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Title Criteria for a System of Area Education Districts for the State of Oregon

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## Purpose of the Study

The purpose of this study is to discover, validate and apply criteria for a system of area education districts for Oregon. The problem is divided into three parts: (1) to discover those criterial areas that are considered by the authorities in the field to be of significance, (2) to select specific criteria to implement the general areas for consideration, and (3) by making use of the findings of this study, to apply the entire body of validated criteria to selected areas of the State of Oregon for the purpose of making recommendations to the State Board of Education on the establishment of area education districts in Oregon.

## Procedures

This information was secured (1) from authorities in the field, (2) from state and national studies on post-high school education, and (3) from three questionnaires--one directed to state junior college coordinators or superintendents of public instruction in the fifty states, one directed to a selected group of junior-community college presidents in the Western and Northwest Accreditation Regions, and one directed to a selected group of former students of Central Oregon College.

## Findings

Eight areas for criterial consideration are validated for Oregon. Briefly summarized they are:

1. Local interest and approval.
2. Approval by state authority.
3. Need for the college (potential enrollment of 300 full-time day students considered minimum for economic operation). A ratio of one college student for every 4½ high school students in grades 9-12 within a 25-mile radius is used to determine potential enrollment.

4. Administration and control. All districts, except those in cities of 100,000 population or over, should be established on an area basis under a separate board of education.
5. Radius of influence. Fifty miles, or not over one hour's travel time one way, is considered maximum; 80 to 90 percent of the enrollment will come from within a 25-30 mile radius.
6. Extension services. Limit to general adult evening programs.
7. Ability of proposed district to support the program. At least $75,000,000 true cash and $20,000,000 assessed value required.
8. Proximity to other institutions of higher education. This is not considered a criterion as such.

Recommendations

Based upon the findings of this study, it is recommended that the State of Oregon be divided into 23 socio-economic areas for consideration as area education districts for post-high school educational purposes. At this time, 16 of the 23 selected areas meet the minimum criteria.

The proposed area education districts are recommended according to a priority system based on comparative need and are further divided into four "time" categories as follows:

A. Recommend immediate formation--
   1. Crook, Deschutes and Jefferson counties.
   2. Coos, Curry and coastal sections of Douglas and Lane counties.
   3. Malheur county and Huntington area of Baker county.
   4. Clatsop and Clatskanie area of Columbia county.
   5. Clackamas county.
   6. Portland School District No. 1.*

B. Recommend formation by 1965--
   7. Umatilla and Morrow counties.
   8. Jackson and Josephine counties.*
   9. Hood River, Wasco, Sherman, and Gilliam counties.
   10. Washington and Yamhill counties.
   11. Polk, Marion, and north half of Linn counties.*
   12. Klamath and Lake counties.

C. Recommend formation by 1970--
   13. Douglas county east of the Cascade Range.
   14. Multnomah county east of the Willamette River, and outside Portland District No. 1.

15. Lane county east of the Coast Range and south half of Linn county.*
16. Lincoln county.

D. Recommend reconsideration after 1970--
17. Baker county, minus Huntington area.
18. Tillamook county.
19. Columbia county, minus Clatskanie area.
20. Benton county.*
21. Union and Wallowa counties.*
22. Grant and Wheeler counties.
23. Harney county.

* Education center (vocational or/and general adult program only).

# CRITERIA FOR A SYSTEM OF AREA EDUCATION DISTRICTS

# FOR THE STATE OF OREGON

by

DON POLLARD PENCE

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## CHAPTER I

## THE PROBLEM AND METHODS OF STUDY

The 1959 session of the Oregon Legislature passed Senate Bill 260 (112, p. 1343), commonly known as the "area education district" law. This is a permissive law that makes possible, through local initiative, state authority, and local approval, the creation of school districts for the administration of post-high school education. Such districts, with the exception of those in cities of 100,000 population or over, must be organized separately from the public school system grades 1 through 12. According to this act, the State Board of Education is charged with the responsibility of determining (1) whether the proposed district meets the criteria established in the law, and (2) whether the petition, proposing such district, has included all territory which could be benefited by its formation and has excluded any territory which, in the judgment of the Board, could not be benefited.

These provisions in the law make it necessary for the State Board of Education to establish certain general and specific criteria to be used in the implementation of this act. The writer asked the State Board of Education for their endorsement of a study designed to discover, select, and validate appropriate criteria, to be used by the Board, if they see fit, in the development of a code of minimum

standards for establishment and the selection of certain specific criteria to be used in the determination of the geographic boundaries of area education districts. The request for endorsement was granted by the Board and may be found in Appendix A.

## The Problem

The problem is divided into three parts for research purposes: (1) to discover those criterial areas that are considered by the authorities in the field to be of significance, (2) to select and validate, on the basis of frequency of mention by the authorities, those criteria that would appear to be applicable to the State of Oregon, and (3) to select specific criteria to implement the general areas for consideration.

This information was secured from the following sources: (1) the authorities in the field, (2) state studies on post-high school education, and (3) national studies sponsored by the United States Office of Education. More specifically this study seeks information from a review of the literature and from three questionnaires: (a) one directed to state junior college coordinators or superintendents of public instruction in the 50 states, (b) one directed to a selected group of junior-community college presidents in the Western and Northwest Accreditation Regions, and (c) a questionnaire directed to a selected group of former students of Central Oregon College. From these sources criteria were selected, validated, and then applied to selected geographic areas within the State of

Oregon.

The study is concerned, not only with criteria to supplement that found in the area education district act, but to also test the validity of the minimum conditions already written into the law. (Chapter 641, Oregon Laws, 1959)

An "area education district" established under Chapter 641, Oregon Laws, may offer lower division collegiate, vocational or general adult programs according to the need of the area. When vocational or/and general adult programs only are offered the term "education center" will be used, and when all types are offered the institution will be known as a community college. Since the area district board will be developing programs that may in other states be offered in a state system of technical institutes, area vocational schools, adult education centers, or junior colleges, it will be necessary in the review of the literature to cover all of the basic types of institutions that go to make up the comprehensive community college. Criteria were drawn from authorities and state studies that are representative of all institutional types that go to make up the comprehensive community college, as defined in this study.

## Significance of the Problem

The problem is significant from a technical research standpoint for the reason that most of the criteria developed during the early years of the junior college movement was designed for application to

a junior college that was to become part of a unified school system or designed for the integrated 6-4-4 plan of organization. Ordinarily the service extended to neighboring cities outside the unified district that controlled the college came as a later development or incidental to the criteria that were used by the state as minimum qualifications for authorization of a junior college. The comprehensive community college, developed on an area basis consisting of two or more public school districts, is primarily a development of the last decade (141, p. 27). The areas for criterial consideration were secured from all of the literature; however, the specific criteria must be taken from authorities that are considering the broader area concept. The study will be particularly significant to those states that have legislation or are contemplating legislation that will make possible the creation of separate area districts.

The present study is significant from the standpoint that it may assist in making a comprehensive program of post-high school education available to the youth and adults of Oregon on a basis where all, or nearly all, can reside in their home communities and still achieve a reasonable equality of educational opportunity with those who, by reasons of geography and financial ability, find easy access to higher education.

The fact that the fiftieth legislative assembly of Oregon passed Senate Bill 260--the "area education district" law--with only two dissenting votes, is indicative of the awareness that the great majority of Oregon legislators have of the problem. They recognize,

as did Thomas Jefferson, that "democracy will be safe only so long as there is widespread opportunity for education." Hollinshead (59, p. 111) paraphrases Jefferson's statement: "Education is safe in a democracy only as long as it is democratized." The citizens of Oregon must somehow be made aware of the implications that are inherent in what is being called the "population explosion" of the next decade, and that "every twelve seconds there is one net addition to our total population" (147, p. 14). We are living in a growing and not a static or decaying nation. The well-being of any human, democratic enterprise depends on the degree to which its members participate intelligently in its activities. In a democracy the course of events lies in the hands of the individual. Our well-being as a nation reflects the degree to which we have put this premise into practice. Democracy is that form of government which provides for equality of opportunity for participation in an ever-increasing area of interests mutually shared. Arnold Toynbee (37, p. 54), the great British historian, says that it is practicable in this age, and probably for the first time since the dawn of history, to make the benefits of civilization available to the human race. The Jacksonian influence (19, p. 42) can be given much credit for setting in motion a movement that led first to the universal acceptance of the common school in the United States, and later to the development of the land grant college, the vocational educational movement, and the American high school. These movements, as they developed over the past 150 years, have in their various ways served to democratize education. The United States is confronted

with a double problem, that of educating people to meet the challenge of a technological age at a time when the population is experiencing tremendous expansion. We must increase both in quality and in quantity beyond what has been necessary in the past. Foster (42, p. 12) says that:

> What confronts us all is an enormous and unprecedented opportunity to develop the human resources of the Nation to a broader and fuller degree than even our most optimistic forebearers ever dreamed of.

It would seem that a greater democratization of local area post-high school education must be achieved in the next decade if America is to keep her relative position in the world of nations.

Scientific research can find "little correlation between intellectual ability of a student and family income" (64, p. 117). The President's Commission on Higher Education (126, p. 10) took a close look at this problem in 1947 and pointed out that certain barriers--economic, geographical, racial, and religious in nature--presently are preventing the diffusion of the benefits of a college education from reaching many of our citizens. Many of the outstanding leaders of our time are expressing particular concern over the problem of the availability of local post-high school education of all types--lower division collegiate, vocational, technical and general adult--to the citizens of America. Cooper (22, p. 30) says:

> Either we must admit that democracy will work only in a relatively simple stage of civilization and cannot hope to cope with the intricacies of a complex civilization, or we must make a very substantial majority of the voters able and willing to attack these complicated problems in an intelligent manner.

Martin (86, p. 360) is concerned that we educate "all men in the measure that they have capacity for it, in the achievement of civilization," and Conant (75, p. 12), speaking on equality of opportunity for adults as well as youth, states that:

> If we so desire, we can, through our schools, annually restore a great degree of fluidity to our social and economic life and in so doing make available for the national welfare reservoirs of potential professional talent now untapped.

The Educational Policies Commission (30, p. 6-9) emphasizes the significance of the problem by saying:

> Higher education has been deeply influenced by the American concept of equality of opportunity. . . Inherent in their outlook is a strong conviction that every young man and woman who is able to profit from post-high school education should have access to it. The presumption that higher education is a privilege belonging to a small group exclusively selected has not taken root in American soil. It has been the hope that all who want to go to college and are able to do college work should have the chance to go.

There is some question as to whether it will be possible for all who want higher education in Oregon to achieve this goal unless the problem is explored on a broad front. According to "Colleges for Oregon's Future" (121, p. 3), authorities of the Oregon State System of Higher Education forecast an increase of 16,400 students by 1970. Present facilities are strained now and anticipation of the 67 per cent increase will require the development of extensive additional facilities. These statistics are developed on anticipated enrollments in existing public higher institutions and do not take into consideration other types of education experience that will be appropriate to other segments of the total population, nor do these statistics

include those who might avail themselves of lower division collegiate programs if such were available in their local communities. Certain adjustments might be appropriate in the statistics for the institutions under the State System if an adequate system of area education districts should be developed within the State of Oregon to serve part of that group as well as others whose needs require a different type of education than that usually offered on the traditional baccalaureate degree granting campus.

## The Purpose of the Study

The purpose of this study is to discover, validate and apply criteria for a system of area education districts for Oregon. The approach taken to achieve this purpose is to (1) determine the validity of the criteria established by law in Chapter 641, Oregon Laws, 1959, relating to "area education districts," (2) discover and validate additional criteria to supplement that established by law, and (3) by making use of the findings of this study, to apply the entire body of validated criteria to selected areas of the State of Oregon for the purpose of making recommendations to the State Board of Education on the establishment of area education districts in Oregon.

## Scope and Limitations of the Study

Oregon has had little experience with junior-community colleges and area vocational schools. This fact may prove to be an advantage if those charged with the responsibility for developing a system of area schools are cognizant of the trends, the criteria used, and the comparative success or failure of the movement in the other states.

This study is concerned with a new statute and the development of general as well as specific criteria to implement that statute for application to the whole State of Oregon. The breadth of scope will limit the detail that may be applied to each individual area considered.

## Organizational Plan

The study has been divided into seven major segments:

1. The need for area education districts in Oregon.

2. A review of the literature on each of the three basic divisions of the comprehensive community college--vocational-technical, general adult, and lower division collegiate--approached from the standpoint of philosophy and historical development with particular emphasis on patterns of organization and control. Criteria developed in this section of the review of the literature will be used to test the validity of the present Oregon statute on area education districts.

3. A review of the literature with particular emphasis on specific criterial considerations recommended by individual authorities, state studies, and national studies, on minimum conditions for establishment of junior colleges, area vocational schools, technical institutes or adult education centers.

4. A review of the historical development in Oregon with particular emphasis on interim committee reports, special studies, legislative attempts, and legislative enactments pertaining to area post-high school education.

5. A survey conducted by means of three separate questionnaires, designed to gain information on:

   a. The present situation or existing conditions in the State or the institution by whom the respondent is employed, and

   b. To express judgment or preference on various items, regardless of existing conditions in the respondent's State or institution.

6. To take the criteria as recommended by the authorities in the review of the literature and the criteria recommended by the respondents to the survey questionnaires, along with certain facts and practices in current use, and from these validate a selected list of items considered most important by the authorities and the State and national studies.

7. Application of the validated criteria to selected geographic areas of Oregon.

The first segment is contained in Chapter I, the second and third segments in Chapter II, the fourth segment in Chapter III, the fifth segment in Chapter IV, and the sixth and seventh in Chapter V.

## Development of the Survey Instruments

The principal survey instrument is a questionnaire that was directed to the presidents of all junior-community colleges in the states of Washington, Idaho, Montana, and Utah, and a selected group of junior-community college presidents in California.

This instrument is an adaptation of one used by Rodgers (133, p. 295) in a survey of 17 junior colleges in Texas. Rodgers was seeking information on criteria for the establishment of local junior-community colleges in Texas. The writer, in a preliminary survey of the literature, recognized that the same general information must be secured from the Western and Northwest Regions that Rodgers had secured from Texas and hereby wishes to give Rodgers credit for the basic format of the questionnaire. (Appendix C)

The second instrument was designed for state officials who would not have immediate charge of an institution and sent to all state coordinators of junior colleges, in those states that have such an officer, and to the superintendent of public instruction in the rest of the 50 states. The questionnaire was designed to gain factual information on state patterns of operation and legal provisions as well as "judgment" or "preference" items. (Appendix D)

The third questionnaire contained only one question valid to this study, and that question was relative to judgment on the distance students would commute to a junior-community college.

All questions were validated through a preliminary reading of the literature.

## Definitions and Terms

Area Vocational School. As used in this study, an area vocational school is a school organized to serve a geographic area, although it may be under the administration of a single school

district, and offering courses that are eligible for reimbursement under the Smith-Hughes, George-Barden, and other subsidiary acts by the federal government. Pre-employment training in vocational or/and technical programs, as well as occupational extension courses for employed workers, is offered. According to federal statute the programs are called "less than college grade," although they are post-high school. The work is of a completion nature and not designed to transfer or apply on baccalaureate degrees.

The American Vocational Association (94, p. 9) definition would not differ materially from the preceding. The National Defense Education Act of 1958 (94, p. 9) adds the phrase "designed to fit individuals for useful employment as technicians."

Community College. When used in this study, community college will refer to a two-year institution offering a comprehensive curricula of post-high school, but less than baccalaureate degree, courses from which programs in lower division collegiate, vocational, technical, and general education for youth and adults may be taken. The lower division collegiate programs will be capable of transfer to senior institutions for application on the baccalaureate degree. The other programs will be designed for completion or terminal credit. The name implies and will be used by the writer to indicate a locally-controlled institution primarily serving a commuting area. The President's Commission on Higher Education (8, p. 245) sets forth in concise language five of the basic purposes and functions of the community college. This is presented in Appendix B (Part a).

Education Center. Under the provisions of Senate Bill 260 (Oregon Laws, 1959, Chapter 641), an "education center" is described as an institution organized by an area education district and offering programs other than lower division collegiate.

Extension Center or Extension-Type Community College. As used in this study, an extension-type community college is a program of "college grade" work offered by the General Extension Division in a given location as opposed to a few assorted classes offered in a community. This term will be used to designate the institution in those states where the program is an "off campus" operation of the state college, university, or general extension division.

Extension Service Area. The area education district is conceived as an administrative district and in certain areas may have territory that is beyond commuting distance. These areas may be served by setting up special classes in outlying towns.

General Education. When used in this study, general education will refer to a type of education that can best be defined through this reference to Johnson (68, p. 19): "General education is that form of education which prepares people for their common activities as citizens in a free society."

Junior Colleges. The term, having originated to identify a post-high school liberal arts program, still carries that connotation and will be used by the writer in this study to indicate a "lower division collegiate program" capable of being transferred to a senior institution for application on a baccalaureate degree. A student from this

type program will be termed a "transfer" student.

The term "junior college" is a coinage of William Rainey Harper, first president of the University of Chicago (129, p. 281). Harper, along with Tappan of Michigan (58, p. 43), and Jordan of Stanford (70, p. 101), who popularized the term, recognized the cleavage between general education or liberal education as against the specialization of the university years, and advised identification of the two lower years of the liberal arts college program. Although the name did not develop in common usage on the college and university campuses to identify the lower division collegiate program, it did become popular in the early years of the movement to identify the post-high school two-year program offered by the public school systems.

The term does not carry this connotation to all users, and many authorities quoted in this study will use the term "junior college" when speaking of a comprehensive community college program, a terminal program, a general education program or some combination.

Junior-Community or Community-Junior. These terms will be used when referring to the movement in a general way, or where the actual curriculum is unknown to the writer. It carries no particular connotation as far as curricula or control is concerned. The term will be used as a means of identification without implying any particular curricula allocation.

Technical Institute. As used in this study, the technical institute will be considered as an institution offering programs that are essentially technological in nature and intermediate between those

of the high school and vocation school on the one hand and the engineering college on the other. Smith (143, p. 1) says: "the purpose is to prepare individuals for positions auxiliary to, but not in the field of professional engineering." The Society for the Promotion of Engineering Education (144, p. 17) lists as one of its statements of purpose: "to train men and women for callings and functions which occupy an area between the skilled crafts and the highly scientific professions." Beach (5, p. 1) would add: "A vocation which requires specialized knowledge plus a thorough understanding of such operations or procedures as the application of judgment. . ."

Terminal Education. The writer will use this term to mean any course that is not preparatory to baccalaureate degree level college or university work (154, p. 7; 77, p. 19).

Tertiary Education. A term used by the writer to indicate the general area covered by the expression "post-high school, but less than baccalaureate level" education. The writer uses this term in the same sense that one would use the term "secondary" to indicate the high school program. Many of the authorities will use the term "secondary" to define the junior college program or to define that period of liberal or general education that includes the last two years of high school and the first two years of college. The writer uses the term "tertiary" to give identity to this type of education and to indicate a separation between the high school and the post-

high school programs. The comprehensive community college is a "tertiary" program.

As far as the writer can discover, the term "tertiary" was first used by Stoddard (148, p. 2) in "The Inglis Lecture" in 1944 at Harvard University. Stoddard's definition appears in Appendix B (Part b).

## Limiting Assumptions

Although each of the following topics will be discussed briefly in this study, with particular reference to their implications for the development of appropriate criteria, it will not be possible to explore them thoroughly, and for this reason certain assumptions are stated.

1. That there exists in Oregon a need for a state system of locally-controlled Area Education Centers and two-year Community Colleges to augment the present institutions of the Oregon State System of Higher Education.

2. That an Area Education Center or Community College should be the institutional product of a post-high school Area Education District operating under a local board of control that is charged only with the responsibility of operating a two-year post-high school district program.

3. That Area Education Districts should be formed in such a manner geographically that the service area and the tax area are coterminous.

4. That one of the criteria for curriculum development should be to augment and not to duplicate offerings of those institutions under the State System of Higher Education that may be located in the Area Education District.

5. That Area Education Districts should develop programs in these three general areas of study, unless otherwise provided for (as in No. 4 of this section) in the District.

   a. Lower division collegiate (transfer credit).
   b. Vocational--including technical, occupational extension, apprenticeship, and all other federally-reimbursable vocational programs (terminal credit).
   c. General adult--including any appropriate educational need or service that cannot come under (a) or (b) of this section for which there is sufficient need and no statute that prohibits offering of such program or service (transfer or/and terminal credit, as well as non-credit courses and services).
   d. Counseling and guidance service.

## Survey of Present and Future Needs of Post-High School Education with Implications for Oregon

Basically, the need for the study is in direct proportion to the unmet needs for post-high school educational facilities at the present time, and in the predictable future, for the State of Oregon. Having determined the nature and extent of the needs, one can then recommend the type of institution best suited to meet those needs and thus develop a more concise frame of reference for the criteria.

According to the Tenth Amendment to the Constitution, ratified in 1791, "powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the States respectively, or to the people." Education for democratic action then becomes one of the chief responsibilities of the individual states.

Oregon institutions of higher learning enrolled approximately 32,168 students in 1960. This enrollment will increase to 55,555 by

1970. (Appendix E) The institutions under the State System and Central Oregon College (the only public junior college) together enrolled 23,641 students in the fall of 1959. It is predicted that in 1970 this figure will approximate 41,764, or almost double the present figure. This figure includes 800 students from Oregon Technical Institute, the only institution of "non-transfer" type considered in the statistics.

These statistics are not entirely realistic in that they do not consider the area vocational schools and other types of post-high school terminal programs being carried on in the State by the Division of Vocational Education.

Appendix F presents the placement of the Oregon work force (57, p. 18). Only 19.6 per cent of the work force is to be found in the professional, technical and managerial classes, the three areas that are the primary concern of the traditional institutions of higher education. In other words, the 41,764 anticipated in Oregon institutions of higher education, as considered in the Chancellor's report on estimated enrollments for 1970 (Appendix E), will consist of students interested in entering one of these three general classifications.

The problem compounds if we take the next four categories--clerical and sales, service work, agriculture, marine and forestry and mechanical (Appendix F)--and consider them in relation to the technological age in which we are living and to a greater extent will be living in in 1970. We must also recognize the fact that most

workers will also need some training or education beyond high school (161, p. 1).

We recognize that the traditional higher institutions indirectly prepare for the non-professional pursuits in that many who start at the senior institutions and who are included in the Chancellor's statistics will not finish, but may have sufficient training to enter some of the occupations in the non-professional categories. This process of counseling by failure from a professional program does not necessarily prepare a student to enter one of the occupations or skilled trades. He may still need to enter a program specifically designed to prepare him for the skill, trade, or occupation that he has chosen following his failure to successfully complete a professional program. In the last analysis approximately 10 per cent will find employment in the professions and another 10 per cent in the higher technical and managerial positions. Sixty-four per cent will, of necessity, find employment in the skilled and semi-skilled occupations. Only 15 per cent can be used currently in jobs that require no particular skill or training. These statistics (57, p. 18), when studied in the light of present world realities, take on an ever-greater importance to all citizens of Oregon and the nation.

The Second Report to the President (71, p. 15) says that "post-high school education is local in fact and national in its consequences." In commenting on the demands of the future, the Report states that "our colleges and universities are expected by the American public to perform something close to a miracle in the next 10 to 15 years." They

must provide education of a continually improving quality to a far larger number of students--"at least 6 million by 1970 compared to 3 million now."

Wolfbein (161, p. 1), speaking before the American Vocational Association, says there are three major milestones ahead of us as we stand at the threshold of the decade of the sixties:

> First, we can expect a continuation of a long-term trend which will change the occupational and industrial distribution of our working population in the direction of more and more service producing industries and more and more white collar jobs.
>
> Second, we are going to get a substantial and significant increase in the number of new job seekers coming upon the American labor market.
>
> Third, we can look forward to an important increase in the educational and training requirements of jobs and a consequent major upturn in the demand for education and skill and development to be met by schools, colleges, and industry itself.

Wolfbein emphasizes that the greatest problem of the decade will be the emphasis it will give to the higher educational and training prerequisites for employment.

Mobley (94, p. 7) emphasizes the world situation:

> America is now enmeshed in a perilous series of world tensions which, together with the spectacular achievements of Russian scientists, engineers and technicians, demands the immediate development of more professional and technical manpower for our national security. The technical manpower training needs can be met through the expansion and extension of existing vocational-technical training programs as well as the establishment of new programs.

On organization of the programs, he states that:

> Such programs, however, cannot just be tacked on to the curriculum of secondary schools or even to that of every

existing vocational school. . . Adequate technical training programs can be set up in centralized locations to serve potential students from a wide area.

In dealing with specific means of solving the problem, Mobley (94, p. 14) says:

Junior colleges or technical institutes, in a number of states, sometimes offer vocational education programs which are on an area basis. . .These programs are terminal in nature and do not lead to a college degree. The two-year junior colleges are generally under local control but serve a larger area than a single city.

Henninger (55, p. 159) comments on the fact that some junior-community colleges are being accepted and accredited by the Engineers' Council for Professional Development and that many others are offering curriculums of equivalent nature.

A number of the states have recently completed studies on the problem of expanding needs in education. A few examples follow:

Minnesota in 1953 (18, p. 55) recommended integration of junior college and area vocational school.

Connecticut in 1957 (52, p. 49) through additional technical institutes.

Mississippi (45, p. 35) through adding additional vocational and technical courses to the junior college curriculum.

Illinois in 1957 (64, p. 97)--The community college might be expected to share, in an important measure, in meeting the needs of higher education in Illinois in the years immediately ahead.

Minnesota in 1956 (44, p. 59)--In the emergency period of higher education which looms just ahead every possible higher educational institution should be used to its own best advantage.

Massachusetts in 1958 (78, p. 37)--For almost fifty years, legislative study commissions in Massachusetts have urged that the Commonwealth develop a system of public junior or community colleges like those which have grown

so rapidly in other parts of the country. (78, p. 54)--It is safe to predict that the need for technical personnel between 1950 and 1970 will have increased by at least 100,000.

Minnesota in 1958 (74, p. 140)--The Governor's Committee on Higher Education, in reviewing the outlook for enrollments at the University of Minnesota, concludes that junior college expansion provides the most satisfactory alternative to the present rate of growth. (74, p. 136)--The Commission on Higher Education in its 1950 report recommended the regional organization as the most promising for the following reasons: a broader financial and enrollment base; the most effective way of organizing to fit in with the "community college" concept; . . .

Maine in 1959 (151, p. 5) engaged in a comprehensive study of vocational and technical education. Shows work force distribution as follows: Professional 8%, Managerial 8.8%, and Technical .8%; a total of 17.6% as compared to Appendix F with 19.6% in these categories. The chart shows 10.3% as laborers. The statistics in general are similar to Appendix F.

Indiana in 1959 (65, p. 6) plans twenty service areas to handle the great needs in post-high school education of all types.

This list could go on until most of the states in the United States had been covered in that most of them have had studies on junior colleges, community colleges, area vocational schools or technical institutes within the past few years. California has a new "Master Plan for Higher Education. . ." (49, p. 5) to reduce the university and state colleges and increase the junior colleges by 50,000 students. Florida (3, p. 2) has a long-range plan for increasing facilities "to meet the present and emerging needs of educational services," through a state system of "community-junior colleges."

The preceding quotations emphasize the growing need in vocational-technical education. What about Oregon's need in the vocational-

technical area? What are the job opportunities? Are the training facilities adequate?

## Oregon and Vocational-Technical Education

According to a survey of technical occupations in Oregon in 1959 (82, p. 6), "approximately 700 technicians are needed each year to replace those who drop out because of death, retirement, or change of occupation," and in addition "about an equal number would be required to provide for the increase in the number of technical jobs if the anticipated rate of increase is maintained."

The following statistics are taken from the survey (82, p. 13):

| Occupational Group | Estimated No. of Technicians | Estimated Annual Replacement |
|---|---|---|
| Mechanical Design & Processes | 2,245 | 112 |
| Building Construction | 2,104 | 107 |
| Lumber and Lumber Products | 1,660 | 90 |
| Production | 1,564 | 78 |
| Civil-Structural | 1,293 | 65 |
| Electronic | 1,038 | 52 |
| Electrical | 997 | 50 |
| Machine & Plant Maintenance | 679 | 34 |
| Printing | 577 | 29 |
| Industrial Laboratory (Chemical) | 371 | 19 |
| Unclassified | 1,836 | 92 |

The preceding estimations do not include the expansion that Tektronix, Inc. (located near Portland, Oregon) has experienced. Don L. Kapler (73, p. 1-2), personnel director of Tektronix, Inc., says:

> In our own organization we feel that we can absorb from 50 to 75 electronics technicians each year.
>
> At present, we are having to go outside of the city of Portland and even outside of the Northwest to locate these

> people. During the past year we have made several recruiting trips to San Diego, Los Angeles, San Francisco, and Seattle. . .
>
> Our particular need seems to be to get people trained in the high frequency pulse techniques similar to that used in radar equipment instead of fellows trained and slanted towards the more narrow field of radio and TV service.

This statement and the other references seem to indicate that Oregon also has, and will continue to have, in ever-increasing proportions during the next decade need for expansion of its total educational facilities. The projected statistics have indicated that the institutions of the Oregon State System of Higher Education will need to approximately double their facilities if they are to take care of all of the increase of the next ten years in liberal arts and sciences. Oregon Technical Institute is at this date the only institution under the Oregon State System of Higher Education offering non-transfer programs. Let us take a look and see how well Oregon Technical Institute is currently meeting the need of Oregon youth in those curricula they are prepared to offer.

The following information is taken from the Oregon Technical Institute student newspaper The Miler (160, p. 1) of February 12, 1960. Winter term enrollment was released by Mr. Rowe, Registrar. Total enrollment of 745 students (694 men and 51 women students) was broken down into the following division and enrollments:

| | |
|---|---|
| Automotive and diesel (including 60 Body & Fender). . | 230 |
| Business Technology . . . . . | 65 |
| Engineering Technology . . . . . | 289 |
| Medical Technology . . . . . | 69 |
| Metal Technology . . . . . | 62 |
| Construction . . . . . | 17 |
| Agriculture Technology . . . . . | 13 |
| Total students enrolled | 745 |

From the statistics given previously on work force needs in Oregon, it becomes quite obvious that Oregon is not providing for the education of her youth in the area of vocational and particularly technical education. It also would appear from the literature that a system of comprehensive community colleges would probably be able to meet the educational needs, through supplementing the programs offered on the Oregon Technical Institute campus as well as taking part of the freshmen and sophomore loads from the senior campuses.

Another group not considered in the Chancellor's statistics is what in general terms is referred to as "adult education." Every living person beyond the normal span of college years (18 to 24) becomes a potential candidate for the general adult program. "More than 58 million adults were engaged in one kind of education activity or other in 1956-57, according to one estimate" (26, p. 54). There were only 41,366,000 persons enrolled in our regular schools at the elementary, secondary, and higher education levels. Over half the total demand for education is currently coming from adults. These programs cover a multitude of areas of learning and every conceivable individual objective. A few examples are: Americanization classes for immigrants, related training classes to an apprenticeship program, occupational extension, classes to up-grade industrial or business employees, supervisory training classes, re-training adults for new technologies, general education for improved citizenship, cultural interest and recreation courses, adult training for special services, etc. There is practically no end to the possibilities. Most

community colleges adhere to the philosophy that any time a group of 10 to 12 citizens of the local area have a common need for a particular course, and an instructor can be found to instruct such a course, it is offered.

The area of hobby interest is similar to the last example in many ways, but the primary objective is different. Herbert Hoover (93, p. 5) has expressed the need in this area of education for adults as follows: "Increasing skill and prosperity have brought us more material comfort and greater leisure but also serious question as to how we should use our leisure time." Our leisure time has increased, proportionately, far beyond our inclination and ability to use that time wisely. There seems to be general agreement that our intellectual resources have not kept pace with our material advancement; therefore, we are content with our modern light amusements. Increasing automation, shorter work week, higher standards of living for more people, all contribute to this problem of what to do with one's time when not gainfully employed making a living.

One of the latest developments in community college services (80, p. 8) is in the area of courses for the senior citizen. We are living in an aging society. People are forced into retirement around the age of 65, yet the average life span is continually increasing. A strong healthy person in command of all his facilities at age 80 is no longer a subject for astonishment. Sociologists and psychologists are quick to inform us that unless a person continues actively engaged in something that he feels is worthwhile, then mental and physical

deterioration set in rapidly. Senior citizens organizations are common today and receive much more favorable publicity than the old folks' home of a generation ago. Community colleges, particularly in Southern California, have begun to develop programs devoted to the educational needs of our senior citizens.

Basil Yeaglee (93, p. 10), the great English education leader, says:

> Adult education must not be regarded as a luxury for a few exceptional persons here and there, nor as a thing which concerns only a short span of early manhood, but as a permanent national necessity, an inseparable aspect of citizenship. . .The opportunity for adult education should be spread uniformly and systematically over the whole community, as a primary obligation on that community in its own interest and as a chief part of its duty to its individual members.

The adult education program has developed rapidly in the United States during the past thirty years. Zimmern (93, p. 1), in a report to the American Association for Adult Education, says:

> The adult education movement exists to dispel the melancholy belief that grown men and women have nothing to learn, and to diffuse throughout all countries and in every section of society, the sense of wonder and curiosity and the gift of mutual sympathy and companionship which add so much to human life. It pursues this purpose by seeking to establish contact between all those, whoever and wherever they may be, who hold fast to the belief that the true purpose of education, for young and old, is the understanding and enjoyment of life, and that the uneducated man is not he who is not able to read or write or spell, but he who walks unseeing and unhearing, uncompanied and unhappy, through the busy streets and glorious open spaces of life's infinite pilgrimage.

The community college offers to many adults the first opportunity they have ever had to pursue special interests.

The writer has presented in brief the three broad areas of educational need that every state and every community, Oregon included, must meet. To recapitulate, Proctor lists them as (127, p. 100):

1. To prepare certain students for work in the university and in other higher institutions of learning.

2. To serve as a finishing school for another group of students.

3. To furnish extension work of a cultural and practical nature to meet the needs of adults living in the local community.

Erickson (36, p. 5) writes in terms of functions:

> The popularizing function. The junior college offers educational opportunities to many students who, for economic reasons, or because their high school grades were too low for admission, were unable to attend the state universities. Furthermore, the junior college offers further training to adult citizens who wish to continue their education.
>
> The preparatory function makes it possible for capable students to do the first two years of college work in a local institution and thus secure the training which would enable him to pursue a more specialized course in the upper divisions of the university.
>
> The terminal function is the giving of specific training in vocational courses which will enable students to prepare themselves for semi-professional work.
>
> The guidance function considers the interests and abilities of the individual student. It gives the student the privilege of trying the courses in which he is particularly interested and relieves him from the probability of failing in courses in which he is not interested or capable of doing successful work.

O'Brien (103, p. 12) expresses a similar concept.

One of the most recent statements of the function of the junior-community college was made in 1957 in a report by the Higher Education Commission for the State of Illinois (11, p. 73) to the governor and the legislature:

1. To provide additional opportunities for all high school graduates in the state.

2. To relieve freshman and sophomore congestion at four-year colleges and universities.

3. To reduce state costs for first and second years of higher education.

4. To reduce costs to the individual and the family for higher education.

5. To provide a means of screening those not able to benefit from college work.

6. To enroll more of the top half of the high school classes who are not now continuing formal education.

7. To meet the needs of agriculture, business and industry.

The question arises as to whether the private institutions could offer sufficient supplementary help to be able to meet the needs. Time does not permit going into this subject except to state that tuition costs at private schools usually run from three to four times the amount charged in public colleges, plus the fact that the student must leave home and add board and room to these charges. The previous statement also applies to private trade and technical schools.

In 1954 the State Division of Vocational Education (105, p. 2) compiled a list of 58 special schools of "less than college grade" operated within the State of Oregon as private institutions. The list consisted of such institutions as schools of art, barbering, beauty, business, cooking, flight, medical services, modeling, and music. These schools will help carry the load for the "less than college grade," but will not begin to meet the needs for training all that will need training or education for the coming multiplicity of technologies.

According to the Biennial Report of the Department of Higher Education for the State of Oregon, 1957-58, (116, p. 11) the State will be confronted with a tremendous building program on the major campuses to accommodate the demand for higher education. A great share of this need could be met through the development of a system of local institutions of higher education established within the framework of Oregon Laws 1959, Chapter 641, the "area education district" act.

California (49, p. 5) plans to "meet the needs of the state during the next ten years and thereafter," through expansion of the junior-community colleges.

> On December 18, 1959, the Regents of the University of California and members of the State Board of Education met in joint session to approve unanimously the so-called Master Plan for Higher Education in California.
>
> It was recommended that the University of California, the State Colleges and the Junior Colleges make studies to tighten and standardize admission requirements. A suggested formula: that the University of California in the future admit the top 12 1/2 per cent of high school graduates instead of the top 15 per cent; and that the State Colleges admit the upper 33 1/3 per cent instead of the upper 40 per cent.
>
> It was recommended that freshman and sophomore students in both the University of California and in the State Colleges be reduced by 10 per cent by 1975. This recommendation, plus the first one, is expected to channel some 50,000 additional lower division students to the Junior Colleges in the next fifteen years.
>
> It was recommended that Junior Colleges receive more state support--not only for operating budgets but for new buildings as well. It was also recommended that those areas of California not in Junior College districts be included as soon as possible. Twenty-two new Junior Colleges were proposed.

> The heart of the entire proposal is in its delineation of the functions of the three systems of public-supported higher education. Junior Colleges would continue to be locally governed with minimum standards set up by the State Board of Education.

This brief survey of present and future needs of post-high school education would indicate the problems of post-high school education in Oregon are not unique and that the people of Oregon should be able to learn from the experiences of other states. This study is based on the assumption that a system of "area education districts" in Oregon established for the purpose of operating "community colleges" and "education centers" will contribute greatly in assisting the established institutions in meeting the traditional liberal arts, science, and technical educational needs of the people of Oregon, and in addition will provide a type of institution that may be more flexible in meeting the unique needs of a changing society, particularly at the semi-professional and vocational level, for youth and adults. It is further assumed that the population expansion in college age youth, and the need for curricula of greater breadth during the next decade and thereafter creates a definite demand for increased educational facilities of a comprehensive nature in Oregon, and that area education districts provide a partial solution to this problem. It has been the purpose of this section to provide a reasonable basis for these assumptions without going into detailed calculations. Having supplied a reasonable basis for these assumptions, it then becomes imperative that criteria be developed to implement the establishment of area education districts.

The immediacy of the situation is attested to by the fact that petitions for the formation of an area education district were received by the State Board of Education on March 22, 1960, from two areas in Oregon: (1) Central Oregon--Crook, Deschutes, and Jefferson counties, and (2) Southwest Oregon--Coos, Curry and parts of Douglas, Lane, and Josephine counties.

# CHAPTER II (PART ONE)

# REVIEW OF SELECTED LITERATURE WITH PARTICULAR REFERENCE TO GENERAL CRITERIA FOR ORGANIZATION AND CONTROL

## Introduction

Chapter II is divided into two parts. The first part deals with the literature on area vocational schools, technical institutes, adult education centers, and the junior college movement to determine developmental trends in organization and control. Part two explores the literature for more specific criteria to be used in actual establishment of the area education districts.

The comprehensive community college is indigenous to the United States; to understand it fully, however, one must break it down into its component parts and retrace the stream of historical events showing how, in the course of educational evolution in the United States, the various programs have united to form a single institutional concept. This mixing and blending of institutions evolving from diverse historical backgrounds has given birth to a concept in higher education that is truly democratic and may, in the long test of history, prove during the latter half of the twentieth century to have as great, if not a greater, impact and influence on democratizing higher education than the American high school had on democratizing secondary education during the first half of the twentieth century.

This new concept of an intermediate institution, offering post-high school courses and programs of less than baccalaureate level to youth and adults in three broad areas of objectivity--transfer, terminal, and general adult--and located within commuting distance of the populace of a given area under the administration of a separate board of education, may become known as "tertiary" education. (Appendix B, Part b)

To trace the streams of educational movements that have finally culminated in the comprehensive community college, one must go back to the beginnings, not only of the several varieties of junior colleges, but also of the technical institute, the area vocational school, and the general adult education movement.

First, let us discuss briefly the purpose of higher education which, if the reader will accept, now includes what has been defined as "tertiary" education. Seashore (138, p. 1) says:

> The American policy should be to give higher education to each individual somewhat in proportion to his natural ability and thus provide higher cultural education for every occupation to the extent that the expenditure can be justified in terms of the needs of the community, both economic and cultural.

Derthick (29, p. 15), writing in the Chicago Sunday Times of November 1958, says:

> The purpose of public education is to raise the general level of public brainpower. Education is not something that can be left to the ability to pay of the individuals who want it. Education is a community need that must be supported by the community.

The reader is asked to be cognizant of the fact that what is termed "tertiary" education in this study will normally be referred to in the quotations by a variety of terms, depending to some degree on the year or period in which the writing took place and that such terms as secondary, higher, collegiate, terminal, vocational, technical, adult, etc., will be used by the authorities. This confusion of terms and concepts is all the more reason for the general adoption of a term that is distinct, different, and thus truly identifying of the program.

Harper (51, p. 359), in his "geographical law of higher education" says "about 90 per cent of those who attend college select for that purpose an institution within one hundred miles of home." James (67, p. 143) says:

> Every community in this country ought to furnish the possibility of securing. . .secondary training as near as possible to the heart of the community itself. Certainly every town of fifty thousand inhabitants, and, perhaps, every town of twenty thousand in the United States--surely every county in this state--should be able, through the activity either of public agencies or of private beneficence, to offer the facilities for acquiring this secondary grade of education which is appropriate to the high school and the college.

James is obviously speaking of "liberalizing" education; however, this is another term that becomes lost in a maze of terms such as liberal arts, general education, and secondary education. America is still a long way from the goals projected at the turn of the century by men like James of the University of Illinois and Harper of the University of Chicago.

The writer, in order to begin to pull together the diverse institutional backgrounds that have found their way into the community college, presents an example of a type of institution that is probably far from the thinking of Harper and James in that their primary concern was to see that all American youth would have the opportunity for a "liberal" education. Davids, (27, p. 41-42) writing in the March 1958 Farm Journal, says:

> You've seen many a boy--maybe your own--who was just sort of lost after getting out of school. He didn't want to go on to college--or couldn't; he wasn't interested in farming or he couldn't get a start in it. He worked for a while in a gas station, then drifted on to other jobs--always starting at the bottom.
>
> I've just visited a kind of school that's tailor made to help boys and girls like this. It turns them into top-notch machinists, secretaries, draftsmen and electronics specialists. Does it in 18 months to two years, too, and practically guarantees that they'll move directly into highly paid jobs.
>
> Called an area vocational school, it's the type we've needed everywhere, especially in rural areas to take over where high school leaves off. And we need them more than ever right now, when the farm population is declining.

In concluding these introductory remarks, we might ask what has brought all this about. Griffith and Blackstone (50, p. 1-3) contend that, within the total ideal of universal education, there are a number of specific social trends which make it almost inevitable that --in addition to the elementary school, the high school, the college, the university, and the specialized professional and subprofessional schools--a new type of school, the junior-community college, should appear. These trends are (1) the influence of pioneering conditions

on our national temper, causing our schools to develop and be controlled locally instead of with strong federal control as in Europe; (2) the rapid increase in a large number of occupations that are semi- or subprofessional; and (3) the gradual democratizing of education. Jefferson's plan (101, p. 115) for Virginia called for democratizing of education through the third grade. The first half of the twentieth century has witnessed this accomplished in most of America through the 12th grade. The second half of the twentieth century will apparently see this accomplished through the first two years of higher education (tertiary).

The history of the various components or movements that make up the comprehensive community college of 1960 will be presented in the following sections. Later sections will deal with the historical aspects of various types of administrative organization for junior or community colleges. The final sections will be concerned with criteria that has been used or recommended for use in the establishment of junior or community colleges.

## The Area Vocational School and Technical Institute

The history of vocational education is the history of man's efforts to learn to work. Work has enabled man to satisfy his ever-increasing needs and wants. Even in ancient times, vocations became specialized and apprenticeship programs were organized and legalized. The first historical reference to apprenticeship (131, p. 27) was in

the Babylonian Code compiled about 2100 B.C. by King Hammurabi of Babylonia. Historical records of ancient times indicate that apprenticeship was an important part of our early educational system. During the middle ages, the ancient guilds experienced a great development and early recognized the importance of taking apprentices and requiring them to go through a course of training before being admitted to the trade as a journeyman or master craftsman. The industrial revolution, mechanization, and the development of factories to keep up with the increased demand for goods brought about a demand for labor that could not be met by an apprenticeship system (131, p. 59). Child labor laws brought the children out of the sweat shops and into the schools, where reading and writing were taught along with the learning of a trade or vocation.

