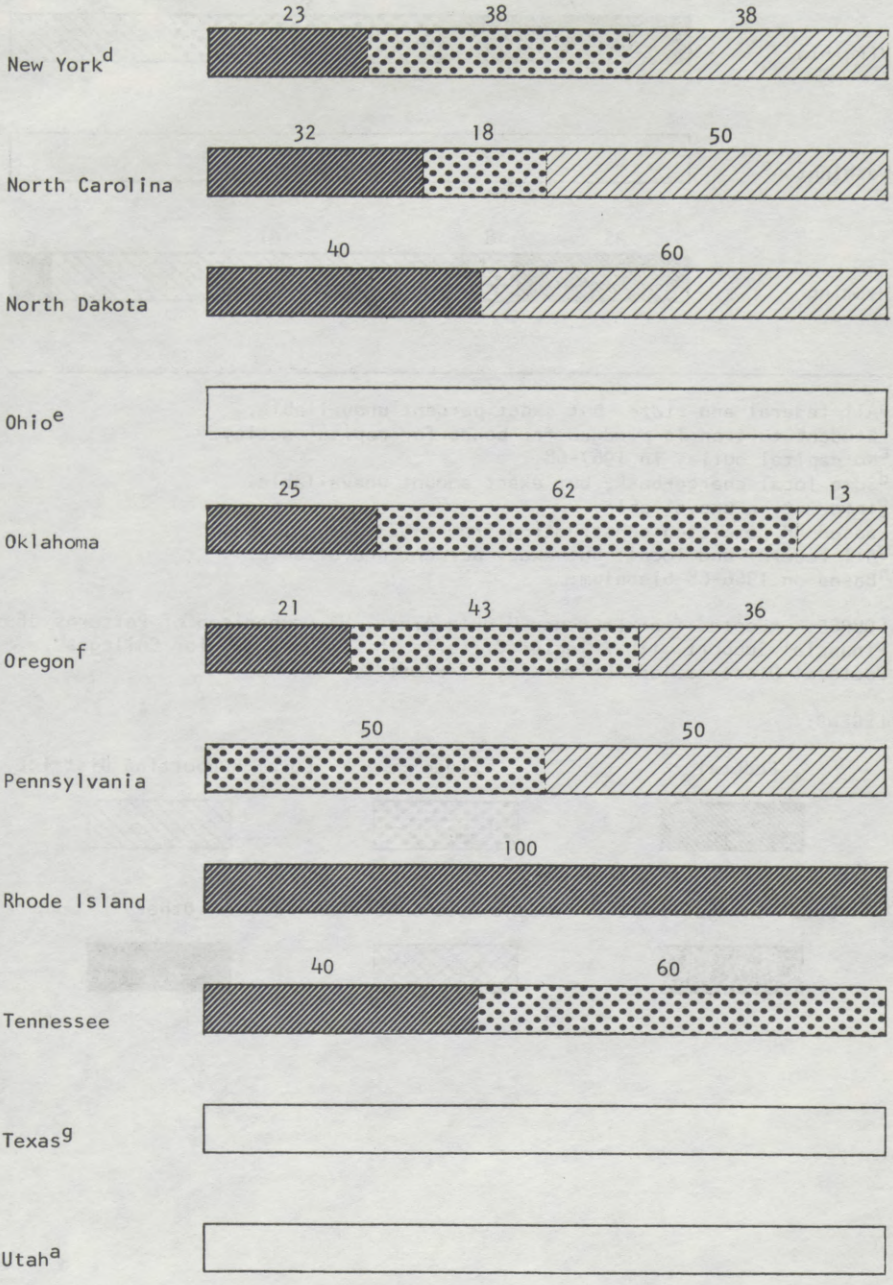
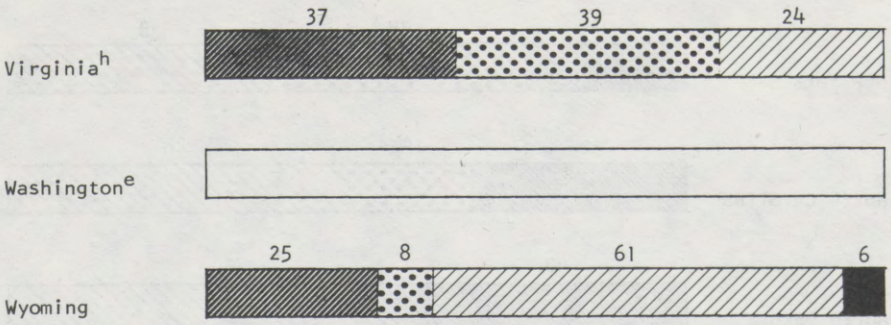
44
New Jersey
88
12
New Mexico