The industrial features of Pestalozzi's teaching at Yverdon and Fellenberg's institution at Hofwyl (101, p. 229) paved the way for manual labor schools and, later, manual training and technical high schools in America.

Vocational schools in early America were for the most part private or independent schools, and most of them were titled "institutes." The public secondary and extended secondary programs did not develop until the early twentieth century in the framework of the comprehensive high school, with the exception of some of the large cities that developed separate vocational and polytechnic high schools.

In the United States, the first of the institutes was organized in New York City in 1820 by the General Society of Mechanics and

Tradesmen. Others followed in quick succession. Franklin Institute of Philadelphia was organized in 1824 as a mechanics school. The second and most important of the technical institutes was Rensselaer School, established at Troy, New York, in 1824 (131, p. 114). Hampton Institute for negroes was established in 1868. A variety of institutes, trade schools, commercial and business schools flourished during the last half of the 19th century. Some of the courses taught by the institutes as vocational courses were later to enter the universities as respectable disciplines.

The success of the practical arts school at Michigan State College influenced Justin S. Morrill to lead a movement for the establishment of land-grant institutions (85, p. 30). This movement created further respectability for mechanics arts, agriculture, and later home economics. Many private technical institutes were not able to survive the competition offered by the public technical college. During the early part of the 20th century, people gradually accepted the idea that trade education should be carried on at public expense and that it should be particularly available for boys and girls who did not expect to go to college (131, p. 117).

The passage of the Smith-Hughes Act of 1917, with its support of "less than college grade" vocational education, gave impetus to the development of area vocational schools of high school level and also post-high school area operations. Some of the states developed parallel systems of area vocational schools or technical institutes and junior colleges, while other states developed the comprehensive

community college or community institute that offered both vocational-terminal curricula and transfer curricula.

According to Henninger (55, p. 4), the technical institute is making a comeback. He recognizes that the early development of the land-grant college served the function of a technical institute and practically replaced them, but with the idea developed by Pratt Institute in New York which started out as a vocational high school and later developed the idea of a two year post-high school curricula in applied science, the movement began to make headway again. In 1922 there were only 13 technical institutes in the United States. By 1928-29 when the first national study of technical institutes was made by Wickenden and Spahr, only 31 schools could be considered as technical institutes. By 1954 the number had increased to 69 and the present National Survey (1957) reveals 144. Of these institutions, 92 are publicly tax supported and 52 are private (either endowed or proprietary).

Area vocational schools are numerous and difficult to identify from technical institutes. Generally speaking, the vocational schools seem to bear a closer relationship to the secondary school system, and in many instances are an outgrowth or extension of the secondary school system, whereas the technical institutes seem to have a greater per cent of origin from independent, area or state beginnings. It is difficult to determine the curricula of either by means of the name applied to the institution. In actual practice there seems to be great overlapping in courses and programs with no clear line of demarcation between the two.

## Adult Education Movement

The industrial revolution brought with it many changes, including a need and a desire on the part of adults not only to upgrade themselves in their vocation, but also to gain greater culture. According to Roberts (131, p. 104):

> A new type of institution for adult education was started in England near the middle of the nineteenth century. This institution, known as the workingmen's college, was designed to correct the faults that had developed in the mechanics institute program and to provide studies of a higher range for working-class people. The first of these institutions was the People's College of Sheffield, established in 1842. This college established classes in Latin, Greek, French, German, mathematics, English literature, logic, elocution, and drawing, in addition to some elementary school subjects. The class sessions were held from 6:30 A.M. to 7:30 A.M. and from 7:30 P.M. to 9:30 P.M. Both men and women were admitted to the classes.

In the United States, mechanics institutes were organized in cities and provided adult education for city workers. The lyceum movement was designed to provide adult education to workers in small towns and in the country. The movement spread throughout the country and by 1833 there were about 1,000 lyceums in the United States.

Adult education is not something new; however, during the past two decades it has increased in popularity. According to Davis (26, p. 54), "several currents within our society have converged to motivate millions of adults to take to their books."

In an age of rapidly-changing technology, it becomes almost impossible for a person to learn a trade or craft that will carry him through his normal working lifetime. As a result he is a candidate

for re-education to meet the conditions and requirements of a constantly changing work environment. In an aging society with early retirements, the problem compounds but the need and interest increases.

Sheats, Jayne, and Spence (140, p. 177) emphasize the place of the extension division of the higher institutions in adult education. They criticize the traditional and conservative attitude of the university in regard to democratizing education.

> This state of affairs cannot be permitted to continue. The colleges and universities should elevate adult education to a position of equal importance with any other of their functions. The extension department should be charged with the task of channeling the resources of every teaching unit of the institution into the adult program.

They state that undergraduate and graduate education should become the responsibility of every department or college of the university and that this should be made available to all, not just those who come to the campus. "To this degree every college and university should become a 'community college.' Then extension teaching would be accounted a part of the regular teaching load and would receive its due share of faculty energy and interest." Baker Brownell (14, p. 18-28) in The College and the Community, also espoused this same general idea.

Adult education has become a function of many institutions, organizations, and services. Industry and business provide many educational services to their employees. Apprenticeship and related training courses assist many to become master craftsmen. Others may

be assisted through private, proprietary, endowed, or public pre-employment vocational-technical institutes. Extension services offered through liberal arts colleges, as well as the agriculture and home economics extension, assist other groups. Many kinds of institutes and lyceums serve others.

One very important factor of recent years, particularly since World War II, has been the presence of older individuals on our traditional campuses. This is not ordinarily considered adult education in that they are part of the traditional college campus program, but it is true that chronological age is no longer a deterent to one who desires a campus program.

Overstreet (140, p. 477), in The Mature Mind, points out that in our culture we have idealized adulthood--not maturity--as he says:

> We have seen ourselves taking on the obligations of adulthood without achieving a new significance and a new creative happiness in maturity. The passing of youth, therefore, has seemed to mean a passing into dullness of routine and into the anxieties of a life caught variously in an economic trap. It has not meant for us the entrance into a new dimension of life in which a new and zestful activity of our minds would bring experiences that would more than compensate for the loss of the younger years.

Lilienthal (140, p. 477), in This I Believe, sums up the part which this kind of education must play when he says: "Engineers can build us great dams, but only great people make a valley great. There is no technology of goodness. Men must make themselves spiritually free."

A brief search of the literature on adult education would indicate that: (1) it is not something new; (2) it is as much a part of our

total educational problem as any other part and must be considered in any overall approach to democratization of the American school system; and (3) it then becomes a proper subject for this study.

## The Junior College

The junior college originated out of a conflict between the early American college, the university idea imported from Germany, and the American high school. The comprehensive community college has come into existence partly as a result of the established junior college taking over the responsibilities originally contemplated for the land-grant state colleges. The land-grant colleges were originally known as the "people's colleges" because they were designed to care for the industrial masses. Two basic forces then have been involved in this evolutionary process. The first was a force coming from certain educators to lengthen the period of secondary education, and the second was a force coming from the people to extend the breadth of educational offerings in public institutions.

Let us consider the first of these forces. The American colonial college, adapted from its English ancestor, was a liberal arts college designed for the creation of "the Christian gentleman and scholar." It was not the purpose of the college to teach vocations or professions other than the Christian ministry. Gentlemen, if they desired to enter the profession of law, for example, completed their college education and then entered a law office where they "read the law" until they

became sufficiently familiar with it (a type of apprenticeship). It was this narrow curriculum in the traditional colonial colleges that led to the development of specialized institutions in the form of various "technical institutes" during the Jacksonian era and up through the Civil War period. Writing on the curriculum of the early American college, Brubacher (15, p. 13) says:

> When Henry Dunster set up the first course of study of the first English American college, he described it as follows: 'Primus annus Rhetoricam docebit, secundus et tertius Dialecticam, quartus adiungat Philosophiam.' This was an attempt to establish in the New World the academic program of Dunster's alma mater, Cambridge, as it existed in the early seventeenth century. This, in turn, went straight back to the hallowed trivium and quadrivium of classical antiquity.

American scholars, by the early 19th century, were beginning to break away from this narrow restrictive religious atmosphere and seek education on the European continent. Word was coming back from students who had tried the German university. Thwing (150, p. 18) reports that Benjamin Franklin had visited Gottingen in 1766, that Benjamin Smith Barton had received his M.D. from Gottingen in 1789, and that in 1815 Edward Everett, George Tichnor, George Bancroft, and Joseph Green Cogswell all entered Gottingen. Thwing reports that by 1915 10,000 American scholars had received their advanced education in Germany.

This fact alone might not have developed a junior college system except for this peculiarity: the German school system was a state system with a 14-year preparatory program, which included the period of general or liberal arts education, after which students

entered the university for professional education.

During this same period of history (early 19th to early 20th century) the American high school came into existence as a supplement to the great system of common schools that had developed during the Jacksonian era. The high school gradually replaced the private academies, and the entire program was eventually accepted by the American people as a proper part of public service. However, the combined elementary school and high school only extended through 12 years and cut off in the middle of the general or liberal arts education program. The colleges continued to offer four years of liberal arts following the two experienced in high school, making a total of six. The universities, having developed around the German concept that the travellers to Germany had brought home, were forced to add an extra two years of lower work to prepare graduates of the American high school to do university work. Basically, this was the dilemma that the university found itself in and protestations of the early university presidents brought into existence the junior college. The fact that the junior college movement, more recently called the community college, has at last gained a reasonably secure place in the scheme of things is indicative of its strength.

One of the earliest proponents of a reorganization of the system of higher education in the United States was Dupont de Nemours who, in 1800, presented President Jefferson with a detailed outline of an educational system that included a "college" built along lines similar to the present concept of the junior college. Jefferson later

incorporated some of these ideas in his proposals for the University of Virginia in trying to make educational opportunity more available and in diversifying the curriculum which meant a break with the classical tradition (20, p. 1).

Francis Wayland, president of Brown University, was one of the first to advocate the desirability of reorganizing the American system of education. Wayland (157, p. 154) wrote a book, published in 1842, in which he made recommendations regarding the possibility of increasing opportunity for education, that reads like a modern plea for junior colleges. He speaks of the importance of providing intellectual cultivation for all the community and says that he hopes the time will come when all our large towns, as well as our cities, will be thus endowed. He also remarks that the colleges of his day are not of a type to render this service. He feels strongly about a system of colleges that do not meet the needs of the people either in quantity or curricula.

> A very large class of our people have been deprived of all participation in the benefits of higher education. . .Now the class of society that is thus left unprovided for, constitutes the bone and sinew, the very choicest portion of this or of any community. They are the great agents of a production, they are the safest depositories of political power. It is their will, that, in the end, sways the destinies of the nation. It is of the very highest importance, on every account, that this portion of a people should possess every facility for the acquisition of knowledge and intellectual discipline.

Henry P. Tappan (33, p. 45), president of the University of Michigan, says in his inaugural address delivered in 1852 that he

recommends transferring the work of the secondary departments of the university to the high schools. Hinsdale (58, p. 43) quotes Tappan as saying: "We are a university faculty giving instruction in a college of gymnasium."

William Watts Folwell (40, p. 37), president of the University of Minnesota, in his inaugural address of 1869 suggests the desirability of transferring the "body of work for the first two years in our ordinary American colleges" to the secondary schools.

> How immense the gain then, if a youth could remain at the high school or academy, residing in his home, until he had reached a point, say, somewhere near the end of the sophomore year. . .Then let the boy, grown up to be a man, emigrate to the university. . .

In an address before the Minnesota Educational Association on December 31, 1902, and January 12, 1903, Folwell (39, p. 212) continues with increased vigor to advocate the reorganization of higher education by suggesting a transfer of the first two years of the four-year institution to the secondary school level.

> In the absence of fully developed secondary schools the American college has been forced to descend to the secondary field. About one-half of the work of the American college belongs in its nature to the middle school, where it can be performed to better advantage than in the college and brought within the reach of a great number of youth whose education must end with the high school.

The reader will note the persistence of these men of high position on this central theme, beginning in the early 19th century and coming up to the middle of the 20th century, still without any appreciable result within the framework of the secondary school system.

The development, however, of the junior-community college as an intermediate institution may eventually take over the function that so concerned these men. Some of them even tried legislation to promote the idea, as the following example illustrates.

David Burt (39, p. 211) of Minnesota, State Superintendent of Public Instruction in 1878, prepared and submitted a bill to the legislature under the title "an act for the encouragement of higher education." The bill became law in March, 1878, and provided aid from the state treasury for any public graded school giving preparatory college instruction free of charge to any resident of the state.

Edmund J. James (33, p. 46), president of the University of Illinois, encouraged the University of Pennsylvania in 1880 to separate the first two years of training from the university and to include it in the secondary level. Three years later, a similar plan was formulated at the University of Michigan to differentiate the work between the lower and upper divisions of college. An indication of such a plan was also noted at Western Reserve University in 1905, recommending modification of the work of the university by a "continued growth at the top and a lopping off at the bottom."

Alexis F. Lange (33, p. 90), dean of the University of California, was a former University of Michigan student and well-versed in the philosophy of university work. Lange has been given much credit for the pioneer work done in the development of a junior college movement in California. Lange and David Starr Jordan, president of Stanford

University, working together, started the California movement and, in 1907, succeeded through legislation to make it legal to add two years of further education to the secondary school.

Lange, in anticipation of a rapid growth pattern of junior colleges, looked forward to a reorganization of secondary and higher education. Lange (79, p. 465), writing in 1917, lists three questions pertinent to the problem:

> The junior-college idea is in no sense a Procrustes-bed, and its advocates have nothing in common with that legendary highway-man of Attica, yet this bed suggests several broad questions--questions inseparable from the junior-college movement as a whole. One is: Shall certain colleges have their heads cut off, and, if so, by whom? Another is: Shall the American university-college have its legs cut off, and, if so, where? The third is: Shall the American four-year high schools be stretched, and if so, how?

Lange advocates a "State-school system" and is one of the few pioneers who lived to see his pronouncements bear some fruit in the state of his adoption.

Nicholas Murray Butler, president of Columbia, and Andrew D. White, as well as Charles K. Adams, both presidents of Cornell University, advocate the same general policy.

William Rainey Harper, first president of the University of Chicago, is probably responsible for the term "junior college." Harper recognizes the cleavage from the outset in 1892. Different names and separate administration were given the two halves (129, p. 281). In fact, from 1901 to 1918, a title of Associate in Arts (in science, education, etc.) was conferred on the graduates of the junior college. In the University reorganization of 1931, by which

the departments came to be grouped into four divisions--humanities, physical science, biological science, and social science--this initial view of the college was carried to its logical conclusion. The senior college melted into divisions devoted to specialization, while the lower half (now called college) became the unit consecrated to general education (129, p. 281).

The Chicago plan was one of the very few attempted by a university to create a junior college through a downward extension of the university. In 1933, according to Brumbaugh and Boucher (16, p. 260), the last two years of the University High School were removed and placed under the junior college program, thus making a four-year junior college and containing within its jurisdiction the entire period of liberal education (general education). It would be difficult to compare this to what the previously-mentioned university presidents recommended when they asked that the secondary schools take on an additional two years of work and form a 14-year university preparatory program. The Chicago plan was entirely under the control of the University, with University staff members assigned to the liberal arts or junior college four-year program. This program was definitely university preparatory and in no sense designed to serve a terminal function. In light of the history of the movement, it is an interesting innovation. In a few words, Brumbaugh sums up the dilemma which has faced the junior college and stresses the need of a separate identity for this new institution so that it does not try to imitate

the exact pattern of either of its parents. Brumbaugh (16, p. 262) says:

> If the junior college period is merely a continuation of high school performance, it fails; or, if it is a truly university performance, it is likely to fail. We have endeavored to design our college program so as to bridge the gap successfully. Instead of permitting the tone and tempo of high school performance to reach up and control the junior-college program, we have insisted that the tone and tempo of university performance be pushed down into the junior-college program, there to meet the high school influence, to remold it, and to dominate it, as the student progresses in his appreciation of what his status must be, as a scholar, if he is to enter one of the upper divisions or professional schools.

Although Harper developed his junior college through the downward extension of the University, he was most influential in bringing into existence what is usually termed the first public junior college. In 1902, J. Stanley Brown, superintendent of schools at Joliet, Illinois, gives credit to Dr. Harper in these words (13, p. 27):

> The public junior college was established in Joliet, Illinois, in 1902. Joliet takes no particular credit for it, but concedes it to the man of vision, Dr. William Rainey Harper, the first president of the University of Chicago.

Deam (28, p. 429) provides us with this background:

> In the minutes of the Board of Education of the Joliet Township High School for December 3, 1902, is found the action of that official body to effect that 'graduates of the high school may take postgraduate work without any additional charge being made.'

Post graduate work was the name applied to this type of program during the first and most of the second decade of the 20th century. It is significant to note that college credit was given for "post

graduate" high school work as early as 1900 by the University of Illinois (28, p. 429).

Deam indicates that the name "junior college" was not used in the initial stages of the school to avoid criticism from local citizens who might think the high school was going beyond what it should at public expense. Several events of significance occurred as the program developed:

1. In 1914 the Board of Education selected architects to draw plans for additions to be known as the junior college extension.

2. In 1917 the North Central Association of Colleges and Secondary Schools first accredited the work done in the institution. Also in 1917, the State Examining Board for the first time approved the college curriculum for teacher certification purposes.

3. In 1928 the North Central Association granted the Joliet Junior College permission to conduct educational experiments in the field of student achievement as related to articulation of courses.

Obviously, Harper's work at Chicago and his influence at Joliet started the movement, but it remained for one of our newer states to show the greatest advancement.

David Starr Jordan, president of Stanford, in his 1907 report, favors the move of having Stanford eliminate the freshman and sophomore work by 1913. Again in 1929, Jordan (33, p. 49) says:

> In the proposed elimination of the freshman and sophomore classes, first officially proposed by me in 1907 as an inevitable step, Stanford will take her rightful position as one of our highest (not only higher) institutions of learning. With the rapid increase in the number of excellent junior colleges she ought no longer to have to dissipate her best strength in preparing young students for their true

> university work. The day has now arrived when, like most of the universities of Europe, she should stand above the ordinary routine of the college, properly so called.

Alexander Inglis, an outstanding leader in secondary education, also foresees the advisability and feasibility of adapting one or more years of post-high school education to the high school. In his classic book Principles of Secondary Education, published in 1918, Inglis (66, p. 310) says:

> The curriculum of the public high school has always transcended the requirements of subject-matter set up by the colleges for admission and frequently has included subjects regularly included in the college curriculum. Likewise the college curriculum regularly includes subjects of study which are essentially of secondary-school grade. . .Thus there is always a certain amount of overlapping in the curricula of the secondary school and college. In the average high school it would not be at all difficult to map out a one or two-year 'post graduate' course which. . .would be quite comparable to possible freshman or sophomore courses in college.

F. J. Goodnow (43, 195), president of Johns Hopkins University, in 1925 proposes a change in the university educational policy by emphasizing the need for eliminating, as soon as possible, instruction in most of the courses which were taught at that institution in the first two years of college.

In summarizing the forces that were at work prior to the beginning of the actual creation of junior colleges, as we know them today, we could make the following observations:

1. The basic philosophy for an extended secondary school system came from Germany, where the 14-year system was in effect or, if not, then provision was made in schools other than the university to complete the liberal arts or general education program. The university was devoted to specialized areas of study.

2. It would appear that every conceivable effort was made by many of the early university presidents to rid the university of the freshman and sophomore years, and to hand this to the secondary schools.

3. Not until the time of William Rainey Harper and his influence on Joliet, Illinois, was anything done to set up a separate institution, even though closely tied in every way with the high school.

The question now arises as to why all these outstanding educators failed. Hinsdale (58, p. 43) gives us the clue to at least one reason why the presidents failed.

> Previous to Dr. Tappan's arrival on the scene, the Department of Literature, Science, and the Arts had been simply a college of the traditionary pattern. His university ideal involved the transference of the teaching done in this college to secondary or gymnasial schools, scattered throughout the state. But this could not be done at once; to attempt it would be to destroy the institution; so, for the time at least, it was an undeniable necessity, not only to retain this department, but also to expand and strengthen it.

Until quite recent times, and still to a great extent in our colleges and universities, the freshman and sophomore classes represent the chief source of income. To release the two lower classes would make it possible for the university to concentrate on the upper division and graduate levels; however, few colleges--whether in 1860 or 1960--are willing to do this. California has been the exception, and even there the dreams of Lange and Jordan are far from being realized. The latest action by the Board of Regents of the University of California and the State Board of Education on December 18, 1959, to decrease the per cent of graduating seniors from California high schools that the University and the state colleges would accept in

the future is encouraging for the junior college movement (49, p. 5). The University will cut to 12 1/2 per cent instead of 15 per cent, and the state colleges to 33 1/3 per cent instead of the upper 40 per cent. The junior colleges must take the rest. They anticipate that this move will reduce the major campuses by ten per cent by 1975. The move will force 50,000 more students into junior colleges. Few other states have been able to, or are willing, to raise university standards by this method.

There is another side to the picture that helped defeat the proposals of the 19th century university presidents, and that has been the unwillingness on the part of the local taxpayers to extend the local public school system for two additional years. Tied in with this rejection is the fact that the local group has looked to the state for additional financial support, and this state money has not been forthcoming. How often fine-sounding legislation, from a philosophical standpoint, has been enacted by the states and yet remained unused on the statute books simply because the local districts were expected to carry the financial load.

Although the American public school system has not given complete support to the recommendations of the early university presidents, there is somewhat of a central theme running through the whole broad movement. The total picture of development is, however, not unlike that of the early high school development. According to Love (83, p. 12), there were 321 high schools founded during the 39 years from

1821 to 1860. In the 35 years following the establishment of the first junior college in 1902 at Joliet, Illinois, 229 institutions of that type came into existence.

> When the high school came into being it conflicted with the private academies. There ensued a long struggle for free education at the secondary level and certainly there was little expectation, even fifty years ago, that this institution would hold the dominant place that it does today.

The first junior college to be established in California was at Fresno. On May 6, 1910, the Board of Education adopted a report, in part, as follows (33, p. 93):

1. That the Board of Education authorize the establishment of a two-year post-graduate course.

2. That mathematics, English, Latin, modern language, history, economics and technical work be the general courses offered for the first year.

3. That a competent person be secured as the dean or head, with such assistants as the attendance and courses desired may justify.

## Analysis of Junior College Growth

It would serve no further purpose in this study to consider each individual junior or community college by name and place of origin as it came upon the scene, but it would seem appropriate to present an overview of the general growth from those early beginnings up to the present.

There is no doubt that junior-community colleges have increased the per cent of college age youth now starting college careers.

Gleazer (46, p. 352) points to the example of Chipola Junior College in Jackson County, Florida: "At the time the junior college was established in 1947 only seven per cent of the high school graduates in that county enrolled in college. In 1959, twelve years later, 52 per cent of high school graduates began college careers." In a survey of 26 counties in Florida, it was discovered that 75 per cent of the students enrolling in college for the first time chose the junior-community college. New York State established the first locally-sponsored community college in 1950 with 257 full-time students. Nine years later there were 13,000 full-time students. During this same period, a total of $58,000,000 of construction had been completed or was under contract for those community colleges under the State University of New York (46, p. 353).

California public junior-community colleges in 1958-59 enrolled 73.3 per cent of all full-time students in public higher education below the junior year. California had 92,000 full-time students in junior colleges this past year. By 1970, it is estimated that there will be 220,000.

Table I shows the gradual development of the junior-community college movement from 1900 to 1959 in the United States. Table II shows the comparison between public and private junior-community college development from an institutional standpoint, and Table III shows the comparison then from the standpoint of enrollment.

TABLE I

NUMBER OF COLLEGES AND ENROLLMENTS

1900-1959

| School Year | Number of Colleges | Enrollment | Percentage Increase in Enrollment |
|---|---|---|---|
| 1900-1901 | 8 | 100 | --- |
| 1915-1916 | 74 | 2,363 | --- |
| 1921-1922 | 207 | 16,031 | --- |
| 1925-1926 | 325 | 35,630 | --- |
| 1926-1927 | 408 | 50,529 | --- |
| 1927-1928 | 405 | 54,438 | 7.7 |
| 1928-1929 | 429 | 67,627 | 24.2 |
| 1929-1930 | 436 | 74,088 | 9.6 |
| 1930-1931 | 469 | 97,631 | 31.8 |
| 1931-1932 | 493 | 96,555 | - 1.1 |
| 1932-1933 | 514 | 103,530 | 7.2 |
| 1933-1934 | 521 | 107,807 | 4.1 |
| 1934-1935 | 518 | 122,311 | 13.5 |
| 1935-1936 | 528 | 129,106 | 5.6 |
| 1936-1937 | 553 | 136,623 | 5.8 |
| 1937-1938 | 556 | 155,588 | 13.9 |
| 1938-1939 | 575 | 196,710 | 26.4 |
| 1939-1940 | 610 | 236,162 | 20.1 |
| 1940-1941 | 627 | 267,406 | 13.2 |
| 1941-1942 | 624 | 314,349 | 17.6 |
| 1942-1943 | 586 | 325,151 | 3.4 |
| 1943-1944 | 584 | 249,788 | -23.2 |
| 1944-1945 | 591 | 251,290 | 0.6 |
| 1945-1946 | 648 | 295,475 | 17.2 |
| 1946-1947 | 663 | 455,048 | 54.5 |
| 1947-1948 | 651 | 500,536 | 10.1 |
| 1948-1949 | 648 | 465,815 | - 6.9 |
| 1949-1950 | 634 | 562,786 | 17.2 |
| 1950-1951 | 597 | 579,475 | 2.8 |
| 1951-1952 | 593 | 572,193 | - 1.3 |
| 1952-1953 | 594 | 560,732 | - 2.0 |
| 1953-1954 | 598 | 622,864 | 11.1 |
| 1954-1955 | 596 | 696,321 | 11.8 |
| 1955-1956 | 635 | 765,551 | 10.0 |
| 1956-1957 | 652 | 869,720 | 11.36 |
| 1957-1958 | 667 | 892,642 | 2.56 |
| 1958-1959 | 677* | 905,062 | 1.39 |

* Does not include seven foreign colleges listed formerly.

(Source: 46, p. 353)

TABLE II

GROWTH IN NUMBER OF JUNIOR COLLEGES
1900-1959

| Year | Total | Public | Private | Percentage Public |
|---|---|---|---|---|
| 1900-01 | 8 | 0 | 8 | 0 |
| 1915-16 | 74 | 19 | 55 | 26 |
| 1921-22 | 207 | 70 | 137 | 34 |
| 1925-26 | 325 | 136 | 189 | 42 |
| 1929-30 | 436 | 178 | 258 | 41 |
| 1933-34 | 521 | 219 | 302 | 42 |
| 1938-39 | 575 | 258 | 317 | 45 |
| 1947-48 | 651 | 328 | 323 | 50 |
| 1952-53 | 594 | 327 | 267 | 55 |
| 1953-54 | 598 | 338 | 260 | 57 |
| 1954-55 | 596 | 336 | 260 | 56 |
| 1955-56 | 635 | 363 | 272 | 57 |
| 1956-57 | 652 | 377 | 275 | 57.8 |
| 1957-58 | 667 | 391 | 276 | 58.6 |
| 1958-59 | 677* | 400 | 277 | 59.1 |

* Does not include seven foreign colleges listed formerly.
(Source: 46, p. 354)

TABLE III

GROWTH IN JUNIOR COLLEGE ENROLLMENT
1900-1959

| Year | Total | Public | Private | Percentage Public |
|---|---|---|---|---|
| 1900-01 | 100 | 0 | 100 | 0 |
| 1915-16 | 2,363 | 592 | 1,771 | 25 |
| 1921-22 | 16,031 | 8,349 | 7,682 | 52 |
| 1925-26 | 35,630 | 20,145 | 15,485 | 57 |
| 1929-30 | 74,088 | 45,021 | 29,067 | 61 |
| 1933-34 | 107,807 | 74,853 | 32,954 | 69 |
| 1938-39 | 196,710 | 140,545 | 56,165 | 71 |
| 1947-48 | 500,536 | 378,844 | 121,692 | 76 |
| 1951-52 | 572,193 | 495,766 | 76,427 | 87 |
| 1952-53 | 560,732 | 489,563 | 71,169 | 87 |
| 1953-54 | 622,864 | 553,008 | 69,856 | 89 |
| 1954-55 | 696,321 | 618,000 | 78,321 | 89 |
| 1955-56 | 765,551 | 683,129 | 82,422 | 89 |
| 1956-57 | 869,720 | 776,493 | 93,227 | 89.2 |
| 1957-58 | 892,642 | 793,105 | 99,537 | 88.8 |
| 1958-59 | 905,062* | 806,849 | 98,213 | 89.1 |

* Cumulative total.
(Source: 46, p. 356)

It is particularly significant that, in a period of approximately fifty years, the public junior-community college has grown from a few struggling operations offering post graduate high school courses to 400 institutions enrolling 806,849 students and representing almost 90 per cent of the total junior-community college enrollment of 905,062.

## Patterns of Organization and Control

Junior colleges, community colleges, extension center type community colleges, technical institutes, area vocational schools and community institutes are, for the most part, organized in one of the following ways:

1. Organized, controlled and supported at the state level.
   a. a part of the state system of higher education.
   b. a part of the university or state college, operating on a separate campus.
   c. an extension operation of the university or state college, known as two-year extension center, extension community college, university center or university institute.
   d. a part of the state system of education.
      (1) Area vocational schools, technical institutes, junior colleges, community colleges, community institutes.
2. Organized locally on an area basis consisting of two or more school districts or counties (in case of county unit), with a separate board of education and usually with some state financial assistance.

a. May be area vocational school, area technical institute, junior college, community college, education center, or two-year teachers' college.

b. May be under either the state board of education or the state board of higher education for purpose of maintaining minimum standards--will still have a local board of control.

3. Organized as part of a public school system. Locally-controlled and supported. Usually shares in state aid provided for other public schools. Superintendent of district is chief administrative officer.

a. May be part of a unified school system.

b. May be part of a union high school district or joint union high school district, or joint county district.

c. May be considered as an extension of the secondary school and operated on a 6-3-3-2 plan, or may be considered as an integrated program and placed on a 6-4-4 plan.

d. May be housed jointly, separately, or integrated.

e. Transfer program may be considered as secondary education or as higher education. Vocational-technical program may be considered as "less than college grade" or as higher education of less than baccalaureate level.

4. Organized as an extension center with control shared between parent institution or general extension division and the local district. Financial responsibility entirely on the local district. Usually a contract between the two agencies.

a. May be called a community college or two-year extension center.

b. Usually will have a resident staff, but may operate with a commuting staff.

c. This type is usually concerned primarily with transfer programs; however, the local district may use this type arrangement to supplement a local vocational-technical program and, through the combination, arrive at a comprehensive program.

TABLE IV

ORGANIZATIONAL PATTERNS OF JUNIOR COLLEGES LISTED BY STATES

| State | State Junior College Type | Extension Center Type | Local Control Type | Private Denominational | Private Non-Denominational | Total |
|---|---|---|---|---|---|---|
| Alabama | 1 | | | 5 | 3 | 9 |
| Alaska | | | 3 | 1 | | 4 |
| Arizona | | | 2 | | | 2 |
| Arkansas | 1 | | 1 | 1 | 1 | 4 |
| California | | | 64 | 2 | 4 | 70 |
| Colorado | 1 | | 6 | 1 | | 8 |
| Connecticut | | | | 2 | 6 | 8 |
| Delaware | | | | 1 | | 1 |
| Dist. Columbia | | | | 2 | 4 | 6 |
| Florida | | | 13 | 1 | 4 | 18 |
| Georgia | 6 | | 4 | 9 | | 19 |
| Hawaii | | | | 1 | 1 | 2 |
| Idaho | 1 | | 2 | 2 | | 5 |
| Illinois | | | 17 | 8 | 4 | 29 |
| Indiana | | 14 | 1 | 3 | | 18 |
| Iowa | | | 16 | 7 | | 23 |
| Kansas | | | 14 | 6 | | 20 |
| Kentucky | | | 1 | 10 | 1 | 12 |
| Louisiana | | | | 1 | | 1 |
| Maine | 1 | | | 2 | 1 | 4 |
| Maryland | 4 (T) | | 9 | 4 | 1 | 18 |
| Massachusetts | | | 2 | | 17 | 19 |
| Michigan | 1 | | 15 | 3 | | 19 |
| Minnesota | | | 9 | 3 | | 12 |
| Mississippi | 1 | | 15 | 5 | 2 | 23 |
| Missouri | | | 7 | 10 | 5 | 22 |
| Montana | 1 | | 2 | | | 3 |
| Nebraska | | | 4 | 1 | | 5 |
| New Hampshire | | | | | 1 | 1 |
| New Jersey | | | 2 | 7 | 2 | 11 |
| New Mexico | 1 | | 1 | | | 2 |
| New York | | 6 (I) | 13 | 10 | 7 | 36 |
| North Carolina | 2 | | 3 | 16 | 2 | 23 |
| North Dakota | 2 | | 2 | | | 4 |
| Ohio | | | 1 | 1 | 5 | 7 |
| Oklahoma | 7 | | 6 | 2 | 1 | 16 |
| Oregon | 1 | | 1 | 1 | 1 | 4 |
| Pennsylvania | | 12 | 1 | 6 | 9 | 28 |
| Rhode Island | | | | | 1 | 1 |

Continued on next page

Table IV, continued

| State | State Junior College Type | Extension Center Type | Local Control Type | Private Denominational | Private Non-Denominational | Total |
|---|---|---|---|---|---|---|
| South Carolina | | | | 8 | 2 | 10 |
| South Dakota | | | | 3 | | 3 |
| Tennessee | 1 | | | 7 | | 8 |
| Texas | 2 | | 33 | 7 | 3 | 45 |
| Utah | 4 | | | | | 4 |
| Vermont | | | | 2 | 1 | 3 |
| Virginia | 2 | | | 8 | 4 | 14 |
| Washington | | | 10 | 1 | | 11 |
| West Virginia | 1 | | | | 2 | 3 |
| Wisconsin | 1 | 8 | 21 (T) | 4 | 1 | 35 |
| Wyoming | | | 4 | | | 4 |
| Totals | 42 | 40 | 305 | 174 | 96 | 657 |

(T)--Maryland. Three of these are two-year teachers' colleges and one a seminary.

(I)--New York. Agriculture and Technical Institutes operated by the State University of New York.

(T)--Wisconsin. Eighteen of the 21 are two-year teachers' colleges--one a three-year, one a four-year and the other a two-year technical institute.

(Source: 47, p. 28)

A better perspective may be gained of the total situation through a study of Table IV. This table is adapted from the complete list of all member colleges of the American Association of Junior Colleges, as recorded in the 1959 Directory of Junior Colleges (47, p. 28). The information is compiled by states, with columns for the general types of junior-community colleges:

1. State junior college, where the school is entirely controlled and supported by the state system of higher education.

2. Extension-center type, where the operation is controlled and usually supported by the state through one of the major institutions of the state.

3. Local control type, where control and at least part of the support comes from the local area which may be part of a unified public school district, union high school district, joint union high school district, county school district, joint county district, or separate local district established for college purposes with a separate board of education. Since many of the colleges are listed as "district" control, regardless of what kind of district, it becomes impossible to differentiate by using only the information contained in the Directory.

4. Private denominational control means those colleges that list an affiliation with one of the church organizations.

5. Private non-denominational refers to those schools that are listed as non-profit, independent, proprietary, YMCA, etc., in reference to controlling body.

In reference to number (3) above regarding type of local administration, Salwak (137, p. 436-37), in a study of 87 public junior colleges in 23 states that were reported to have been established since 1940--Salwak's study goes to 1951--found that the greatest development of junior colleges during the years 1940-1951 took place in six states: California (24), Texas (11), New York (8), Illinois (6), and Maryland and Wyoming (4 each). His study shows that 37, or approximately 43 per cent, of these public junior colleges are under some form of district control (separate college district). The other institutions come under what Salwak calls local or municipal (14), state (13), county (10), joint county (2), and both state and local (1). This evidence then indicates that the great majority of those established under local control are of the college district type (may consist of several high schools, a joint county or several unified school districts). The lack of a common understanding of terms in the literature makes it difficult to know exactly what is

meant in all cases.

According to recommendations of the Board of Regents, University of the State of New York, 1956 (1, p. 14), several community college districts are recommended to serve on an "area" basis, with the state paying 50 per cent of the operating costs. Further recommendations are to add "transfer" courses to the curricula of the state technical institutes, which also serve on an "area" basis.

Boze (12, p. 66-69), in a study in 1955 on junior colleges in Texas, presents the following: Out of 31 junior colleges 12 are county wide, 14 are independent, and 5 are units of the public schools. Regarding governing bodies, 20 operate under a separate board, the board serves a joint function with independent school district in 6 cases, and 5 are parts of unified school system under a common board.

A 1958 Massachusetts special commission study (78, p. 46) states:

> All national experience stresses that community college education is a special problem and a special challenge in itself, combining as it does liberal arts colleges, vocational courses, and adult education. It is not and should not be an adjunct to either secondary or upper-level higher education.
>
> For this reason, we urge the establishment of a new and independent state Board of Regional Community Colleges.

In 1958 the Governor's Committee on Higher Education in Minnesota (74, p. 136) reaffirmed a 1950 report and again recommended "the regional organization as the most promising."

McCallum (99, p. 123) finds a desire on the part of school administration for an expanded local tax base to include all the area from which the students come.

According to Price (141, p. 27) in 1958:

> California junior colleges are maintained by three kinds of school districts. Of the 61 junior colleges in the state that are now operating free programs, 13 are maintained by unified school districts, 17 by high school districts, and 31 by junior college districts. A junior college district may comprise the area of one or more high school districts. The governing board on the district may have five or seven members.
>
> Each of the two newest junior college districts, organized in January, 1957. . .includes two or more high school districts and is truly an 'area' college. . .
>
> In January, 1957, effective July 1, 1957, a reorganization occurred which may represent the start of a trend toward the creation of junior college districts in areas now served by junior colleges maintained by high school districts. . .
>
> Two kinds of changes in district organization may be expected. Several high school and unified school districts that maintain junior colleges are proposing that new junior college districts be formed to encompass the original areas of the districts plus such adjacent high school districts as comprise the actual 'service areas' of the colleges. Also, several junior college districts are proposing that high school districts adjacent to them be annexed. Both changes would be advantageous if they would result in broadening the financial base of the colleges and provide greater area representation on the boards of trustees.

An analysis of the statistics presented in Table IV will show that the locally-controlled public two-year junior college is the predominant one. The literature would seem to indicate that the most recent development within this two-year publicly-supported junior college group is a trend toward the separate college district type.

This is interesting in light of the historical presentation, in an earlier section of this chapter, on the attitude of the early

university presidents. Their efforts were not without effect, for 677 junior colleges in the United States, according to the 1959 report (46, p. 353), are living testimony to their efforts. One of the interesting aspects of the situation is the fact that they recommended that all general education--sometimes called secondary, liberal, or liberalizing education--should be returned to the secondary schools. Many of them envisioned the integration of a three- or four-year period comprising the last year or two of the American high school and a two-year period beyond that. This integration movement was not without its latter day prophets. Leonard Koos, along with Zook, Wood, Proctor, Eby, Cooper and finally Sexson and Harbeson, worked up to the mid-century to bring the 6-4-4 plan of an integrated "secondary" period of education into being. Koos (77, p. 1), in addition to his The Junior College Movement, has written many volumes on the subject and was in demand for many years as a consultant for state studies, including Oregon in 1950 and Florida in 1957 (3, p. VIII). Sexson and Harbeson's The New American College (139, p. 312) is a comparatively recent volume (1946) devoted exclusively to the subject. John A. Sexson was superintendent of schools and John W. Harbeson was principal of the Junior College at Pasadena, California. The 6-4-4 plan, as carried out in Pasadena, should have been a shining example of the merits of this type of junior college. Today there is not a single 6-4-4 plan college in California, and only four public four-year junior colleges in the

nation (16 private four-year junior colleges). Two of them are in Mississippi, one in Missouri, and one in Wisconsin (47, p. 51).

The following Table V gives a picture of the rise and decline of the four-year junior college (statistics compiled from Junior College Directories, 1930-1935, etc., for years indicated):

TABLE V

TRENDS IN THE FOUR-YEAR JUNIOR COLLEGE

| | |
|---|---|
| 1930 . . . . . | 10 four-year junior colleges listed. |
| 1935 . . . . . | 21 four-year junior colleges listed. |
| 1940 . . . . . | 27 four-year junior colleges listed. |
| 1942 . . . . . | 33 four-year junior colleges listed. |
| 1944 . . . . . | 37 four-year junior colleges listed. |
| 1946 . . . . . | 37 four-year junior colleges listed. |
| 1947 . . . . . | 40 four-year junior colleges listed. |
| 1948 . . . . . | 38 four-year junior colleges listed. |
| 1949 . . . . . | 37 four-year junior colleges listed. |
| 1953 . . . . . | 29 four-year junior colleges listed. |
| 1954 . . . . . | 28 four-year junior colleges listed. |
| 1957 . . . . . | 21 four-year junior colleges listed. |
| 1958 . . . . . | 18 four-year junior colleges listed. |
| 1959 . . . . . | 20 four-year junior colleges listed. |

Table V does not show the breakdown between public and private four-year junior colleges; however, for example, the 1950 Junior College Directory (10, p. 41) shows 23 public and 17 private four-year schools, whereas the 1959 Directory (47, p. 51) shows only four public and 16 private schools as previously indicated.

One of the few writers to take exception to Koos and the other proponents of the 6-4-4 plan is Walter C. Eells. Eells, in 1931, wrote an article in the Junior College Journal entitled "What Manner

of Child Shall This Be?" He answered Koos, point by point, in an attempt to show that everything Koos could name as an advantage for the four-year junior college was equally true for the two-year college plan. A number of additional advantages, both psychological and otherwise, for the two-year separate operation were cited. Eells (34, p. 309-329), in commenting on the general situation, says:

> In reviewing the literature on the 6-4-4 plan, one is reminded of the classic observation of Mark Twain with reference to the weather, that a great deal has been said about it, but very little seems to have been done about it!

He goes ahead to point out that much has been done, but little written, about the two-year college. Eells notes that, although these men--Koos, Zook, Wood, Proctor, Eby, and Cooper--have written a great amount, "search as one may, however, he will not find a single systematic presentation of the other side of the question."

Eells statement regarding nothing being written about the advantages of the two-year college over the four-year college is true of that period prior to 1931, and no great amount has been written since. The movement died without the help of written comments. The same can not be said of the spokesmen for separate community college districts, or the "area" college concept. A considerable amount of writing on the advantages of the separate district may be found in the literature.

Using the same logic as Eells, the writers point out that there is nothing that the two-year college within the unified school district can do that the separate two-year college cannot do better.

The advantage of larger or more comprehensive programs is made possible, particularly in areas of smaller populated centers, through the area concept. The spreading of the tax cost over the area using the school is often pointed out, and there seems to be no positive relationship between per student cost and type of district according to Peterson (125, p. 401-405), who also says "the independent junior college is better in providing breadth of curriculum, effectiveness of teaching, effectiveness of administration, and desirable collegiate environment."

President Marvin Knudson (53, p. 410), Pueblo Junior College, Pueblo, Colorado, says: "Students want a separate college campus, different teachers, a college atmosphere. . .and different treatment. If you want enrollment, you must remember this fact."

President Harry E. Jenkins (53, p. 411), Tyler Junior College, Tyler, Texas, says:

> Junior college education is definitely a special field and requires a different viewpoint to the extent that few school administrators are willing to extend to it the special consideration. . .which it must have to attain excellence. . . .Wherever the junior college has been organized as an independent unit after being a part of a unified plan, it has succeeded to a greater extent than before.

President John L. Lounsbury (53, p. 411), San Bernardino Valley College, states:

> From the standpoint of an administrator who wants to get things done, it is much better to have an independent district than one which is a part of a larger system. The tempo of movement can be geared to your needs and capacities. . .In the matter of (teacher) morale, the independent junior college district has the advantage in that it can play upon the status of the teacher as a part of a regular college program.

Raymond J. Young (164, p. 485-488), writing in the School Review, favors the separate college district.

> A junior college authorized in any type of union, unified, or joint-unified district or county should be governed by a junior-college committee, commission, or board selected for that purpose.

Marvin (53, p. 405), O'Brien (102, p. 5), and Starrak and Hughes (145, p. 49-50) also support the "separate district" concept.

A few states are rather unique in their approach to the problem. In 1957 the College and University Administration Branch of the Division of Higher Education of the United States Office of Education called twenty professional workers to Washington, D. C. for a conference on the two-year college (88, p. 32-83). The following analysis briefly indicates the general type of organizational framework of the states represented at the conference. Some are unique and others are more typical of the usual pattern in the rest of the states; but taken as a whole they are representative of the patterns found in the other states.

Colorado and Mississippi provide only for separate districts (one or more counties). California and Texas have laws permitting either separate area districts or within unified districts. Florida and Maryland have the county unit system and area colleges include one or more counties. Illinois, Iowa, Kansas, Michigan, Minnesota and Washington junior colleges are parts of unified school systems. New York has both state institutes and area community colleges. Pennsylvania and Wisconsin have extension centers operated from a

senior campus. All except Kansas and Minnesota receive state aid. All except California charge tuition. All of the locally-controlled systems operate under the general supervision of the State Board of Education.

These fifteen examples present a general picture of the variety of operations carried on by the states. The writer observes this pattern in the program offerings of the various types: (1) The extension center type junior colleges emphasize the transfer program. (2) Many of the unified school district types also emphasize the transfer program. (3) The county unit type and separate district type offerings become more comprehensive in nature and have a greater consideration for general adult education (88, p. 32-83).

Martorana (90, p. 1-3) divides junior colleges into seven major categories, as shown in Table VI, on the basis of organization and support.

> The data in Table VI indicates that three patterns of junior college organization are predominant. These are the A (unified), D (junior college district), and F (2-year extension center) plans. Respectively, they constitute 32.0, 21.4, and 18.3 percent of the total number of 2-year colleges covered in the study. When the two sets of related local public classifications--A (unified) and B (high school and junior college) and C (local junior college) and D (union junior college)--are combined, it is seen that about 4 out of every 10 of the 2-year institutions are under a board of control which has responsibilities for other public school levels and about 3 out of every 10 are under independent controlling boards.
>
> The fact that almost 1 out of every 5 of the 2-year colleges operating under public auspices is under the control of a 4-year degree-granting colleges and universities is significant.

TABLE VI

PATTERNS OF ORGANIZATION[1] FOR CONTROL AND SUPPORT OF 2-YEAR COLLEGES, BY REGION[2]

| Type of organization | All regions | | Northeast | | North Central | | South | | West | |
|---|---|---|---|---|---|---|---|---|---|---|
| | No. | Percent | No. | Percent | No. | Percent | No. | Percent | No. | Percent |
| A. Unified district | 117 | 32.0 | 4 | 11.1 | 69 | 53.1 | 21 | 21.0 | 23 | 23.2 |
| B. High School and 2-year college district | 33 | 9.0 | - | - | 8 | 6.1 | 2 | 2.0 | 23 | 23.2 |
| C. Local 2-year college district | 21 | 5.8 | 3 | 8.3 | 2 | 1.5 | 10 | 10.0 | 6 | 6.1 |
| D. Union 2-year college district | 78 | 21.4 | 7 | 19.5 | 1 | .8 | 35 | 35.0 | 35 | 35.4 |
| E. State 2-year college | 21 | 5.8 | 3 | 8.3 | 2 | 1.5 | 10 | 10.0 | 6 | 6.1 |
| F. 2-year extension center | 67 | 18.3 | 19 | 52.8 | 24 | 18.5 | 20 | 20.0 | 4 | 4.0 |
| G. Wisconsin county normal | 23 | 6.3 | - | - | 23 | 17.7 | - | - | - | - |
| Other | 5 | 1.4 | - | - | 1 | .8 | 2 | 2.0 | 2 | 2.0 |
| All types | 365 | 100.0 | 36 | 100.0 | 130 | 100.0 | 100 | 100.0 | 99 | 100.0 |

[1] Full definition of these classifications are as follows:

A--District is a single, unified district set up for administering elementary, high school and college program; all under the same board of control.

B--District is set up for administering high school and college programs, overlaps one or more separate elementary school district; high school and college programs are under same board of control.

C--District is set up for administering college program only but has boundaries coterminous with a single public school district encompassing grades K-12 or a single high school district; college has separate board of control from high school.

D--District is set up for administering college program only, overlaps two or more high school districts; college district has its own board of control.

E--College is a State institution, has no local tax-supporting district, has own board of control.

F--College is a 2-year, off-campus, lower division branch of State College or University.

Continued on next page--

Table VI continued--

[2] States and territories included in each region are:

Northeast: Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and Vermont.

North Central: Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, Wisconsin.

South: Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, West Virginia and Central America.

West: Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, Wyoming, Guam, and Alaska.

(Source: 90, p. 2)

One can easily see the pattern by regions. The predominant type in the Northeast is the two-year extension type college. In 1931 only about five per cent of the total of 250 junior colleges listed were of this type (90, p. 3). Crawford (23, p. 289-297) predicted this would happen back in 1931. He points out that "junior colleges in the East will develop differently than in the West because of the preponderance of private schools and the reluctance of the secondary schools to tax themselves to support junior colleges as extensions of the high schools."

A reverse tendency developed in the North Central states with secondary schools going into the extended secondary program almost to the exclusion of the separate district type. The North Central region also developed quite a large per cent of the extension center type.

The South shows a preference for the separate district type, with a high per cent of extension center and state college types.

The West shows practically nothing in the extension center type and a strong tendency toward the separate district, although still outnumbered by the unified and high school district type (41.5 to 46.4 per cent).

In summary then it might be said that the most predominant type of public junior college is the locally-controlled two-year institution. It might be said that this type is further divided into those that are part of a unified or high school system and those that have a separate college district with its own board of education. The

writer gathers from the literature that there is currently a trend toward the "separate district" type of operation. One of the primary objectives in establishing this type seems to be an effort on the part of the people, assisted by school administrators, to establish districts so that the "service" area and the "tax" area will be coterminous.

There seems to be little difference in these matters of organization, whether we are talking about junior colleges, area vocational schools, technical institutes or community colleges. Some of the states have two separate systems--one for vocational schools or institutes and one for junior colleges. It appears that a good proportion of the states have either developed, or are contemplating the development, of a system of public community colleges of a comprehensive nature that will include all of the functions normally expected from such an institution.

It must also be stated that apparently several of the states have very fine systems supported and controlled entirely at the state level. Others, including Oregon, have one or two supported entirely by the state and the rest local. (Oregon Technical Institute is a state-supported institution.)

Certain assumptions have been made in this study for purposes of delimitation, and for this reason the writer will not go into a complete study of the merits of the various organizational patterns.

The writer draws the following analysis from the overall history of the movement through the 19th and first half of the 20th century.

If the university presidents of the nineteenth century, who were expounding the merits of the German system, had actually closed their so-called general or secondary education programs and required that students have this before being admitted to the university, the story might have been different. They gave lip service to a 14-year public school system, but they did not or were not permitted by their boards of trustees or the legislature to do so. As a result the public schools did not generally adopt the 14-year German system. Those that did were definitely in the minority, and the so-called extended secondary school junior colleges found themselves in direct competition with the lower division programs at the university, the state college and later the teachers' colleges. In spite of the arguments given by the early university presidents and later by Koos and others, the junior college presidents discovered that the only way to gain the full respect of the university, which had so graciously encouraged their existence, but also demanded of them university standards, was to behave somewhat like a university. The junior college administration discovered that it could not compete with the university or maintain university standards and be a part of the conventional American high school program. High school teachers were not, generally speaking, comparable to university professors, and the use of a common faculty as recommended by Koos (77, p. 64-69) and refuted by Eells (33, p. 397) soon led to a separation--first, to the separate staff; second, to the separate building; then, to the separate campus; and now, to the separate district.

If a junior college is to maintain the same standards that are expected in the lower division of a university or senior college, then the junior college must try to develop an academic atmosphere comparable to the university. The dream to which the early university presidents aspired was denied reality because of their own unwillingness or inability to support it to the full extent. The final results of this failure may have brought into existence a new institution that will be able to perform a much greater service to mankind than the development of a 14-year preparatory school for university-bound youth. This new institution of tertiary level, being independent from both the secondary school and the university, will be in a position to develop its own patterns and traditions. Ray Lyman Wilbur, former president of Stanford University, expresses the same general idea in two often-quoted remarks:

> The junior college can go beyond the high school in method and in practical studies in the field of social questions. It is near to the community and can study it first hand. --Ray Lyman Wilbur

> There is the possibility that the junior college can be kept freer from traditional influences than the American college has ever been, and can consequently meet the needs of the day.--Ray Lyman Wilbur

Hillway (56, p. 76-77) says:

> Junior college administrators in general, hoping to identify their institutions in the public mind with higher education, and pointing to the fact that their work is on the collegiate level and acceptable as transfer credit at most universities, resist the efforts to include the junior college as a part of secondary education. Others believe that the freshman and sophomore years are not logically a part of college or university work. If all senior colleges and universities

> would eliminate the freshman and sophomore years from their programs and admit students at the junior level only, the situation might be clarified. But this is not likely to occur. . .The present confusion of terms, then, will probably be perpetuated unless a special descriptive term can be substituted which will prove acceptable to everyone. . .Stoddard suggested 'tertiary education' as a compromise term to cover the junior college program.

To look back in retrospect over the last century and a half, we recognize three periods of rapid growth in American education. The first, beginning with the Jacksonian era and running from about 1830 to 1860, resulted in the creation of the common school. The second, from 1890 to 1920, saw development and rapid spread of the comprehensive high school. And among the reasons for the replacement of the academies by the high school were the following (48, p. 4-5):

1. It was not making secondary education available for all youth.

2. The curriculum was not practical enough to meet the changing times.

3. It was necessary for too many children to leave their homes and board at or near the academy they wished to attend.

4. It was not really an extension of the public school system but rather something separate from it.

These same factors are not unrelated to the third great period in American education, which commenced about 1950, and is characterized especially by readjustment of education beyond the high school. Each of these movements has been in response to educational needs of society at a particular time. Each succeeding development was organized as an important unit of education in its own right, with appropriate programs, buildings and personnel geared to the nature

of the job to be done. There is a great deal of evidence to support the notion that we are now in the process of taking the next great step in American public education.

Edmund J. Gleazer, Jr. (48, p. 4-5), executive director of the American Association of Junior Colleges, says:

> It is my belief that the community junior college is a concept that fits our society's needs today for extension of education beyond the high school which is within reach in distance and cost, with a variety of programs, with a quality of teaching and counseling to enable it to serve as a great distributive agency. I offer these predictions about the future of these institutions.
>
> 1. Junior colleges are here to stay. There will be a marked increase in the number of institutions and in the number of students enrolled. In some states at least one-half of the students in their first two years of post-secondary education will be in two-year colleges. It may well become as customary for young people to be graduated from junior college as it is for them to be graduated from high school today.
>
> 2. The two-year colleges will be attended predominantly by commuting students.
>
> 3. The dominant organizational pattern will involve local public support, substantial financial assistance from the state, and coordination in the system of higher education through an appropriate state agency.
>
> 4. These colleges will be community centers for continuing education. More adult students will be enrolled on a part-time basis than freshmen and sophomores on full-time.
>
> 5. The colleges will enroll students with a wide range of abilities, interests, aptitudes and goals.
>
> 6. The junior college will serve as an important distributing agency with heavy responsibilities for screening, counseling, etc., because of the options available to the student in the comprehensive institution.
>
> 7. Much greater emphasis will be given to technical-vocational and semi-professional education than is now the case.

8. Expanding enrollments in two-year colleges will necessitate effective articulation between these institutions and the senior colleges and universities.

9. Relationships between junior colleges and senior institutions to which students may transfer will be such as to permit community colleges to exercise more initiative and freedom in the better adaptation of the college curriculum to the needs of the student and society.

10. In general these colleges will be neither the extension of the high school program nor the extension of university campuses but rather institutions in their own right.

11. The colleges will be closely related to the current life of the community through their adult programs, advisory committees, and cooperative programs for students.

It would be very difficult to improve upon the previous analysis of the junior-community college as presented by Gleazer. One additional point, from the second report of The President's Committee on Education Beyond the High School (71, p. 65), is appropriate:

> Community colleges are not designed, however, merely to relieve enrollment pressures on senior institutions. They have a role and an integrity of their own. They are designed to help extend and equalize opportunities to those who are competent and who otherwise would not attend college, and to present a diversity of general and specialized programs to meet the needs of diversified talents and career goals.
>
> Moreover, the widespread availability of community colleges will undoubtedly lead to greater numbers of students applying to senior and graduate institutions for continuation beyond their first two years. It is important, therefore, that planning for community colleges be coordinated with planning for upper division and graduate facilities in the State or area.

The review of the literature thus far would tend to support the five limiting assumptions stated in the first chapter. With this background, we now have a proper frame of reference for the development of more specific criteria for the establishment of area education

districts. The general criteria developed in this section will be used along with that developed in the questionnaires to validate the basic concepts in the area education district law.

# CHAPTER II (PART TWO)

# REVIEW OF SELECTED LITERATURE WITH PARTICULAR REFERENCE TO SPECIFIC CRITERIA FOR ESTABLISHMENT OF COMMUNITY COLLEGE DISTRICTS

## Studies by Individuals

### Doctoral dissertations.

Rodgers (133, p. 66-74), working at the University of Texas in 1955, made an extensive study to determine Criteria for the Establishment of Local Junior Colleges in Texas. In this study Rodgers summarizes the criteria statements of 27 individuals who have been active in the field. Four of these--Koos, Zook, O'Brien, and Eells--are recorded on statements made at two different times in their careers. Rodgers presents in chart form a total of 31 recorded series of statements made by 27 individuals on a list of 24 items selected on the basis of frequency of mention by the authorities in the field. The survey covers the period from 1921 to 1955 and presents an overview of the total problem of developing criteria. Frequency of mention of specific items gives an indication of the importance the individuals place on certain criteria. Most significant items would appear to be (1) minimum college enrollment, (2) high school enrollment, high school graduates, or overall population of the district, (3) assessed valuation, or ability of the district to pay, and (4) lower school quality. Two factors seem to be basic to all

the questions. They are (1) potential enrollment which, of course, ties into the factor of need, student and community attitude, etc., and (2) ability of the community to support the operation financially.

Rodgers (133, p. 75-78) also presents a summarization of items from the same list as determined from state studies. Enrollment potential as measured by high school enrollment is the item most used. Approval by state authority holds a significant position in both surveys. Curriculum appears more often when discussed by state studies than when discussed by individuals--transportation is the reverse.

White (158, p. 61-65), working at North Texas State College in 1959, developed a similar summarization of the opinions of authorities in the field. Whitney (159, p. 178-179), Eells (33, p. 550-551), and Joyal (72, p. 402-422) developed charts from the opinions of authorities in the field and from studies carried out by the various states. The writer cross-checked these studies, as well as other references in the bibliography, for accuracy in presenting the information contained in Appendix G and Appendix H. Rodgers' list (133, p. 68), with the addition of the observations of Alexis Lang from the White study (158, p. 61-65), was used as a basis for Appendix G and Appendix H.

The primary purpose in presenting a number of older studies is to determine valid "areas" for consideration in selecting criteria. The specifics given in the older studies will not be too significant due to great increases in assessed values, improvements in

transportation, speed of travel, etc. The areas to consider in determining criteria will be valuable. Later in this study, up-to-date specifics will be applied to validated criterial areas indicated by the authorities and state studies over a forty-year period of junior college history.

After a consideration of the statements made by the junior college authorities, statutes of the 26 states which regulate junior colleges (as of 1955), statements made by the 21 various committees which have made state and national studies, and evidence concerning the 17 public junior colleges in Texas which are members of the Southern Association of Colleges and Secondary Schools, Rodgers (133, p. 261-263) in his final summary arrives at the following criteria:

1. Local Interest and Approval. -- Local initiative may be expressed in the form of a petition to the local Board of Education from the electorate of the proposed district, this petition to be signed by ten per cent, or 500, of the qualified electors, whichever number is smaller. When the question is submitted to the electorate, it should be approved by a two-to-one majority, or by a larger vote.

2. Approval by a State Authority. -- A proposed junior college should be approved by a state authority, such as, the State Board of Education or a Junior College Commission, after a preliminary survey has been made of the need of a junior college in the proposed junior college district and the ability of this district to support a public junior college in an adequate manner.

3. Need for the College. -- The proposed junior college district should have prospects of an enrollment sufficiently large for the college to be operated economically and to offer a broad curriculum.

Rodgers would propose that the junior college district should have a radius sufficiently large to include the area which the junior

college is likely to bring under its greatest effective influence and to include enough population and scholastics to support the proposed junior college with an adequate enrollment. The assessed valuation should be sufficiently high to provide the electorate with the type of program they wish to maintain, without the necessity of levying a tax so high that it will become burdensome.

Boze (12, p. 193-209), working at the University of Tennessee in 1955 on Criteria for the Establishment of Public Junior Colleges in Texas (a title quite similar to Rodgers'), developed 14 significant criteria. They are summarized:

1. It is essential to have approval of a majority of the citizens in the district in which the junior college is located.

2. According to the facts found in this study the college with an enrollment of between 200-300 is most economical in terms of yearly cost per semester hour and yearly cost per student enrolled.

3. A population of from 15,384 to 23,077 is essential to insure a junior college enrollment in the 200-300 bracket.

4. A high school scholastic population of from 6,666 to 10,000 is necessary to insure a junior college enrollment of from 200-300.

Boze (12, p. 196) uses the ratio of .60 to arrive at his enrollment. This means that the total number of student equivalents for a public junior college is equal to 60 per cent of the total number of high school graduates in the service area for the previous year.

5. It will require from 333 to 500 high school graduates annually in the service area to sustain a junior college enrollment of from 200-300.

6. The wealth and tax rate of the junior college district must be sufficient to produce approximately 36 per cent of the cost of the operation or from $38,791.46 to $58,187.16 annually to insure adequate funds for an enrollment of 200-300.

7. The public junior college should be located a distance of over 30 miles from any existing institution serving similar needs.

Boze indicates that, if the distance to another institution is less than 30 miles, then the minimum requirements with respect to wealth and population should be well above those listed as minimum in his study.

8. While not absolutely necessary, that the organizational plan of a junior college be in keeping with the most popular plan in use today, it is the belief of the writer than new public junior colleges in Texas should be on a 2-year plan.

9. Any newly established public junior colleges should be patterned after one of the three types of district-organization now in evidence. (He is referring to separate district, county or joint county, and unified school district.)

10. Where junior college is organized as a part of the local independent high school district it will be necessary for it to be governed by a body charged with the responsibility of both high school and the public junior college. If public junior college is organized as an independent institution it should be governed by an independent governing body.

11. Within a 5-year period following the establishment of a new public junior college, the worth of educational and plant facilities should approach approximately $900,000 where the institution is organized as a separate institution.

12. Even though the number of sources of income for the public junior college is limited, the amount of income must be sufficient to insure a complete program.

13. Using a minimum enrollment of from 200-300 as a basis, it will take from $107,754 to $161,631 annually to operate a public junior college in Texas under present conditions.

14. By taking the per-capita average of $538.77 and multiplying it by the number of prospective students, it is possible to obtain the approximate cost of operating a public junior college once it is already established. If the enrollment is 250, the cost of operation would be $134,692.50.

The basic factors involved in Boze's study are (1) attitude of the community, (2) minimum enrollment, (3) population of the district, (4) wealth of the district, (5) location of the college, (6) organization and administration of the college, (7) college plant and facilities, (8) college income, (9) cost of operation, and (10) college unit costs.

In all states where a vote is held to establish a junior college district, a majority vote is required except as follows: In Iowa and Nebraska a 60 per cent majority vote must be attained, in Minnesota and North Dakota a two-thirds majority is necessary, and in South Carolina a three-fourths majority vote is required in independent or special districts with a simple majority in districts of 5,000 or over.

Of the 36 references to state authority, 23 stated that it was required and 13 stated that it was not.

Johnson (69, p. 217-221), in a 1956 study at the University of Colorado on A Proposal for a System of Public Junior Colleges for the State of Kansas, lists such criteria as: (1) a preliminary state survey of a comprehensive nature, (2) careful local surveys in each proposed junior college district to determine needs, ability to

establish and maintain, (3) state authority and supervision, (4) at least 200 students when fully established, (5) area to have at least 500 students in grades 9-12, (6) adequate assessed valuation to support proposed institution at acceptable levels of efficiency, (7) development of a comprehensive program to serve needs of entire community, (8) governed by locally elected independent board chosen from the entire district supporting the junior college, (9) some state assistance, (10) tuition free to district students, and (11) a comprehensive state plan of development.

Brunner (17, p. 81-84), in a 1956 study at the University of Florida, says that "current legislation should make it possible for collegiate education to be obtained within any county or its adjoining county." Also:

> Current legislation should make it possible for persons past the compulsory attendance age who desire to resume their education to take elementary and secondary level courses in an adult environment, such as provided by a community-junior college.

Brunner recommends sufficient finance for the junior college to make it possible to keep all classes down to 25 students. He would reimburse those students who lived too far from the college to commute "for expenses over and above those they would normally incur in their home communities." Tuition would be free to those students living in the legal district. Brunner would develop an allocation basis for those courses for which a state-wide requirement exists but not sufficient to develop a program in each community college.

Baird (4, p. 179-203), in a 1958 study at the University of Colorado on Bases for Establishing Junior Colleges in Colorado, developed criteria from the writings of 23 outstanding leaders in the field and the minimum requirements of 26 states. Baird has drawn the following conclusions on criteria:

1. Minimum enrollment in a junior college should be not less than 200 regular students.

2. To maintain this minimum there should be at least 200 high school graduates in the area each year.

3. The high school enrollment should be at least 1,000 students in grades 9-12. He concludes that this will produce 200 high school graduates per year.

4. A junior college district should have a population of 20,000 people. Again he assumes that this general population will produce 1,000 high school students and 200 graduates per year.

5. A minimum assessed valuation of $20,000,000 is offered as a minimum for such a district.

6. A public junior college district shall consist of a single county or two or more contiguous counties, and the college or colleges operated by the district shall be located within forty miles of as many of the people of the district as conditions will permit.

7. Final decision as to the establishment of public junior colleges should rest with the school electors of the district.

8. A college should be established only after a survey by the State Department of Education, and a favorable report of the proposal by the department.

Articles and books.

Starrak and Hughes (1948) (145, p. 52-53) feel that "30 miles, one way, is the maximum distance which persons could be expected to

drive each day, unless plans could be effected for several persons to use one car." To be consistent with a desirable level of economical operation, they would place a minimum enrollment at 175 to 200 full-time students.

Hollinshead (1953) (60, p. 128), in Who Should Go to College, states that any community of 20,000 people or over should have some type of higher education near at hand.

Wattenbarger (1959) (156, p. 2-3), in discussing Florida's long-range plan for a community college system in Technical Education News, lists the following three steps: Step one involves a state-wide examination of all statistical data that could be used to indicate the needs--population, economic, and educational--of each county in the state. The criteria which Florida has applied for determining potential junior college areas are:

1. No area should be smaller than one county.
2. When more than one county is considered, no area should in general have longer than a 30-mile travel radius for commuting to and from an institution.
3. The potential enrollment, as measured by high school enrollment for priorities one and two, should be no less than 400 full-time students.
4. The growth potential of the area should be high if the area is near the lower limits of any of these criteria.

Step two involves local surveys to determine the readiness of local people to support a community junior college and the feasibility of establishing a junior college in that area. Step three involves the study and planning necessary before the actual establishment of a

junior college. Wattenbarger would include a strong emphasis on technical education in the community-junior college program.

In Florida's New Community-Junior Colleges (146, p. 11-13) and in A State Plan for Public Junior Colleges (155, p. 11-20), Wattenbarger reviews the literature on minimum enrollment. He presents Paul M. Johnson's study on reports of 75 selected individuals on minimum enrollment. Johnson's study shows a median on minimum enrollment of 210 with extremes of 100 to 750 full day students. The 1956 Junior College Directory shows that 107 of the 321 public junior colleges have an enrollment of less than 200 in their freshman and sophomore classes (33 per cent), but if we include the special and adult students then only 38 (or 11.8 per cent) are below 200 enrollment. This would indicate that a basic enrollment of 200 regular day students would provide sufficient numbers, along with special and adult students, to make a well-rounded curriculum and also to reach a point of reasonable economic efficiency. Wattenbarger would use a 1:3 ratio in determining potential enrollment--that is, "the potential enrollment of day students should be calculated on a basis of one junior college student for every three students enrolled in high school grades ten through twelve."

Morrison and Martorana (1960) conducted the most recent study; in fact, it will not be published until late in 1960 by the United States Office of Education. The writer was able to secure a prepublication summary of the study, entitled Criteria for the Establishment of Two-Year Colleges (96, p. 1-25).

The authors engaged in a comprehensive study that included: (1) examination of the literature in the field, (2) review of state laws as they pertain to criteria for the establishment of two-year colleges, (3) review of the state regulations as they pertain to criteria for the establishment of two-year colleges, (4) examination of state-wide studies that have been published since 1945, and (5) sample of opinions of junior college administrators.

The following general conclusions and recommendations are given (96, p. 12-16):

> After reviewing all of the data received it was believed essential to arrive at certain general conclusions before attempting to make any recommendations for any type of 2-year college:
>
> To insure the continued status enjoyed by 2-year colleges, it is essential that they be planned and not allowed to develop in a haphazard manner.
>
> The public or private agency which has responsibility for the establishment of any 2-year college should be aware of the danger of failure and the subsequent injury to other similar institutions occasioned by allowing an institution to start without a reasonable assurance of sufficient enrollment, adequate financing, and other pertinent requirements.
>
> Each approving agency, therefore, should set up for itself specific criteria which it will use to judge the feasibility of establishing a 2-year college in a specific area.
>
> The criteria selected should be reviewed periodically in terms of experience and change. The criteria should, therefore, not be written in the law but be covered by the regulations of the approving agency.
>
> There clearly is no <u>one</u> set of criteria which can be used satisfactorily by public or private 2-year colleges throughout the United States. Even an equation expressing success in terms of a number of constants and variables and representing multiple correlation would not appear practical.

In making recommendations that might be used by approving agencies Morrison and Martorana also have this to say:

> Enrollments--A potential enrollment of 300 full-time students at the end of three years would appear to be necessary to provide adequate breadth of program for a 2-year college. To insure such a potential, an enrollment of 900 students in the three-year high schools of the area or 1,200-1,300 students in four-year high schools would likely be a minimum.
>
> Support--In setting desirable criteria for support, it is recommended that the student tuition to be charged should be considered first. In no case should this exceed 35 per cent of the total cost. The other 65 per cent or more must, therefore, come from other available sources. If the state supplies 35 per cent, the remaining percentage will need to be secured from the district. After a reasonable millage rate is agreed upon, it is not difficult to determine the minimum assessed valuation needed. For example, if two mills is agreed upon as a reasonable millage rate and the amount needed to be raised locally is $40,000, it will be seen that the needed minimum evaluation is $\frac{\$40,000 \times 1,000}{2}$ or $20,000,000. . .In all cases, an 'adequate support pattern' is essential so that the student may be assured of quality education. In addition, the tuition charges should not be so high as to price out of higher educational services any qualified and capable student.
>
> Accessibility--In general where a 2-year 'commuting' college is being considered, accessibility by public transportation is a major factor. Relatively few 2-year colleges provide transportation for their students. At present, one hour each way by public transportation would appear to set the limits of maximum service. Experience shows that beyond this limit the student potential drops rapidly. It should be noted that where public transportation is not available, one-hour driving time each way is a useful guide to use. It is recommended that one-hour driving time each way be used.
>
> Evidence of local interest--It is recommended that the evidence of local interest be evaluated as follows:
>
> a. Require the locality applying for a 2-year college to conduct a local study of need, under the direction of an approving agency.
>
> b. The study should be designed to provide an accurate picture of the local unmet need for higher education, the projection of high school enrollment and potential college enrollment, the present and expected industrial development, and other factors as specified by the approving agency.

c. A further evidence of local interest should be secured by reviewing the pattern of local support for public education, public libraries, hospitals, and other public service agencies in the area.

d. Another useful measure of community interest in higher education is found in a local study of the plans and expectations of high school seniors.

Proximity to other institutions of higher education--It is not recommended that any such specific space limitation be used as a criterion. In heavily populated areas, there may be a university or state college and several 2-year colleges all in the same city. There should, of course, be avoidance of unnecessary duplication, but an approving agency can well be guided by a study of unmet needs without relying on the arbitrary distance limitations used in the past.

For public 2-year colleges, the data gathered in this study would indicate the need for four general criteria. These are related to potential enrollment, support, accessibility and evidence of local interest.

## State Studies by Individuals

Martorana conducted a study for the Board of Educational Finance for the State of New Mexico in 1956. As background for comparing New Mexico with the rest of the nation on current legislation on junior-community colleges, he prepared a table showing the minimum legal requirements for establishment of local public junior colleges. Included in the survey were 28 states. Five items were considered: valuation, gross population, high school attendance, lower school attendance, and junior college size. Martorana's survey (89, p. 14-16) appears in Appendix I.

## Conference Reports

Martorana (88, p. 32-86), in editing the report of a conference in Washington, D. C. in 1957 on coordinating two-year colleges in state educational systems, reviews in detail much of the information on minimum legal requirements contained in Appendix I. A few items significant to this study, and not included in Appendix I, will be mentioned. The Texas report suggests a potential minimum of 200 students by the beginning of the second year of operation; a potential of $100,000.00 annual local income; and an area limited to 50 miles commuting distance from the college site. The Washington report specifies need for a full-time enrollment in excess of 100 students and states that the usual service area in Washington is 25 to 30 miles in radius--"an area considerably larger than the area of the legal supporting and controlling school district" (88, p. 79). The Wisconsin report indicates that most students live within a radius of 15 to 20 miles of the centers.

Martorana presents a comprehensive review of junior college legislation in the 1956 edition of American Junior Colleges (7, p. 17-29), including constitutional basis for establishment, prerequisites and procedures for establishment, and local administrative control and guides for future legislation. This information supports that presented earlier in this section and concludes with the recommendation that future legislation should be so phrased as to be permissive and indicative of responsibilities and powers in broad

areas, rather than restrictive and minutely specifying the authority granted and responsibility placed on agencies which establish and support junior colleges.

In a 1948 publication, Simms (142, p. 20-42 and 126-129) covers approximately the same material for 22 states that Martorana has developed on the 28 states in Appendix I.

## Studies by States

The Colorado study of 1956 (84, p. 82-85) indicates the need for a minimum of 200 students in the day program, with 300 necessary if vocational curricula is to be included. To achieve the 200 figure for basic enrollment, 500 high school students will be needed in the area. Dr. E. V. Hollis, chief of College Administration, along with Dr. S. V. Martorana, specialist for Junior and Community Colleges, United States Office of Education, acted as consultants for the study. Dr. Hollis pointed out several pitfalls to be avoided when planning for expansion and development of the community college. Three are appropriate to this study: (1) to avoid the pressure brought to bear by a community for converting an established first-rate junior college into what might prove to be a mediocre four-year institution, thus defeating the original and primary purpose of a community college, (2) to avoid establishing a community college which is nothing more than a continuation of high school and also to avoid one that offers only lower division college courses, as neither of these approaches will provide a true community college, (3) to

prevent districts from establishing, indiscriminately, community colleges with no overall state plan.

> Use of high-school buildings on a late-afternoon and evening basis has been employed in some instances, but this has been a deterrent to rapid development. However attractive a building may be, sharing it with high school pupils may make difficult the development of a mature college spirit or atmosphere.

This last pitfall will be one of the most difficult to avoid in Oregon due to the fact that Central Oregon College, the only public junior-community college in the State, has operated on this "after four" basis, making use of the high school and junior high buildings in the evening. The modest success that the institution has experienced under these handicaps may be misleading to others wishing to establish. One will never know how much faster and how much better the institution might have developed under more favorable circumstances. There is always the possibility that "temporary" arrangements may become a permanent fixture and permanently inhibit the normal development of the college. Dr. Marvin Knudson, president of Pueblo College, who has had experience with the integrated type high school-junior college program, has said "there is no comparison between a system under which the junior college has its own identity and the program which makes use of high school facilities" (84, p. 84).

The Ohio study of 1956 (136, p. 98-117) would indicate that Ohio is not as far along as many of the states in specific planning. Plans for the future in that state indicate a recognition on the part of the people that the comprehensive community college, with a heavy

emphasis on terminal occupational programs along with the freshman and sophomore years of traditional college, will be the best answer to the increased need for higher education in Ohio.

The Florida study of 1957 (3, p. 31-32) has this to add to the preceding references to Florida:

> In the questionnaire study of the 1956 high school seniors in Florida. . .,it was shown that only one-fifth of the seniors were willing to travel more than thirty miles, whether the travel be by free transportation or by a private means of transportation.

The Illinois study of 1957 (64, p. 148-150) has little additional to offer, except that one of the committee recommendations was to develop legislation that would permit two or more complete high school districts to be organized for junior college purposes. The ideal was expressed in their first recommendation that locally-controlled public junior-community colleges should eventually cover the state so that all high school graduates would be within commuting distance of an institution of higher learning offering two years of education beyond high school.

The Michigan study of 1957 (135, p. 94-96) produces little additional information on criteria valid to this study. It does, however, support the information given under several of the studies. Dr. S. V. Martorana was consultant for the study, and his recommendations on criteria have been presented in connection with studies mentioned earlier in this chapter. One significant reference was made to the possibility that assessed valuation is not a good means of measuring the ability of a community to finance a junior-community college.

The relationship of true cash value to assessed value is not uniform, either within states or across state lines. The figure of 800 in the high school enrollment was suggested as basic and more realistic than the 500 figure.

The Washington study of 1957, made by Dean L. S. Woodburne (163, p. 3-41), is quite significant from the standpoint that it will bring about certain basic changes in policy on junior-community colleges in Washington if it should be enacted in its entirety. Junior-community colleges in Washington have developed as an extension of the public secondary school system. At present the board of directors and the entire administrative structure is restricted to persons responsible to the local school districts. The Woodburne committee points out that this could have been entirely satisfactory so long as the junior college served few people outside that home district. The expanding influence of the junior college is obviously one of the reasons why the recent literature seems to be full of examples of state studies where recognition is given to the merits of a state system in which local service areas and tax areas are coterminous.

The Washington pattern of state aid has made it advantageous for local unified school districts to develop and hold on to junior-community college control. Lack of a unified system of reporting and financial accounting showing the junior-community college as a separate operation was one of the first concerns of the committee. Selected recommendations from the report follow:

1. That in considering proposals for establishing new junior colleges the State Board of Education use the formula of 200 students as the minimum enrollment for a single curriculum, and that this figure be derived by computations based on 65% of the high school senior class within a 25-mile commuting radius. If the population in the area is changing, the computation based on 13% of the total high school population in the 25-mile commuting radius will give an indication of future expectations.

2. That arrangements be made allowing junior colleges to be organized on the basis of junior college districts as well as high school districts. This junior college district would constitute the school districts roughly included in the 25-mile commuting radius. The board of trustees should be composed of representatives of the entire taxing area. This is particularly pertinent when new colleges are being formed or when groups or industries outside the district wish the program expanded and where the service area extends into several counties as is true of Columbia Basin College.

3. That before enlarging the number of junior colleges beyond that permitted under the present law and before asking authorization to establish junior colleges in counties now served by four-year institutions, the State Board of Education join with other agencies and institutions to sponsor a cooperative and comprehensive study of the educational facilities beyond the high school needed for the growth of the entire state and the function in the total program each type of institution would expect to perform.

4. That the two-year programs for engineering aide and agricultural technician be considered a special responsibility of the community junior college.

5. That the State Board study the feasible methods of arriving at comparable requirements for the several degrees of the community junior colleges in the State of Washington.

The California study of 1958 (141, p. 36-37) lists four "standards for the establishment of junior colleges." They are:

1. Enrollment.
   A minimum enrollment of 400 is generally required. Isolation of the area and sparsity of population must be taken into consideration in relation to this standard.

2. Financial Ability.
   An adequate program can be provided by State aid plus district taxes, the rate for which does not at first exceed the statutory tax rate. However, the proposed junior college district must have sufficient bonding capacity to secure the funds required to construct the school plant.

3. Administration.
   The territory should be feasible as a single administrative unit.

4. Flexibility.
   The formation of the district should be such that its operation will not hinder the expansion of adjacent junior college districts.

The Massachusetts study of 1958 (78, p. 46) proposed a state system of regional community colleges under a separate state board. Emphasis is placed on the studies that show that most high school seniors--particularly those of high aptitude and low income--desire to attend a college that is within commuting distance of their home. The importance of technical education in the community college is given as one of the prime reasons for developing a state system of community colleges in Massachusetts.

The Minnesota study of 1958 (74, p. 141-142) suggests the following as reasonable criteria for the establishment of regional junior colleges:

1. The region should have a minimum population of 35,000 inhabitants.

2. The region should have a minimum assessed valuation of $15,000,000 or a minimum adjusted assessed valuation of $45,000,000 as established by the equalization aid review committee.

3. The secondary schools, public and nonpublic, in the region must meet one or the other of the criteria below: (i.e. total of all schools)

a. A minimum enrollment of 2000 pupils in grades 9 through 12, or
b. A minimum of 400 high school graduates annually.

4. After a reasonable number of years of operation the junior college would be expected to have an enrollment of 400 or more full-time day students.

The committee recognizes some exceptions to the preceding criteria in sparsely populated areas where commuting distances would become too great if strictly adhered to. The committee was emphatic about certain features of the organization of regional junior-community colleges in that they state that "the college should have its own campus and its own building." Also, "the college should be administered by a board of trustees (junior-community college board) elected by the voters of the region," who have power to issue bonds, levy taxes and operate the college.

The Idaho Code--Chapter 21, Laws of Idaho, section 33-2103, Minimum Requirements for Formation of Junior College Districts (63, p. 1) reads:

> A junior college district shall include, (a) one or more school districts or one or more counties having an aggregate high school enrollment during the school year, next preceding the organization of such district, of not less than 800 students, and (b) property having an assessed valuation as shown by the equalized assessment rolls of real and personal property for the preceding calendar year of not less than $10,000,000.00.

The Texas State Board of Education, on January 7, 1957, adopted the following criteria to be used to implement the statutes of that State (149, p. 3):

1. Potential Enrollment

For an application to receive favorable consideration by the State Board, the required petition shall be supported by instruments of factual evidence that the college district will have a minimum enrollment of two hundred (200) full-time student equivalents by the beginning of the second year of operation. "Full-time student equivalent" for purposes herein shall be defined as fifteen (15) semester hour load per student. (Total student equivalents can be derived by dividing all semester hours enrolled in approved courses by fifteen.)

2. Valuation of the Proposed District

To be eligible for consideration by the State Board a proposed district shall show factual evidence that its taxable wealth and/or other community resources will produce, on a sound basis, a minimum of $100,000, per annum to adequately meet all local obligations. "Local Obligations" are defined for purposes herein to mean maintenance and operation, bond services, capital outlay, and that part of cost not paid by the State.

3. Area of the Proposed District

To receive favorable consideration by the State Board a district shall include an area of sufficient size to produce the required student potential and the required local resources, but ordinarily limited to an area in which no community center in the district shall be more than fifty (50) miles commuting distance from the college site.

4. Proximity to Other Public Junior Colleges

No new Junior College District shall be approved in situations where a substantial portion of the proposed district is already being served by a Public Junior College. Under normal population conditions, no Junior College District shall be created where the college site is within fifty (50) miles of the site of another Public Junior College.

In more densely populated areas of the State a college may be established within the 50-mile limitation provided that substantial resources are available, supported by evidence that enrollment will justify the lesser districts. Furthermore, the need, convenience, and economy of operation should be clearly justified.

> Under no condition shall application of criteria relating to creation of new districts be made to existing college districts.

The Encyclopedia of Educational Research (1960 Revised Edition) (95, p. 633) has summarized "criteria for establishment" in this manner:

> Numerous efforts have been made to state defensible minimum conditions under which public junior colleges should be established. Factors most frequently advocated have been total population, high school population, number of high-school graduates, assessed valuation, and vote of electors in the proposed district. With the exception of the last-named factor any reasonable numerical figures that have been suggested or used have been shown to be faulty or of doubtful validity in special cases. California after experimenting with various such legally established numerical limitations, abandoned them all a few years ago and made a comprehensive survey by competent educators the only pre-requesite for a local vote on the question of establishment of a junior college.

## Summarization of criteria

The 24 specific criteria areas mentioned in Appendix G are sufficiently comprehensive to cover any that have been mentioned in subsequent studies by individuals or states. Over 100 references have been presented by the writer on the subject of criteria that should be considered before establishing a junior or community college. The writer will outline and analyze the reactions of the individuals and state study committees on the 24 criteria.

LOCAL INTEREST AND APPROVAL.

a. Petition to the Board--seems to be primarily a procedural matter. There is great variation in practice, depending upon the

type of district being formed, and should probably not be considered as criteria. Very few mentioned this point.

b. Petition by the Board--is similar to (a) and would not be considered as criteria.

c. Local approval--is mentioned frequently and ties in with the basic American concept of local autonomy. Evidence of local interest would seem to be a very important criteria.

APPROVAL BY STATE AUTHORITY.

d. Preliminary survey--would be advisable for the purpose of determining local interest, community needs, natural trade areas, potential enrollment, etc.

e. Approval by State authority--ranks high in the recommendations from the authorities in the field. Required in most states and certainly advisable in the interest of developing a systematic state plan.

NEED FOR THE COLLEGE.

f. No nearby college--is mentioned by many, but with differing opinions on the subject. It would seem that this probably should not be classified as criteria. The criteria should be to determine the needs of the area and, if they are not being fully met by existing institutions at the post-high school level, then to supplement these institutions in whatever way seems advisable. This may take the form of expansion of the existing institution into terminal and vocational courses or of supplementing the liberal arts college by developing a

separate vocational school. If the population concentration is great, then several institutions may operate close together. The criteria, if used, should be to take care of unmet educational needs and to avoid unnecessary duplication.

g. College enrollment--seems to be considered the most important criteria. The problem is to determine the minimum enrollment on which a college can operate at a reasonable economic efficiency and still offer sufficient curricula to meet the needs of full-time students. Forty of the references have given minimum figures, running from 40 to 400 students. Approximately half the references use the figure of 200. Some have indicated and others have implied that they are thinking of a single function or single curriculum operation, meaning either transfer or vocational-technical curriculum. Two hundred full-time students would provide sufficient base for a two-year college offering only liberal arts. The extra adults and special part-time students will supplement these. Three hundred full-time students would seem more realistic for a comprehensive community college offering both transfer and terminal programs. Several writers would allow the college two or three years in which to develop this potential.

h. High school enrollment--is important in that it represents the potential from which the college enrollment must be drawn. The 42 references that quoted figures ranged from 100 to 2,000 students. The median was between 675 and 800, with the average 611. Since half of the authorities used the figure of 200 for college enrollment,

approximately 600 high school students would be in about the right proportion. Seven authorities used the figure of 500, and seven used 400 for high school enrollment. On this basis, it would require from 800 to 900 high school students to provide a college enrollment of 300 full-time students. The most recent study (Morrison) uses the figure 900 students in the three-year high schools of the area to produce 300 full-time students, or 1,200 to 1,300 students in four-year high school areas.

i. High School graduates--were apparently considered a less valid criteria in that fewer of the authorities used this factor. A few individuals have worked up per cent ratios that seem to have some validity. The usual figure is that 60 or 65 per cent of the graduating senior class in a 25-mile radius will equal the college potential enrollment.

j. District population--is still another way of estimating the probable college enrollment. Figures have ranged from 10,000 to 50,000. Recognizing that all persons above high school age are potential candidates for the area college, it is still best to estimate the basic enrollment from the high school population. With this core of full-time students to make the operation economical and practical, it then becomes easy to service the adults of the area as an additional function of the college.

k. Senior intentions--was mentioned by very few. This is something that builds with the development of the college and is not very reliable as an initial criteria.

l. Parent intentions--would be similar to senior intentions.

m. Geographical location--is primarily a procedural matter when considered outside the framework of potential enrollment and accessibility to the greatest number of students in the area.

n. Per cent of graduates going to college--would not, in the opinion of the authorities, be valid as criteria for establishment when considered out of relationship to other factors. Several references have been made in this study to the relationship between the per cent of students attending college and the availability of educational opportunity at the local level. One of the reasons for establishing a two-year college is to increase the number who will attend for various reasons.

o. Junior college age--has little significance in the modern concept of the community college. It would not be as valid a means of determination as others mentioned.

p. Radius of influence--is one of the variables that has changed with improved means of transportation, modern highway systems, etc. The early writers in the field were concerned more with the extended secondary school type two-year college designed to serve an immediate area within a given public school district, and as a result their idea of commuting distance to an "area" college was not developed. The review of the literature shows that the miles have increased with the years, until today some are thinking in terms of up to 50 miles radius.