1939


New York[d]
23
38
38
North Carolina
32
18
50
North Dakota
40
60
Ohio[e]
Oklahoma
25
62
13
Oregon[f]
21
43
36
Pennsylvania
50
50
Rhode Island
100
Tennessee
40
60
Texas[g]
Utah[a]



[a]All federal and state, but exact percent unavailable.
[b]Student tuition is pledged for bonds for capital outlay.
[c]No capital outlay in 1967-68.
[d]Some local charge-back, but exact amount unavailable.
[e]Information unavailable.
[f]Based on completed construction from 1962-68.
[g]All federal and local, but exact percent unavailable.
[h]Based on 1966-68 biennium.

SOURCE: Adapted from Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges", Doctoral Dissertation, University of Florida, 1969.

LEGEND:

Federal
State
Local Supporting District
Local Charge-back
Student Fees & Tuition
Other

about $7,500,000 from federal sources, but this figure showed up in the table as only 6 percent. The percent revealed for Florida was only 4 percent, but this represented a figure of almost $750,000.

Alabama's 90 percent figure for federal funds for capital outlay was greatly influenced by both Title I and Appalachian Grants. In states where federal funding was high, it necessarily followed that a much smaller percent was funded from state and local sources than when federal funding was low.

The state and local sources were considered together because there was a tendency for capital outlay to be funded from only the state source or from the local level after all available federal funds had been used. States which placed no capital outlay burden at the local level were Alabama, Delaware, Georgia, Hawaii, Indiana, Kansas, Kentucky, Massachusetts, Minnesota, Rhode Island, Tennessee, and Utah. Those states which made capital outlay a local responsibility were Missouri, Montana, Nebraska, New Mexico, North Dakota, and Texas. A few of the states apparently tried to split the capital outlay responsibilities almost equally between local and state levels. Colorado, Maryland, New Jersey, and Pennsylvania were the four states with this kind of funding pattern. In about two-thirds of the remaining states, the state funded a higher percent than was funded locally and the reverse was true in the other one-third.

Student tuition was used in funding capital outlay in a few states. Delaware was one of these, and Kentucky, as stated earlier, has pledged student tuition against bonds for their building program.

Summary

There were 523 community colleges, as defined earlier, in operation in 1967-68. These were located in 42 states. A local agency operated 421 of these and 102 were operated by a state-level agency. State funds for community colleges were distributed on the basis of an objective formula in 25 states and by direct legislative appropriation in 17 states.

Nearly all of the states received some funds for operating expenses from the federal government. The state contributed a larger share for operating expenses than the federal government in all states except New Mexico, which had only one community college. There were 15 states in which no funding of operating expenses was made at the local level and eight states in which charge-back procedures were used to procure additional local funds.

Student fees and tuition were utilized in all states. This was true even though state law prohibited student tuition in three states. Only California had kept this below half of 1 percent of operating expenses. Both the median and the mean percent for student tuition by state was 20 percent.

The other sources of current expenses were generally below the 5 percent level and exceeded 15 percent in only three states, each of which had only one community college.

Capital outlay expenditures were frequently supported by utilization of only one source other than federal funds. In ten states only the state contributed to capital outlay and in six states capital outlay was a

local responsibility. The states of Delaware and Kentucky used student tuition as a source for capital outlay.