A better way of computing commuting distance is in minutes, since this is a more constant means of measurement. It may take longer to travel ten miles in heavy traffic than fifty in a sparsely settled section of one of our western states. Authorities have used figures from ten miles to fifty miles, with most of them using the 25-30 mile radius. Morrison (96, p. 15) has used the figure of one hour each way as a maximum that students will commute.

q. Scholastics--is a technical term for measuring enrollment and mentioned by very few.

ABILITY TO SUPPORT.

r. Provide facilities--is mentioned by several and is probably assumed by many as a necessary part of any program. With the trend away from the use of high school facilities, this item is important but hardly one of the basic curricula for use prior to establishment of a district. It would seem to be a procedural matter.

s. Assessed valuation--is the basis upon which the whole educational program rests and, along with potential enrollment and need, is one of the most important areas for consideration. As Morrison has pointed out (96, p. 14), ability to support is a relative matter depending on how much tuition is charged and how much the state is going to contribute. Assessment figures given in this study are meaningless for many reasons, but there is no question that the local community must be able to support that part of the program which they contemplate obligating themselves to support, depending on the factors of state help and student tuition.

t. Good lower schools--are important and mentioned by many of the authorities but not as a basic consideration in developing criteria for college districts. It is important to know why the lower schools are poor, if they are, and to realize that they should come first in the total scheme of things educationally. State equalization and state participation in lower school programs is becoming an accepted custom in many states. Various references in this study have pointed out that America needs quality education in all levels.

u. Local tax (mills)--is the result of a procedure that takes place after a district is organized. The real criteria of this section has been determined when we place the ability of the district to support against the projected program that is needed in the area. Mills are meaningless outside a particular frame of reference.

v. Low-bonded indebtedness--is another factor that is tied with the general ability of the area to support a given program and would not be a criteria aside from general consideration.

MISCELLANEOUS.

w. Curriculum--is important but, in most cases, would be a matter to be worked out in detail after establishment. In certain areas where duplication with other institutions might enter the picture, it should probably be a first consideration.

x. Adequate transportation--would be a consideration of a secondary nature for the reason that students need education whether the transportation is adequate or not, but it might be used to determine

the campus location so as to better facilitate the use of the school by the people of the area.

## Summary

In this chapter, the writer tried to present the component parts that have come together to form the concept known as the comprehensive community college and, as defined in broad terms, "tertiary education." The very nature of American democracy, implemented by the activities toward education for the industrial masses coming out of the Jacksonian era, all play a part in the creation of the diversity of institutional forms that have since become commonplace in the American scene.

Coverage has been given to the history of education as it pertains to technical institutes, area vocational schools, general adult education, and the junior college movement. The great contribution that the German university made to American education, through the thousands of young Americans who, during the 19th and early 20th centuries, received their higher education in those universities, is considered. Recognition is given to these young Americans, many of whom became American university presidents, for their efforts to develop a 14-year preparatory school in the United States. For reasons accountable to both the American high school and the American university and college, the 14-year university preparatory school has not as yet developed on the American scene. Something possibly more significant, however, has evolved as a result of this pressure and is now in the process of

combining itself with the other streams of educational institutionalization to form a comprehensive post-high school, less than baccalaureate level, institution known as the community college.

The junior college, area vocational school, technical institute and adult education center have been studied historically from various standpoints, including rapidity of development and number of institutions, organizational patterns as to control, type, curricula, function, finance and administration. Observations of trends in the movement would indicate that all these various patterns of education for various functions at the local level have been, particularly during the past decade, working toward consolidation within a single institutional framework.

There seems to be evidence indicating a trend at the present time toward the organization of the comprehensive local post-high school educational operation on an area basis, rather than as a part or an extension of the public school system grades one through twelve. Although this trend seems evident at present, the study brings out the fact that there is no common concept--either historically or currently--as to what this post-high school program is to include, who is to administer it, or how it is to be paid for and by whom.

The last section of this chapter is concerned with the opinions, experiences, and studies of individuals, state study committees, and findings of state and national survey teams or individuals on criteria to be used by state and local groups in determining when they have

sufficient potential, in need and ability to finance, to establish a community college or an area district designed to serve one or more of the functions characteristic of "local" post-high school, less than baccalaureate level (tertiary), education.

A search of the literature on criteria has tended to validate certain areas of prime importance for consideration when anticipating the establishment of a two-year college or two-year college district. They are (1) a determination of the unmet educational needs of a given geographic area; (2) a survey of the high schools of the area to determine the enrollment that such a college might be expected to have; (3) a decision as to whether the potential enrollment is sufficient to make possible a good educational program that could be operated with reasonable economic efficiency; (4) a decision as to whether the community has the financial ability to support such a program; and (5) a decision as to whether local citizens are interested in supporting such a program.

# CHAPTER III

# SURVEY OF REPORTS, STUDIES, AND LEGISLATIVE CONSIDERATIONS IN OREGON PERTINENT TO THE PRESENT RESEARCH

## Introduction

The purpose of Chapter III is to survey the historical development of post-high school education in Oregon. Particular emphasis is given to the following: (1) official state studies, (2) legislative considerations and enactments, (3) interim committee reports, (4) studies by individuals, (5) patterns of organization and control, and (6) the minimum criteria for establishment of area districts.

American education, according to the Jacksonian concept of democracy (19, p. 42), aspires to raise the general intellectual, social, and economic levels of the population. History seems to indicate that the Jacksonian concept, as far as higher education is concerned, received one of its greatest encouragements with the passage of the Morrill Act of 1862, which set the stage for the development of what was then termed the "people's college." The new land-grant colleges were in direct contrast to the traditional American college with its classic traditions. The new college was designed primarily to encourage improvement in agriculture and the mechanics arts, subjects formerly not considered worthy as college disciplines. The "agricultural college of the State of Oregon" might be considered the first attempt by this state to provide for the liberal and practical education of the industrial classes in the several pursuits and professions

in life. (104, p. 148)

The gradual development of Oregon State College from a modest beginning to what might now be termed a state university, plus the fact that Oregon's population now covers the entire state as well as the Willamette valley, does by the same token diminish its ability to serve as a "people's college." The establishment of a land-grant college in Oregon represents the beginning of a continuing attempt on the part of the State of Oregon to provide for the industrial classes. Gradual expansion of the curricula of Oregon State College, development of the University at Eugene, and the creation of other state institutions of higher education indicate that a desire and some recognition of responsibility exists on the part of the state to provide for the proper education of the citizens of the state.

It is fitting and proper that the state should take responsibility for the education of its people. The fact that there exists in Oregon, as well as throughout the United States, many local school districts may lead the uninformed to erroneously infer that education is a local responsibility.

The responsibility of the state for education and the historical fact of delegated power is delineated by Cubberly (25, p. 10 and 122):

> By the Tenth Amendment to the Constitution, ratified in 1791, which provided that 'powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people,' the control of schools and education passed, as one of the unmentioned powers thus reserved, to the people of the different States to handle, or to neglect, in any manner which they saw fit.

> The power to direct the reorganization, extension, and improvement of education provided by communities has clearly been a power of the State, and the fact that schools arose with us largely as community undertakings, at first without State permission and later under the provisions of permissive laws, in no way has altered the fundamental principle that the State, and not the locality, is the ultimate source or authority and the unit for legislative action.

Cubberly, considered by many to be the dean of American educational historians, is not alone in this concept of the state's responsibility for the education of its people. The Educational Policies Commission (1938) states that "it is a sound policy which designates education as a function of the state" (31, p. 44).

Wahlquist (153, p. 67) says "the most important function of the state educational authority is that of furnishing leadership in the development of the educational services in the state."

A position of leadership at the state level can be taken without destroying local initiative. Suggestions, encouragement, advance information, and focusing the attention of various people upon the major educational needs are all legitimate functions of state leadership.

Mort and Ross (98, p. 267) conceive of the assignment of ultimate responsibility to the state as "the most significant element of the structural pattern of American education."

Marschat (87, p. 2), in a research bulletin prepared for the State Department of Education, confirms the Department's belief that "public education is a state function as opposed to one of local

character," and he goes on to say that "broad powers have been granted the local units in some areas."

Although local autonomy is important in a democracy, final authority rests with the state through the elected representatives of the people. Following this logic, it then becomes proper for the state, if necessary, to prescribe certain minimums or standards for local areas in the interest of the larger society.

## Historical Development of Vocational Education in Oregon

Oregon seems to have followed a rather typical pattern of development in many respects. A pattern of hesitation and conservatism seems to have developed quite early in the actions of the Oregon Legislature regarding matters of post-high school education. Many references in the course of this chapter will point out the failure on the part of the legislature either to enact proposed legislation, or to pass legislation that read very well and contained an excellent philosophy, but provided for no money to implement the fine intentions of its sponsors. This is apparently why, after approximately fifty years of legislative attempts in post-high school education, that the movement is just getting started in Oregon.

Trade and industrial education in Oregon has followed a pattern which is typical of the Western states: (1) private trade schools, (2) development of manual training in the public schools during the late years of the 19th century and the early years of the 20th century,

and (3) organization of classes in the public schools in trade and industrial education after 1917, due to the influence of the Smith-Hughes Act (38, p. 195).

Programs offered prior to 1917 include the following (38, p. 195):

> 1884, Y.M.C.A. night school (now known as Multnomah College); 1905, manual training in five public schools in Portland; 1908, Portland School of Trades (now known as Benson Polytechnic School); 1912, school survey recommending more extensive vocational work in the Portland area; and 1913, Girls' Polytechnic High School. . .The acceptance act of the State Legislature in 1919 was the formal step in recognizing trade and industrial education as a responsibility of public education.

Menegat (92, p. 291-292), in History of Trade and Industrial Education in Oregon, has presented a quite comprehensive treatment of the historical background of vocational education in Oregon. Menegat states that in February, 1938, the first area vocational school in Oregon was formed at Eugene. He lists the Oregon Vocational School (later Oregon Technical Institute) as number 2, starting on July 14, 1947, and Oregon City as number 3, opening in 1949.

These three schools, within the knowledge of the writer, were the only organized vocational schools of a public nature designed to serve post-high school youth during the first half of the 20th century. Their programs have remained primarily of the trade and industrial type. In June, 1957, the State Board of Education, pursuant to a law enacted by the 1957 Legislative Assembly of Oregon, created a separate department for the purpose of administering the affairs of Oregon Technical Institute and establishing a framework in which the

Director of the Institute was to report directly to the Superintendent of Public Instruction rather than the State Director of Vocational Education. This arrangement lasted for two years. The 1958 Legislative Interim Education Committee report (62, p. 15) recommends that "the responsibility for the administration of O.T.I. should be removed from the State Board of Education and placed with the State Board of Higher Education."

A major development in the "area" vocational school concept came to a head in 1957 at the spring meeting of the Oregon Vocational Association held in Newport, Oregon. Several trends were merging and laying the groundwork for cooperation between the vocational people, particularly the trade and industry group, and those interested in the community college approach. Central Oregon College had just become an independent community college under the 1957 "community college" law. The writer was invited to appear before the Oregon Vocational Association Conference and present the development and possible future for the comprehensive type area program. A spirit developed at this meeting that later led to cooperation between the proponents of the "area" vocational school and the proponents of the "area" community college in the writing of Senate Bill 260 of the 1959 Legislative Assembly of Oregon.

At the 1957 Newport Conference of the Oregon Vocational Association, the Trade and Industrial Section presented two charts of particular significance to the development of criteria for area education districts.

Mr. William Loomis, state supervisor of Trade and Industrial Education, presented two tables which are included in Appendix J and Appendix K (119, p. 2-3). The first (Appendix J) deals with the need for area schools in vocational education with statistics given on "total employment," "total annual entrants," and then a breakdown of these statistics by areas. The second table (Appendix K) divides the state into 14 areas for the purpose of administering such programs. This table and accompanying chart should be compared to several other attempts that have been made and that are presented later in this chapter, and to the final division of the state that will be made in the last chapter by the writer based on criteria developed in the course of this study.

Vocational education in general experienced slow but steady progress during the early 1900's, but like trade and industrial education the greatest progress began with the passing by the United States Congress of the Smith-Hughes or National Vocational Education Act on February 23, 1917.

The Act provides that the states must match, dollar for dollar, and could not share in the provisions unless those states whose legislatures met in 1917 made such provision and accepted the federal offer. The Oregon Legislature adjourned on February 17, without taking any action on matching the federal money (38, p. 49). "However, at the request of the superintendent of public instruction, our delegates in Congress secured an amendment to the urgency

deficiency bill, whereby local school boards could meet the federal appropriations." Following this action Governor Withycombe did, on November 1, 1917, create a state board of vocational education.

"The state board prepared a plan for establishing and maintaining vocational education under the Smith-Hughes Act, and submitted the same to the federal board by whom it was approved"(38, p. 49).

High schools at Eugene, Pendleton, The Dalles, Portland and Salem took advantage of the act and raised the matching money for programs that included such areas of training as plumbing, gas engines, motor trucks, printing, machine shop, and home economics.

> Governor Withycombe issued a proclamation accepting the provisions of the Smith-Hughes Act on May 10, 1917. The first State Plan for Oregon was approved by the Federal Board for Vocational Education on December 14, 1917. (54, p. 206)

In March, 1919, the Oregon Legislature in regular session passed House Bill 225, which provided the necessary legislation to meet the acceptance requirements of the act (107, p. 616).

It was not until 1941 that any positive steps were taken to implement the development of post-high school vocational education. The 1941 Legislative Assembly passed the Regional Vocational School law (108, p. 715-717). Although providing somewhat of a framework for separate vocational schools, there was no money provided in the law and as a result it did not serve the purpose of developing separate post-high school institutions for vocational education. "The level of instruction was not defined clearly in law but it

appears that the intent was primarily post-high school (81, p. 9). The school districts that actually considered themselves to be operating under its permissive provisions were never formally determined. It did provide, however, for the instituting of the Oregon Vocational School (later Oregon Technical Institute) until it acquired its own legislation in 1957 (120, p. 187).

The 1959-60 catalogue of Oregon Technical Institute provides the following history of legislative enactments on behalf of the Institute prior to 1959 (123, p. 8-9):

> The Oregon Legislative Emergency Committee authorized the acquisition of the facility in October, 1946. In March, 1947, the Oregon State Legislature appropriated funds for operating the school until June 20, 1949. July 14, 1947 marked the opening of instruction with 33 students in attendance. By April, 1948 the daily attendance reached 515. In February, 1950, attendance reached the total of 723. In the year 1956-57 enrollment reached 1,237 students.
>
> The 1957 Oregon State Legislature approved a budget and defined the powers of the State Board of Education relative to Oregon Tech.
>
> In June, 1957 the State Board of Education created an additional division to be known as Oregon Technical Institute reporting to the State Superintendent of Public Instruction.

Legislation passed by the 1959 Legislative Assembly places Oregon Technical Institute under the State Board of Higher Education.

## Early Studies on Oregon

The writer found three studies relative to establishment of junior colleges in Oregon made before 1940. The first was a master's thesis by John P. Robins for Stanford University in 1931 (132, p. 2-4).

Robins points out that Oregon has no public junior colleges, but he does designate three private schools of 1931 as such. They were Mt. Angel College at Mt. Angel; St. Marys at Beaverton; and Columbia University at Portland.

Robins states that prior to 1925 a bill was introduced into the State Legislature which would permit the establishment of a public junior college in a district with a high school enrollment of 300 students and an assessed valuation of $4,000,000. The bill failed to pass, and Robins says "which was as it should have been, as both the enrollment provided for, and the valuation set were far below the minimum necessary for the establishment of an effective junior college" (132, p. 3). Robins continues:

> In 1927 Senator Roberts of the Dalles, Oregon, introduced a bill providing for the establishment of junior colleges. The provisions of the bill divided the state into thirteen junior college districts. The County Superintendent and the County Judges were declared the Board of Regents in each district, and defined the powers of each, provided for revenues, disbursements and courses of study. The vote of the people was necessary before a junior college could be established in any of the proposed thirteen districts.

"This bill was not satisfactory to all members of the educational committee, but went before the legislature which failed to pass it."

The Roberts Bill (HB 124, 1927)--Appendix L--is similar to the original Senate Bill 260 which the 1959 Legislative Assembly of Oregon prepared as an implementation to the Flesher Report. The individuals who wrote Senate Bill 260 were unaware of House Bill 124 until the writer discovered it in the course of research for this study. There

is one basic difference in House Bill 124 (1927) which seems to be typical of Oregon thinking until quite recently, and that is that the support for the junior colleges was to come entirely from the local tax area. Although all moneys collected were to be deposited with the State Treasurer and the faculty and other costs paid on state warrants from such moneys, the state as such was not expected to contribute. Another basic difference was that tuition was not to be charged. The entire cost was to be carried by the counties within an area district. Provision was made for vocational education as well as "transfer" courses, and for approval of courses by the State System of Higher Education. The legislature was to determine the district boundaries but activation of a district was up to local initiative. Arrangement of district boundaries for the 13 districts is similar to those 15 districts recommended in the original Senate Bill 260.

Robins (132, p. 152) makes several observations in his conclusions--among them is one regarding state support, in which he says:

> Since the public junior colleges are assuming a part of the burden of enrollments at the state educational institutions, it would seem feasible and just that the state should bear a reasonable share of the financial support of the junior colleges. State aid for school maintenance smooths out inequalities of local communities to support education. It equalizes the burden of support.

In his recommendations Robins states (132, p. 154-157) that (1) there are areas in Oregon that can profit from having junior colleges work, (2) the state should work out a plan to give substantial financial support, (3) local initiative should be considered and

approval by the state department of public instruction, (4) that the college should have at least 150 students, (5) local high school enrollment should be approximately 800 students and the assessed valuation $15,000,000.

Robins suggests that junior colleges should be established in (1) Portland, (2) Clatsop, Coos, and Klamath counties, and (3) that the Eastern Oregon Normal School at La Grande and the Southern Oregon Normal School at Ashland should offer courses of a junior college nature.

Edward L. Clark, in a thesis entitled Factors Relating to the Organization of a Junior College in Portland, Oregon, prepared for the University of Oregon in 1932, takes a more pessimistic attitude toward the possibility of a public junior college even in Portland. Clark (21, p. 65) feels that the perfection of the platoon plan in the elementary schools, organization of more kindergartens, the development of junior high schools, and the fact that the Portland School Board must go to the people each year to approve a special levy of approximately $1,200,000.00 would be sufficient reason to defeat any proposal on a junior college. Clark, having given up on public tax support, turns to the private schools and recommends that the "Oregon Institute of Technology," (the educational department of the Portland Young Men's Christian Association) take over the task. This school has since become Multnomah College, an independent private institution offering two years of college work and terminal technical programs.

The third and last study prior to 1940 of which the writer was able to secure a copy is a master's thesis prepared for the University of Oregon in 1938 by Errett E. Hummel. Hummel points out (1) the many small high schools of Oregon that are unequipped to provide terminal education to prepare youth for the labor market, (2) the fact that all but one of the existing higher educational institutions are located in the Willamette Valley, (3) the great distances students must travel for education, lack of maturity of many youth to leave home for education right after high school, financial ability, and the need for terminal programs for the great majority who do not need the traditional college curricula, and (4) the reluctance of the citizens of Oregon to use state money for education. Hummel fears if such a system were established under the State System of Higher Education that the legislature might not always provide adequate support for the junior colleges. Hummel (61, p. 48-49) recommends the "separate district type" of administrative organization.

> The advantages of the district plan of control and support for junior colleges at once stand out when the disadvantages of the other possible types of public junior colleges are recalled.
>
> Having the junior college fostered and guided by an already existing, or to-be-formed school district board takes it at once from the realm of state politics and places it under the constantly watchful eyes of the local taxpayers who want to see that they are getting full value for their tax money. Having the junior college supported by an entire district-wide population, and controlled by a board that represents the entire district lessens the possibility that the existence of the junior college will be threatened when the first wave of enthusiasm dies down in one local Chamber of Commerce.

> The district type of organization for the junior college brings to the public a democratic type of school organization with which it is familiar and in which it has a faith that has been built up by generations that have watched the growth of the American public schools under such a method of control. . .
>
> The district junior college has proved, in other states, over the past thirty years to be the most desirable plan of control and support.

Hummel places the district colleges in the following locations (61, p. 65): Astoria, Tillamook, Marshfield (now Coos Bay), Medford, Klamath Falls, Bend, Pendleton, and Ontario. He also states that Roseburg, Baker and The Dalles meet his criteria, but he feels that they are either located too close to existing institutions of higher education or in an area that is very thinly populated.

Hummel (61, p. 62-65) develops criteria based on that previously established by the States of California, Mississippi, Virginia, Arizona, and Utah, the five regional accrediting associations, and from correspondence with outstanding leaders in the field--Zook, Koos, Whitney, Holy and Eells. Hummel presents his criteria on the assumption that no state aid will be provided, and that the law will permit junior colleges being established either in a unified school district or that a college district consisting of several school districts may be formed.

1. For a unified district, he recommends an assessed valuation of five million dollars and, for a college district, a minimum of eight million dollars assessed valuation. Theoretically, the district will provide half and the student the other half of the cost of operation.

2. There must be within the district a high school population of at least five hundred students.

Hummel feels that the first curricula would probably be about 75 per cent vocational offerings, then follow community needs from this beginning. Using the Central Oregon area as an example, Hummel gives the assessed valuation of Bend as $4,000,000 and the total valuation of Deschutes County as only $7,200,000. This is not sufficient to meet his criteria of $5,000,000 and $8,000,000 respectively (61, p. 69).

> Because of this it would probably be well to establish a joint county junior college which would include all or parts of Deschutes, Crook, and Jefferson Counties. These neighboring counties look to Bend as their metropolitan center, and the total assessed valuation of all three of the counties is over $14,000,000. The high school population of Bend is 600, and that of the three counties is more than 1200.

By way of comparison, the 1958 tax reports show Bend with an assessed valuation of $13,559,880 and Deschutes County with an assessed valuation of $24,908,622.13, while the three counties of Deschutes, Crook, and Jefferson have a total assessed valuation of $49,580,269.17 (122, p. 1). The present area education district law sets $75,000,000 true cash value as a minimum and Deschutes County has a true cash value of $85,891,800.45. Although Deschutes County will meet the financial requirements of the present law, the margin is not great. The similarity between Hummel and the concepts held by those who developed the "area education district" law is striking (Chapter 641, Oregon Laws, 1959) (112, p. 1339). The present law calls for a minimum of 1,000 students grades nine through twelve. This is just

twice the number given in Hummel's criteria. The criteria on assessed valuations have increased approximately three and one-half times. Senate Bill 260 as originally introduced into the 1959 Legislative Assembly also recommended a three-county area for the Central Oregon college district. The eight principal centers named by Hummel for college districts were also named in the original Senate Bill 260 of the 1959 Legislative Assembly.

## The Dunn Bill

For the metropolitan area of Portland, evening classes were established as early as 1917, and until 1932 the various individual institutions of higher learning in Oregon offered both correspondence study courses and evening classes.

In 1932 the State of Oregon adopted the integrated State System of Higher Education including, among other things, a single extension service organization known as the General Extension Division. It was to be the duty of this Division of the State Higher System to handle all "off campus" and evening programs. The individual institutions discontinued their correspondence and extension activities after this date.

Dr. John Francis Cramer, dean of the General Extension Division, working with Senator Dunn of Baker, Oregon, legislative district, developed Senate Bill No. 29, and presented it to the Legislative Assembly in 1949. This bill was very short and simple. It was

permissive in nature and contained no state money to implement development of "extension centers" or as they were called "community colleges." The entire bill follows (109, p. 305):

> Adult higher education classes; funds.
> Any district school board may enter into a contract with the Department of Higher Education, acting through the State Board of Higher Education and the general extension division, for the holding of classes of lower division collegiate grade in the school district. The classes shall be conducted under the joint supervision of the general extension division and the superintendent of schools of said district. The school board may provide funds in the regular budget for conducting such classes and may expend the funds of the district so budgeted in meeting the costs of the classes.

Three community colleges were set up under the provisions of the "Dunn" bill. Baker, Bend, and Klamath Falls opened in the fall of 1949 with the districts providing all the money, after tuition had been applied against the expenses, plus ten per cent for overhead and retirement payments. The State Board of Higher Education contracted the faculty through the services of the General Extension Division and maintained general supervision over the program. The Schools at Bend and Klamath Falls employed a joint faculty during the first year of three instructors who held classes two days in Bend and two days in Klamath Falls during the evening hours in the high school plants. The distance between these two cities is approximately 140 miles.

A third program started at Baker, Oregon, and closed after one term of operation. The Klamath Falls center closed after the first year of operation and the Bend center employed the three instructors on a full-time basis as resident staff. In neither center was there

a substantial core of full-time students.

The legislature that passed the "Dunn" bill also established an Interim Committee on Post-High School Educational Facilities. This committee invited Dr. Leonard V. Koos, nationally-recognized figure in junior college organization, to make a study of post-high school educational facilities in Oregon. He was assisted by Robert R. Wiegman, executive secretary to the Interim Committee. The Report was presented April 14, 1950. Commenting on existing opportunities at the community college level in Oregon, Koos (76, p. 14) says that:

> Figures concerning enrollment at Bend as of early March indicate a total of 86 students, although the enrollment at the opening of the winter had been almost a full hundred. The age distribution of the students ranged from 19 to 57, with about half of the registration being from 19 to 22 years of age. About a third of all enrollments were from the high-school graduating classes of 1948 and 1949. As of early March the total number of full-time students, that is, students taking 15 or more hours of work, was only 4 and if one counts all students carrying 12 or more hours, the total number of full-time students would be no more than 13. All other students were carrying from 2 to 11 term hours.
>
> The situation in the Klamath Falls center was little different from that at Bend. The total enrollment for the winter term also approached a hundred students. The breakdown of information concerning ages of students and recency of high-school graduation finds no really striking difference from the situation as reported for Bend. As concerns the amounts of work being taken, it may be reported that no student at Klamath center was carrying more than 10 hours and all but a small proportion of students were carrying 2 to 6 hours.

Mr. Howard Nicholson, director of the Extension Division Community College in Bend from 1949 to 1952 prepared a Field Study, University of Oregon, <u>The History of Central Oregon Community College at Bend, Oregon</u>, 1952 (100, p. 15-17). Three exhibits from this

Field Study are presented (Appendixes M, N and O) showing "Enrollment Comparison by Year," "Cost to District by Year," and "Enrollment Comparison of Areas of Community." The third exhibit is particularly significant in that it shows the distance students traveled to the College in its early years. Approximately 90 per cent of the first student body came from Bend. Current statistics show that approximately 40 per cent of the student body of 380 students have a permanent address outside of Bend School District No. 1. Approximately six per cent of these temporarily room in Bend, leaving a commuting group of 34 per cent of the present student body.

The writer became Director of the Bend Extension Center Community College in 1952. Appendix P presents enrollment and financial statistics covering the six-year period from 1949 through the 1955-56 school year. The real struggle for existence at Central Oregon College came during this first six years.

## The Koos Study

The 1949 Legislative Assembly appointed a representative Interim Committee to study post-high school educational facilities in Oregon. Dr. Leonard V. Koos was employed to direct this study. It may have been unfortunate that the committee selected Koos to head the study and that his study came so close on the heels of the "Dunn" bill for the following reasons: Koos has long been identified with the "extended" high school (13th and 14th grade concept) and also the

6-4-4 plan of administrative arrangement, both integral parts of a unified public school system. Koos envisions such community colleges as being staffed by high school instructors extending their services upward for two years. Such programs are by their very nature a part of a local public school system with great emphasis on the terminal function. In A Community College Plan for Oregon, Koos (76, p. 15) says:

> The concept of the community-college has come to include also close articulation or integration of the work with the high-school years below, which is discouraged by having separate teaching staffs for high-school and community-college levels.

The concept of the "extended" high school or "integrated" district plan junior or community college is ordinarily quite different from the "extension" center type junior or community college, in that the staff is usually selected from college or university personnel rather than making use of high school teachers. These two concepts of such differing natures, coming so close together, possibly served to confuse as much as to enlighten the legislature and school administrators of Oregon. Although Koos emphasized the advantages of the "integrated" type of community college, he did state that in certain areas of the state advantages might be gained from consolidation of districts (76, p. 31).

> Up to this point in the report, nothing has been said about the possibilities of consolidation of districts in order to strengthen the community-college program by assuring larger numbers of students or of making establishment feasible in areas where enrollments of individual high schools are now so small as to preclude community-college units.

Koos named the following areas for consolidation (76, p. 32):

TABLE VII

POSSIBLE CONSOLIDATED DISTRICTS AND COMBINED ENROLLMENTS IN GRADES IX-XII IN 1948-49 AND ESTIMATED COMMUNITY-COLLEGE ENROLLMENT

| Possible Consolidated Districts | Combined Enrollment in Grades IX-XII, 1948-49 | Estimated Community-College Enrollment* |
|---|---|---|
| Coos Bay-Coquille-North Bend | 1,360 | 450 |
| Bend-Prineville[1]-Redmond[2] | 1,413 | 475 |
| Nyssa-Ontario-Vale[2] | 1,173 | 400 |
| Newport[1]-Toledo[1]-Waldport[1] | 608 | 200 |

* Rounded off to nearest unit of 25.
[1] County-unit district.
[2] Union high-school district.

Koos (76, p. 15) makes the following reference to the "extension" type community-college:

> An unfavorable opinion of the extension type of community-college service in no way discredits the utilization of the state's General Extension Division to supplement the local community-college program on a part-time basis at the lower-division level or to extend it as needs and interests arise at the senior-college level into which the local community college should not typically venture. The local community-college can in this way serve as an important coordinating agency in behalf of the state-wide classes conducted by the General Extension Division.

Koos seems to envision the community college as a product of, controlled by, and integrated with the unified public school system. He would further envision these local community-colleges as coordinating agencies for the state-wide services of the General Extension Division

in the offering of upper division and graduate classes in the local areas of the state. Koos would also under certain circumstances of small or scattered population factors admit to the advisability of consolidation for community college purposes.

Koos (124, p. 38) recommends the following criteria for establishment of a community college: "the ratio of community-college to high-school enrollment applied in the Oregon study is 1:3, which would call for an enrollment of at least 500 in Grades IX-XII." He further remarks that, in a tuition-free situation, the junior college enrollment will be "almost exactly one-third of the high-school enrollments." Koos (124, p. 17) recommends that the community colleges be tuition free, part of the local public school system, offer a core of general education subjects, a minimum enrollment of 200 students, a plan for reimbursement for non-resident students, and a plan for state aid analogous to that followed for lower schools. Koos does not set a minimum assessed valuation for the district and apparently assumes that his enrollment minimums along with state aid and federal assistance on vocational subjects and a charge-back arrangement with outside-of-district students will suffice. Schools should be described as "secondary" so as to be eligible for federal funds and state basic aid. Koos would provide state aid for buildings only within the framework of such aid for elementary and secondary schools in general.

Koos (124, p. 64) recognizes the impractical aspects of servicing <u>all</u> areas of the state equally and would provide a subsistence

allowance arrangement for those students who live beyond commuting distance from any community college or low-tuition college.

Koos (76, p. 26) recommends 26 districts for early consideration:

TABLE VIII

DISTRICTS IN OREGON, NOT INCLUDING PORTLAND, WITH ENROLLMENTS OF MORE THAN 500 IN GRADES IX-XII IN 1948-49

| District | Enrollment | District | Enrollment |
|---|---|---|---|
| Baker | 587 | Springfield | 1,070 |
| Corvallis* | 824 | Albany | 790 |
| Milwaukie | 1,057 | Lebanon | 717 |
| Oregon City | 818 | Sweet Home | 513 |
| Astoria | 561 | Ontario | 506 |
| Coos Bay | 563 | Salem** | 2,351 |
| Bend | 658 | Gresham | 1,329 |
| Roseburg | 1,041 | Pendleton | 527 |
| Medford | 1,229 | La Grande* | 611 |
| Grants Pass | 1,219 | Beaverton | 752 |
| Klamath Falls | 1,373 | Forest Grove** | 522 |
| Cottage Grove | 575 | Hillsboro | 882 |
| Eugene* | 1,979 | Newberg** | 551 |

* With low-tuition post high-school opportunities.
** With high-tuition post high-school opportunities.

Portland, not considered in the previous table, would make 27 areas for consideration. In priority listing, Koos gives first consideration to those areas that are isolated from higher educational opportunity of any kind.

## The Junior College Bill

Following Koos' Report the Interim Committee presented their findings and recommendations to the 1951 Legislative Assembly. The result was passage of Senate Bill No. 143, known as the "Junior College" bill, as shown in Appendix Q (110, p. 1129-1132). Several things were not in the bill that Koos had recommended. (1) The schools were not to be tuition free, but could charge students up to a maximum of $150.00 tuition per year for a local resident and up to $350.00 for a non-resident. (2) There was no provision in the law for consolidation of districts. (3) Instead of placing the overhead control in the hands of a "Liaison Community-College Committee," consisting of five members with two members selected from the State Board of Higher Education, two members from the State Board of Education, and one to be appointed by the Governor from a list of three selected by the first four named (76, p. 51), the bill placed the junior college under the State Board of Education. (4) Koos' rather involved, but reasonably realistic, plan for state aid was not included in the bill. The colleges were eligible for state aid on the same basis as the public elementary and secondary schools. This provided no real inducement for districts to become interested in supporting junior colleges.

The bill sets up the following criteria or minimum requirements that a district must meet: (1) the true cash value of the district must be at least $20,000,000, (2) there must be at least 500 pupils

enrolled in grades IX-XII, (3) available building space must be modern, adequate, and well-adapted to junior college purposes, (4) a well-chosen general and reference library, adequate for the size of the enrollment and for the courses offered, must be provided, (5) suitable laboratory or shop space, or both, and necessary equipment for the courses offered must be available, (6) final approval of the project by the State Board of Education must be secured.

William R. Wood (162, p. 58), specialist for junior colleges, Office of Education, 1951, comments on the limitations of the act:

> Sponsors of the 1951 Oregon junior college bill recognize that the law as enacted has certain limitations. It does not, for example, provide for the joint establishment of a single community college program to serve adjacent districts, such as Coos Bay and North Bend, one or both of which separately might not at present be able to meet all of the requirements of the law. Nor does it provide for the development of a single unit to serve an entire county or even larger area where only the combined totals of all of the separate school districts could meet the criteria of high-school population and assessed valuation. Similarly the law does not provide for contractual arrangements between districts. The law may, however, indirectly stimulate reorganization and consolidation of existing elementary and secondary districts in some instances.

Koos vigorously opposed "consolidation for community college purposes only." However, the law neither specifically prohibits nor clearly permits voters to establish a new school district solely to serve junior college needs. Despite the obvious limitations of the law, Wood feels that it was a forward-looking piece of legislation that should encourage the "orderly extension and equalization of post-high school educational opportunities among the older youth and adults of the State."

Despite certain merit, the law was never used until amended in 1957. This amendment will be discussed in a later section entitled the "Community College" law.

## Attempted Implementation of the Dunn Bill

The community college at Bend, prior to 1957, operated under the provisions of the "Dunn" bill. The Board of Education, District No. 1, Bend, entered into a contract, each year, with the General Extension Division to provide a program of "lower division collegiate grade classes" in the school district. Under the contract, the Bend District Board was to collect the fees and deposit them to the credit of the General Extension Division, who in turn contracted with the faculty. The General Extension Division at the end of each year sent the Board of Education, Bend District No. 1, a bill for the difference between the income (fees collected) and the expense of the operation, plus an item of ten per cent of instructional salaries to cover overhead and retirement. In addition to this the District provided the building, a director (part-time from 1949 to 1953 and full-time after 1953), and all other incidental operating expense. The General Extension Division provided general supervision of the program and maintained all permanent records (transcripts, etc.).

A group of interested persons from Central Oregon succeeded in having introduced into the 1955 Oregon Legislative Assembly House Bill No. 396. This bill was an attempt to secure state aid for

community colleges operating within the framework of the "Dunn" bill. (Central Oregon Community College was the only public community college in Oregon at the time.) The bill, introduced by Representative De Armond, passed the House with approximately a 3 to 1 vote, but in so doing stirred the State Board of Higher Education into action where they succeeded, through certain Senators, to allow the bill to die in the Senate Education Committee. The State Board of Higher Education opposed the bill on the basis that it was "premature" and deserved further study. (The estimated $25,000 that the bill would have required for the biennium was to come from the Board of Higher Education budget.) This defeat probably changed the course of future development for the community college in Oregon. The proposed legislation, House Bill No. 396, being quite short, is quoted in its entirety. This bill (106, p. 1) would have supplemented the "Dunn" bill.

> BE IT ENACTED BY THE PEOPLE OF THE STATE OF OREGON:
> Section 1. (1) Subject to subsection (3) of this section, each year on July 1, the State Board of Higher Education shall pay to each school district which has a junior college established under ORS 335.925 and also has entered into a contract with the Department of Higher Education under ORS 341.070, the following amounts toward the operating expenses of the junior college:
> (a) $1,000; and in addition
> (b) $100 for each average full-time student during the preceding school year. The number of average full-time students shall be determined by dividing the total number of hours taken by all students during the preceding school year by the number of hours required to be taken during that school year by a full-time student in order to complete the requirements for the school year.
> (2) The payments required to be made by subsection (1) of this section shall be made from moneys appropriated to the State Board of Higher Education for the purpose of making the payments required by this section.

> (3) The total amount paid to the school district under subsection (1) of this section shall not exceed one-half of the operating expenses of the junior college. "Operating expenses" as used in this subsection means the amount remaining after the amount of student tuition and all other student fees have been deducted from the total operating expense, and does not include construction expenses.
>
> (4) None of the money received by the junior college under subsection (1) of this section shall be used for payment of construction expenses.

The indicated appropriation (subsection 2) to the Board of Higher Education was not included in the bill and probably accounted for the Board's strong opposition to the proposed measure. Although the proposed implementation of the "Dunn" bill was defeated, the Board of Higher Education was sufficiently motivated by the near success of the proposal in the Legislature that on September 20, 1955, in joint session with the State Board of Education, the new Chancellor, Dr. John R. Richards suggested that "perhaps the two boards would want to have their executive officers set up a joint study committee of experts to arrive at a new conclusion, if indicated. . ." (Dr. Richards became Chancellor after the 1955 legislative session.) The minutes of the joint meeting record the following motion and action:

> Mrs. McNaughton moved that a joint study committee be set up so that the Oregon State Board of Higher Education might acquire more information concerning the development of a junior college program in Oregon. The motion was seconded by Mr. Smith. . .The motion carried.

## 1956 Joint Committee to Study Junior Colleges

The committee consisted of five superintendents of first-class public school districts, one college dean, one professor of education, two presidents of private colleges, one president of a public teachers college, the Chancellor, the State Superintendent of Public Instruction, the Director of Secondary Education, State Department of Education, and the Dean of the General Extension Division. Each committee member was asked to study a particular phase of the junior or community college movement and write a report on his findings. These individual reports made up the bulk of the final report to the joint Boards. Fairly extensive studies were carried on relative to the operation of junior-community colleges in California, Idaho, Utah, and in Washington. Chancellor Richards prepared a table, "Need for Junior Colleges in Oregon," developed from a questionnaire sent to the district superintendents of the communities listed in the study. The table is presented in Appendix R. Bend was not included in the table in that this community already had a going community college. The "conclusions" and "recommendations" of the Joint Study Committee follow (113, p. 22-23):

> Conclusions:
> The members of the Joint Committee to Study Junior Colleges have as a result of their findings and deliberations agreed that the following conditions and assumptions are basic to any consideration of the junior college issue in Oregon.
>
> 1. Most everyone is aware that there has been a steadily increasing enrollment in Oregon public and private colleges and universities. This increase is the result, first, of the rapidly increasing number of births; and

second, the increasing proportion of youth of college age who are attending college.

2. This increase in enrollment is reaching the critical stage and soon will necessitate considerable expansion of physical facilities and staffs on a number of the campuses or the adoption of some selective admission measures.

3. The state of Oregon presently assumes considerable financial responsibility for some post-high school education.

4. The establishment of public junior colleges in a number of Oregon communities may be a partial solution to the problem confronting higher education and those parents who desire at least two years of post-high school education for their children within commuting distance from home.

5. If junior colleges are organized as a partial solution to the enrollment problem confronting public and private colleges and universities, or for any other purposes, the committee members are of the opinion the program should be an extension of the public school system.

6. The committee members were of the opinion the junior colleges in Oregon would best serve the educational needs of the communities if they provided programs for those wishing technical work, transfer to senior colleges, and adult education.

Recommendations:

The members of the Joint Committee to Study Junior Colleges submit for consideration of the members of the Oregon State Board of Education and the Oregon State Board of Higher Education the following recommendations that:

1. If junior colleges are established in Oregon, they be an extension of the public school system. Such junior colleges should be administered and financed by the local school districts with supplementary funds supplied from the state level.

2. The junior colleges established in Oregon provide curriculums according to the needs and the demands of the community. The offerings may include technical and terminal work, college transfer work for the junior college students who ordinarily continue their education in a senior college, and an adult education program.

3. The junior college law be amended to permit the organization of additional school districts for junior college purposes only. These districts would be patterned somewhat after the present union high school districts.

4. The junior college law be amended to enable school districts operating junior colleges in which are enrolled students who are residents of Oregon but not of a district maintaining a junior college to charge back to the school district in which such students maintain legal residence the difference between the per capita cost of operating the junior college and the tuition received from the student. School districts should be authorized to include in their annual budgets a sum sufficient to meet such charges.

5. The junior college law be amended to require school districts to contract with the General Extension Division of the Oregon State System of Higher Education to organize a junior college and offer post-high school and parallel lower-division collegiate courses. The contract shall not continue beyond a period of five years from the date of the original agreement. At any time during this contract period that the district's post-high school program meets the legally established criteria, the district may elect to come under the provisions of the junior college law. At the termination of the five-year contractual period the district if it chooses to operate a junior college must meet the statutory provisions for junior colleges.

6. The Dunn Bill be repealed, since its provisions are recommended for inclusion in the amended Junior College Law.

7. A special appropriation by the Legislature be made to provide partial support for the Bend Community College during the 1957-59 biennium.

## The Community College Bill

Following the release of the Report of the 1956 Joint Committee to Study Junior Colleges, a group of Bend citizens and interested legislators wrote a bill to implement the Report of the Joint Committee. This activity resulted in House Bill No. 594 being

introduced into the 49th Legislative Assembly, 1957, by Representatives Grubb and Grenfell and Senator Overhulse and others. This bill, after some amending, passed both houses and became law following the session (111, p. 1318-1328).

The bill is a lengthy one and the writer will mention only those aspects that have a direct bearing on the subject of criteria for establishment of community colleges or community college districts. (Provision was made in this legislation for the establishment of community college districts as well as community colleges that might be a part of a unified school system.) Actually, this bill was an amendment to the "Junior College" bill and one of its first provisions was to change the name of the bill from "Junior College" to "Community College." Provisions such as approval from the State Board of Higher Education for those courses (and faculty teaching such courses) that were to be offered for "transfer" credit were retained. The bill carried a provision that the state must pay the college $4.17 per term hour completed in all approved courses that were not receiving aid under any of the federal vocational reimbursement statutes. This amounts to approximately $150.00 per full-time student equivalent (based on 12 term hours per term or 36 term hours per year). The money was to come from the basic school fund as a special stimulative grant to help the community college development.

The basic criteria such as $20,000,000 true cash value of district, 500 students in grades 9 to 12, and other provisions were

carried over from the "Junior College" act without change. The big changes were: provision for $150.00 per each full-time student equivalent per year, permissive legislation for formation of a community college district, a permissive charge-back arrangement for out-of-district students, and a change of name to "community college" with emphasis on the more comprehensive type program. Although implied in the name change, the provisions for vocational education and adult education were not clearly defined.

Following the passage of the 1957 "Community College" act, the Board of Education of Bend School District No. 1 called for a vote of the electorate on the proposition of establishing the community college (extension center) as an independent community college, operating as a part of Bend School District No. 1, a unified city school system of the first class. This vote was necessary to legally establish the College so as to bring it under the provisions of the "Community College" law. The proposition carried by a vote of 1,003 yes to 60 no (152, p. 4). The College was officially named "Central Oregon College" and Director Don P. Pence named its first President.

The "Dunn" bill had been repealed and its provisions incorporated into the new "Community College" law. Although the new law provided a means of developing a community college district, the chances of one being established under this law were very remote. Such a district would have to be formed through consolidation of existing school

districts for college purposes only. Each district included in the proposed college district would vote separately, and whether they entered the district or not would depend upon their own vote. Although districts had to be contiguous to vote, the law did not specify that they had to be contiguous to form. Oregon is divided into a lot of small school districts and formation of a contiguous college district under this law was very improbable. School administrators working on the problem seemed to think only in terms of consolidation of existing school districts. Senator Donald R. Husband, of Eugene, Chairman of the Legislative Interim Education Committee, established under the provisions of House Joint Resolution 31 passed by the 49th Regular Session of the Legislative Assembly, developed a most logical and practical solution. His solution was simply to think in terms of a "service area" and ignore existing school districts as well as county lines. This will be explored further in the next section.

## 1958 Report of the Legislative Interim Education Committee

Once again, the community college came under careful scrutiny by the current (1958) Interim Education Committee. The Committee (62, p. 10-13) visited Oregon Technical Institute and Central Oregon College, the only two-year public institutions in the state and made many recommendations. During the hearings, Dr. D. Grant Morrison,

specialist on community and junior colleges from the U. S. Office of Education, was invited to appear before the Committee as a resource person. It was during this hearing that Senator Husband suggested the "service area" concept which he likened to the concept of a "water district." First, determine the geographic area that can reasonably be served, and having determined that through appropriate criteria, proceed to hold a single election by the people residing in the "service area." If a "yes" vote of one over 50 per cent is achieved, the district is formed. This concept is so simple and yet so logical; however, several of the committee were skeptical and felt that such a concept was revolutionary. The writer, working in the interest of Senate Bill 260 (1959), which included this concept of organization, did not find a single legislator who questioned the advisability or logic of such a concept.

In commenting on the disadvantages of the control of the community college by the system of secondary education, the Committee stated (62, p. 12): (1) teaching and curriculum may not reach college level, (2) local school superintendents already have sufficient responsibilities, and (3) few local districts are presently able to finance a community college.

In commenting on "what is a reasonable commuting distance?" the Report states "experience indicates that students will commute approximately 25 to 30 miles or approximately 1 hour travel time."

Under minimum size for a community college, the following criteria was established: "minimum enrollment of 200 students is

considered essential to permit offering a variety of courses economically and efficiently." They further stated that to meet this minimum the enrollment of "resident students in grades 9 to 12 in the district should equal 1,000 or more." During the hearing, Dr. Morrison made the statement that a community college enrollment could be predicted by using the figure of 65 per cent of the high school seniors in the service area.

On the subject of finance, the Committee recommended the operational costs be divided three ways, with the state paying one-third, local district one-third, and the student one-third. Also, the true cash value of the district should be at least $75,000,000.

The same legislature that established the Legislative Interim Education Committee also authorized the State Board of Education to conduct a survey on vocational-technical education in Oregon. The State Board of Education employed Dr. W. R. Flesher, Bureau of Educational Research and Service of the Ohio State University, to act as Director of a survey staff of eight professional specialists in the area of vocational-technical education and research, as well as others who served as consultants and a staff of clerical assistants. Although the two study groups duplicated, particularly in the case of Oregon Technical Institute, there was apparently little effort made to coordinate their work. Following an initial report to the State Board of Education, Dr. Flesher returned to Ohio where he published a complete report of the findings of his survey. This survey will be discussed in the following section.

## The Flesher Report and Legislation to Implement

Dr. Flesher makes quite an issue of differentiating between technical education and vocational education. He defines technical institute-type education (38, p. 367) as "a program of 'college level' or 'college grade' or 'collegiate type education' for the preparation of semiprofessional workers." He goes on to say that such a program leads only to the associate degree and not in itself to the baccalaureate degree. Flesher defines vocational education as that type which leads to preparation of skilled workers, craftsmen, technical specialists, "but NOT semiprofessional workers (technicians), etc." Flesher recommends that Oregon Technical Institute be moved to the Oregon State College campus where only technical courses (as he defines them) would be offered. He assigns technical courses such as medical technology and dental technology to the medical and dental campuses in the belief that such education can best be developed through the technician working with the professional right from the start, even in training (38, p. 329). "The preparation of semiprofessional workers (technicians) can be carried on best in association with the preparation of their professional counterparts (engineers, scientists, and the like)." Flesher points out that Oregon Technical Institute has been primarily a school for the "preparation of craftsmen." Flesher's Report is quite comprehensive, but this study is concerned only with certain phases of the report that have a direct bearing on criteria for

establishing area education districts as defined in this thesis. The term "area education district" came out of Flesher's recommendations that Oregon should establish a system of "education centers."

Flesher remarks about Oregon's struggle to find a proper term to express the type of post-high school program envisioned and that Oregon has changed from "junior college" to "community college" and has also designated "area vocational schools." Flesher recommends a state-wide system of seven "educational centers" that would provide programs in vocational education (as he defines it), junior or community college type programs, and general adult education type programs. These "education center districts" would be administrative districts and might operate several institutions or/and extension programs out of any or all of the centers within an "education center district." Certain of Flesher's concepts found expression in Senate Bill 260 of the 50th Legislative Assembly (1959). Those who prepared Senate Bill 260 did not accept the concept that technical education is not a proper part of the area vocational school or community college. They did accept the idea of a state system of "education center districts," but preferred to call them "area education districts" to avoid implying that all educational activity would take place in one particular center or community. The term "area education district" seemed to imply the idea of decentralization or extension services out of each central operation. Having formed an "area education district" the board of education of that district has the power to determine

the curricula and other services to be offered. Flesher's concepts can best be expressed by presenting two of his figures (Appendixes S and T). The first explains his concept of the three broad areas of public education--(1) a system of public schools, (2) a system of education centers, and (3) a system of higher education. The second shows how he divides the entire State of Oregon into seven districts (38, p. 334 and 337).

Flesher estimates the annual operating costs at $600.00 per student, and recommends that the state or/and federal government, the local district, and the student each pay one-third of the operating costs. He recommends that capital improvement (site, buildings, equipment) be provided on a fifty-fifty basis by the state and the local education center district (38, p. 338-339).

Flesher was not employed to study the comprehensive community college and, as a result, his study of Central Oregon College was confined primarily to the vocational and technical aspects of the curriculum. Flesher's greatest contribution probably came in suggesting legislation that would bring the community college and the area vocational school, as well as general adult education, together under a single piece of legislation that would accommodate either one or all three in the framework of the comprehensive community college.

## Senate Bill No. 162

The 1958 Interim Committee on Education implemented their report to the legislature on community colleges by preparing and introducing Senate Bill No. 162. This bill was introduced as an amendment to the "community college" law and contained the features of the "area" concept along with certain changes in minimum criteria for establishment. Since the original community college law provided that unified school districts meeting the criteria could establish a community college, the amendments did not remove this possibility, but simply made new provisions for the procedure to be followed in forming an area college consisting of two or more school districts.

The minimum criteria in the community college law was changed to read as follows: (1) A community college may be established by a school district or community college district in which all the following exist--(a) true cash value of $75,000,000, (b) enrollment in grades 9 to 12 of at least 1,000 resident pupils, (c) available building space which is modern, adequate, and well-adapted to community college purposes, (d) a well-chosen general and reference library, adequate for the courses offered and for the size of the enrollment, (e) suitable laboratory or shop space, or both, and equipment for work in the courses offered, and (f) the State Board of Education's final approval for establishment of a community college.

The "area" concept was written into the amendments to replace the "consolidation of school districts for community college purposes"

concept of the community college law. The procedure for establishing a community college district was comparatively simple. Any individual or group of citizens may circulate a petition requesting the formation of a community college district. The petition must contain a description of the geographic boundaries of the proposed district, and must have the signatures of at least ten per cent or 500 registered voters of the designated territory, whichever is less. The State Board of Education, upon receipt of such a petition, must hold a hearing in the designated territory, at which time the Board may alter the boundaries and then--after checking to make sure that the designated territory meets the minimum criteria of the law--declare the territory approved for formation. The board then calls for an election on the establishment of a community college in the territory. A simple majority vote establishes the district. A board of education for the district is elected at the same time as the vote is held on the establishment of the district.

Senate Bill 162 of the 50th Legislative Assembly was introduced by, and then referred to, the Committee on Education. The bill did not get out of the Education Committee; however, practically all of its provisions did in the form of amendments to Senate Bill 260.

## Senate Bill 260

Just as Senate Bill 162 was an implementation of the report of the Interim Committee on Education, Senate Bill 260 was a modified

implementation of the Flesher Report. Senate Bill 260, as originally written, followed very closely the general procedures of the "community college" law and the new concepts developed in Senate Bill 162, with certain exceptions. These exceptions were (1) a broader concept regarding curriculum (the community college law and Senate Bill 162 did not spell out the three-way function--transfer, vocational-technical, and general adult education very well), (2) predetermination of the district boundaries by legislative action (see Appendix U for list of 15 proposed districts), (3) the districts as established by the legislature would be separate districts responsible only for post-high school education, (4) payment, by the state, of 50 per cent operation, equipment, and building costs.

Senate Bill 260 was introduced by Senator Sweetland and Representative Metke and others. The majority of the Senate Committee on Education opposed the pre-determination of districts by legislative action. They also opposed the 50 per cent support on operation and buildings. The Committee on Education instructed the sponsors of Senate Bill 260 to rewrite the bill, using the area district formation principle of Senate Bill 162, and to reduce state participation to $200.00 per full-time equivalent, or one-third of operational costs, whichever is less. Buildings were considered a local problem.

Two basic concepts were retained in Senate Bill 260: (1) The concept of comprehensiveness of program, and (2) the concept of "area education district" under a separate board of education.

Under Senate Bill 162 the separate district was permissive but not mandatory. (In the final development of the amended bill, cities of 100,000 or over are permitted to form within the unified district.) The procedure for formation and establishment of area education districts, including minimum criteria as written in Senate Bill 162, all became a part of Senate Bill 260. The amended bill passed both houses with a near unanimous vote (two dissenting votes in the Senate) (112, p. 1339-1353).

One of the reasons why the opponents of the original Senate Bill 260 opposed the measure was the fact that they did not feel that the legislature had or could develop on short notice appropriate criteria to justify the boundaries of the 15 proposed districts. There was a general feeling that Flesher's seven districts were too large and represented regional districts rather than area districts. The community college philosophy is based on area districts and, although the 15 proposed districts are generally speaking area in size, the Committee on Education did not have available information such as may be developed in this study to justify their pre-determination of the boundaries. The fear that the legislature might be trespassing in the area of local autonomy or accused of promoting the idea of area colleges, along with a reluctance to go to 50 per cent on support, all led to a re-writing of Senate Bill 260. The law in its present form is permissive and any action toward development of a local college must originate by petition from the

local area. The geographic boundaries must be suggested by the local group, after which they are subject to review and possible revision by the State Board of Education. The minimum criteria of $75,000,000 in true cash value and 1,000 resident students in the proposed area are easy to determine, but the geographic boundaries beyond this point are subject to being evaluated on the basis of that territory "which could be benefited" by inclusion within the district. Final approval by the State Board of Education and a favorable (simple majority) vote in the area, as finally determined, establishes the district.

This type of legislation sets the stage for a study to determine two things: (1) the validity of the statute itself and the minimum criteria for establishment already contained therein, and (2) supplementary criteria to implement the carrying out of responsibilities assigned to the State Board of Education. The most logical approach to such a research project seems to be to divide the criterial considerations into "general" and "specific" areas. General concerns itself with the basic philosophy of the bill such as the "area" or "separate" district concept and such other items as pre-determination of boundaries by the legislature as opposed to initiative petition. The specific criteria involves such items as need, ability to support, potential enrollment, minimum size for economic operation, radius of influence and other items that research might determine as appropriate.

The present study is designed to discover and validate appropriate criteria to test the validity of the present statute and suggest changes in the law if so indicated, and to supply additional criteria to supplement the specific minimum conditions written in the law.

The sponsors of Senate Bill 162 and Senate Bill 260 have not worked alone nor have the sponsors of the many bills introduced in Oregon relative to post-high school education worked in vain. Each piece of legislation, attempted or passed, has served to push the whole movement forward and to bring together the various natural divisions. Senate Bill 260, properly validated, may be the means of getting the Oregon movement started. The next two sections give credit to certain official boards and organizations that are contributing to the development.

## Attitude of State Board and State Board of Higher Education

Previous mention has been made of the fact that the State Board of Higher Education, in 1955, opposed the financial implementation of the "Dunn" bill primarily because a special appropriation was not included in the budget of the State System of Higher Education. The writer states that, to the best of his knowledge, the State Board of Higher Education has not opposed any legislation that has been introduced since that time relative to community colleges and, in fact, has given certain encouragement to the movement.

Dr. John R. Richards, Chancellor, speaking before the Portland City Club on June 13, 1958, said (130, p. 1):

> It is not useful or apt to describe Oregon's colleges as being within a dual system: public and private. Rather, the most useful categorization is to think of our higher institutions in terms of their purposes and constituency; as a multiple system; urban 4-year colleges and universities, regional liberal arts and teacher-training colleges, 2-year community colleges with terminal and transfer programs, multi-purpose colleges and universities and limited purpose liberal arts colleges.

The State Board of Education on October 29, 1958, in a report given in response to a request by Governor Holmes for "Board Reaction to the Flesher Report on Vocational-Technical Education and the Administration of Oregon Technical Institute," made several significant statements which include the following (115, p. 1-2):

> 1. That the State Board of Education does hereby express its approval of and its concurrence with the statement of the State Board of Higher Education on the recommendations in the report by W. R. Flesher on vocational-technical education.*
>
> 2. That the State Board of Education does hereby recommend that there be no change in assignment of administrative responsibility for Oregon Technical Institute, and that the Institute be continued in the Klamath Falls area.
>
> 3. That the State Board of Education does hereby endorse a plan of Educational Centers for the State of Oregon to meet the state's growing need for regional post-high school education on a broad and comprehensive basis, including community college services, vocational training, and adult education.
>
> *Note: The State Board of Higher Education has previously indicated that it did not believe OTI should be transferred to the Higher Board.

Disregarding the recommendations of the Boards, the legislature, in 1959, transferred Oregon Technical Institute to the State Board of Higher Education.

The significant thing is the fact that the comprehensive community college has gained reasonable acceptance in Oregon by all official groups concerned. One major point of difference now exists, and that is "how much shall the state participate in the support of the 'area education district'?"

## Labor and Community Colleges

Labor groups have long been identified with the area college movement and a check of the "proceedings" of the annual conventions of the Oregon State Labor Council will show the attitude of labor on these matters. Mr. J. D. McDonald, president of the Oregon AFL-CIO, Mr. J. T. Marr, executive secretary-treasurer, Mr. George Brown, executive director of the Political Education Department, and Mr. Thomas Scanlon, education director, introduced the following resolution into the 1958 Annual Convention (2, p. 79):

> Community Colleges:
> Whereas, the state of Oregon has a community or junior college law permitting the establishment of such institutions upon initiative of the local school district, or districts, and
>
> Whereas, this existing legislation provides for state assistance to such institutions, and
>
> Whereas, this legislation has not yet resulted in the establishment of any community or junior colleges although several attempts are currently underway, and

Whereas, the legislative interim committee on education is currently considering proposals relating to community or junior colleges, now, therefore be it

RESOLVED, that this convention urge the central councils and local unions to assist local school districts in studies and preparations to determine whether or not the proper conditions and needs exist for establishment of such institutions in their respective areas and to keep the State Labor Council informed as to their progress and also as to the need for changes in existing state legislation relating to community colleges if such a need exists.

## Summary

A search of the literature on legislative action within the State of Oregon during the past fifty years on post-high school, less than baccalaureate degree, education leaves one with the impression that Oregon has been slow to realize the full responsibility that the state must assume, if it is to provide a reasonable equality of opportunity for education at this level.

The question of whether post-high school education should be free to the student appears to be debatable; however, history has shown that even with tuition the local districts will ordinarily not establish post-high school programs if they have to carry all the expense other than receipts from student tuition. Furthermore, those that do start will not develop to their maximum potential.

Although legislative attempts were made to develop a state system of area post-high school programs as early as 1925 and again in 1927, the proposals failed of enactment. The 1927 bill introduced

by Senator Roberts of The Dalles appears to be well thought out and very far-sighted, but based upon a concept that the state is still not ready to adopt. That concept involves legislative determination of area districts. Significantly, the Roberts bill conceives of the junior college as higher education and not as an extension of the public school system through grades 13 and 14. Comparable legislation was not introduced again until 1959 with the "area education district" bill.

Although the 1941 "area vocational school" bill assisted local school districts with war production and food production training, and served as a basis for instituting Oregon Technical Institute, it did not accomplish the creation of area districts.

Criteria observed in the review of studies, reports, and legislative considerations is presented according to the format developed in Chapter II.

LOCAL INTEREST AND APPROVAL.

In all cases, even where the districts are pre-determined by legislative action, the local populace must vote either to activate or to establish the district. (Schools under the Dunn Bill are an exception.)

APPROVAL BY STATE AUTHORITY.

Final approval must be given by the appropriate state agency before the district or program is considered in effect.

NEED FOR THE COLLEGE.

Consideration is given to avoid duplication of facilities.

Enrollment minimums are listed as 150, 200, and 300 for college, and high school enrollments are listed as 300, 500, 800, and the last law indicates 1,000. Koos uses the ratio of one college student for every three high school students.

The Interim Committee (1958) stated they thought a radius of influence of 25 to 30 miles, or one hour travel time, is indicated.

ABILITY TO SUPPORT.

Ability to support is a relative matter, depending on the amount of state support and student tuition. The present law calls for $75,000,000 true cash value and allows up to one-third of operational costs or $200 per full-time student equivalent, whichever is less.

MISCELLANEOUS.

Oregon has been divided into 7, 13, 15, 16, 26, and 27 districts.

On organization and control, the studies and reports indicated that two favor the unified district, four recommend the optional arrangement according to the local situation with separate districts possible, and three indicate entirely separate district concepts.

On the subject of state support, all except the first two (1925 and 1927) recommend some support for operation with the figure running from one-fourth to one-half. Two of the studies recommend that 50 per cent of the building costs be paid by the state.

# CHAPTER IV

# SURVEY BY QUESTIONNAIRE OF SELECTED JUNIOR-COMMUNITY COLLEGES IN THE NORTHWEST AND WESTERN ASSOCIATIONS OF HIGHER SCHOOLS AND OF STATE OFFICERS IN CHARGE OF JUNIOR-COMMUNITY COLLEGE EDUCATION

## Introduction

The primary purpose of this chapter is (1) to present actual current operational practices, (2) to present certain judgments from questions addressed to persons actively engaged in administering junior-community college programs at the state and local level, and (3) to develop criteria to improve and/or change current practices. The direct information from the authorities in the field is supplementary to that secured from a reading of the literature.

Three separate questionnaires are used in this survey to elicit information that may further develop general and specific criteria for a system of area education districts in Oregon.

One questionnaire was directed to the presidents of the junior-community colleges in Washington, Idaho, Montana, and Utah, and to a selected group of junior-community college presidents in California (see Appendix C). This questionnaire was sent only to those junior-community colleges of the Northwest and Western Regional Associations because of (1) the need to limit the scope of the survey, and (2) an assumption that conditions in Oregon's neighboring states are more

nearly like Oregon--therefore, any conclusions drawn from this study are more applicable, and any criteria developed will be of greater validity to Oregon.

The writer sent and received a response from each of the ten junior colleges in Washington and from the two junior colleges in Idaho. Two junior colleges currently operate in Montana--one responded to the questionnaire. Utah has four "state type" junior colleges--one of the four (Weber College in Ogden) responded. The writer desired only a representative sample from the California system. Twenty junior colleges responded, including small colleges like Coalinga College with 406 enrolled, and the largest junior college in the United States--Long Beach City College--with 40,360 students. The twenty were well-distributed over the state geographically.

This selected group of 34 junior colleges provided the writer with an adequate and representative selection of junior colleges from the Western and Northwest Regional Accreditation Associations. The questionnaire and cover letter which accompanied it may be found in Appendix C.

The second questionnaire was directed to state coordinators of junior-community colleges in states which have such an officer and to the superintendents of public instruction in those states which do not have a coordinator (see Appendix D). Coordinators or superintendents from 37 states responded to this questionnaire.

A third questionnaire, containing one question taken from the other two, was directed to a selected group of 200 former students of

Central Oregon College in Bend, Oregon--the only public junior-community college in Oregon. The writer received 85 returns from the 165 letters which were delivered.

## Questionnaire Sent to Selected Former Students of Central Oregon College

The question of interest to this study reads as follows: "How far will a student drive (commute) to attend Central Oregon College? (A) In Miles: 15-20-25-30-35-40-45-50-55-60-more, and (B) In Minutes: 15-20-25-30-35-40-45-50-55-60-more."

The average of the 85 individuals expressing judgment on this question was 41.66 miles, or 50.14 minutes.

## Questionnaire Addressed to State Junior College Coordinator or Superintendent of Public Instruction of the Fifty States

### Form of Institutional Organization.

Section I of this questionnaire (Appendix D) is concerned with organization as it pertains to curriculum according to the legal framework as established by state law. Three states indicate they have a state system of junior colleges offering only liberal arts or/and general education programs (Idaho, Minnesota, and Missouri). Seven states indicate they have a system of vocational or/and technical schools organized separately from the junior colleges (Alabama,

Connecticut, Hawaii, Louisiana, Minnesota, Utah, and Vermont). Thirteen states indicate they have a system of comprehensive junior-community colleges that include all three functions--transfer, vocational-technical, and terminal--(California, Florida, Idaho, Iowa, Maryland, Minnesota, Mississippi, North Dakota, Oklahome, Texas, Utah, Washington, and Wyoming). Seven states indicate they have a state law making it permissive to establish either kind, depending on local needs (Alaska, California, Idaho, Illinois, New York, North Dakota, and Washington). Some of the respondents did not check the list, but added comments of explanation. The general trend of comments in answer to question 5 is that many of the states are attempting legislation aimed toward the comprehensive type institution. Some are consolidating vocational schools and junior colleges; others are developing comprehensive programs in each instance to provide both functions. A general program of reorganization seems imminent in several of the states. Separate state boards for vocational education tend to hold back development of the comprehensive institution.

Administrative Organization.

Section II of the questionnaire (Appendix D) deals with the subject of administrative organization and control. Eight of the 37 states responding indicate that post-high school education is considered an extension of the public school system in their state and must be organized under the same boards of education that have

charge of grades 1 through 12 (Alaska, Hawaii, Iowa, Minnesota, Missouri, New Mexico, North Dakota, and Washington). Five indicate that post-high school education in their state must be organized on an area basis under a separate local board of administration (Idaho, Mississippi, New York, North Carolina, and Tennessee). Ten states indicate that state law makes it permissive to organize either within the unified school district or as a separate district (California, Florida, Illinois, Kansas, Maryland, Nebraska, Texas, Vermont, Virginia, and Wyoming).

Sections I and II demonstrate the great diversity that exists in organizational patterns among the states.

Financial Reimbursement from States.

Section III of this questionnaire (Appendix D) deals with (1) what is actually done in the state of the respondent regarding state participation in operational costs and in building costs, and (2) what the respondent feels should be done in this regard.

Table IX presents a compilation of the statistical results of this section.

TABLE IX

JUDGMENTS OF AUTHORITIES ON STATE PARTICIPATION

| State | Operational costs paid by state | Should be paid by state | Building costs paid by state | Should be paid by state |
|---|---|---|---|---|
| 1 | 65% | 65% | --% | 50% |
| 2 | 75 | 100 | -- | 100 |
| 3 | 27 | 45 | -- | 45 |
| 4 | 65 | 65 | 100 | depends |
| 5 | 100 | -- | -- | -- |
| 6 | -- | 40 | -- | -- |
| 7 | 30-55 | 50 | -- | 50 |
| 8 | 33-1/3 | 50-75 | -- | ? |
| 9 | 100 | 100 | 100 | 100 |
| 10 | 33-1/3 | 50 | -- | 50 |
| 11 | 50 | -- | -- | -- |
| 12 | $250 | 33-1/3 | -- | 50 |
| 13 | 40% | 50 | -- | -- |
| 14 | -- | 50 | -- | -- |
| 15 | -- | 50 | -- | 50 |
| 16 | 33-1/3 | 33-1/3 | 50 | 50 |
| 17 | $200 | $250 | -- | -- |
| 18 | 33-1/3% | 33-1/3% | -- | ? |
| 19 | 30 | 50 | -- | -- |
| 20 | 70 | 70 | 70 | 70 |
| 21 | 50 | 50 | -- | -- |

Size of District.

Section IV of this questionnaire (Appendix D) asks: "From your experience, how large an area should a post-high school district encompass?" The state superintendents and junior college coordinators were asked to check their opinions on two separate scales--one representing miles and the other commuting time (one way) in minutes. This is the same general question asked of the selected former students of Central Oregon College. The results of the poll of the state superintendents and junior college coordinators is given in Table X.

TABLE X

OPINIONS OF AUTHORITIES ON MAXIMUM COMMUTING TIME

| Respondent | Miles | Minutes | Respondent | Miles | Minutes |
|---|---|---|---|---|---|
| 1 | 50 | 60 | 13 | 45 | 45 |
| 2 | 30 | 55 | 14 | 50 | 60 |
| 3 | 35 | 45 | 15 | 40 | 45 |
| 4 | 45 | 60 | 16 | 40 | 60 |
| 5 | 30 | 50 | 17 | -- | 60 |
| 6 | 40 | -- | 18 | 100 | 120 |
| 7 | 25 | 45 | 19 | 35 | 50 |
| 8 | 40 | 50 | 20 | 50 | 60 |
| 9 | 50 | 60 | 21 | 25 | 30 |
| 10 | 35 | 45 | 22 | 40 | 60 |
| 11 | 25 | 60 | 23 | 30 | -- |
| 12 | 35 | -- | 24 | 40 | 45 |

Miles: Average = 40.65

Minutes: Average = 55.48

Extension Services:

Section V of the questionnaire (Appendix D) was concerned with the subject of the extended campus.

Flesher, in the survey made for the Oregon State Board of Education (38, p. 338-340) recommended large administrative districts with boundaries well beyond commuting distance of any one center within the area. His plan is to establish more than one center of operation within a district and to provide for the rest through a system of extension services from the main campuses. Flesher also recommends dormitories to accommodate day students who live in the district and beyond commuting distance. He recommends dividing the State of Oregon

into seven administrative districts (38, p. 337). Speaking of buildings, Flesher says that "student housing (dormitories) be provided as needed; and that appropriate programs of student activities be established." Commenting on extension services, Flesher says "when an instructional program is desired in an outlying community of the District, it should be operated under the administration and supervision of the Educational Center."

The writer, in an effort to determine practices in this regard, developed the question: Are your junior-community colleges or/and vocational schools limited to a central campus or do they extend their services into outlying cities or towns in the district in an effort to equalize service within the tax base area? The writer received very little response to this question from the coordinators and superintendents of state departments of public instruction.

The same question asked of junior college administrators (Section IX, No. 3, Questionnaire to Junior Colleges of California, et al., Appendix C) provided some information on "extension" practices. Out of 31 responses to this question, 16 say that they "send the instructor to the students" where there is sufficient demand to do so in areas that are removed from the main center. They express the feeling that they believe it is in the interest of good relations to do this. Others say they had tried it and discontinued the practice, or are not currently sending courses out. Apparently, as far as the writer can determine from the literature, no state has tried to organize

districts on such a large geographic basis as that recommended by Flesher and, therefore, have had little reason to engage in extension type activities. In most instances, the respondents state that they do not take the regular day classes "off campus" but reserve this activity to the general adult program in the evening school.

## Questionnaire Analysis from 34 Selected Junior-Community Colleges in California, Idaho, Montana, Utah, and Washington

### Enrollment Distribution.

Section I of this questionnaire (Appendix C) is designed to find out what per cent of the enrollment of the various junior-community colleges is in the "transfer" program, as differentiated from "vocational" and "terminal" (terminal meaning those courses that are neither transfer or vocational terminal). The writer asked for statistics in terms of quarter, semester, or clock hours, depending upon how figured locally. Table XI presents the results in terms of percentages.

TABLE XI

PER CENT OF JUNIOR-COMMUNITY COLLEGE ENROLLMENT

IN VOCATIONAL AND TERMINAL CURRICULA*

| Respondent | Students enrolled | | | Respondent | Students enrolled | | |
|---|---|---|---|---|---|---|---|
| | Transfer | Vocational | Terminal | | Transfer | Vocational | Terminal |
| 1 | 93% | 5% | 2% | 14 | 85% | 7% | 8% |
| 2 | 55 | 40 | 5 | 15 | 63 | 2 | 35 |
| 3 | 63 | 37 | 0 | 16 | 83 | 0 | 17 |
| 4 | 89 | 5 | 6 | 17 | 71 | 22 | 7 |
| 5 | 48 | 0 | 52 | 18 | 69 | 12 | 19 |
| 6 | 75 | 22 | 3 | 19 | 84 | 6 | 10 |
| 7 | 63 | 37 | 0 | 20 | 35 | 9 | 56 |
| 8 | 77 | 0 | 23 | 21 | 54 | 5 | 41 |
| 9 | 54 | 0 | 46 | 22 | 87 | 5 | 8 |
| 10 | 80 | 0 | 20 | 23 | 49 | 31 | 20 |
| 11 | 83 | 13 | 4 | 24 | 91 | 2 | 7 |
| 12 | 68 | 8 | 24 | 25 | 81 | 2 | 17 |
| 13 | 66 | 0 | 34 | | | | |

* From the 34 selected junior colleges; 25 responded to Section I.

Radius of Influence.

Section II of the questionnaire (Appendix C) is designed to find out how far junior colleges actually extend their radius of influence through an enrollment check. The question (Section II of Appendix C) reads as follows:

> Any independent or common school district is defined to be within your 'radius of influence' if any of the three following conditions is met:
>
> 1. If you received, in 1958-59, 1 per cent or more of your full-time student equivalents from school district "A"; for example, your full-time student equivalents total is 400. You received from school district A four or more, full-time students. Then school district A is defined to be within your radius of influence.

2. If you received 10 per cent or more of the high school graduates of this school district. For example, if school district B had 30 high school graduates in 1958, and you received 3 or more of these in your freshman class in Sept. 1958, then school district B is defined to be within your radius of influence.

3. If the school district is part of your junior-community college district, regardless of the enrollment you receive from the district.

Using the above criteria, the 34 junior colleges respond as presented in Table XII. Two determinations are presented in the table: (1) the radius of influence as determined by the questionnaire instructions listed above, and (2) the radius of influence as determined by the area from which 90 per cent of the total student enrollment comes. Using the statistics presented by the respondents, the writer determines the number of students in each case that would represent 10 per cent of the regular "day student" enrollment and then decreases the radius of influence by eliminating towns on the periphery until 10 per cent of the total enrollment is removed. This procedure eliminates isolated cases of a town at a considerable distance from the campus that might still meet the criteria of the questionnaire; this reduction also provides more practical or realistic approach to a radius of influence that provides reasonable service. Table XII also lists the dates of establishment.

Financial Operations.

Section III is concerned with the financial operation of the 34 junior colleges studied. Table XIII presents this information.

TABLE XII

RADIUS OF INFLUENCE AND DATES OF ESTABLISHMENT

OF 34 JUNIOR-COMMUNITY COLLEGES

| College and Date Established | Location | Maximum radius of influence (Miles) | 90% radius of influence (Miles) |
|---|---|---|---|
| WASHINGTON | | | |
| Centralia Junior College--1925 | Centralia | 35 | 30 |
| Clark College--1933 | Vancouver | 50 | 30 |
| Columbia Basin College--1955 | Pasco | 47 | 25 |
| Everett Junior College--1941 | Everett | 45 | 35 |
| Grays Harbor College--1930 | Aberdeen | 56 | 30 |
| Lower Columbia Junior College--1945 | Longview | 25 | 20 |
| Olympic College--1946 | Bremerton | 70 | 35 |
| Skagit Valley College--1926 | Mt. Vernon | 40 | 35 |
| Wenatchee Valley College--1939 | Wenatchee | 48 | 35 |
| Yakima Valley Junior College--1928 | Yakima | 40 | 25 |
| IDAHO | | | |
| Boise Junior College--1939 | Boise | 104 | 40 |
| North Idaho Junior College--1939 | Coeur d'Alene | 85 | 40 |
| MONTANA | | | |
| Dawson County Junior College--1940 | Glendive | Co. | Co. |
| UTAH | | | |
| Weber College--1933 | Ogden | 90 | 25 |
| CALIFORNIA | | | |
| American River Junior College--1955 | Sacramento | 15 | 15 |
| Bakersfield College--1913 | Bakersfield | 110 | 30 |
| Coalinga College--1932 | Coalinga | 54 | 50 |
| College of Marin--1926 | Kentfield | 10 | 10 |
| Contra Costa Junior College--1948 | San Pablo | 10 | 10 |
| Diablo Valley College--1948 | Concord | 25 | 20 |
| Fresno City College--1910 | Fresno | 40 | 30 |
| Hartnell College--1921 | Salinas | 45 | 30 |
| Long Beach City College--1927 | Long Beach | -- | -- |
| Modesto Junior College--1921 | Modesto | 65 | 40 |
| Mt. San Antonio College--1946 | Pomona | 24 | 22 |
| Orange Coast College--1948 | Costa Mesa | 35 | 20 |
| Pasadena City College--1924 | Pasadena | 12 | 10 |

Continued on next page--

Table XII continued--

| College and Date Established | Location | Maximum radius of influence | 90% radius of influence |
|---|---|---|---|
| Reedley College--1926 | Reedley | 55 | 25 |
| Riverside City College--1916 | Riverside | 90 | 30 |
| San Diego Junior College--1914 | San Diego | 10 | 10 |
| Santa Ana College--1915 | Santa Ana | 20 | 15 |
| Santa Rosa Junior College--1918 | Santa Rosa | 30 | 20 |
| Vallejo Junior College--1945 | Vallejo | Co. | Co. |
| Ventura College--1927 | Ventura | 30 | 20 |
| | AVERAGE: | 45.48 | 26.19 |

TABLE XIII

FINANCIAL OPERATIONS OF 34 JUNIOR-COMMUNITY COLLEGES
IN CALIFORNIA, IDAHO, MONTANA, UTAH, AND WASHINGTON

| Respondent | Assessed value of district | Assessed value what % true cash value | Local tax rate for operation | Operation, Maintenance costs | Building costs past 10 years | Building costs paid by state |
|---|---|---|---|---|---|---|
| | (millions) | (per cent) | (mills) | (millions) | (millions) | (per cent) |
| 1 | $12.00 | 20% | 14 | .311 | 1.000 | 75% |
| 2 | 80.00 | 20 | -- | -- | -- | -- |
| 3 | 21.00 | 20 | 58 | .500 | 1.750 | 80 |
| 4 | 61.00 | -- | 14 | -- | 2.223 | 50 |
| 5 | 17.86 | 20 | 20.72 | 1.987 | .900 | 72 |
| 6 | 60.00 | 20 | 13.16 | .326 | 2.720 | 50 |
| 7 | 30.20 | 60 | 14 | .714 | .463 | 10 |
| 8 | 14.47 | 20 | 5.6 | .347 | 1.379 | 67 |
| 9 | 32.07 | 48 | 14 | .263 | 3.000 | 25 |
| 10 | 50.44 | 18 | 14 | .412 | .120 | 25 |
| 11 | 54.00 | 20 | 7 | .717 | 1.710 | 0 |
| 12 | 19.81 | 13 | 6.7 | .217 | .509 | 0 |
| 13 | 35.28 | 25 | .75 | .008 | 0 | 0 |
| 14 | -- | -- | -- | -- | -- | 100 |
| 15 | 170.0 | 25 | 4 | 1.200 | 5.400 | 0 |
| 16 | 474.0 | 25 | 3.5 | 1.697 | 10.010 | 0 |
| 17 | 153.9 | 40 | 9.86 | 2.386 | 3.101 | 0 |
| 18 | 167.0 | 27 | 3.5 | .710 | .865 | 0 |
| 19 | 790.6 | 27 | 3.5 | 2.248 | 4.310 | 0 |
| 20 -- included in #19 (one district--two schools) | | | | | | |

Continued on next page--

Table XIII continued--

| Respondent | Assessed value of district | Assessed value what % true cash value | Local tax rate for operation | Operation, Maintenance costs | Building costs past 10 years | Building costs paid by state |
|---|---|---|---|---|---|---|
| 21 | $240.2 | 21% | 3.5 | 1.303 | 3.077 | 0% |
| 22 | 205.0 | 25 | 3.5 | .867 | .650 | 0 |
| 23 | -- | -- | -- | -- | 10.000 | 0 |
| 24 | 108.9 | 27 | 4.3 | .238 | 1.900 | 0 |
| 25 | 359.3 | 25 | 36.8 | 3.580 | -- | 0 |
| 26 | 281.8 | 25 | 3.5 | 1.386 | 5.000 | 0 |
| 27 | 388.0 | 40 | 3.43 | 4.301 | 2.142 | 0 |
| 28 | 24.58 | 25 | 17.5 | 1.177 | 2.000 | 0 |
| 29 | 199.0 | 50 | 3.5 | 1.061 | 1.475 | 0 |
| 30 | 782.0 | 25 | 2.44 | 36.57 | 2.500 | 0 |
| 31 | 135.8 | 30 | 3.51 | .034 | 2.830 | 0 |
| 32 | 132.7 | -- | 3.8 | 1.133 | .833 | 0 |
| 33 | 63.94 | 27 | 33.4 | .455 | 7.470 | 0 |
| 34 | 209.0 | 33 | 3.5 | -- | 7.000 | 0 |

NOTE: Difficult to compare for reason that many of the colleges are part of a unified school district and some of the statistics may include the entire district. Other inaccuracies may have developed in translating the California tax to mills.

Date and Problems of Establishment of Colleges.

Section IV considers dates of establishment of the 34 junior-community colleges. The dates range from Fresno, established in 1910 (first junior college in California), to the American River Junior College in Sacramento, established in 1955. In the State of Washington, the range is from 1925 when Centralia Junior College started operations to 1955 with the advent of Columbia Basin College at Pasco. Dates of establishment are included in Table XII.

Under question 2 on "what person/s or group/s initiated the movement for establishment of your college?" the comments are along these general lines. Many of the 34 colleges were established by local board action as part of the unified school system without a local election and thus comparatively little promotional activity on the part of local citizens. Several mention local educators or interested citizens who spearheaded movements that brought the school into existence. Chambers of commerce were active in some instances, and in several a citizens committee promoted the development. In a few instances a church group headed the movement, and in others the college was originally formed by a church and later turned over to public support. School district reorganization committees, along with such groups as Rotary, Lions, Kiwanis, local improvement clubs, Ministerial Associations, etc., were all instrumental in the development.

Groups that opposed are also noted. Comments like these are found among the answers: "Opposed by: 'local tax group,'

'neighboring junior college,' 'university alumni group,' 'big taxpayers and high socio-economic group,' etc." In the main, there are few references to opposition groups. In most instances where a vote was held, the measure passed with a good majority. Exceptions are those places that mention opposition groups. One factor that causes trouble in certain areas comes from "locating the campus." The fortunate community or area is the one where the population center, the geographic center and the largest populated center are all the same. When these factors are not all present in one place, there may be trouble ahead.

Accreditation by Regional Accreditation Association.

Section V is concerned with accreditation. All except two of the colleges indicate that they are fully accredited. One of these two--Columbia Basin College in Pasco, Washington--will be evaluated in November, 1960. The other--Dawson County College in Glendive, Montana--did not indicate their future plans. Only three junior colleges indicate a waiting period following their first application. Everett Junior College in Washington indicates a six-year period during World War II, Boise Junior College a one-year period in 1940, and North Idaho Junior College a six-year period.

These statistics speak well for the quality of institution represented in the junior-community college. Although accreditation will not be one of the criteria for establishing a junior-community college, it certainly is one of the most important factors to be kept in mind

by those responsible for developing criteria. The criteria is not adequate unless a junior-community college is built upon a foundation that will later make possible full accreditation.

Proximity to Another Institution of Higher Education.

Section VI requests information on the effect that neighboring institutions of higher education have on junior college enrollment. Generally speaking, this resolves itself into a problem of meeting potential needs, both in breadth of curriculum and in an adequate number of institutions of appropriate size to meet the total educational needs of the area. Where the population is large, several institutions which include duplication of facilities and curriculum can exist within a few miles or even a few blocks of each other. In areas where there are too many colleges for the population, the president's indication was that they are loosing enrollment to neighboring colleges. Two elements are vital for consideration: (1) total area population, and (2) types of programs offered by existing institutions. Building existing colleges larger is not necessarily a solution to meet the demand or provide more economical operation. Bogue (6, p. 19) says:

> It is true that the junior college is the most economic units. It is small; it is economically defensible in relatively small units. It is not complex in the sense that, for example, Columbia University is. Believe it or not, the cost per student for good education (mark that I said good education) automatically goes up when we get above a minimum size for a student body. When the institution increases its complexity, costs go up. This is a matter of great importance, I think.

Morrison and Martorana (96, p. 17), in a 1960 study, recommend that proximity to another institution not be considered as valid criteria. Need should be the determining factor, not distance.

The writer could develop no pattern of answers on this question, in that some indicate loss to another institution that is 40 miles away, and others with an institution in the same town (in fact, one with adjoining campus to a four-year college) indicates no loss of students. Need would appear to be the only valid criteria. It might be said that, if the nearest college is beyond commuting distance of any sizable group of students, then it is too far. Colleges only become too close when they engage in unnecessary duplication.

Influence of Economic Factors.

Section VII develops the following pattern in answer to the question "Do you feel that the economic factors affecting the economy of your district has any appreciable effects on the enrollment of your college?" The most common answers were: "yes, high employment means low enrollment" or "high income means low enrollment," "enrollment increases with depression," "when jobs are scarce the enrollment increases," "industrial demand for workers decreases enrollment," etc. On the other hand, one institution offering a fine program in technology said "industrialization helps the junior college."

From these answers one must draw the conclusion that the junior-community college is definitely a "people's college" and, more specifically, it is the college for the "common man." Some have referred to it as the "poor man's college." One hates to think that students go to college when there is nothing else to do, but there seems to be a relationship between employment possibilities and college attendance, particularly in the areas of terminal education. Even though the junior-community college may be second choice in the minds of some of the students who would prefer to "go away from home" if they had the money, the fact is that 905,062 students took advantage of its offerings in 1958-59 (46, p. 353).

The point that "industrialization helps the junior college" is significant also from the standpoint that many students who may quit college to go to work could not get a job without the education or vocational training they received at the junior-community college. Others may take short courses to make themselves employable.

Control and Support.

Section VIII is concerned with the attitudes of college administrators regarding types of administration and control. The respondents were asked to express their preferences, not necessarily indicating the type of control under which their school worked. They were to list their choice in questions 1, 2, and 3 of (1) whether they prefer, from an organizational standpoint, the separate college district under its own board of education, (2) whether they prefer the college organized

as part of a unified school system under the same administration that has charge of grades 1 through 12, or (3) whether they prefer the "state" junior college where all control and support is vested in the state system of higher education, directly responsible to the state legislature. The results are very interesting, particularly when one recalls all the books that have been written on the advantages of the unified school system grades 1 through 14. The college presidents voted on item number (1) as follows: 30 favored the separate district, two placed it as their second choice, and only three listed the unified district as their first choice. The complete questions are found in Appendix C, Section VIII. The results of the first three questions are detailed in Table XIV following mention of the fourth and fifth question in Section VIII.

Question 4 is concerned with the amount of state support the presidents feel should be provided for operational costs, and question 5 is "what per cent of capital costs for college buildings should be paid for by the state?" In all questions they are asked for "your personal reaction, not necessarily what your state does." Results of the five questions are presented in Table XIV.

It is interesting to note in this table that nine of the ten Washington junior-community college presidents prefer the separate district. The ten junior-community colleges in Washington are currently operating as part of a unified school system.