The methods for financing community junior colleges continues to be diverse. This very diversity is a contributing factor to the problems of community college finance, but at the same time, the diversity of financial programs offers many models which are ready for study.

CHAPTER III

HAVE COMMUNITY JUNIOR COLLEGE FINANCE PROBLEMS BEEN SOLVED?

Are state patterns of finance formulated so that continued growth of community junior colleges in all states is ensured? The results of this investigation indicate that such is not the case. The legislators of all states need to be constantly searching for ways and means to provide this level of education in the most equitable fashion to the entire population of each state. I believe it is safe to say that no state has accomplished this at this time although several states have recently made progress toward making the post high school level of education available to all segments of the population throughout the state.

Where Does the Responsibility for Financing Community Colleges Lie?

There has been general consensus among community college supporters that the post high school level of education has become so important that it is a public responsibility to make provision for it. In 1967-68 this was practiced in all 50 states, but the number of people who were unable to attend because of distance from the colleges, the communications barrier, limited enrollment, and prohibitive student tuition have made it impossible to make the claim that the public has measured up to the responsibility placed on it to make adequate provision for the post high school level of education for all the citizens of this country.

Who Shall Be Educated at the Post High School Level?

Compatible with the democratic ideals of our society, the community college offers itself as a place for all who can benefit from post high

school education. It has been this philosophy which has contributed so greatly to the success and growing popularity of the community college in this country for the past decade. There were situations which existed in 1967-68 which mitigated against implementation of such philosophy.

First, community colleges were not located in every state in such a manner that every citizen could easily commute to classes. Second, community college student tuition fees were required in far too many states. In any case student tuition of just a few dollars prohibits a certain segment of the population from taking advantage of the needed educational opportunity. Third, funds were lacking in some instances to the extent that enrollment had to be limited to a certain number with all others denied admission.

It logically follows that the philosophy of providing educational opportunity at the post high school level for all who could benefit from it was not being adequately implemented in the United States in 1967-68.

At What Level of Government Should the Control of Community Colleges Be Placed?

Historically the community college has been committed to making a legitimate attempt to provide for the post high school educational needs of the people of the community it purports to serve. Community college leaders have long asserted that central staffs at the state level cannot be close enough to the individual communities to identify the many differences in educational needs found throughout the various communities. Those people working in one college community have the responsibility of

51-567 O - 71 - pt. 3 -- 38

determining local educational needs, keeping up with changes in those needs, and providing the necessary curricula to satisfy those same needs.

There are those who profess that community colleges can operate under the control of a state-level agency and still remain sensitive to local needs. In 1967-68 more than one-fourth of the states with community colleges had made provision for control of the colleges to be located with a state-level agency. This, in terms of the total number of community colleges, meant that almost one-fourth of the nation's community colleges were operated by a state-level agency.

The implications are that community colleges can be controlled at either the state or local level and still provide the kind of educational programs compatible with the overall goals of the community colleges. Certainly, both systems need to be studied carefully so that the better system can be utilized more widely.

Although the system of local control incorporated in a system of local support has been considered the best system to promote community colleges enough state systems with state-agency controls, operating good community colleges, now exist that meaningful studies of the two types of control could now be attempted. Perhaps a satisfactory means can be identified which will allow state supported community colleges to have the college control located in a local agency.

Should There Be A State Plan for Community Colleges With Coordination at the State Level?

Compatible with the concept of locally controlled community colleges is the concept of a state-wide system with coordination by a state-level

agency. The state has been responsible historically for providing public education. As the responsibility for the post high school level is delegated to local agencies, the state retains the responsibility of assessing the proper geographical location of community colleges so that the population of the entire state can be best served. The state-level agency responsible for coordination could provide services designed to help colleges keep fiscally sound budgets with designs which are consistent with the state educational plan.

The state-level agency would be familiar with community college problems on a system wide basis and would serve as an advisory board to the legislature when community college problems arise.

Of the 42 states with community junior colleges in 1967-68, only 22 had a state plan which would provide for a community college within commuting distance of a great majority of the state's population. In those states where local control was practiced various state-level agencies exercised some of the coordinating functions.

Who Should Provide Funds for Current Expenses?

The data in Table 3 indicate that there was little consensus among the states in regard to source of current expenses. Most of the states were able to utilize federal funds for some of their expenses. The state contributed funds for operating expenses in all states except for one which had only one community college. The state contribution varied in the states from 4 percent to almost 100 percent.

Fear has been expressed that state funding of current expenses beyond the 50 percent level brings unwanted central controls. There is motivation

for a high percent to be provided through state funds so that the broader tax base utilized at the state level can help spread the tax burden. One-half of the states with community colleges in 1967-68 were providing less than 50 percent of the current expenses of their colleges.

There has been inducement to keep the local governments responsible for at least a part of community college funds. The involvement of local funds may well be necessary to keep local interest and involvement at the needed levels. When local governments were furnishing well over 25 percent of current expenses in almost half of the states in 1967-68, the indications were that the people in certain poorer districts were not getting the kind of post high school educational opportunity they so badly needed.

Student fees and tuition continue to be charged although much has been said about the need of making at least two years of post high school education available to every citizen. It is known that even small tuition charges prohibit further educational pursuits for the poorer segments of the population. That segment of the population needs additional education fully as much, if not more, than the other segments of the population. In 1967-68, students in more than half the states with community colleges were furnishing funds which amounted to 20 percent or more of the current college expenses. The 20 percent figure for student tuition is a large portion of the current expenses to be borne by the student, and it is far too excessive of the recommended level of no tuition.

Who Should Provide Funds for Non-Credit Courses?

The only requirement necessary for the offering of an additional course is that the course is needed in the community. There can be no

justification of failure to finance a course on the basis that it is not of college grade. There are still states in which funds are available from the state level only for those courses which may be applied toward a college diploma or in some cases toward a terminal certificated course of study. The community college can serve its community best when the sources of funds, particularly federal and state, do not distinguish between courses according to transfer credit offered when decisions are being made to support the college work.

Approximately one-fourth of the states in 1967-68 were leaving the responsibility to the local college district for the funding of community college courses which carried no transfer credit. Such practices cause many local educational needs to remain unsatisfied.

Who Should Provide Funds for Capital Outlay?

Capital outlay should be provided from essentially the same sources as current expenses and for the same reasons. Just as the state government has a broader tax base than local governments to spread the tax burden more equally, the federal government has the broad tax base so essential to providing funding to areas of greatest need. The federal government needs to be involved because it presently taxes more where the wealth is found than any other level of government. The state needs to be involved because of overall state responsibilities to education and because of state-level coordination needed to ensure that community colleges be built throughout the state according to a central plan.

The local government should also be involved in funding community colleges although not as heavily as the state. Local funds should be used

to ensure local citizens are interested and involved in the college. Some financial involvement should make local citizens find out about their college and bring needed pressure for the college to recognize and provide for local needs.

Summary

The community college movement will continue to grow only so long as it performs a needed function in the communities served by colleges in the system. Adequate fiscal support must be provided in order to ensure growth as it is needed.

As the general public assumes the responsibility for financial support of community junior colleges, proper balance between federal, state, and local sources must be discovered and maintained. If this cannot be done, it will be difficult to maintain community colleges which can adequately provide for the educational needs of all local citizens who can benefit from additional education.

Operational control of community colleges must be placed at the organizational level which encourages fulfillment of the community college goals. Those controls which may be best located at the state level should be placed there, but those controls best managed at the local level should carefully be delegated to the proper local agency.

A rapidly growing community college system needs support in many ways, and certainly it needs adequate financial support. The financial assistance should come from all levels of government to ensure a balance in the fiscal support. This support should be for all capital outlay and for all current expenses incurred in providing the complete community college program.

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(Whereupon, at 1:20 p.m. the Subcommittee on Education adjourned, subject to call of the Chair.)