TABLE XIV

JUDGMENTS OF JUNIOR-COMMUNITY COLLEGE PRESIDENTS ON TYPE OF CONTROL AND AMOUNT OF STATE SUPPORT FOR JUNIOR-COMMUNITY COLLEGES*

| | Opinion on type of control | | | State Support | |
|---|---|---|---|---|---|
| Respondent | Separate District | Unified District | State Control | Operation | Building |
| 1 | 1 | 3 | 2 | 50 + eq. | 50 + eq. |
| 2 | 1 | 2 | 3 | 50 | 50 - 75 |
| 3 | 1 | 2 | 3 | 100 | 100 |
| 4 | 1 | 2 | 3 | dep. | 50 - 75 |
| 5 | 1 | 2 | 3 | 90 | 75 |
| 6 | 1 | 3 | 2 | 50 | 50 |
| 7 | 1 | 2 | 3 | 70 | 80 |
| 8 | 2 | 1 | 3 | 75 | 100 |
| 9 | 1 | - | - | 100 | 50 |
| 10 | 1 | 3 | 2 | 50 | 80 |
| 11 | 1 | 2 | 3 | 30 - 50 | none |
| 12 | 1 | 3 | 2 | 25, 100** | none |
| 13 | 1 | 2 | 3 | 50 | 50 |
| 14 | 2 | 3 | 1 | 100 | 100 |
| 15 | 1 | 2 | 3 | 50 | 100 |
| 16 | 1 | 2 | 3 | 49 | 49 |
| 17 | 1 | 2 | 3 | eqlz. | eqlz. |
| 18 | 1 | 3 | 3 | 50 | 50 |
| 19 | 1 | 3 | 2 | 50 | 50 |
| 20 | 1 | 3 | 2 | 50 | 50 |
| 21 | 1 | 2 | 3 | 45 | 30 - 40 |
| 22 | 1 | 2 | 3 | 50 | 50 |
| 23 | - | 1 | - | 50 | 50 |
| 24 | 1 | 2 | 3 | 50 | 50 |
| 25 | 1 | 2 | 3 | 50 | 33-1/3 |
| 26 | 1 | 2 | 3 | 45 | 33-1/3 |
| 27 | - | 1 | - | 40 | 25 |
| 28 | 1 | 2 | 3 | 50 | 50 |
| 29 | 1 | - | - | 33 | 33 |
| 30 | 1 | 2 | 3 | 50 | 50 |
| 31 | 1 | 3 | 2 | 50 | 50 |
| 32 | 1 | 2 | 3 | 50 | 50 |
| 33 | 1 | 2 | 3 | 50 | none |
| 34 | 1 | 3 | 2 | 50 | 25 - 40 |

* "1" indicates first choice, "2" indicates second choice, and "3" indicates third choice.

** 25 per cent liberal arts and 100 per cent for vocational.

Another interesting observation is that the California group of 20 junior-community college presidents indicate they believe the state should share in the cost of junior-community college buildings. Beginning with respondent number 15 and continuing to number 34, the reader will observe that all except one (number 33) indicates that he feels the state should help with building costs. Historically, in California, buildings have been the responsibility of the local districts. Washington, on the other hand, has a very good program of state help on buildings, and the respondents all indicate that this aid should continue (respondents number 1 to 10 inclusive).

Only one (Weber College in Utah, a "state type junior college--No. 14) indicates state control as a first choice. All 34 college presidents indicate the desirability of some state help with operational costs.

Miscellaneous.

Section IX of the questionnaire considers transportation, type of curriculum and extension services. Extension services are included with the findings on the same subject in the questionnaire to state junior college coordinators and superintendents of public instruction.

To the question: "Do you operate school busses to transport college students?" the answers came back with 13 indicating "yes" and 19 "no."

On the subject of whether the junior colleges should include in their offerings all three of the generally-accepted functions--lower division collegiate (liberal arts and sciences), vocational (including technical programs), and general adult programs--the respondents answered with a 100 per cent "yes."

The final question asked for any additional statement on criteria that the respondent might wish to contribute. Many of the respondents made suggestions, but none that have not been considered in earlier sections of this study.

## Summary

This chapter presents the results of three separate questionnaires. The information presented has been secured from three sources: (1) a questionnaire addressed to a selected group of former students of Central Oregon College, Bend, Oregon (85 respondents), (2) a questionnaire addressed to the Coordinator of Junior Colleges, or to the Superintendent of Public Instruction in states that did not have a coordinator of junior colleges, in the 50 states of the United States of America (37 respondents), and (3) a questionnaire sent to all public junior college presidents in the states of Washington, Idaho, Montana and Utah (there are 18 such schools in the four states, and 14 responded) and to a selected group of junior college presidents in California (20 responded). Significant information was secured from the questionnaires and a summarization is now presented.

The 85 former students of Central Oregon College registered the judgment that a student will drive a maximum of 41.66 miles to attend the College (judgments were averaged). Considered in terms of minutes, the students' judgments averaged 50.14 as the maximum time a student would spend in commuting to Central Oregon College.

When asked "how far a student would commute to college," the junior college coordinators and superintendents of public instruction indicated an average of 40.65 miles and 55.88 minutes. All figures are based on distance or time to drive "one way" to a junior or community college (Table X).

The 34 junior-community college presidents listed the actual number of miles their students drive to attend their college. The average of these colleges in maximum radius of influence (according to the pre-determined formula) was 45.48. (Rodgers (133, p. 168), in a similar study in Texas, shows an average of 45.41.) The writer, using the figures presented by the respondents concerning distance travelled by students, reduced the circumference of the area until 90 per cent of the students had been included in the area for consideration. The results of this tabulation show that 90 per cent of the students (averaging the 34 schools) come from within a radius of 26.19 miles (Table XII).

Table IX presents judgments of state authorities (junior college coordinators and superintendents of public instruction) on the per cent of state support that should be given to junior or community colleges for (1) operational support, and (2) buildings. The results

indicate the authorities all believe that the state should contribute to the operational costs. Percentages cover a range of from 33-1/3 to 100 per cent, with an approximate average of 55 per cent.

On the subject of state participation in building costs, the state authorities are not in complete agreement. Fifty per cent of them feel that the state should pay something toward local college building costs. The majority of them indicate that it should be 50 per cent.

The junior college presidents (Table XIV) indicate a unanimous judgment in favor of state support for college operation. They range from 25 to 100 per cent, with an approximate average of 55 per cent recommended as reasonable for state participation. Regarding state assistance with building construction, 30 recommend the state provide from 25 to 100 per cent of the building costs, with an average of 56 per cent.

On the subject of control and administration of junior-community colleges, 30 indicate a preference for the separate district type, three prefer the junior-community college within the unified school system--grades one through fourteen, and one prefers the "state junior college" type. This is significant, particularly when one considers that the greater percentage of the 34 junior-community colleges responding are currently under the unified school district plan. In Washington, all the junior-community colleges are under the unified school district plan, yet nine out of ten indicate a preference for the separate district. The reasons apparently do not

stem from financial considerations, in that Washington has one of the best programs of state aid to junior-community colleges in the nation, with the state paying 50 per cent of all operational as well as building costs on those students living within the legal boundaries of the school district operating the junior-community college. The state pays 100 per cent of the cost on operation and building for that per cent of the enrollment living outside the legal boundaries of the district. The writer discussed this point previously in this study, indicating that the early literature spoke for the advantages of either the "integrated" or the "extended secondary" type program offered within the unified school system, but regardless of how much has been written, the movement continues with a definite trend toward "separate identity" (tertiary education). The reaction of the current administrators in the field is only further evidence of this trend and supports the assumption made in the first chapter of this study that:

> An Area Education Center or Community College should be the institutional product of a post-high school Area Education District operating under a local board of control that is charged <u>only</u> with the responsibility of operating a two-year post-high school district program.

The results of the questionnaire would indicate that the majority of course work carried on in the junior-community college is of the "transfer" type. It would appear, in keeping with our state and national work needs, that a greater balance should be developed between the "transfer" and the "terminal vocational" programs. A

second observation would be the need to develop a more extensive program in "general adult" education. Table XI shows a great variation between junior-community colleges in the balance between "transfer," "vocational," and "terminal" student enrollments.

Evidence presented would indicate that there is no reason to prohibit, by law, the establishment of a community college within the service radius of another public or private institution of higher education. The areas should be studied and institutions established where they are needed. Avoidance of unnecessary duplication of facilities is required, but population statistics, tuition costs, curricular offerings and programs of existing institutions, etc., should be the factors for consideration, not automatic dismissal or/ and failure to recognize actual unmet needs.

The matter of "extension services" out of junior-community colleges has not been developed to any great extent. With service areas built on commuting distances, the problem of extension services will not be great. Approximately half of the junior-community college presidents indicate they did, when necessary or advisable from a public relations standpoint, take the instructor to the students. Most of this "extension" work seems to be in the area of the evening adult classes, with very little extension of the regular "day" program.

There is unanimous belief in the validity of the comprehensive community college, although the record shows that all have not achieved this goal or a proper distribution of function between the transfer, vocational, terminal, technical and general adult programs.

If one may assume that the future course of a movement will follow the projected goals of the executives in immediate command of the institutions, then it should not be too difficult to predict the course that the junior-community college movement will take in the Pacific West and Northwest. The writer would interpret the judgments of the junior college presidents to indicate that, what the writer calls "tertiary" education in this study, will come to pass in the next decade.

To briefly recapitulate the criteria developed in this chapter, the authorities currently in charge of junior-community colleges at both the state and local level believe that (1) proximity to another college not in itself appropriate criteria, (2) local interest should be demonstrated through a vote of the electorate in the area, (3) the separate district type operation is preferred, (4) approval by state authority is advised, (5) the feeling for state support on operation is unanimous with 55 per cent being the average of the amounts suggested on contribution that the state should make, and the majority recommend state support on buildings of 50 per cent, (6) the distance that students will commute, in the judgment of the respondents, is approximately 42 miles or 55 minutes time, whereas the maximum radius of influence according to current operations actually shows an average of approximately 45 miles. Eighty to ninety per cent of the students will come from a 25- to 30-mile radius.

# CHAPTER V

# APPLICATION OF VALIDATED CRITERIA TO THE STATE OF OREGON

## Introduction

The purpose of Chapter V is (1) to summarize the general and specific criteria considered by certain authorities to be significant and (2) from these criteria, to develop a valid frame of reference for making recommendations for a system of area education districts in Oregon.

Chapter II reviews the literature presented by authorities in the field, state studies, and national studies to determine (1) appropriate areas for consideration in developing criteria, and (2) development of general and specific criteria to implement these areas for consideration. General areas considered most significant by the authorities, as developed in the review of the literature, are (1) local interest and approval, (2) approval by state authority, (3) need for college, and (4) ability to support.

Chapter III surveys individual studies, state studies, interim reports, and legislative considerations in Oregon relative to post-high school education. Nothing new in criteria is developed in this Chapter. The various studies, reports, and legislative enactments parallel the national development presented in Chapter II. The 1959 area education district law contains basic criteria quite in keeping with the latest developments and concepts in locally-controlled "area" post-high school education.

Chapter IV presents current practices and elicits judgments on means for improving current practices from persons who are now engaged in junior-community college administration at the local and state level. Information was secured from junior-community college presidents and state coordinators of junior-community colleges or state superintendents of public instruction by means of two questionnaires. A third questionnaire was directed to a selected group of former students of Central Oregon College. Significant criteria on area education districts developed from this Chapter supplements similar and different criteria for area education districts found in the review of the literature. The most significant findings from Chapter IV are (1) almost unanimous approval of the "separate" district, (2) unanimous judgment that the state should participate in operation costs--judgments averaged 55 per cent, (3) a 75 per cent majority judgment that the state should contribute in building costs --judgments averaged 56 per cent, and (4) realistic criteria on radius of influence.

The following section deals with selection and validation of general criterial areas applicable to the State of Oregon for use in establishment of area education districts.

## Selection and Validation of General Criterial Areas

The authorities agree that a reasonable amount of local interest must be exhibited in the formation of an area education district.

Certain individuals or groups at the local level must be sufficiently motivated to at least carry the proposition to the rest of the people. These individuals must be interested enough to learn something about the local need, the procedure for establishment, how the program will work in practice, and be able to explain the proposition in general to the people. This group will probably be responsible for the circulation of petitions and later assist in conducting an election on the proposition.

The authorities seem to agree that local initiative alone is not enough, but that an appropriate state authority should be empowered to sit in judgment on the validity of the local request for an area education district. This authority of the appropriate state board or commission serves to give direction to local initiative and to work in an overall state plan of development. It is usually the duty of the state authority to develop the criteria and thus to maintain certain minimum standards for establishment and later development of area education districts.

The authorities agree that enrollment below a certain point will present economic inefficiency if an acceptable program of offerings is to be maintained. One must consider type of program and administrative arrangement before announcing the specific criteria in this area.

When determining probable enrollment, some of the authorities use high school enrollment, others use high school graduates, and

some prefer district population. Regardless of the approach used, the calculations should determine whether there is sufficient potential in the area to provide a basis for an educationally-sound and economically-efficient area college operation. After consideration of a great variety of statements, the minimum seems to be no less than 200 students in a single curriculum type operation (lower division collegiate only) or 300 in the comprehensive community college offering vocational and technical programs. These figures refer to the "day" schedule students, often referred to as "regular" students. The part-time "special" and "general adult" courses are in addition to this.

Authorities are in agreement that, even though a community may need a two-year college and can demonstrate ability to produce the required minimum enrollment, there must be sufficient assessed valuation or/and state equalization funds, or/and state aid to provide adequate financial backing for the program. Obviously, this is a relative matter which may involve cooperation between local districts, county or area taxation, or/and state help, but local funds and state participation--combined with student tuition--must provide sufficient revenue to make possible the development of a high-quality educational program.

Certain criterial areas mentioned in Chapters II and III seem to predominate through nearly sixty years of junior-community college development. Certain new criteria developed in Chapter IV are being considered at an ever-increasing rate. One is the type of control

and administration, with a trend in the South, the West, and the Northwest Regions toward the separate district type, where the service area and the tax area are coterminous. A second is the general acceptance on the part of the state to assist with building costs. A third is the problem of determining how far students will commute, or what the normal radius of influence is. The concept of the area district, plus the factor of constantly-improved transportation, places this criteria as one that must be determined for 1960 and then constantly reviewed in the years ahead. A fourth is the problem of need, not only in terms of the availability of appropriate local educational facilities, but the need of the state and the nation in trained manpower. The curricula of the junior-community college should provide for those educational needs not being met by existing institutions in the area. This may mean placing a two-year college in an area where another higher educational institution already exists, but it will not necessarily mean a duplication of programs or facilities unless the area is large enough in population to justify duplication.

The following section outlines specific validated criteria applicable to the State of Oregon for use in establishment of area education districts.

## Outline of Validated Criteria for Oregon

### Local Interest and Approval.

1. Circulation of an initiative petition.

   a. Petitions must be signed by 10 per cent or 500 registered voters, whichever is less.

   b. Petitions must describe the geographic area proposed as a district.

2. A majority vote of the electorate required to establish an area district.

### Approval by State Authority.

1. The State Board of Education should hold hearings and conduct surveys to determine the validity of the geographic boundaries as set forth on the petitions and to see that all minimum conditions, as set forth in the statutes, are being met or can be met by the proposed district.

2. The State Board of Education should make a final determination and, if favorable, authorize the holding of an election in the proposed district.

3. The State Board of Education should canvass the vote and announce the results according to pre-determined plan.

### Need for the College.

1. A potential enrollment of 300 full-time "day" students.

   a. The ratio between transfer and terminal student enrollment, based on findings of this study, is 2:1.

   b. Assume that it will take from three to five years to achieve full potential.

   c. Enrollment during the first year should approximate 60 per cent of the graduating seniors in a 25-mile radius.

d. The ratio of 1:3 for a three-year high school is validated in this study (one college student for each three in grades 10-12 residing in a 25-mile radius.

e. The ratio of 1:$4\frac{1}{2}$ for a four-year high school would be comparable to the ratio of 1:3 for a three-year high school (one college student for each $4\frac{1}{2}$ in grades 9-12 residing in a 25-mile radius).

2. The high school enrollment in a 25-mile radius should be 1,200 to 1,300 students in grades 9-12 to provide the minimum of 300 community college students, according to the latest studies.

a. To be conservative the ratio of 1:$4\frac{1}{2}$ is used as criteria for estimating potential enrollment. This means that 1,350 students in grades 9-12 in a 25-mile radius are required to produce the minimum of 300 community college students. An Education Center having only one-third the potential drawing power of the community college should have 4,050 high school students in a 25-mile radius to provide the minimum of 300 students for the Center.

b. Community college and education center enrollment estimates are presented in terms of full-time equivalencies, based on 12 quarter term hours per week for transfer courses and 20 clock hours per week for vocational courses.

Administration and Control.

All districts, except in city districts of 100,000 population or over, should be established on an area basis and should be administered by a separate board of education.

Radius of Influence.

1. It is recommended that whole counties be included and, where practical, two or more contiguous counties. In a few instances, counties may need to be split between two contiguous area developments due to their natural geography or/and highway and natural trade area routes.

2. Generally speaking, the areas should be considered as "commuting" areas, and any sizable group of students

should be able to drive to the central campus within one hour or less.

3. Where whole counties are included in sparsely-settled sections and students are found to live over 50 miles or over one hour's driving time from the campus, special considerations should be planned in the form of dormitories or subsistence given to equalize the opportunity with others in the tax area.

4. Recognition should be given to the fact that, outside of metropolitan areas, most students will come from a radius of 25-30 miles from the campus and the extreme range should not exceed 50 miles without special consideration.

5. In large metropolitan areas, most students will come from a radius of 10 miles and not exceed 25 miles.

Extension Services.

Extension services should be limited to general adult classes unless population is large enough to develop a second "center" or campus within the district.

Ability of the Proposed District to Support the Program.

1. A true cash value of the taxable property in the district of at least $75,000,000.

   a. Assessed value should be at least $20,000,000.

   b. District should be able to raise $100,000 without exceeding 5 mills tax levy.

   c. Local levy for operational purposes should not exceed 3.5 mills.

   d. It is assumed that the state will pay 50 per cent of the operating costs and 50 per cent of the building costs. The most recent state studies and the majority of modern authorities recommend that 50 per cent of the costs of the two-year area college be carried at the state level.

   e. It is also assumed that the students will pay approximately 25 per cent of the costs through tuition assessments.

f. The district's ability to carry 50 per cent of the building costs, in addition to 25 per cent of the operational costs, must also be considered. Separate buildings and a central campus development is an integral part of the "area" district concept.

g. Careful scrutiny should be given to districts that barely meet the criteria in terms of whether the districts economy and population is rising or declining.

Proximity to Other Institutions.

1. This should only be considered in terms of unnecessary duplication of low-tuition facilities.

2. Tuition costs at private colleges is often too high to permit use by local youth in the lower income brackets.

3. Private liberal arts colleges and state four-year colleges may not be providing appropriate curricula to accommodate all the youth of an area.

4. The Oregon statute is so written that any type of supplementary institution may be established in an area to augment the services of existing institutions of higher education.

5. Careful study should be given to what services are already being provided in an area before considering new developments; however, the fact that some services are offered should not prevent a supplementary institution from being considered and established if the population concentration justifies duplication.

## The Area Education District Law of Oregon

It would seem that the Oregon statute on "area education districts" coincides quite well with the concepts now prevalent in the thinking of the authorities. It would appear to be a superior piece of legislation containing features that others are working to achieve

in other states and many have still not accomplished. Oregon, in using this statute, may be able to avoid some of the pitfalls that have slowed the development in some of the other states. Generally speaking, the Oregon statute provides a reasonable basis for criteria for the establishment of the area districts. The criteria contained in the statute have been checked against the authorities and found, with the exception of high school enrollment, to be adequate. Other criteria deemed advisable by the authorities is added to provide a reasonable basis of validated criteria for use in the establishment of area education districts in Oregon. This being the case, it is then recommended that the validated criteria be applied to the whole State of Oregon to determine those natural areas that have the need, the sufficient population within a natural service area, and the financial ability to carry a program appropriate to meet those needs.

The following section makes specific recommendations on area education districts to meet the post-high school needs of Oregon.

## General Recommendations

The writer recommends that the State of Oregon be considered as consisting of 23 natural socio-economic areas. In arriving at this recommendation, the writer considers the natural geography and its effect upon population location, the established system of state highways, the established political subdivisions of the state in as much as possible in keeping with the other factors, natural trading

areas, population concentration, and the present availability of post-high school educational opportunity.

The 23 recommended area education districts are listed according to a priority rating on present comparative need for post-high school educational facilities in the specific areas. It is recommended that immediate consideration be given to the first six areas, that the second six areas be considered during the first half of the next decade, the next four areas during the last half of the coming decade. This means that sixteen areas are recommended for consideration in Oregon during the decade 1960 to 1970. It is also recommended that consideration of the last seven areas await further developments in these areas, as well as the state at large. These seven areas are either located near one or more of those proposed in the first sixteen districts, near existing institutions that could service most of their needs, or they are extremely isolated but with too small a population to meet the criteria of economical operation as developed in this study. Population build-up, or other factors, within the next ten years could change the situation in areas 17 to 23.

The sixteen recommended areas should each operate within the 3.5 mill limitation recommended by this study as sufficient to cover operational and instructional equipment costs and should not exceed 5 mills, including debt service. Fifty per cent state participation is assumed.

Population statistics are given to indicate whether the area is increasing or declining, and to show overall enrollment potential.

It is assumed that separate buildings are to be provided and that an evening, as well as a day, program be operated. The maximum effectiveness will not be realized otherwise.

Potential enrollments are based on either a 10- or a 25-mile radius from a selected center, and high schools in the area are classified according to whether they are within a 10- or 25-mile radius, a 50-mile radius, or outside a 50-mile radius. In actual practice, it is recommended that any individual student whose legal residence is within the area education district but whose home is over 50 miles by modern highway from the campus be given special financial consideration equal to the difference between the expenses of a student who lives at home and commutes 50 miles each way to the campus and one who pays board and room in the center.

In all instances the most populated center in the area is used as a point for determining potential enrollment. In only one instance (District No. 1) does there appear to be any great distance in miles between the population center and the most populated center. These points are relative and not given as specific recommendations.

It is recommended that area education district boards engage in a very thorough study of their individual districts to determine the most advantageous location for the campus. There are advantages to having the campus in or near the largest city, and there are advantages in locating the campus near the population or geographic center. The problem is simplified when the largest town is also the population center.

In the last section, the 23 areas are described and statistical information given to support the recommendations based on criteria developed and validated in this study. Population statistics are from the Oregon State Board of Census (114, p. 1-10), valuation statistics from the Oregon State Tax Commission (122, p. 1), and school statistics from the Oregon State Department of Education (117, p. 1-11; 118, p. 1-5).

The potential enrollment estimates presented in the last section are meant to indicate "regular" students enrolled in the "day" program. The "special" or part time students enrolled in the "extended day" or "evening" program are not considered in these statistics and will be an addition to the minimum potentials presented. Occupational extension, apprenticeship, general adult, and special services fall in the category of "special" students.

Although Table XI (page 175) of this study presents evidence from which the ratio of one terminal student to two transfer students is drawn (70.6 per cent transfer), when considering the comparative potential for the basic minimum "day" program the total program of regular and special students will more likely show an equal relationship between transfer and terminal students.

This study has not developed criteria for determining potential enrollment in the area of the "special" student and for this reason specific estimates on occupational extension, apprenticeship and general adult education are not presented.

Junior high schools are not listed, but ninth grade enrollments are included in senior high school statistics.

## Specific Recommendations for Area Education Districts for Oregon

### District No. 1 (Central Oregon)

Recommend: Immediate action to form a Community College
Area: Crook County, Deschutes County and Jefferson County
Other post-high school institution in district: No
Most populated center (Bend) . . . . . 13,300
City nearest population center (Redmond) . . . . . 3,800
Population 1950. . . . . 36,339
Population 1959. . . . . 39,680
True Cash Value. . . . . $185,738,657
Assessed Value . . . . . $ 49,580,269

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. B | 25 mi. R | 50 mi. B | 50 mi. R |
|---|---|---|---|---|---|---|
| DESCHUTES CO. | | | | | | |
| Bend | 825 | 159 | X | X | | |
| Lapine | 25 | 3 | | | X | X |
| Redmond | 560 | 102 | X | X | | |
| Sisters | 94 | 19 | X | X | | |
| CROOK CO. | | | | | | |
| Prineville | 666 | 125 | | X | X | |
| JEFFERSON CO. | | | | | | |
| Culver | 77 | 14 | | X | X | |
| Madras | 428 | 63 | | X | X | |
| Totals | 2,675 | 485 | | | | |

High school enrollment within 25-mile radius of Bend: 1,479
High school enrollment within 25-mile radius of Redmond: 2,650
Present enrollment of Central Oregon College: . . . . . 250
Estimated enrollment based on 1:4½ ratio: . . . . . 588

Central Oregon College at Bend, being the only public community college in Oregon, is the only instance where a community college will be transferring from a unified school district to an area district. Bend School District No. 1 does not meet the criteria established in

this study. For that reason, it is recommended that this institution move under the "area" framework as soon as possible.

District No. 2 (Southwest Oregon)

Recommend: Immediate action to form a Community College
Area: Coos County, Curry County and those sections of Douglas and Lane Counties that lie west of the crest of the Coast Range
Other post-high school institution in district:. . . . . No
Most populated center (Coos Bay-North Bend) . . . . 15,900
Population 1950 . . . . . 51,627
Population 1959 . . . . . 74,875
True Cash Value . . . . . $343,543,608
Assessed Value . . . . . $ 90,246,749

School Statistics 1959

| Name of school | Enrollment Grade 9-12 | Graduates 1959 | Within radius of 25 mile | 50 mile |
|---|---|---|---|---|
| COOS COUNTY | | | | |
| Bandon | 233 | 53 | Yes | |
| Coos Bay | 1,174 | 210 | Yes | |
| Coquille | 461 | 66 | Yes | |
| Myrtle Point | 429 | 50 | Yes | |
| North Bend | 672 | 127 | Yes | |
| Powers | 111 | 12 | | Yes |
| CURRY COUNTY | | | | |
| Brookings-Harbor | 279 | 62 | | No |
| Gold Beach | 230 | 32 | | No |
| Ophir | 24 | 3 | | No |
| Pacific H.S.(Port Orford) | 166 | 42 | | Yes |
| WEST DOUGLAS COUNTY | | | | |
| Reedsport | 386 | 62 | Yes | |
| WEST LANE COUNTY | | | | |
| Florence (Siuslaw H.S.) | 257 | 52 | | Yes |
| Totals | 4,422 | 771 | | |

1959 graduates within 25-mile radius . . . . . 568
High school enrollment within 25-mile radius . . . . 3,355
First-year enrollment based on 60% of graduates . . 341
Estimated potential enrollment based on 1:4½ ratio . 745

The major part of Curry County being beyond the 50-mile radius and having two towns of over 500 population and three high schools located well beyond 50 miles raises certain questions regarding reasonable benefit. Brookings, Gold Beach and Ophir are too far to

commute. Curry County has approximately one-half enough students and wealth to form a separate district. Gold Beach is the natural center, but Brookings and Port Orford (the other two larger high schools) are over 25 miles distant and in opposite directions.

There are two solutions--either declare Curry County a separate district with a recommendation to not establish, or include Curry County in District No. 2 as recommended with the further recommendation that special consideration be given to establishing "education centers" in Gold Beach and Brookings. The transfer students would be financially reimbursed for the extra expense of living at the main center (Coos Bay-North Bend), in keeping with the general recommendation on students living over 50 miles from the principal center.

District No. 3

Recommend: Immediate action to form a Community College
Area: Malheur County and Huntington area of Baker County
Other post-high school institution in district . . . . . No
Most populated center (Ontario) . . . . . 4,900
Population 1950 . . . . . 24,223
Population 1959 . . . . . 24,340
True Cash Value . . . . . $111,786,212
Assessed Value . . . . . $ 36,042,131

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| MALHEUR COUNTY | | | | |
| Adrian | 136 | 31 | Yes | |
| Harper | 36 | 5 | | Yes |
| Jordan Valley | 64 | 12 | | No |
| Nyssa | 356 | 55 | Yes | |
| Ontario | 632 | 111 | Yes | |
| Vale | 341 | 59 | Yes | |
| BAKER COUNTY | | | | |
| Huntington | 74 | 17 | Yes | |
| Totals | 1,639 | 290 | | |

1959 graduates within 25-mile radius . . . . . 273
High school enrollment within 25-mile radius . . . . . 1,539
First year enrollment based on 60% of graduates . . . . 164
Estimated potential enrollment based on 1:4½ ratio . . . 342

District No. 4

Recommend: Immediate action to form a Community College
Area: Clatsop County and Clatskanie Area of Columbia County
Other post-high school institutions in district. . . . . No
Most populated center (Astoria). . . . . 12,000
Population 1950. . . . . 31,973
Population 1959. . . . . 28,600
True cash value. . . . . $130,954,914
Assessed value . . . . . $ 28,063,417

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| CLATSOP COUNTY | | | | |
| Astoria | 739 | 144 | Yes | |
| Jewell | 28 | 5 | | Yes |
| Knappa (Astoria Rt. 4) | 119 | 23 | Yes | |
| Seaside, U.H. | 381 | 74 | Yes | |
| Warrenton | 173 | 27 | Yes | |
| Star of the Sea (Astoria--private) | 75 | 16 | Yes | |
| COLUMBIA COUNTY | | | | |
| Clatskanie | 265 | 52 | | Yes |
| Totals | 1,780 | 341 | | |

1959 graduates within 25 mile radius . . . . . 284
High school enrollment within 25 miles radius . . . . 1,487
First year enrollment based on 60% of graduates . . . . 170
Estimated potential enrollment based on 1:4½ ratio . . . 330

It is recommended that District Number 4 be surveyed more extensively from the standpoint of basic economy and possible future development. District Number 4 is very close to the minimum criteria and, according to available census figures, is declining in population.

District No. 5

Recommend: Immediate action to form a Community College Area . . . . . Clackamas County
Other post-high school institution in district . . . No
Most populated center (Oregon City). . . . . 8,750
Population 1950. . . . . 86,716
Population 1959. . . . . 113,100
True Cash Value. . . . . $400,112,140
Assessed Value . . . . . $108,030,278

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 10 mi. | 25 mi. |
|---|---|---|---|---|
| CLACKAMAS COUNTY | | | | |
| Canby | 424 | 85 | Yes | |
| Calton | 114 | 17 | | Yes |
| Estacada | 357 | 52 | | Yes |
| Lake Oswego | 798 | 158 | Yes | |
| Milwaukee H. S. | 1,133 | 200 | Yes | |
| Clackamas H. S. (Milwaukee) | 879 | 149 | Yes | |
| Molalla | 585 | 123 | | Yes |
| Oregon City | 992 | 179 | Yes | |
| Sandy | 536 | 92 | | Yes |
| West Linn | 760 | 139 | Yes | |
| Totals | 6,578 | 1,194 | | |

1959 graduates within 10 mile radius . . . . . 910
High school enrollment within 10 mile radius . . . . 4,986
First year enrollment based on 60% of graduates. . . . 546
Estimated potential enrollment based on 1:4½ ratio . 1,108

Close proximity to other post-high school institutions in the Portland area might reduce the enrollment to some degree in the early stages of development; however, with the present population growth pattern of the Clackamas area the indicated enrollment would probably be exceeded in a short time.

Note that the potential is based on a 10-mile radius instead of the 25-mile used outside the Portland area. A potential of 350 additional students reside within a 25-mile radius of Oregon City.

District No. 6

Recommend . . Immediate action to form an Education Center Area. . . . . Portland School District No. 1
Other post-high school institutions in district or immediate vicinity . . . . Portland State (Public), Cascade, Lewis & Clark, Multnomah, Reed, University of Portland, and other private and proprietary schools
Most populated center (Portland). . . . . 405,000
Population 1950 . . . . . 373,628
Population 1959 . . . . . 405,000
True Cash Value . . . . . $2,013,517,460
Assessed Value . . . . . $1,006,758,730

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within limits of Portland District No. 1 |
|---|---|---|---|
| Portland District No. 1 | 18,906 | 3,286 | Yes |
| Academy of the Holy Child | 222 | 41 | Yes |
| Central Catholic | 980 | 196 | Yes |
| Columbia Christian H.S. | 96 | 8 | Yes |
| Concordia H.S. | 53 | 14 | Yes |
| Immaculata at Marycrest | 323 | 64 | Yes |
| North Catholic | 118 | 0 | Yes |
| Portland Union Academy | 163 | 0 | Yes |
| St. Helens Hall | 67 | 16 | Yes |
| St. Mary's Academy | 590 | 137 | Yes |
| Villa St. Rose | 115 | 17 | Yes |
| Wynne Watts | 111 | 7 | Yes |
| Totals | 21,744 | 3,786 | |

1959 graduates within Portland School District No. 1. . . 3,786
High school enrollment within Portland District No. 1 . 21,744
Present enrollment in Portland Vocational-Technical . . . 231
Estimated potential enrollment based on 1/3 of 1:4½ ratio.1,611

Terminal proprietary schools, business colleges, and trade schools in Portland will care for some of the potential. Portland State College and the many private colleges of the city should be able to provide adequately in the immediate future for "transfer" type programs. Should Portland State College be forced to limit enrollment at any time, then the full community college is recommended.

District No. 7

Recommend: Action to form a Community College by 1965
Area . . . . . Umatilla County and Morrow County
Other post-high school institutions in district . No
Most populated center (Pendleton). . . . . 15,650
Population in 1950 . . . . . 46,486
Population in 1959 . . . . . 49,640
True Cash Value. . . . . $294,334,031
Assessed Value . . . . . $ 77,495,096

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| UMATILLA COUNTY | | | | |
| Athena | 86 | 18 | Yes | |
| Echo | 48 | 3 | Yes | |
| Helix | 43 | 10 | Yes | |
| Hermiston | 561 | 107 | Yes | |
| McLaughlin (Milton-Freewater) | 463 | 73 | Yes | |
| Pendleton | 863 | 151 | Yes | |
| Pilot Rock | 225 | 23 | Yes | |
| Stanfield | 81 | 18 | Yes | |
| Ukiah | 26 | 9 | | Yes |
| Umapine | 32 | 8 | Yes | |
| Umatilla | 101 | 23 | | Yes |
| Weston | 97 | 17 | | |
| St. Joseph's Academy (private) | 70 | 21 | Yes | |
| MORROW COUNTY | | | | |
| Boardman | 30 | 4 | | Yes |
| Heppner | 148 | 26 | | No |
| Ione | 59 | 11 | | Yes |
| Irrigon | 53 | 17 | | Yes |
| Lexington | 21 | 9 | | Yes |
| Totals | 3,007 | 539 | | |

1959 graduates within 25 mile radius . . . . . 432
High school enrollment within 25 mile radius . . . 2,472
First year enrollment based on 60% of graduates. . . 259
Estimated potential enrollment based on 1:4½ ratio . 549

The proximity to Eastern Oregon College in La Grande would tend to reduce the probable enrollment a small amount. The distance between Pendleton and La Grande is approximately 50 miles, the maximum distance for commuting according to criteria developed in this study. This places Pendleton at the very maximum of the commuting radius of influence for Eastern Oregon College. For this reason the full community college is recommended for District No. 7. The resultant increase in the number of students entering lower-division programs at Pendleton should increase the number of students going on to upper-division work at Eastern Oregon College, thus compensating for any specific loss, while greatly enhancing the educational opportunities for youth in this area of the state through a greater variety of offerings.

District No. 8

Recommend . . . Action to form an Education Center by 1965
Area. . . . . Jackson County and Josephine County
Other post-high school institutions in district . . . .
. . . . . Southern Oregon College
Most populated center (Medford) . . . . . 26,300
Population 1950 . . . . . 85,052
Population 1959 . . . . . 102,180
True Cash Value . . . . . $361,634,149
Assessed Value. . . . . $115,249,985

School Statistics 1959

| Name of School | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| JACKSON COUNTY | | | | |
| Ashland | 777 | 129 | X | |
| Butte Falls | 46 | 8 | X | |
| Central Point | 700 | 101 | X | |
| Eagle Point | 308 | 67 | X | |
| Jacksonville | 160 | 25 | X | |
| Medford | 1,795 | 350 | X | |
| Phoenix | 222 | 34 | X | |
| Prospect | 68 | 14 | X | |
| Rogue River | 189 | 26 | X | |
| Talent | 148 | 25 | X | |
| Rogue River Academy (Medford--private) | 48 | 0 | X | |
| St. Mary's H.S. | 148 | 37 | X | |
| JOSEPHINE COUNTY | | | | |
| Grants Pass | 1,724 | 303 | X | |
| Illinois Valley (Cave Junction) | 253 | 42 | | No |
| Totals | 6,586 | 1,161 | | |

1959 graduates within a 25 mile radius . . . . . 1,119
High school enrollment within a 25 mile radius. . . . . 6,329
First year enrollment based on 1/3 of 60% of graduates. . . 224
Estimated potential enrollment based on 1/3 of 1:4½ ratio . 468

The education center is recommended in that Southern Oregon College, ten miles south of Medford, provides very adequately for the transfer students of the area.

District No. 9

Recommend: Action to form a Community College by 1965
Area . . . . . Hood River County, Wasco County, Sherman County and Gilliam County
Other post-high school institutions in district. . . . No
Most populated center (The Dalles) . . . . . 12,050
Population 1950 . . . . . 35,380
Population 1959 . . . . . 40,690
True Cash Value . . . . . $212,204,412
Assessed Value . . . . . $ 61,767,512

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| HOOD RIVER COUNTY | | | | |
| Hood River | 304 | 46 | Yes | |
| Cascade Locks | 70 | 14 | | Yes |
| Wy East | 580 | 90 | | |
| WASCO COUNTY | | | | |
| Dufur | 71 | 15 | Yes | |
| Maupin | 136 | 20 | | Yes |
| Mosier | 48 | 12 | Yes | |
| The Dalles | 974 | 189 | Yes | |
| SHERMAN COUNTY | | | | |
| Sherman County H. S. (Moro) | 142 | 22 | | Yes |
| GILLIAM COUNTY | | | | |
| Arlington | 52 | 16 | | Yes |
| Condon | 105 | 19 | | No |
| Totals | 2,482 | 442 | | |

1959 graduates within 25 mile radius . . . . . 262
High school enrollment within 25 mile radius . . . .1,397
First year enrollment based on 60% of graduates. . . 157
Estimated potential enrollment based on 1:4½ ratio . 310

District No. 10

Recommend: Action to form a Community College by 1965
Area . . . . . Washington County and Yamhill County
Other post-high school institutions in district. . George Fox College, Linfield College and Pacific University (all private four-year liberal arts colleges)
Most populated center (Hillsboro). . . . . 7,770
Population 1950. . . . . 94,753
Population 1959. . . . . 128,100
True Cash Value. . . . . $360,961,575
Assessed Value . . . . . $ 87,920,522

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| WASHINGTON COUNTY | | | | |
| Banks | 208 | 37 | Yes | |
| Beaverton | 1,739 | 371 | Yes | |
| Beaverton-Sunset | 593 | 0 | Yes | |
| Forest Grove | 737 | 144 | Yes | |
| Gaston | 102 | 34 | Yes | |
| Hillsboro | 1,348 | 256 | Yes | |
| Sherwood | 237 | 41 | Yes | |
| Tigard | 617 | 101 | Yes | |
| Cattin Cakel (private) | 92 | 20 | Yes | |
| Jesuit H. S. | 270 | 0 | Yes | |
| Laurelwood Academy | 323 | 72 | Yes | |
| St. Mary's of Valley | 224 | 42 | Yes | |
| YAMHILL COUNTY | | | | |
| Amity | 182 | 30 | | Yes |
| Dayton | 193 | 39 | | Yes |
| McMinnville | 644 | 145 | | Yes |
| Newberg | 560 | 124 | Yes | |
| Sheridan | 227 | 48 | | Yes |
| Willamina | 334 | 52 | | Yes |
| Yamhill-Carlton | 256 | 51 | Yes | |
| Totals | 8,886 | 1,607 | | |

1959 graduates within 25 mile radius . . . . . 1,293
High school enrollment within 25 mile radius . . . . 7,306
First year enrollment based on 60% of graduates. . . 776
Estimated potential enrollment based on 1:4½ ratio . 1,624

This area is growing very rapidly in population, having increased by one-third in nine years. The large industrial development in the Beaverton area gives emphasis to the technical type program.

The three private four-year colleges of the area are denominational liberal arts degree institutions.

The Community College would supplement these schools by offering a broader curriculum and through lower tuition the first two years, make it possible for more youth to attend the private colleges for upper-division work.

District No. 11

Recommend. . . . . Action to form an Education Center by 1965
Area . Polk County, Marion County and north half of Linn County
Other post-high school institutions in district . . . . Oregon College of Education and Willamette University
Most populated center (Salem). . . . . 49,100
Population 1950. . . . . 155,035
Population 1959. . . . . 174,170
True Cash Value. . . . . $638,181,163
Assessed Value . . . . . $143,399,254

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| POLK COUNTY | | | | |
| Central H. S. (Independence) | 426 | 75 | Yes | |
| Dallas | 592 | 89 | Yes | |
| Falls City | 74 | 11 | Yes | |
| Perrydale | 49 | 10 | Yes | |
| Valsetz | 37 | 7 | | Yes |
| MARION COUNTY | | | | |
| Cascade (Turner) | 468 | 68 | Yes | |
| Detroit | 40 | 5 | | Yes |
| Gervais | 206 | 31 | Yes | |
| Jefferson | 161 | 28 | Yes | |
| North Marion (Aurora) | 251 | 50 | Yes | |
| St. Paul | 90 | 14 | Yes | |
| North Salem | 2,293 | 418 | Yes | |
| South Salem | 2,003 | 387 | Yes | |
| Silverton | 585 | 107 | Yes | |
| Stayton | 340 | 71 | Yes | |
| Woodburn | 286 | 54 | Yes | |
| Salem Academy | 228 | 36 | Yes | |
| Mt. Angel Academy | 160 | 30 | Yes | |
| Mt. Angel Seminary | 98 | 12 | Yes | |
| Mt. Angel Preparatory | 112 | 27 | Yes | |
| Sacred Heart Academy (Salem) | 166 | 43 | Yes | |
| Serra Catholic H. S. (Salem) | 270 | 44 | Yes | |
| Robert S. Farrell H. S. (Salem) | 106 | 11 | Yes | |
| St. Boniface (Sublimity) | 103 | 29 | Yes | |

School Statistics 1959 (continued)

| Name of School | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| LINN COUNTY | | | | |
| Albany | 1,436 | 248 | Yes | |
| Lebanon | 1,078 | 197 | | Yes |
| Mill City | 141 | 39 | | Yes |
| Scio | 201 | 37 | Yes | |
| Totals | 12,000 | 2,178 | | |

1959 graduates within 25 mile radius . . . . . 1,930
High school enrollment within 25 mile radius. . . . . .10,704
First year enrollment based on 1/3 of 60% of graduates. . . 386
Estimated potential enrollment based on 1/3 of 1:4½ ratio . 793

District No. 12

Recommend. . . Action to form a Community College by 1965
Area . . . . . Klamath County and Lake County
Other post-high school institution in district . . Oregon Technical Institute
Most populated center (Klamath Falls). . . . . 20,200
Population 1950. . . . . 48,799
Population 1959. . . . . 55,260
True Cash Value. . . . . $288,306,027
Assessed value . . . . . $ 68,605,558

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| KLAMATH COUNTY | | | | |
| Klamath Falls | 1,828 | 314 | Yes | |
| Bly | 45 | 10 | | Yes |
| Bonanza | 111 | 13 | Yes | |
| Chiloquin | 124 | 14 | Yes | |
| Gilchrist | 82 | 11 | | No |
| Henley (Klamath Falls) | 302 | 49 | Yes | |
| Malin | 113 | 20 | Yes | |
| Merrill | 120 | 20 | Yes | |
| Sacred Heart Academy (Klamath Falls--private) | 128 | 28 | Yes | |
| LAKE COUNTY | | | | |
| Lakeview | 382 | 70 | | No |
| Paisley | 42 | 6 | | No |
| St. Francis H. S. | 267 | 44 | | No |
| Totals | 3,544 | 599 | | |

1959 graduates within 25 mile radius . . . . . 458
High school enrollment within 25 mile radius . . . . . 2,726
First Year enrollment based on 60% of graduates. . . . 274
Estimated potential enrollment based on 1:4½ ratio . . 605
Plus 500 state level technicians--for total of . . . . 1,105

It is recommended that the community college in District No. 12 be developed in conjunction with Oregon Technical Institute. It is

further recommended that Oregon Technical Institute be placed under the administration of the Board of Education of Area Education District No. 12. It is also recommended that the State of Oregon continue to pay 100 per cent, minus student fees, of the operation and all the building and equipment costs for these technologies that are declared, by an appropriate state authority, to be "state level" and are allocated to District No. 12.

According to criteria developed in this study, the technical program is an integral part of the community college. Furthermore, many of those states that have a system of institutes are developing general education or liberal arts programs within the institute framework to more adequately serve the local areas.

It is recommended that Oregon have one unified system of post-high school, less than baccalaureate, degree institutions.

Although Klamath Falls is the natural trade area for most of Lake County, the populated centers of Lake County are over 50 miles away. It may be advisable to establish an education center in Lakeview for vocational and general adult programs. Students living over 50 miles away from the center in either county would receive special financial consideration.

District No. 13

Recommend. . . Action to form a Community College by 1970
Area: Douglas County east of the crest of the Coast Range
Other post-high school institution in district . . . . No
Most populated center (Roseburg) . . . . . 12,250
Population 1950. . . . . 52,261
Population 1959. . . . . 65,300
True Cash Value. . . . . .$339,069,629
Assessed Value . . . . . .$ 99,017,351

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| DOUGLAS COUNTY | | | | |
| Camas Valley | 50 | 12 | Yes | |
| Canyonville | 108 | 23 | Yes | |
| Days Creek | 92 | 13 | Yes | |
| Drain | 207 | 32 | | Yes |
| Elkton | 72 | 13 | | Yes |
| Glendale | 194 | 37 | | Yes |
| Glide | 236 | 29 | Yes | |
| Myrtle Creek | 394 | 55 | Yes | |
| Oakland | 186 | 34 | Yes | |
| Riddle | 179 | 30 | Yes | |
| Roseburg | 1,511 | 239 | Yes | |
| Sutherlin | 392 | 55 | Yes | |
| Winston (Douglass H. S.) | 643 | 55 | Yes | |
| Yoncalla | 137 | 22 | | Yes |
| Canyonville Bible Academy (private) | 161 | 27 | Yes | |
| Milo Academy (private) | 291 | 55 | Yes | |
| Totals | 4,853 | 731 | | |

1959 graduates within a 25 mile radius . . . . . 627
High school enrollment within a 25 mile radius . . .4,243
First year enrollment based on 60% of graduates. . . 376
Estimated potential enrollment based on 1:4½ ratio . 942

District No. 14

Recommend. . . Action to form a Community College by 1970
Area . . . . Multnomah County east of the Willamette River and not included in Portland District No. 1
Other post-high school institution in district . . . . .No
Most populated center (Gresham) . . . . . 3,550
Population 1950 (approximate). . . . . 87,909
Population 1959 (approximate). . . . . 125,000
True Cash Value (approximate). . . . . .$350,000,000
Assessed Value (approximate). . . . . .$175,000,000

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 10 mi. | 25 mi. |
|---|---|---|---|---|
| MULTNOMAH COUNTY | | | | |
| Corbett (Columbia HS) | 161 | 36 | Yes | |
| David Douglass | 1,698 | 288 | Yes | |
| Gresham | 1,800 | 234 | Yes | |
| Parkrose | 883 | 160 | Yes | |
| Reynolds HS (Troutdale) | 425 | 54 | Yes | |
| Totals | 4,967 | 772 | | |

1959 graduates within a 10 mile radius . . . . . 772
High school enrollment within a 10 mile radius . . . 4,967
First year enrollment based on 60% of graduates. . . 463
Estimated potential enrollment based on 1:4½ ratio . 1,103

Proximity to several institutions of higher education in the Portland area might reduce the estimate; however, the present study indicates that population concentrations and commuting distances are the principal factors in determining potential enrollment.

District No. 15

Recommend . . . Action to form an Education Center by 1970
Area . . . . . Lane County east of the crest of the Coast Range and the south half of Linn County
Other post-high school institutions in district . . . . University of Oregon and Northwest Christian College.
Most populated center (Eugene-Springfield) . . . . 63,960
Population 1950 . . . . . 151,750
Population 1959 . . . . . 177,525
True Cash Value . . . . . $692,860,534
Assessed Value. . . . . $197,078,522

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| LANE COUNTY | | | | |
| Bethel (Willamette H.S.) | 561 | 84 | Yes | |
| Blachley (Triangle Lake H.S.) | 72 | 10 | | Yes |
| Coburg | 116 | 21 | Yes | |
| Cottage Grove | 738 | 118 | Yes | |
| Creswell | 194 | 29 | Yes | |
| Crow-Applegate (Eugene, Route 5) | 130 | 26 | Yes | |
| Elmira | 319 | 58 | Yes | |
| Eugene, South & North | 3,484 | 608 | Yes | |
| Junction City | 316 | 75 | Yes | |
| Lowell | 132 | 24 | Yes | |
| Mapleton | 160 | 27 | | No |
| Marcola | 78 | 10 | | No |
| McKenzie River | 155 | 19 | | No |
| Oakridge | 266 | 37 | | No |
| Pleasant Hill (Creswell) | 246 | 39 | Yes | |
| Springfield | 1,782 | 303 | Yes | |
| Westfir | 77 | 9 | | Yes |
| St. Francis H.S. (Private) | 267 | 44 | Yes | |
| LINN COUNTY | | | | |
| Central Linn | 253 | 43 | Yes | |
| Harrisburg | 123 | 22 | Yes | |
| Sweet Home | 776 | 120 | | Yes |
| Totals | 10,245 | 1,726 | | |

1959 graduates within a 25 mile radius . . . . . 494
High school enrollment within a 25 mile radius . . . . . .8,661
Present enrollment of Eugene Technical-Vocational School . 282
Estimated potential enrollment based on 1/3 of 1:4½ ratio. 641

District No. 16

Recommend. . . Action to form a Community College by 1970
Area . . . . . Lincoln County
Other post-high school institution in district . . . . No
Most populated center (Newport). . . . . 5,200
Population 1950 . . . . . 21,308
Population 1959 . . . . . 24,900
True Cash Value . . . . . $103,608,447
Assessed Value . . . . . $ 21,757,774

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| LINCOLN COUNTY | | | | |
| Eddyville | 63 | 13 | Yes | |
| Newport | 405 | 71 | Yes | |
| Siletz | 118 | 14 | Yes | |
| Taft | 248 | 49 | Yes | |
| Toledo | 342 | 51 | Yes | |
| Waldport | 215 | 31 | Yes | |
| Totals | 1,391 | 229 | | |

1959 graduates in a 25 mile radius . . . . . 229
High school enrollment in a 25 mile radius . . . . . 1,391
First year enrollment based on 60% of graduates. . . 137
Estimated potential enrollment based on 1:4½ ratio . 309

District No. 16 is close to the minimum criteria and should be surveyed carefully before approval by the State Board of Education. For this reason, it is placed last of those recommended for consideration.

District No. 17

Recommend. . . Reconsider for Community College after 1970
Area . . . . . Baker County, minus Huntington area
Other post-high school institution in district . . . . No
Most populated center (Baker). . . . . 10,120
Population 1950 . . . . . 15,175
Population 1959 . . . . . 18,700
True Cash Value . . . . . $102,004,359
Assessed Value . . . . . $ 29,944,401

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| BAKER COUNTY | | | | |
| Baker | 641 | 109 | Yes | |
| Halfway (Pine Valley) | 164 | 25 | | Yes |
| Hereford | 26 | 8 | Yes | |
| Richland (Eagle Valley H.S.) | 81 | 16 | | Yes |
| St. Francis Academy | 75 | 15 | | |
| Totals | 987 | 173 | | |

1959 graduates within a 25 mile radius . . . . . 132
High school enrollment within a 25 mile radius . . . . 742
First year enrollment based on 60% of graduates. . . . 79
Estimated potential enrollment based on 1:4½ ratio . . 162

District No. 17 meets the criteria on need and valuation, but does not meet the criteria on potential enrollment. An adequate curricular offering would be uneconomical in District No. 17 at this time. The rising population factor is encouraging for future development. For these reasons, it is recommended that District No. 17 not attempt to form a community college until the population factor is adequate to provide a potential enrollment of at least 300 students.

District No. 18

Recommend. . . Reconsider for Community College after 1970
Area . . . . . Tillamook County
Other post-high school institution in district . . . . No
Most populated center (Tillamook) . . . . . 4,400
Population 1950 . . . . . 18,606
Population 1959 . . . . . 18,690
True Cash Value . . . . . $77,865,760
Assessed Value . . . . . $17,909,124

School Statistics 1959

| Name of School | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| TILLAMOOK COUNTY | | | | |
| Cloverdale (Nestucca H.S.) | 214 | 45 | Yes | |
| Manhattan Beach | 233 | 49 | Yes | |
| Nehalem | 88 | 22 | Yes | |
| Tillamook | 623 | 100 | Yes | |
| Tillamook Catholic H.S. | 92 | 20 | Yes | |
| Totals | 1,250 | 236 | | |

1959 graduates within a 25-mile radius . . . . . 1,250
High school enrollment within a 25-mile radius . . . 236
First year enrollment based on 60% of graduates . . 142
Estimated potential enrollment based on 1:4½ ratio . 277

District No. 18 meets the criteria of need, but does not have sufficient assessed value or student potential. The true cash value is slightly above the minimum, but not out of the danger zone for adequate support. The population factor appears to be static, which does not lend encouragement. Tillamook County is isolated with most of its population located near the City of Tillamook. It is recommended that District No. 18 not attempt to form a community college until population and ability to support factors increase.

District No. 19

Recommend . . . Reconsider for a Community College after 1970
Area . . . . . Columbia County, minus Clatskanie
Other post-high school institution in area . . . . . No
Most populated center (St. Helens) . . . . . 5,215
Population 1950 . . . . . 21,767
Population 1959 . . . . . 21,900
True Cash Value . . . . . $88,443,532
Assessed Value . . . . . $24,014,081

School Statistics 1959

| Name of school | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| COLUMBIA COUNTY | | | | |
| Ranier | 297 | 51 | Yes | |
| St. Helens | 569 | 112 | Yes | |
| Scappoose | 423 | 67 | Yes | |
| Vernonia | 157 | 40 | Yes | |
| Totals | 1,446 | 270 | | |

A number go to Longview, Astoria, or Portland.

1959 graduates within a 25 mile radius . . . . . 270
High school enrollment within a 25 mile radius . . 1,446
First year enrollment based on 60% of graduates. . . 162
Estimated potential enrollment based on 1:4½ ratio . 321

Although District No. 19 meets the minimum criteria on valuations and potential enrollment, the margin is close and if the contiguous areas that are recommended establish, there may not be sufficient need. The Ranier community might cross the bridge into Washington and attend Longview Junior College, the Vernonia community could attend the Hillsboro Center in District No. 10, and the St. Helens and Scappoose communities are within commuting distance of Portland.

District No. 20

Recommend . . . Consider for Education Center after 1970
Area . . . . . Benton County
Other post-high school institution in district . . . .
. . . . . Oregon State College
Most populated center (Corvallis) . . . . . 20,250
Population 1950 . . . . . 31,570
Population 1959 . . . . . 38,000
True Cash Value . . . . . $114,490,711
Assessed Value . . . . . $ 36,637,028

School Statistics 1959

| Name of School | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| BENTON COUNTY | | | | |
| Alsea | 70 | 13 | Yes | |
| Corvallis | 1,129 | 223 | Yes | |
| Monroe | 133 | 23 | Yes | |
| Philomath | 285 | 50 | Yes | |
| Totals | 1,617 | 309 | | |

1959 graduates within a 25 mile radius . . . . . 309
High school enrollment within a 25 mile radius . . . .1,617
First year enrollment based on 60% of graduates . . . 62
Estimated potential enrollment based on 1:4½ ratio . . 120

District No. 20 does not meet the minimum criteria in potential enrollment for an education center and the transfer need is adequately met by Oregon State College.

The Monroe community is within the radius of influence of District No. 15 (Eugene Technical-Vocational School) and the northern half of Benton County is within the radius of influence of District No. 11 (Salem).

Should Oregon State College be required to limit its enrollment at any time, then the full community college is recommended.

District No. 21

Recommend . . . Reconsider for Education Center after 1970
Area. . . . . Union County and Wallawa County
Other post-high school institution in district . . . . .
. . . . . Eastern Oregon College
Most populated center (La Grande) . . . . . 9,500
Population 1950 . . . . . 25,226
Population 1959 . . . . . 24,880
True Cash Value . . . . . $125,159,813
Assessed Value. . . . . $ 38,712,707

School Statistics 1959

| Name of School | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| UNION COUNTY | | | | |
| Cove | 52 | 13 | Yes | |
| Elgin | 185 | 30 | Yes | |
| Imbler | 65 | 11 | Yes | |
| La Grande | 699 | 118 | Yes | |
| North Powder | 53 | 9 | Yes | |
| Union | 153 | 32 | Yes | |
| WALLAWA COUNTY | | | | |
| Enterprise | 172 | 26 | | Yes |
| Flora | 15 | 2 | | No |
| Josephine | 107 | 22 | | Yes |
| Lostine | 27 | 5 | | Yes |
| Wallawa | 133 | 22 | | Yes |
| Totals | 1,661 | 290 | | |

1959 graduates within a 25 mile radius. . . . . 213
High school enrollment within a 25 mile radius . . . . .1,207
First year enrollment based on 1/3 of 60% of graduates. . . 42
Estimated potential enrollment based on 1/3 of 1:4½ ratio . 89

District No. 21 does not meet the minimum criteria in potential enrollment for an education center and the transfer need is adequately met by Eastern Oregon College.

District No. 22

Recommend . . . Reconsider for Community College after 1970
Area. . . . . Grant County and Wheeler County
Other post-high school institution in district. . . . . .No
Most populated center (John Day). . . . . 1,625
Population 1950 . . . . . 11,642
Population 1959 . . . . . 10,360
True Cash Value . . . . . $56,923,052
Assessed Value. . . . . $16,507,685

School Statistics 1959

| Name of School | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| GRANT COUNTY | | | | |
| Dayville | 30 | 3 | | Yes |
| Grant Union | 245 | 51 | Yes | |
| Long Creek | 39 | 9 | Yes | |
| Monument | 52 | 10 | | Yes |
| Mount Vernon | 54 | 16 | Yes | |
| Prairie City | 99 | 19 | Yes | |
| WHEELER COUNTY | | | | |
| Fossil | 106 | 9 | | No |
| Mitchell | 42 | 6 | | No |
| Spray | 39 | 9 | | No |
| Totals | 706 | 132 | | |

1959 graduates within a 25 mile radius . . . . . 95
High school enrollment within 25 mile radius . . . . .437
First year enrollment based on 60% of graduates . . . 57
Estimated potential enrollment based on 1:4½ ratio . . 97

District No. 22 does not meet the minimum criteria except in need. It would be uneconomical to form a community college in District No. 22 at this time.

District No. 23

Recommend . . . Reconsider for Community College after 1970
Area . . . . . Harney County
Other post-high school institution in district . . . . No
Most populated center (Burns) . . . . . 3,700
Population 1950 . . . . . 6,113
Population 1959 . . . . . 6,110
True Cash Value . . . . . $42,387,445
Assessed Value . . . . . $14,835,606

School Statistics 1959

| Name of School | Enrollment Grades 9-12 | Graduates 1959 | Within radius of 25 mi. | 50 mi. |
|---|---|---|---|---|
| HARNEY COUNTY | | | | |
| Burns | 299 | 64 | Yes | |
| Crane | 59 | 6 | Yes | |
| Totals | 358 | 70 | | |

1959 graduates within a 25 mile radius . . . . . 70
High school enrollment within a 25 mile radius . . . . .358
First year enrollment based on 60% of graduates . . . . 42
Estimated potential enrollment based on 1:4½ ratio . . . 79

District No. 23 does not meet the minimum criteria except in need. It would be uneconomical to form a community college in District No. 23 at this time.

FIGURE I

RECOMMENDED AREA EDUCATION DISTRICTS FOR OREGON

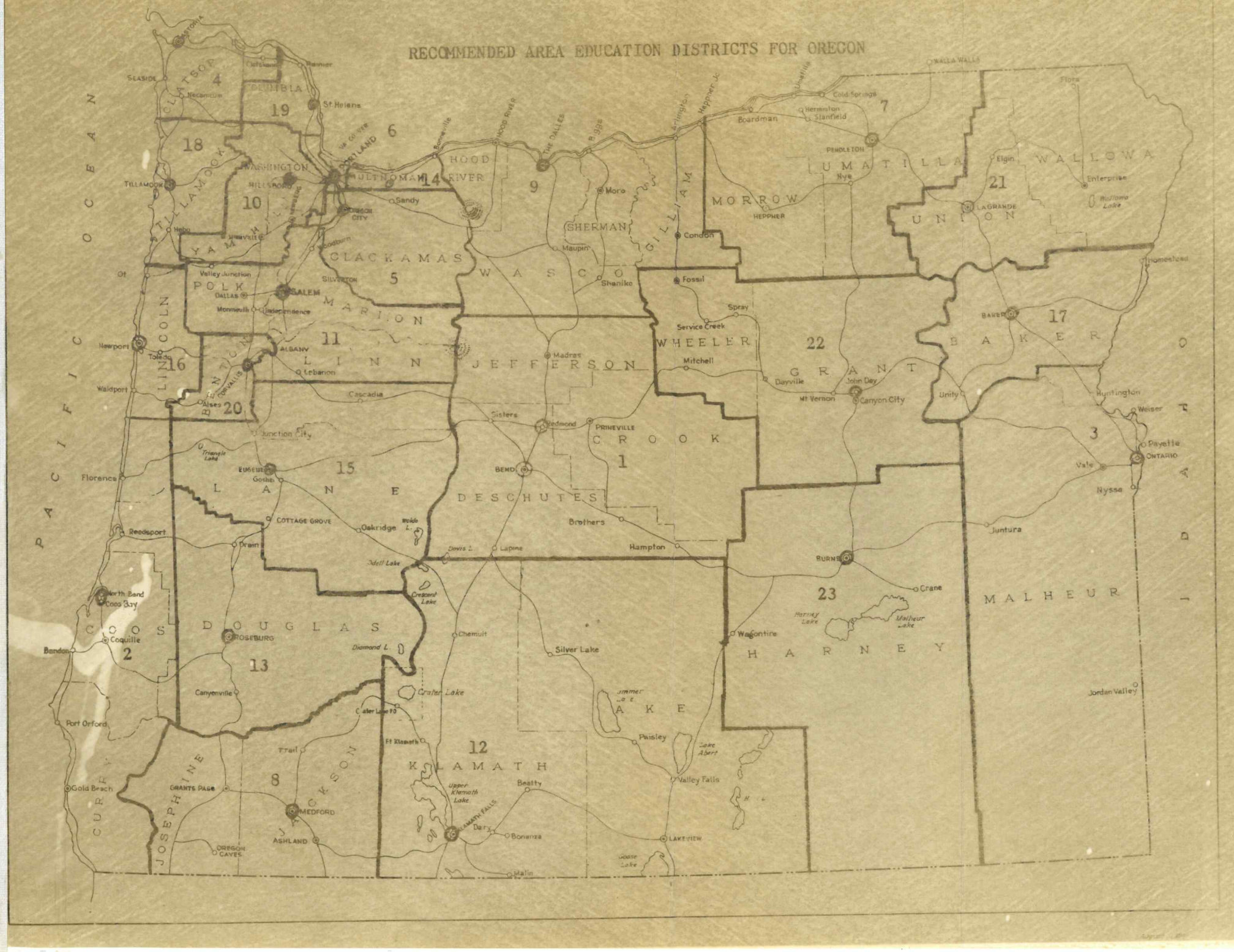
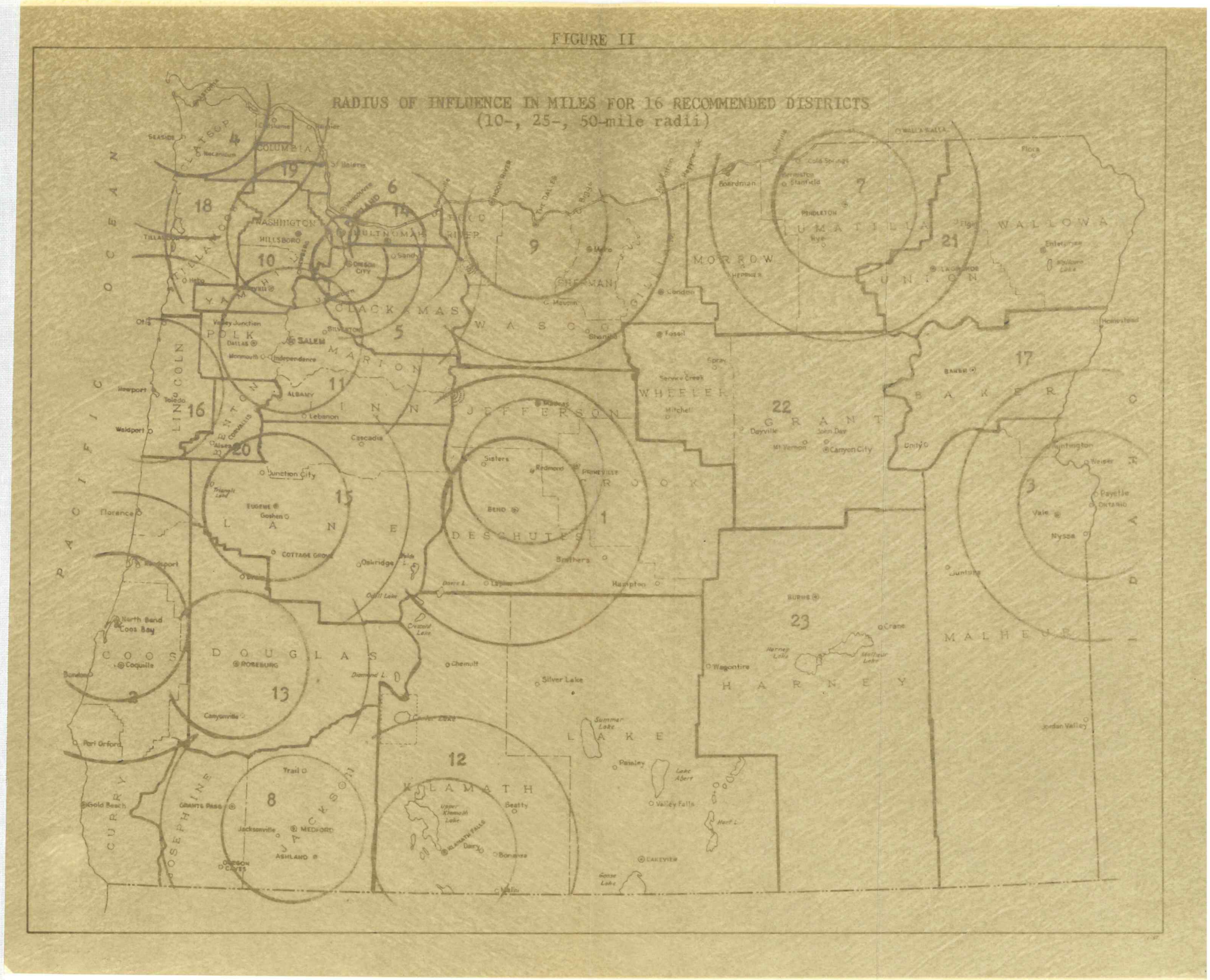


FIGURE II


RADIUS OF INFLUENCE IN MILES FOR 16 RECOMMENDED DISTRICTS
(10-, 25-, 50-mile radii)
PACIFIC OCEAN
CLATSOP
COLUMBIA
TILLAMOOK
WASHINGTON
MULTNOMAH
YAMHILL
CLACKAMAS
POLK
MARION
LINCOLN
BENTON
LINN
HOOD RIVER
SHERMAN
WASCO
MORROW
UMATILLA
UNION
WALLOWA
JEFFERSON
WHEELER
GRANT
BAKER
CROOK
DESCHUTES
LANE
DOUGLAS
COOS
CURRY
JOSEPHINE
JACKSON
KLAMATH
LAKE
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# APPENDIX

STATE OF OREGON
STATE BOARD OF EDUCATION
REX PUTNAM
EXECUTIVE OFFICER
SALEM, OREGON

September 22, 1959

Mr. Don P. Pence, President
Central Oregon Community College
Bend, Oregon

Dear Mr. Pence:

The State Board of Education has asked that you be advised that it has endorsed the proposal you presented, as part of a doctoral program, for development of criteria for establishment of area education districts. The Board stated further that it would urge and appreciate the full cooperation in this enterprise of those who might be requested to provide information or statistical data. The Board recognizes the need of a study of the kind you have proposed and would be sincerely grateful if it might be the beneficiary of the completed research on this subject.

Sincerely yours,

Redacted for privacy

JOY HILLS GUBSER
Secretary

JHG:bam

# APPENDIX B (Part a)

The 1947 and 1948 "Report of the President's Commission on Higher Education" suggests the name "community college" to be applied to the institution designed to serve chiefly local community education needs. The Commission then set forth in concise language five of the basic purposes and functions of the community college (8, p. 245):

> First, the community college must make frequent surveys of its community so that it can adapt its program to the educational needs of its full-time students. These needs are both general and vocational.
>
> Second, since the program is expected to serve a cross section of the youth population, it is essential that consideration be given not only to apprentice training but also to cooperative procedures which provide for the older students alternate periods of attendance at college and remunerative work.
>
> Third, the community college must prepare the students to live a rich and satisfying life, part of which involves earning a living. To this end, the total educational effort, general and vocational, of any student must be a well-integrated single program, not two programs.
>
> Fourth, the community college must meet the needs also of those of its students who will go on to a more extended general education or to specialized and professional study at some other college or university.
>
> Fifth, the community college must be the center for the administration of a comprehensive adult-education program.

# APPENDIX B (Part b)

## Tertiary Education as defined by Stoddard. (148, p. 2)

Like primary and secondary, the word tertiary is not expected to become a part of the student's vocabulary. He will prefer the familiar cardinal designations of school, junior high school, high school, academy, instutute, junior college, college, and university. Tertiary education interposes a concept between secondary education and higher education in order to give recognition to an academic level that needs a more explicit designation than post-secondary, lower-division, or collegiate education. As offered in two-year institutes, or in junior colleges that point the student toward graduation and employment in two years, tertiary education for a majority of the student-body completes the educational structure.

As developed in a junior college that prepared for the upper division of other colleges, or in the lower division of a college or university, tertiary education is a part of higher education; it is the broad sub-structure of general arts and sciences preceding specialization. Engineering colleges that place the high-school graduate in a freshman curriculum devoid of general subjects may be said to skip tertiary education--a fact which will doubtless be viewed with equanimity.

Roland (134, p. 389) refers to "tertiary" education as embracing "formal education in that learning area which is beyond the high school but below the upper division of the American College."

APPENDIX C (Part a)

Letterhead of: CENTRAL OREGON COLLEGE
Bend, Oregon

October 24, 1959

Dear Sir:

During the 1959 session of the Oregon Legislative Assembly a new bill was enacted relative to the establishment of a state system of post-high school "Area Education Districts," in which community colleges or area vocational-technical schools might develop according to local educational needs. This act provides that all such districts, with the exception of those that may be formed in public school districts of 100,000 population or over, must be organized as separate districts having, within their boundaries, two or more public high school or unified school districts, and operating under their own separate boards of education. State will pay $200 per full-time student equivalent, but not to exceed one-third of operational costs.

The new law provides that determination of the proposed district's boundaries shall be arrived at through a local initiative petition, and subsequent hearings by the State Board of Education, to determine the area that can profit from inclusion in the proposed district. These districts will be formed by a simple majority vote of the electorate in the proposed district after pre-determination of boundaries by the State Board of Education.

The accompanying questionnaire has been endorsed by the State Board of Education for the purpose of developing criteria to be used in this pre-determination of geographic boundaries.

We will appreciate your kindness in taking time to answer the questionnaire accompanying this letter. A self-addressed envelope is enclosed for your convenience.

Sincerely,

/S/ Don P. Pence

Don P. Pence, President
Central Oregon College

DPP:dk
Enclosures

APPENDIX C (Part b)

INFORMATION NEEDED FOR DEVELOPMENT OF NEW CRITERIA
FOR ESTABLISHING LOCAL PUBLIC JUNIOR OR COMMUNITY COLLEGES

QUESTIONNAIRE

INSTRUCTIONS: All blanks should be filled. If the blank does not apply, please fill it with the letters "NA" (does not apply). If the exact information is not available, your best estimate will be satisfactory.

SECTION I. FULL-TIME STUDENT EQUIVALENTS

For purposes of uniformity, please read the instructions before supplying the information requested. (Consider all students, both day and evening.)

1. Total all student (Indicate semester or quarter) hours in transfer courses taken in the fall of 1958-59 and divide by 12. Place your answer in the blank to the right. _____

2. Total all student (indicate whether semester, quarter, or clock) hours in Smith-Hughes or George-Barden reimbursable vocational-technical courses taken in the fall of 1958-59 and divide by 12 if semester or quarter and by 20 if clock hours. Place your answer in blank to the right. _____

3. Total all student (indicate sem. qtr. or clock) hours in terminal courses. (All students not included above.) Place your answer in the blank at right. _____

   TOTAL for all three blanks above. (This figure should be your total full-time student equivalent based on 12 academic or 20 clock hours.) _____

SECTION II. RADIUS OF INFLUENCE

Any independent or common school district is defined to be within your "radius of influence" if any one of the three following conditions is met:

1. If you received, in 1958-59, 1 per cent or more of your full-time student equivalents from school district "A": for example, your full-time student equivalents total is 400. You received from school district A four or more full-time students. Then school district A is defined to be within your radius of influence.

APPENDIX C (Part b), continued

2. If you received 10 per cent or more of the high school graduates of this school district. For example: if school district B had 30 high school graduates in 1958, and you received 3 or more of these in your freshman class in Sept. 1958, then school district B is defined to be within your radius of influence.

3. If the school district is part of your junior-community college district, regardless of the enrollment you receive from the district.

LIST BELOW THE SCHOOL DISTRICTS WITHIN YOUR "RADIUS OF INFLUENCE"

| Name of District | Distance of This School in Miles From your College | Full-Time Student Equivalents from This District in 1958-59. |
|---|---|---|
| 1. | | |
| 2. | | |
| 3. | | |
| 4. | | |
| 5. | | |
| 6. | | |
| 7. | | |
| 8. | | |
| 9. | | |
| 10. | | |
| 11. | | |
| 12. | | |
| 13. | | |
| 14. | | |
| 15. | | |
| 16. | | |
| 17. | | |
| 18. | | |
| 19. | | |
| 20. | | |
| 21. | | |
| 22. | | |

SECTION III. FINANCIAL OPERATIONS (1958-59)

1. Assessed valuation of district? $_____

2. Assessed value is what percent of true cash value? %_____

APPENDIX C (Part b) continued

3. Local tax rate for operation? (in mills) _____

4. Local tax rate for debt service? (in mills) _____

5. What maximum tax rate (tax base) has been voted by electorate or established by state statute? _____

6. Total operation and maintenance costs: include total operating expenses EXCEPT cost of debt service. $_____

7. Total debt service costs? (Use audit figures if available) $_____

8. Amount expended for buildings in last 10 years. $_____

9. Percent of building costs in last 10 years paid for by state. %_____

SECTION IV. ESTABLISHMENT OF COLLEGE

1. When was your college established as a local public junior or community college? _____

2. What person/s or group/s initiated the movement for establishment of your college? _____

_____

_____

3. Give a brief account of any opposition which might have been present among citizens or groups when your college was established.

_____

_____

_____

_____

4. By what majority was the establishment of your college approved by the voters, if an election was held? _____

5. Give a brief account of any appreciable opposition to your college at present from local person/s or group/s. (This answer is entirely optional.)

_____

_____

_____

_____

APPENDIX C (Part b) continued

SECTION V. ACCREDITATION BY NORTHWEST OR WESTERN ASSOCIATION

1. In what year was the college accredited? _____

2. Was it accredited the first year of application? _____

3. If not, how many years after the first application? _____

SECTION VI. PROXIMITY TO ANOTHER INSTITUTION OF HIGHER EDUCATION

1. Name of nearest local public junior college _____
_____ Distance _____

   Do you feel your proximity to this local public junior college decreases your enrollment appreciably? (That is, would you have an appreciable increase in your enrollment were this college not in existence.) _____

   If so, by how many students? _____

2. Name of nearest private junior or senior college _____
_____ Distance _____

   Do you feel your proximity to this college decreases your enrollment appreciably?

   If so, by how many students? _____

3. Name of nearest state school or university _____
_____ Distance _____

   Do you feel your proximity to this college decreases your enrollment appreciably?

   If so, by how many students? _____

SECTION VII. INFLUENCE OF ECONOMIC FACTORS

1. Do you feel that the economic factors affecting the economy of your district has any appreciable effect on the enrollment of your college? _____

   If your answer is "yes" in what way is this effect evident?

_____

_____

APPENDIX C (Part b) continued

SECTION VIII. CONTROL AND SUPPORT

Regardless of how your college may be organized, controlled and supported, would you indicate below which of the three systems you personally feel is to be preferred from an organizational and administrative standpoint. (number 1, 2, 3, with 1 as first choice.)

1. The separate college district with a tax base established over the natural service area, under a separate board of education having responsibility only for the junior-community college operation. _____

2. The college operated as part of a unified public school system under a board of education and superintendent that also has charge of grades 1 through 12. _____

3. The "state 2-year college" where all control and support is in the hands of a state board of education or board of higher education, responsible directly to the state legislature. _____

4. According to the Rockefeller Report of 1954, the public schools, (grades 1-12) on the national average, receive 37% of their operational costs from the states. We know that state higher institutions receive 100% minus student fees. Considering these two facts: what do you feel the public junior or community college should receive from the state on operational costs. %_____

5. What percent of capital costs for college buildings should be paid for by the state: (Your personal reaction, not necessarily what your state does.) %_____

SECTION IX. MISCELLANEOUS

1. Do you operate school busses to transport college students? (If part of unified school system do they ride regular busses?) _____

2. Do you believe that the public two-year college, regardless of what you call it, should offer a broad curriculum including: lower division liberal arts and sciences, vocational (including technical programs) and general adult education? _____

APPENDIX C (Part b) continued

3. Do you ever take any of your courses "off campus" (in the manner of an extension operation) to outlying communities in your area? _____

   If your answer is yes, would you list below any particular reason for this, such as--"good public relations" or "they are on the fringe of our tax district and not adequately serviced otherwise" etc.

_____

_____

_____

4. Statement of any other evidence which you feel should be considered in arriving at new criteria for the establishment of local public junior or community colleges.

_____

_____

_____

_____

_____

_____

Signature _____

College _____

Position _____

Are you interested in receiving a summary of the criteria which might be developed from this study? _____

APPENDIX D (Part a)

Letterhead of: CENTRAL OREGON COLLEGE
Bend, Oregon

October 10, 1959

Dear Sir:

During the 1959 session of the Oregon Legislative Assembly, we were able to secure enactment of a new bill relative to the establishment of a state system of "Area Education Districts" in which community colleges or area vocational-technical schools might develop. These area districts, with the exception of cities of one hundred thousand or over population, must be organized as separate districts under their own local board of administration and must have two or more high school or public school districts within their boundaries. The state will pay one-third of operational costs.

The new law provides that determination of the proposed district's boundaries shall be arrived at through a local initiative petition and subsequent hearings by the State Board of Education, to determine the area that can profit from inclusion in the proposed district. The State Board of Education has authorized me to make a study and prepare criteria that might be used as a guide in establishing the boundaries of these districts.

We will appreciate a copy of any studies or reports that have been carried out in your state relative to: junior-community colleges, technical institutes or area vocational schools. We would also appreciate a copy of the statute under which they operate, as well as any information that you might personally care to offer regarding the situation in your state. (Changes you would recommend in amount of state support, method of organization, local administration, etc.) We would be particularly interested in your personal opinion regarding size of the district, either in miles radius, or commuting time in minutes. Do the area colleges (junior-community colleges) in your state service outlying towns within their organized district by placing classes in these communities as an extension of the main campus?

Central Oregon College is assuming the financial responsibility for this study and we will appreciate your sending us a bill for any expense involved in securing copies of the studies and postage, or,

APPENDIX D (Part a) continued

if you desire, please notify us and we will send money in advance. Thank you kindly for any consideration that you may give us in this report.

Sincerely,

/S/ Don P. Pence

Don P. Pence, Pres.
Central Oregon College

DPP:dk

APPENDIX D (Part b)

PLEASE COMPLETE AND RETURN IN SELF-ADDRESSED ENVELOPE.

SECTION I. FORM OF INSTITUTIONAL ORGANIZATION
(Consider only public post-high school institutions in your state. Circle the proper answer for your state system or complete the blank. Thank you.)

My state has a:

1. System of junior colleges offering only liberal arts transfer and/or general education terminal programs: yes - no.

2. System of vocational and/or technical schools organized separately from junior colleges: yes - no.

3. System of comprehensive junior-community colleges including all three functions (transfer, terminal and vocational-technical): yes - no.

4. System organized on an optional or permissive basis so that either type may develop depending on needs of any given area: yes - no.

5. Other form of organization or comments: _____

_____

SECTION II. ADMINISTRATIVE ORGANIZATION

1. Schools considered in section I above must be organized as part of the public school system (grades 1-12 or 14) under same local board of education. yes - no.

2. Such schools must be organized on an area basis and administered by a separate local board of education. yes - no.

3. State law provides for both possibilities, either under separate board or as part of unified school system. yes - no.

4. Other: _____

SECTION III. FINANCIAL REIMBURSEMENT FROM STATE

1. What percent of current operational cost is paid by your state? _____
2. What percent do you feel should be paid by the state? _____
3. What percent of building construction costs are paid by your state? _____
4. What percent of building costs should be paid by the state? _____
5. What basic formula would you recommend? _____

APPENDIX D (Part b) continued

SECTION IV. SIZE OF DISTRICT

From your experience, how large an area should a post-high school district encompass? Encircle the figure that you feel is a maximum radius in miles: 20 - 25 - 30 - 35 - 40 - 45 - 50. _____

Perhaps commuting time in minutes is more appropriate than miles. What do you consider a reasonable commuting distance (one way) in terms of minutes: 15 - 20 - 25 - 30 - 35 - 40 - 45 - 50 - 55 - 60.

_____

SECTION V. EXTENSION SERVICES

Are your junior-community colleges and/or vocational schools limited to a central campus or do they extend their services into outlying cities or towns in the district in an effort to equalize service within the tax base area? Yes - no.

Explanation or comment, please _____

_____

_____

_____

SECTION VI. AVAILABLE PUBLICATIONS OR MIMEOGRAPHED COPIES OF STUDIES, ETC.

The following studies, reports, post-high school statutes, publications etc. on junior colleges, community colleges or area vocational-technical schools are available through our State Department of Education.

_____

_____

_____

_____

Materials are being shipped to Central Oregon College and you will be billed for them. yes - no.

They are being held for advance payment on materials and/or postage. yes - no. Please indicate costs and we will forward money as per your listing.

Name of person filling out the questionnaire _____

Title _____

APPENDIX E

OREGON STATE SYSTEM OF HIGHER EDUCATION
Estimated Student Enrollments in Oregon Institutions of Higher Education
Fall Terms through 1970

| Year | Oregon 18-24 Coll. Age Pop. (Incl. Net Immigration) | Enrollment in Oregon Colleges--Fall Term | | | | | Percent Fall Term is of Oregon 18 - 24 Coll. Age Population | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Oregon State System | Other Public Colleges* | Total Public Colleges | Accredited Independent Colleges | Total for Oregon | Total Public Colleges | Accredited Independent Colleges | Total for Oregon |
| 1950 | 143,530 | 15,148 | 735 | 15,883 | 7,211 | 23,094 | 11.1 | 5.0 | 16.1 |
| 1951 | 141,445 | 12,907 | 728 | 13,635 | 6,332 | 19,967 | 9.6 | 4.5 | 14.1 |
| 1952 | 141,089 | 12,919 | 762 | 13,681 | 6,124 | 19,805 | 9.7 | 4.3 | 14.0 |
| 1953 | 141,574 | 12,945 | 800 | 13,745 | 5,954 | 19,699 | 9.7 | 4.2 | 13.9 |
| 1954 | 142,415 | 14,816 | 1,051 | 15,867 | 6,591 | 22,458 | 11.1 | 4.6 | 15.7 |
| 1955 | 145,476 | 17,027 | 1,273 | 18,300 | 6,896 | 25,196 | 12.6 | 4.7 | 17.3 |
| 1956 | 149,289 | 18,597 | 1,286 | 19,883 | 7,319 | 27,202 | 13.3 | 4.9 | 18.2 |
| 1957 | 153,342 | 20,190 | 1,246 | 21,436 | 7,719 | 29,155 | 14.0 | 5.0 | 19.0 |
| 1958 | 159,578 | 21,710 | 1,351 | 23,061 | 7,958 | 31,019 | 14.4 | 5.0 | 19.4 |
| 1959 | 164,178 | 22,497 | 1,144 | 23,641 | 8,527 | 32,168 | 14.4 | 5.2 | 19.6 |
| 1960 | 170,197 | 24,581 | 425 | 25,006 | 9,020 | 34,026 | 14.7 | 5.3 | 20.0 |
| 1961 | 179,685 | 26,054 | 449 | 26,503 | 9,523 | 36,026 | 14.7 | 5.3 | 20.0 |
| 1962 | 187,123 | 27,507 | 468 | 27,975 | 9,918 | 37,893 | 14.9 | 5.3 | 20.2 |
| 1963 | 194,035 | 28,911 | 485 | 29,396 | 10,284 | 39,680 | 15.1 | 5.3 | 20.4 |
| 1964 | 198,963 | 30,043 | 497 | 30,540 | 10,545 | 41,085 | 15.3 | 5.3 | 20.6 |
| 1965 | 211,511 | 32,150 | 529 | 32,679 | 11,210 | 43,889 | 15.5 | 5.3 | 20.8 |
| 1966 | 223,984 | 34,270 | 560 | 34,830 | 11,871 | 46,701 | 15.6 | 5.3 | 20.9 |
| 1967 | 233,339 | 35,934 | 583 | 36,517 | 12,367 | 48,884 | 15.6 | 5.3 | 20.9 |
| 1968 | 240,179 | 37,228 | 600 | 37,828 | 12,729 | 50,557 | 15.7 | 5.3 | 21.0 |
| 1969 | 249,206 | 38,876 | 623 | 39,499 | 13,208 | 52,707 | 15.8 | 5.3 | 21.1 |
| 1970 | 260,212 | 41,113 | 651 | 41,764 | 13,791 | 55,555 | 16.0 | 5.3 | 21.3 |

---

* During years 1950 through 1959 "Other Public Colleges" include Oregon Technical Institute and Central Oregon College. Effective in 1960 Oregon Technical Institute was placed under the administration of the State Board of Higher Education by the 1959 Legislature, effective July 1, 1960. Because the growth pattern for Oregon Technical Institute has not yet been determined an enrollment figure of 800, which approximates current enrollment, has been included in the "Oregon State System" beginning in year 1960. Accordingly, in 1960 and subsequent years "Other Public Colleges" include only Central Oregon College at Bend.

December 15, 1959

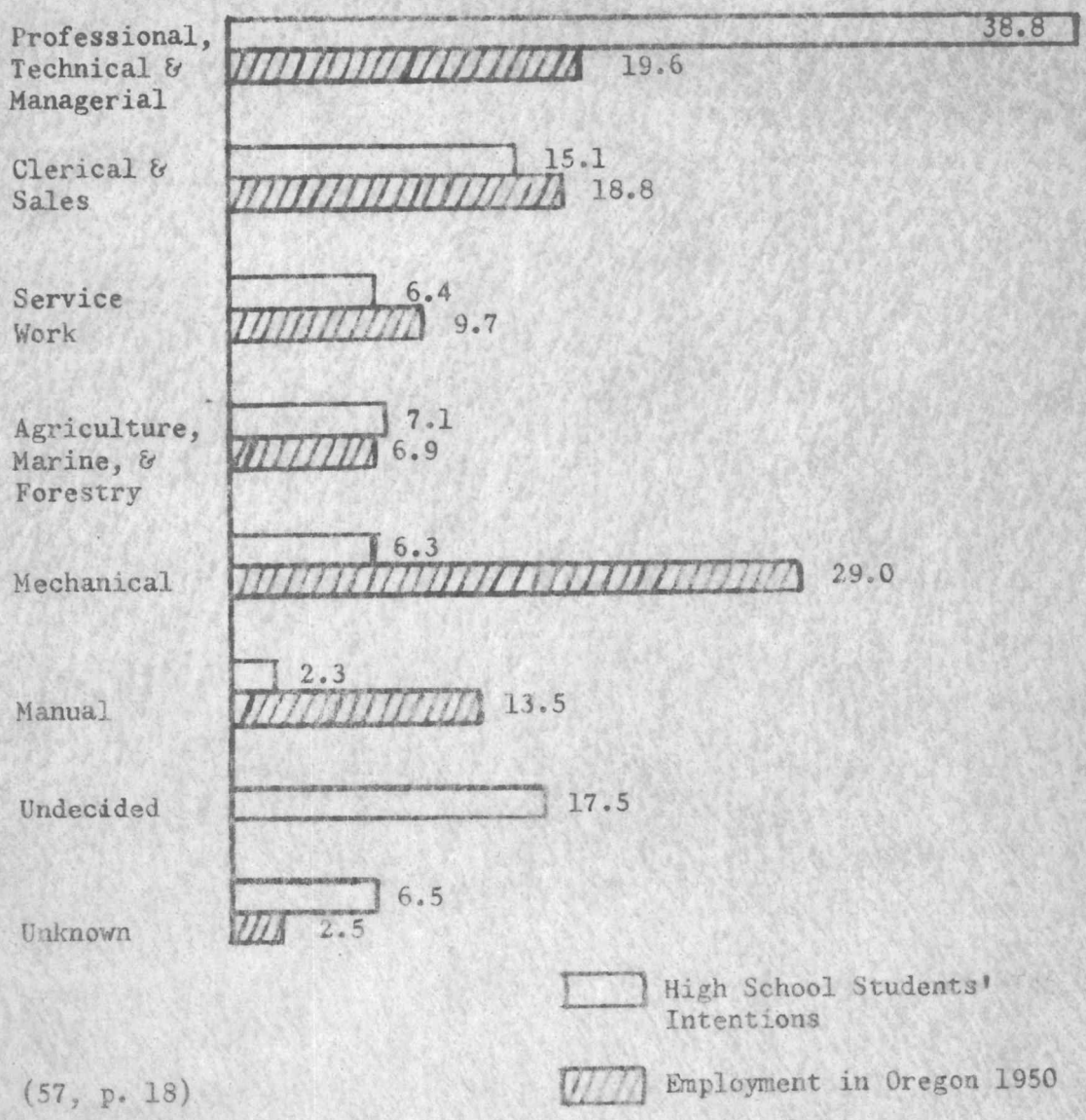
Explanation of Appendix E:

Appendix E was developed by taking the population of each age (U. S. Bureau of Census, 20% Sample of Oregon), and developing a survival by means of "life tables" to ages 18 through 24, for years 1950 through 1970. The life table used was that appearing in the Statistical Abstract of the United States, 1952, and prepared by the National Office of Vital Statistics, Public Health Service, Federal Security Agency, from Statistical Bulletin, November 1951, of the Metropolitan Life Insurance Co., New York, New York. (Net in-migration of 12,000 for year 1950 and decreasing at a constant amount each year to 6,000 for year 1970, and remaining at this annual rate thereafter. Using studies made by the Pacific Coast Committee of the American Council on Education for the State of Oregon, a two per cent per year per age year in the 0-24 age group was used as an in-migration factor. A small factor for increased per cent of high school graduates attending college in the next ten years was also used.

# APPENDIX F

## OCCUPATIONAL INTENTIONS OF 5,447 HIGH SCHOOL STUDENTS

## COMPARED TO OREGON'S WORK FORCE




(57, p. 18)

APPENDIX G

SUMMARY OF CRITERIA STATEMENTS BY JUNIOR COLLEGE AUTHORITIES

| Criteria | Lange 1920 | Koos 1921 | Zook 1923 | O'Brien 1923 | Leonard 1924 | Koos 1924 | Clark 1927 | O'Brien 1928 | Whitney 1928 |
|---|---|---|---|---|---|---|---|---|---|
| LOCAL INTEREST AND APPROVAL | - | - | - | - | - | - | - | X | X |
| Petition to Board | - | - | - | - | - | - | - | - | X |
| Petition by Board | - | - | - | - | - | - | - | - | - |
| Local Approval | X | - | X | - | - | - | - | - | 2/3 |
| APPROVAL BY STATE AUTHORITY | | | | | | | | | |
| Preliminary Survey | - | - | - | - | - | - | - | X | - |
| Approval by State Authority | X | - | - | - | X | - | - | - | - |
| NEED FOR COLLEGE | | | | | | | | | |
| No Nearby College | X | - | - | - | - | X | - | X | - |
| College Enrollment | - | 50 | - | 100 | 200 | 200 | 200 | 150 | 150 |
| H.S. Enrollment or ADA | - | 400 | 600 | - | - | 1200 | 800* | - | 800 |
| H.S. Graduates | - | - | - | - | - | - | - | X | 200 |
| District Population (Thous.) | - | 10 | - | - | - | 25 | - | - | 10 |
| Senior Intentions | - | - | - | - | - | - | - | - | - |
| Parent Intentions | - | - | - | - | - | - | - | - | - |
| Geographic Location | X | - | - | - | - | - | - | - | - |
| Percent Graduates to College | - | - | - | - | - | - | - | X | - |
| Junior College Age | - | - | - | - | - | - | - | - | - |
| Radius of Influence (Miles) | X | - | - | - | - | - | - | 15-20 | - |
| Scholastics | X | - | - | - | - | - | - | - | - |
| ABILITY TO SUPPORT | | | | | | | | | |
| Provide Facilities | X | - | - | - | - | - | - | X | - |
| Assessed Valuation (Millions) | - | - | 10 | 15 | 10 | X | 10 | 15 | 10 |
| Good Lower Schools | - | - | - | X | - | X | - | X | X |
| Local Tax (Mills) | - | - | - | 2 | - | X | - | 2 | X |
| Low Bond Indebtedness | - | - | - | - | - | - | - | X | X |
| MISCELLANEOUS | | | | | | | | | |
| Curriculum | X | - | X | - | - | X | - | - | - |
| Transportation Adequate | X | - | - | - | - | X | - | - | - |

* Compromise figure--original shows 600-1000.

Note: An "X" indicates that the writer mentioned the criteria but gave no specific requirement.

APPENDIX G, continued--

| Criteria | Gattis 1928 | Brothers 1928 | Cockrell 1928 | Zook 1929 | Broom 1929 | Morris 1929 | Holy 1929 | Green 1929 | Ricciardi et al. 1929 |
|---|---|---|---|---|---|---|---|---|---|
| LOCAL INTEREST AND APPROVAL | - | - | X | - | X | X | - | X | - |
| Petition to Board | - | - | - | - | - | - | - | - | X |
| Petition by Board | - | - | - | - | - | - | - | - | - |
| Local Approval | - | - | - | - | - | - | - | - | X |
| APPROVAL BY STATE AUTHORITY | | | | | | | | | |
| Preliminary Survey | - | - | - | - | X | - | - | - | X |
| Approval by State Authority | - | - | - | - | X | - | - | X | - |
| NEED FOR COLLEGE | | | | | | | | | |
| No Nearby College | - | - | - | - | X | X | - | - | X |
| College Enrollment | 150 | 75ADA | 150 | 200 | 150 | - | 150 | 150 | X |
| H.S. Enrollment or ADA | 600 | 500 | - | - | X | - | 900 | 875 | X |
| H.S. Graduates | 100 | - | - | - | X | X | - | X | X |
| District Population (Thous.) | 12 | - | - | - | - | X | 17 | 26 | X |
| Senior Intentions | - | - | - | - | - | - | - | - | X |
| Parent Intentions | - | - | - | - | - | - | - | - | X |
| Geographic Location | - | - | - | - | - | - | - | - | - |
| Percent Graduates to College | - | - | - | - | X | - | - | - | - |
| Junior College Age | - | - | 200 | - | - | - | - | - | - |
| Radius of Influence (Miles) | - | - | 20 | - | - | - | 20 | 20 | X |
| Scholastics | - | - | - | - | - | - | - | - | - |
| ABILITY TO SUPPORT | - | - | - | X | - | X | - | - | - |
| Provide Facilities | X | X | - | X | - | - | - | - | X |
| Assessed Valuation (Millions) | 15 | 10 | 15 | 25 | 20 | - | 15 | 15 | X |
| Good Lower Schools | X | - | X | - | X | X | - | X | - |
| Local Tax (Mills) | 2 | - | 2 | - | 1 | - | 2 | 2 | X |
| Low Bond Indebtedness | X | - | - | - | X | - | - | - | X |
| MISCELLANEOUS | | | | | | | | | |
| Curriculum | - | - | - | - | - | - | - | - | - |
| Transportation Adequate | - | - | - | - | X | X | - | - | X |

APPENDIX G, continued--

| Criteria | Ricciardi 1930 | Eells 1931 | Joyal 1932 | Walter 1932 | Summitt 1932 | Eells 1933 | Allen 1936 | Adams 1940 |
|---|---|---|---|---|---|---|---|---|
| LOCAL APPROVAL AND INTEREST | - | - | X | - | - | - | - | - |
| Petition to Board | X | X | - | - | - | - | - | - |
| Petition by Board | - | - | - | - | - | - | - | - |
| Local Approval | X | X | - | X | - | - | X | - |
| APPROVAL BY STATE AUTHORITY | | | | | | | | |
| Preliminary Survey | X | X | - | X | - | - | X | - |
| Approval by State Authority | X | X | - | X | X | - | X | - |
| NEED FOR COLLEGE | | | | | | | | |
| No Nearby College | - | No | - | - | X | - | X | X |
| College Enrollment | - | - | 200 | X | 150 | 300 | - | - |
| H.S. Enrollment or ADA | - | 450* | 1250 | X | 900 | - | 1050** | 1300 |
| H.S. Graduates | - | - | - | - | 210*** | - | 250 | 200 |
| District Population (Thous.) | - | No | - | - | 19-40 | - | 19 | 25 |
| Senior Intentions | - | - | - | - | - | - | X | - |
| Parent Intentions | - | - | - | - | - | - | X | - |
| Geographic Location | - | - | - | - | - | - | X | - |
| Percent Graduates to College | No | - | - | - | - | - | 40 | - |
| Junior College Age | - | - | - | - | - | - | - | - |
| Radius of Influence (Miles) | - | - | 20 | 30-40 | - | - | - | - |
| Scholastics | - | - | - | - | - | - | - | - |
| ABILITY TO SUPPORT | X | - | X | X | X | - | X | - |
| Provide Facilities | - | - | - | - | - | - | - | - |
| Assessed Valuation (Millions) | - | X | X | X | - | - | - | 23 |
| Good Lower Schools | - | X | - | - | X | - | X | X |
| Local Tax (Mills) | 10 | - | - | X | - | - | 2 | - |
| Low Bond Indebtedness | - | - | - | - | - | - | X | X |
| MISCELLANEOUS | | | | | | | | |
| Curriculum | - | - | - | - | - | - | - | - |
| Transportation Adequate | - | - | - | X | X | - | X | - |

* Compromise figure--original shows 400-500. ** Compromise figure--
*** Compromise figure--original shows 160-250.

APPENDIX G, continued--

| Criteria | Sexson & Harbeson 1946 | Farris 1947 | Leahy 1952 | Fink 1952 | Fretwell 1954 | Boze 1955 | Totals |
|---|---|---|---|---|---|---|---|
| LOCAL INTEREST AND APPROVAL | - | - | - | - | X | - | 8 |
| Petition to Board | - | X | - | X | - | - | 6 |
| Petition by Board | - | - | - | - | - | - | 0 |
| Local Approval | - | - | - | X | - | X | 9 |
| APPROVAL BY STATE AUTHORITY | | | | | | | |
| Preliminary Survey | - | X | X | - | - | - | 9 |
| Approval by State Authority | - | - | - | X | - | - | 9 |
| NEED FOR COLLEGE | | | | | | | |
| No Nearby College | - | - | - | X | X | X | 11 |
| College Enrollment | - | 200 | 200 | - | - | 250* | 22 |
| H.S. Enrollment or ADA | - | 1000 | 550* | 650* | - | - | 20 |
| H.S. Graduates | - | - | - | - | - | 415* | 10 |
| District Population (Thous.) | - | - | - | - | - | 15-23 | 12 |
| Senior Intentions | - | - | - | - | - | - | 2 |
| Parent Intentions | -- | - | - | - | - | - | 2 |
| Geographic Location | - | - | - | - | - | - | 1 |
| Percent Graduates to College | - | - | - | - | - | - | 3 |
| Junior College Age | - | - | - | - | - | - | 1 |
| Radius of Influence (Miles) | - | - | - | - | - | - | 7 |
| Scholastics | - | - | - | - | - | X | 1 |
| ABILITY TO SUPPORT | X | X | X | - | X | - | 11 |
| Provide Facilities | X | - | - | - | - | X | 7 |
| Assessed Valuation (Millions) | - | - | - | No | - | X | 20 |
| Good Lower Schools | - | - | - | - | - | - | 13 |
| Local Tax (Mills) | - | - | - | - | - | - | 13 |
| Low Bond Indebtedness | - | - | - | - | - | - | 7 |
| MISCELLANEOUS | | | | | | | |
| Curriculum | - | - | X | - | - | - | 3 |
| Transportation Adequate | - | - | - | - | - | - | 7 |

* Compromise figure (example: 500-600 in original; therefore, used 550)

This appendix was adapted from Rodgers (133, p. 68) and White (158, p. 61-65).

## APPENDIX H

## SUMMARY OF NINETEEN CRITERIA STATEMENTS OF STATE STUDIES

| Criteria | Calif. 1948 | Florida 1947 | Florida 1949 | Florida 1951 | Georgia 1949 | Idaho 1946 | Illinois 1945 (a) | Illinois 1945 (b) | Illinois 1947 | Iowa 1949 |
|---|---|---|---|---|---|---|---|---|---|---|
| LOCAL INTEREST AND APPROVAL | | | | | | | | | | |
| Petition to Board | - | - | - | - | - | - | - | - | - | - |
| Petition by Board | - | - | - | - | - | - | - | - | - | - |
| Local Approval | - | - | - | - | - | - | - | - | - | - |
| APPROVAL BY STATE AUTHORITY | | | | | | | | | | |
| Preliminary Survey | - | - | - | - | - | - | - | - | - | - |
| Approval by State Authority | - | - | - | - | - | - | X | X | X | X |
| NEED FOR COLLEGE | | | | | | | | | | |
| No Nearby College | - | - | - | - | - | - | - | - | - | - |
| College Enrollment | - | - | 270 | - | - | - | - | - | - | - |
| H.S. Enrollment or ADA | - | 400 | 400 | 675 | 800 | - | 500 | 500 | 500 | - |
| High School Graduates | - | - | - | - | - | - | - | - | - | - |
| District Population (Thous.) | - | - | - | - | - | - | - | - | - | - |
| Senior Intentions | - | - | - | - | - | - | - | - | - | - |
| Parent Intentions | - | - | - | - | - | - | - | - | - | - |
| Geographic Locations | - | - | - | - | - | - | - | - | - | - |
| Percent Graduates in College | - | - | - | - | - | - | - | - | - | - |
| Junior College Age | - | - | - | - | - | - | - | - | - | - |
| Radius of Influence (Miles) | - | 20 | - | - | - | - | - | - | - | - |
| ABILITY TO SUPPORT | - | - | X | - | - | - | - | - | - | - |
| Provide Facilities | - | - | X | - | - | - | - | - | - | - |
| Assessed Valuation (Millions) | - | - | - | 20 | 10 | - | - | - | - | - |
| Good Lower Schools | - | - | - | - | - | - | - | - | - | - |
| Local Tax (Mills) | - | - | 2 | - | - | - | - | - | - | - |
| Low Bond Indebtedness | - | - | - | - | - | - | - | - | - | - |
| MISCELLANEOUS | | | | | | | | | | |
| Curriculum | X | X | X | X | - | X | - | - | - | - |
| Adequate Transportation | - | - | - | - | X | - | - | - | - | - |

APPENDIX H, continued

| Criteria | Maryland 1947 | Mich. 1944 | Minn. 1950 | Miss. 1945 | New York 1948 | North Carolina 1948 | Oregon 1951 | Wash. 1946 | Wisc. 1947 | Totals |
|---|---|---|---|---|---|---|---|---|---|---|
| LOCAL INTEREST AND APPROVAL | | | | | | | | | | |
| Petition to Board | - | - | - | - | - | - | - | - | - | - |
| Petition by Board | - | - | - | - | - | - | - | - | - | - |
| Local Approval | - | - | - | - | X | - | - | - | - | 1 |
| APPROVAL BY STATE AUTHORITY | | | | | | | | | | |
| Preliminary Survey | - | - | - | - | - | - | - | - | - | - |
| Approval by State Authority | - | - | - | - | X | - | X | - | - | 6 |
| NEED FOR COLLEGE | | | | | | | | | | |
| No Nearby College | - | - | - | | - | - | - | - | X | 1 |
| College Enrollment | - | X | - | | - | 300 | - | X | 150 | 5 |
| H.S. Enrollment or ADA | - | - | - | | - | - | 500 | - | 1050* | 9 |
| High School Graduates | - | - | - | | - | - | - | - | 250 | 1 |
| District Population (Thous.) | - | - | - | | - | - | - | - | 19 | 1 |
| Senior Intentions | - | - | - | | - | - | - | - | X | 1 |
| Parent Intentions | - | - | - | | - | - | - | - | - | - |
| Geographic Locations | - | - | - | | - | - | - | - | - | - |
| Percent Graduates in College | - | - | - | | - | - | - | - | - | - |
| Junior College Age | - | - | - | | - | - | - | - | - | - |
| Radius of Influence (Miles) | - | - | - | | - | - | - | - | - | 1 |
| ABILITY TO SUPPORT | - | - | - | | X | X | - | X | - | 4 |
| Provide Facilities | - | - | - | | - | - | - | - | - | 1 |
| Assessed Valuation (Millions) | - | - | - | | - | - | $7\frac{1}{2}$ | - | - | 3 |
| Good Lower Schools | - | - | - | | - | - | - | - | - | - |
| Local Tax (Mills) | - | - | - | | X | - | - | - | - | 2 |
| Low Bond Indebtedness | - | - | - | | - | - | - | - | - | - |
| MISCELLANEOUS | | | | | | | | | | |
| Curriculum | X | - | X | | X | -- | - | - | - | 8 |
| Adequate transportation | - | - | - | | - | - | - | - | - | 1 |

* Compromise figure--original was 1000-1100.

(Source: 133, p. 68)

APPENDIX I

MINIMUM LEGAL REQUIREMENTS FOR ESTABLISHMENT OF LOCAL PUBLIC JUNIOR COLLEGES

| State | Type of Locality Authorized to Establish Junior College | Requirements Concerning: Valuation | Gross Population | High School Attendance | Lower School Attendance | Junior College Size |
|---|---|---|---|---|---|---|
| Arizona | Local or union high school dist. | $5,000,000 | | 100 A.D.A. | | 100 ADA |
| | Two or more contiguous high school districts or all of a county not in a junior college district. | $5,000,000 | | 200 A.D.A. | | 100 ADA |
| California | Any high school or unified district establishing a departmental junior college. | $5,000,000 | | | | |
| | High school district, unified school district or two or more contiguous districts of each type. | | | | | |
| Colorado | County or two or more counties. | $20,000,000 | | | (enrollment) 3,500 | |
| Florida | County or two or more contiguous counties. | | 50,000 | | | |
| Idaho | One or more school districts; one or more counties | $10,000,000 | | 800 | | |
| Illinois | Any school district of 10,000 people. | | 10,000 | | | |
| | Any school district maintaining a high school. | | 25,000 | | | |
| | A school district in any county of less than 10,000 people.[1] | | 10,000<br>500,000 | | | |
| Iowa | Any school district | | 5,000 | | | |
| Kansas | First or second class cities and community high schools. | | | | | |

APPENDIX I, continued

| State | Type of Locality Authorized to Establish Junior College | Requirements Concerning: Valuation | Gross Population | High School Attendance | Lower School Attendance | Junior College Size |
|---|---|---|---|---|---|---|
| Kentucky | Second class cities. | | | | | |
| | School districts containing cities of fourth class. | | | | | |
| Louisiana | Each parish except Orleans. | | | | | |
| Maryland | Any school district. | | | | | |
| Massachusetts | Any city or town; two or more cities or towns. | | | | | |
| Michigan | Any school district. | | 10,000 | | | |
| | Two or more school districts. | | | | | |
| | One or more contiguous counties. | | | | | |
| Minnesota | Any independent or special school district. | | | | | |
| | Two or more school districts. | | | | | |
| Mississippi[2] | One or more counties. | | | | | |
| | One or more municipal separate districts. | | | | | |
| Missouri | Any district with an accredited high school. | | | | | |
| Montana | County high school districts and districts with an accredited high school. | $3,000,000 | | | | |
| Nebraska | Junior college district coterminous with high school district. | $5,000,000 | | 200 ADA | | 40 ADA |
| | Any two or more existing school districts or entire county. | $10,000,000 | | 400 ADA | | |
| New Jersey | Any district with high school program. | | | | | |

APPENDIX I, continued

| State | Type of Locality Authorized to Establish Junior College | Requirements Concerning: Valuation | Gross Population | High School Attendance | Lower School Attendance | Junior College Size |
|---|---|---|---|---|---|---|
| New York | Any county, city, local or intermediate school district or combination of these units. | | | | | |
| North Dakota | Any special high school district. | | 5,000 | | | |
| Oklahoma[3] | Any school district may provide education for persons aged 6-21. | | | | | |
| Oregon | Any school district. | $20,000,000 | | 500 | | |
| South Carolina | Any independent or special school district | $ 1,000,000 | | | | |
| | Any school district containing a city. | $ 1,000,000 | 5,000 | | | |
| Texas | Any independent or city district. | Endowment or income or $12,000,000 | | 400 | | |
| | Any independent or city district. | $20,000,000 | | 300 | | |
| | Two or more contiguous districts. | $ 9,500,000 | | 400 | | |
| | County or one or more contiguous counties. | $ 9,500,000 | | 400 | | |
| Washington | Any school district in county not already having a higher educational institution. | | | | | |
| Wyoming | Any part of the state may be formed into a junior college district. | $20,000,000 | | 700 | | |
| Alaska[4] | Any school district. | | | 175* | | |

Note: See explanations on following page.

Explanations:

* Average Daily membership.

1 If there is no school district having a population of more than 10,000 persons in the county, there shall not be authorized the establishment of more than one junior college in such county.

2 Junior colleges may be established only within the territorial boundaries of and at locations in, districts designated by the Junior College Commission.

3 No Junior college operates in Oklahoma without accreditation relations with the Oklahoma State Committee on Junior Colleges. Committee represents State Regents for Higher Education, The University of Oklahoma, and Oklahoma A. and M. College.

4 Local Board must apply to and meet regulations set by Board of Regents of University of Alaska.

(Source for Appendix I: 89, p. 14-16)

APPENDIX J

ESTIMATED ANNUAL NEW ENTRANTS IN SELECTED OCCUPATIONS IN OREGON BASED ON 1950 CENSUS

| Occupational Areas | Total Employment | Total Annual Entrants | Annual Entrants by Area | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | I | II | III | IV | V | VI | VII | VIII | IX | X | XI | XII | XIII | XIV |
| Auto Mechanics | 8,658 | 433 | 13 | 29 | 134 | 25 | 52 | 52 | 18 | 16 | 25 | 11 | 11 | 13 | 16 | 13 |
| Bakers | 1,090 | 55 | 2 | 4 | 17 | 3 | 7 | 7 | 2 | 2 | 3 | 1 | 1 | 2 | 2 | 2 |
| Carpenter-Cabinetmaker | 16,517 | 826 | 26 | 55 | 255 | 48 | 100 | 100 | 35 | 31 | 47 | 21 | 21 | 24 | 30 | 24 |
| Cooks | 6,668 | 333 | 10 | 22 | 103 | 19 | 40 | 40 | 14 | 13 | 19 | 9 | 9 | 10 | 12 | 10 |
| Electrical Workers | 6,655 | 333 | 10 | 22 | 103 | 19 | 40 | 40 | 14 | 13 | 19 | 9 | 9 | 10 | 12 | 10 |
| Electronic Tech.-Station Oper. | 1,524 | 76 | 2 | 5 | 23 | 4 | 9 | 9 | 3 | 3 | 4 | 2 | 2 | 2 | 3 | 2 |
| Graphic Arts | 2,674 | 134 | 4 | 9 | 41 | 8 | 16 | 16 | 6 | 5 | 8 | 3 | 3 | 4 | 5 | 4 |
| Machinist-Tool & Die Maker | 3,815 | 191 | 6 | 13 | 59 | 11 | 23 | 23 | 8 | 8 | 11 | 5 | 5 | 6 | 7 | 6 |
| Millwrights | 1,915 | 96 | 3 | 6 | 30 | 6 | 12 | 12 | 4 | 4 | 5 | 3 | 3 | 3 | 3 | 3 |
| Painter-Paperhanger | 4,448 | 222 | 7 | 15 | 69 | 13 | 27 | 27 | 9 | 8 | 13 | 6 | 6 | 6 | 8 | 6 |
| Plumber-Pipefitter | 2,483 | 124 | 4 | 8 | 38 | 7 | 15 | 15 | 5 | 5 | 7 | 3 | 3 | 4 | 4 | 4 |
| Sheet Metal Workers | 1,266 | 63 | 2 | 4 | 19 | 4 | 8 | 8 | 3 | 2 | 4 | 2 | 2 | 2 | 2 | 2 |
| Stationary Engrs. | 1,801 | 90 | 3 | 6 | 27 | 5 | 11 | 11 | 4 | 3 | 5 | 2 | 2 | 3 | 3 | 3 |
| Stationary Firemen | 1,651 | 83 | 3 | 5 | 26 | 5 | 10 | 10 | 3 | 3 | 5 | 2 | 2 | 2 | 3 | 2 |
| Mechanics & Repairmen N.E.C.* | 8,839 | 442 | 14 | 29 | 137 | 26 | 53 | 53 | 19 | 17 | 25 | 11 | 11 | 13 | 16 | 13 |

* Includes Diesel Mechanics, Maintenance, etc.

APPENDIX J, continued

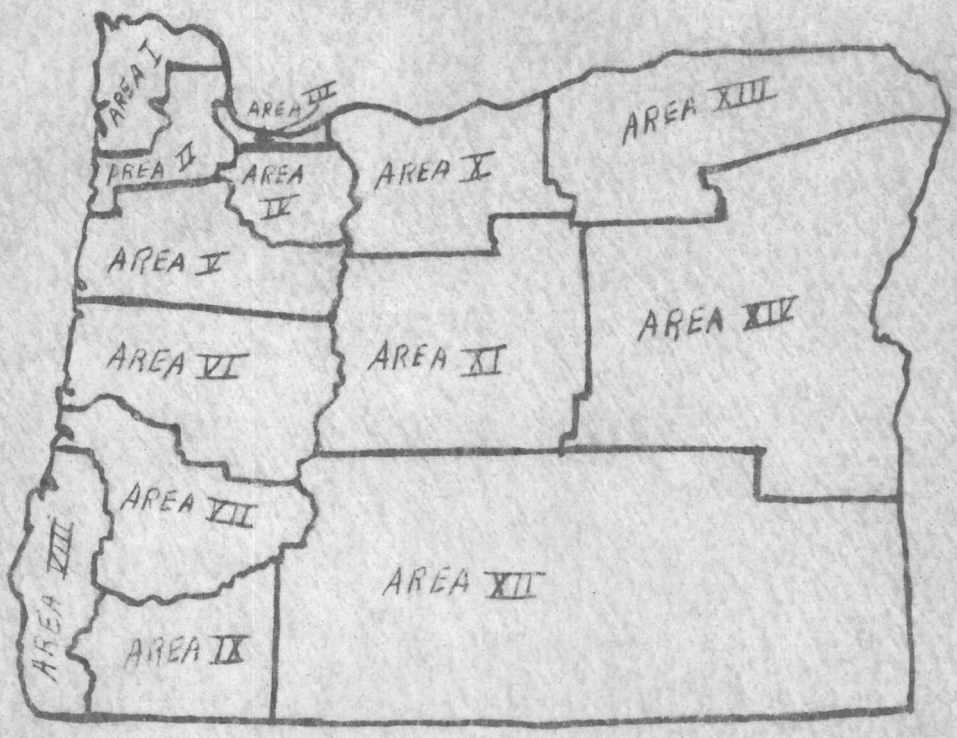
| Occupational Areas | Total Employment | Total Annual Entrants | Annual Entrants by Area | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | I | II | III | IV | V | VI | VII | VIII | IX | X | XI | XII | XIII | XIV |
| Draftsmen | 773 | 39 | 1 | 2 | 12 | 2 | 5 | 5 | 2 | 1 | 2 | 1 | 1 | 1 | 1 | 1 |
| Engineering Aide** | 9,408 | 470 | 15 | 31 | 145 | 27 | 56 | 56 | 20 | 18 | 27 | 12 | 12 | 14 | 17 | 14 |
| Photographers | 745 | 37 | 1 | 2 | 11 | 2 | 4 | 4 | 2 | 1 | 2 | 1 | 1 | 1 | 1 | 1 |
| Technicians | 1,636 | 82 | 2 | 5 | 25 | 5 | 10 | 10 | 3 | 3 | 5 | 2 | 2 | 2 | 3 | 2 |

** Based on Ratio of Two Technicians to One Engineer.

Area I -- Clatsop, 1/2 Columbia, 1/2 Tillamook counties.
Area II -- Washington, 1/2 Columbia, 1/2 Tillamook, 1/2 Yamhill
Area III -- Multnomah
Area IV -- Clackamas
Area V -- Marion, Polk, 1/2 Yamhill, 1/2 Benton, 1/2 Linn, 1/2 Lincoln
Area VI -- Lane, 1/2 Benton, 1/2 Linn, 1/2 Lincoln
Area VII -- Douglas
Area VIII -- Coos, Curry
Area IX -- Jackson, Josephine
Area X -- Wasco, Hood River, Sherman, Gilliam
Area XI -- Deschutes, Crook, Jefferson, Wheeler, 1/2 Harney
Area XII -- Klamath, Lake
Area XIII -- Umatilla, Morrow, 1/2 Union, 1/2 Wallowa
Area XIV -- Baker, 1/2 Union, 1/2 Wallowa, Grant, 1/2 Malheur

(Source: 119, p. 2)

PROPOSED DISTRICTS FOR AREA VOCATIONAL SCHOOLS - 1957




| AREA | POPULATION | NO. CLASSES | ENROLLMENT |
|---|---|---|---|
| I | 52,675 | 7 | 105 |
| II | 112,170 | 15 | 225 |
| III | 522,440 | 75 | 1125 |
| IV | 97,550 | 14 | 210 |
| V | 207,245 | 29 | 435 |
| VI | 205,420 | 29 | 435 |
| VII | 71,830 | 9 | 135 |
| VIII | 64,130 | 9 | 135 |
| IX | 95,780 | 14 | 210 |
| X | 43,930 | 6 | 90 |
| XI | 44,310 | 6 | 90 |
| XII | 49,580 | 7 | 105 |
| XIII | 60,745 | 8 | 120 |
| XIV | 48,835 | 7 | 105 |

(119, p. 3)

# APPENDIX L

## HOUSE BILL NO. 124
## 1927 LEGISLATIVE ASSEMBLY OF OREGON

A bill to provide for the establishment of junior colleges; for the course of studies, the governing body, and method of financing.

BE IT ENACTED BY THE PEOPLE OF THE STATE OF OREGON:

Section 1. A junior college shall provide the instruction usually given in the first two years of a college or a university with a curriculum as hereinafter provided.

Section 2. For the purpose of establishing junior colleges the state shall be divided into the following districts: District no. 1, the counties of Multnomah, Clackamas and Washington, with the college located in the city of Portland; district no. 2, the counties of Columbia, Clatsop and Tillamook, with the college located in or near the city of Astoria; district no. 3, the counties of Marion, Polk, and Lincoln, with the college located in or near the city of Salem; district no. 4, the counties of Linn, Lane and Benton, with the college located in or near the city of Albany; district no. 5, the counties of Douglas, Coos, and Curry, with the college located in or near the city of Marshfield, district no. 6, the counties of Jackson and Josephine, with the college located in or near the city of Medford; district no. 7, the counties of Hood River, Wasco, Sherman and Gilliam, with the college located in or near The Dalles; district no. 8, the counties of Jefferson, Wheeler, Crook and Deschutes, with the college located in or near the city of Redmond; district no. 9, the counties of Lake and Klamath, with the college located in or near the city of Klamath Falls; district no. 10, the counties of Umatilla and Morrow, with the college located in or near the city of Pendleton; district no. 11, the counties of Union and Wallowa, with the college located in or near the city of La Grande; district no. 12, the counties of Baker and Grant, with the college located in or near the city of Baker; district no. 13, the counties of Malheur and Harney, with the college located in or near the city of Vale.

Section 3. The county school superintendents and the county judges of the counties comprising the district shall constitute the board of regents of the junior college for the respective districts. They shall receive their necessary expenses when transacting business in connection with the college. A majority of the board shall constitute a quorum.

APPENDIX L, continued

Section 4. The board of regents shall elect one of their number president of the board and shall select some qualified person as secretary-treasurer.

Section 5. The duties of the secretary-treasurer shall be as follows:

1. To have the custody of the books and documents belonging to the college.
2. To keep a record of the transactions of the board of regents, of the president of the board, and the president of the college.
3. To keep full and accurate accounts of the money and other property of the college.
4. To keep, receive and pay out, according to the order of the board, all the money and property of the college.
5. To give a bond to the board of regents for the faithful performance of his duties, in such amount and with such sureties as the board may prescribe, to be approved by the president of the board.
6. To do such things as the board of regents may direct; but in the exercise of powers and discharge of his duties he shall be subject to the direction of the board.

Section 6. The general powers and duties of the board of regents shall be as follows:

1. To control and provide for, subject to the conditions herein made, the custody and occupation of the junior college buildings and grounds, and the books, papers and documents belonging to the college.
2. To manage, control and apply all property, of whatever nature, which may hereafter be given, bequeathed or appropriated for the use, support, or benefit of the college, according to the terms and conditions of such gift, bequest or appropriation.
3. To appoint and employ a president of the college and the requisite number of professors, teachers and employes and to prescribe their compensation and tenure of office or employment.
4. To demand and receive all sums due and accruing to the college from any source whatever and apply the same to the current expenses of the college insofar as same may be necessary.
5. To prescribe a registration fee for admission to said college, the same to be applied to the payment of incidental expenses, and the rate of tuition for students not residents of the state of Oregon.

APPENDIX L, continued

6. To provide the general course of instruction in the college, subject to the approval of the board of higher curricula, and to enact rules and bylaws for the government thereof, including the faculty, teachers, students and employes therein.
7. To grant, on the recommendation of the faculty, certificates showing the degree of educational attainment of each student completing the course of instructions therein given.
8. To prescribe the qualifications for admission to the college.
9. To foster a proper school spirit and encourage the development of patriotism and loyalty to American institutions.

Section 7. Funds, how disbursed. All funds received by the board of regents of any junior college from any source, applicable to the payment of current expenses, shall be paid into the state treasury and by that office credited to the junior colleges of the several districts by number and kept separate and apart from other funds and for each district; and shall be paid out only on warrants of the secretary of state, based on duly verified vouchers as other claims are paid, for the support and maintenance of the colleges of the prospective districts and the said sums of money so paid in are hereby appropriated for the purposes stated; provided, however, that the secretary of state may, from time to time, as the same may be necessary, draw his warrant in favor of the secretary-treasurer of the board of regents of any junior college for a sum not exceeding $250 in any one amount, but not in any event in excess of the amount paid into the state treasury as above provided to be used for the purpose of paying postage, expressage, freight, telegraphing, telephoning and such other incidental expenses which must be paid in each; and it shall be the duty of the secretary-treasurer of the board of regents to file with the secretary of state, from time to time, itemized accounts of expenditures of amounts so drawn by him with accompanying vouchers therefor.

Section 8. No political, or sectarian test shall ever be required for admission to the college, or allowed or applied in the appointment of any professor, teacher, or employe of any junior college.

Section 9. The members of the board of regents shall receive no compensation other than their necessary expenses while attending to the duties of their official position.

APPENDIX L, continued

Section 10. At the close of each fiscal year the president of the board of regents shall report to the state school superintendent the transactions of the board of regents, the progress, condition and needs of the college, the number of professors, teachers and students therein, the amount of the receipts and disbursements, and any other matter that may be deemed important.

Section 11. The president and professors shall constitute the faculty of a junior college and as such shall have the immediate government and discipline of the college and the students therein.

Section 12. The president of a junior college is also president of the faculty and whenever required by the board of regents he may be required to perform the duties of a professorship. He is also the executive and governing officer of the school, except as herein otherwise provided. Subject to the supervision of said board he has authority to control and give general directions to the practical affairs of the school.

Section 13. No junior college shall be established in any district without the concept of the people resident in such district, expressed by ballot at a poll upon the question of such establishment, a majority of these voting affirmatively upon the question at issue being required for the establishment of such college. Whenever 8% of the registered voters resident in the district shall petition the secretary of state he shall direct the county courts of the several counties of the district so petitioning to call an election upon the question of establishing such junior college within a period of sixty days therefrom. Notices of such election shall be posted in each election precinct in the same manner as notices of a general election are posted--at least 20 days prior to such election. Upon the ballots at such election shall be printed a description of the purpose and need of such junior college in not to exceed 300 words, and the words: "Shall a junior college be established in the (_____town)? Yes: Shall a junior college be established in the (_____town)? No___:" Should the majority of the votes be in the affirmative the secretary of state shall declare the college established and shall notify the county judges of the several counties of the district that the college has been established. The vote shall be counted, canvassed and returned in some manner as the vote in a state senatorial district comprising more than one county.

Section 14. The board of regents and the county courts of the several counties of the district shall meet in conference and determine the amount of tax levy necessary for the construction of

APPENDIX L, continued

necessary buildings and the maintenance of such college, and the same shall be extended upon the tax rolls, collected and returned to the state treasurer as other state taxes are extended and returned.

Section 15. All buildings constructed for the use of such college shall be as nearly fireproof as it is possible to make them.

Section 16. Recognizing that the city in which the college is located will receive the greatest proportion of benefit, such city shall be required to provide a campus site of at least 20 acres in area, free of encumbrance, and having the approval of the board of regents, the same to be conveyed to the board of regents and their successors in office by warranty deed.

Section 17. When a junior college is established in a district the county courts of the several counties of the district shall meet with the board of regents and provide a tax levy fund for the maintenance of the college; provided, that this body shall have the discretionary power to prorate the tax to each county in the proportion to the benefit received, or the number of students it furnishes to the college. Such fund shall be known as the junior college fund, and it shall be paid into the state treasury and disbursed as hereinbefore provided.

Section 18. Other than a small registration fee no tuition fee shall be charged to any student resident in the state of Oregon. The county courts of any county in which a student who is not a resident of the junior college district in which college he attends is a resident shall pay to the board of regents of such college the cost of such student's tuition as determined by the board of regents. The board of regents shall determine the amount of tuition charged a student who is not a resident of the state of Oregon, provided such tuition shall not be less than the amount charged to counties outside the district as above stated.

Section 19. A course of instruction in agriculture, household science, manual training and physical training shall be provided in each junior college by its board of regents. Whenever the board of regents of any junior college may determine that it is for the best interests of the district served by it, the said board may provide a course of instruction in teacher's training which shall approximate the course of training given at the state normals at Monmouth, Ashland and La Grande.

(Source: 132, p. 74-79)

APPENDIX M

ENROLLMENT COMPARISON BY YEAR

| | 1949-50 | | | 1950-51 | | | 1951-52 | | |
|---|---|---|---|---|---|---|---|---|---|
| | F | W | S | F | W | S | F | W | S |
| Full-time | 28 | 13 | 8 | 19 | 10 | 13 | 4 | 4 | 5 |
| Part-time | 89 | 73 | 50 | 86 | 59 | 35 | 56 | 35 | 31 |
| TOTAL | 117 | 86 | 58 | 105 | 69 | 48 | 60 | 39 | 36 |
| Women | 38 | 31 | 24 | 46 | 37 | 28 | 29 | 27 | 27 |
| Men | 79 | 41 | 34 | 59 | 32 | 20 | 21 | 12 | 9 |
| Veterans | 26 | 14 | 10 | 8 | 9 | 6 | 2 | 3 | 2 |
| COURSE: | | | | | | | | | |
| English Composition | 50 | 35 | 25 | 36 | 17 | 15 | 7 | 6 | 3 |
| English Literature | 14 | 7 | 5 | 9 | 7 | 4 | 2 | 1 | 1 |
| Freshman Mathematics | 42 | 28 | 16 | 18 | 10 | 4 | 9 | 3 | 2 |
| Biological Science Survey | 26 | 14 | 10 | 17 | 10 | 10 | 5 | 6 | 4 |
| General Sociology | 34 | 19 | 13 | -- | -- | -- | -- | -- | -- |
| History of Western Civilization | 32 | 21 | 17 | 29 | 18 | 16 | 9 | 7 | 9 |
| Constructive Accounting* | 50 | 26 | 18 | 12 | -- | -- | 14 | 10 | 8 |
| Typing*, Shorthand* | 24 | 16 | 8 | 25 | 22 | 16 | 13 | 16 | 9 |
| Shakespeare | | | | 3 | 4 | 5 | 3 | -- | -- |
| American Literature | | | | 6 | 6 | 5 | 4 | 2 | 4 |
| Background of Social Science | | | | 13 | 6 | 4 | 9 | 5 | 5 |
| United States History | | | | 10 | 3 | 5 | 5 | 1 | 1 |
| American Governments | | | | 8 | 3 | 6 | 5 | 4 | 5 |
| General Chemistry | | | | 19 | 10 | 5 | 2 | 2 | 2 |
| Elementary Analysis | | | | 14 | 11 | 7 | 2 | 2 | 1 |
| Fundamentals of Speech | | | | 12 | 6 | 6 | -- | -- | -- |
| Stenography* | | | | 12 | 6 | 6 | 14 | 6 | 7 |

Above courses designed to meet freshman and sophomore group requirements at the University and State College (except as marked *).

* Terminal Education in Secretarial Science.

(Source: 100, p. 22)

## APPENDIX N
## COST TO DISTRICT BY YEAR

| | | |
|---|---|---|
| **1949-50** | | |
| Amount budgeted by District | | $ 8,000.00 |
| Amount due General Extension Division | $ 4,276.68 | |
| Amount expended by District for books and supplies | 271.42 | |
| Total District expenditures | 4,548.10 | |
| BALANCE | | $ 3,451.90 |
| **1950-51** | | |
| Amount budgeted by District | | $ 8,000.00 |
| Surplus from 1949-50 | | 3,451.90 |
| Total amount for Community College | | $11,451.90 |
| Amount due General Extension Division | $ 9,482.82 | |
| Amount expended by District for books and supplies | 630.27 | |
| Total District expenditures | 10,113.09 | |
| BALANCE | | $ 1,338.81 |
| **1951-52** | | |
| Amount budgeted by District | | $10,000.00 |
| Surplus from 1950-51 | | 1,338.81 |
| Total amount for Community College | | $11,338.81 |
| Amount due General Extension Division | $13,454.61 | |
| Amount expended by district for books and supplies | 51.04 | |
| Total District expenditures | 13,505.65 | |
| DEFICIT | | $ 2,176.84 |

(Source: 100, p. 23)

# APPENDIX O

## ENROLLMENT COMPARISON OF AREAS OF COMMUNITY BY YEAR

| Population Center | 1949-50 | | | 1950-51 | | | 1951-52 | | | Distance From Bend |
|---|---|---|---|---|---|---|---|---|---|---|
| | F | W | S | F | W | S | F | W | S | |
| Bend | 104 | 81 | 53 | 90 | 61 | 44 | 54 | 37 | 32 | 0 |
| Redmond | 7 | 1 | 1 | 9 | 6 | 4 | 6 | 2 | 4 | 16 |
| Sisters | 1 | 1 | 1 | 2 | 2 | 0 | 0 | 0 | 0 | 22 |
| Prineville | 2 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 35 |
| Lapine | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 32 |
| Crescent | 1 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 60 |
| Gilchrist | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 58 |
| Warm Springs | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 60 |
| Culver | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 45 |
| Madras | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 50 |

(Source: 100, p. 24)

APPENDIX P

CENTRAL OREGON COLLEGE OPERATION 1949 TO 1956

| | 1949-50 | 1950-51 | 1951-52 | 1952-53 | 1953-54 | 1954-55 | 1955-56 |
|---|---|---|---|---|---|---|---|
| FINANCIAL | | | | | | | |
| G.E.D. billing | $ 4,276.68 | $ 9,482.82 | $13,454.61 | $11,162.39 | $10,860.59 | $ 7,126.70 | $ 5,364.94 |
| Fee Income | 7,548.91 | 6,522.18 | 3,835.00 | 8,362.75 | 10,715.50 | 16,438.25 | 29,611.75 |
| Faculty Salaries | $11,825.59 | $16,005.00 | $17,289.61 | $19,525.14 | $21,575.09 | $23,564.95 | $34,976.69 |
| Total Budget | $12,097.01 | $16,655.27 | $17,340.65 | $20,225.14 | $30,715.50 | $36,438.25 | $59,611.00 |
| Cost to District | 7,548.10 | 13,133.09 | 16,505.65 | 14,862.39 | 20,000.00 | 20,000.00 | 30,000.00 |
| Per Student Cost, based on Faculty Salaries | 255.00 | 400.00 | 961.00 | 375.00 | 375.00 | 240.00 | 248.00 |
| Per Student Cost, based on Dist. Expense as Charged to College | 165.00 | 328.00 | 917.00 | 286.00 | 328.00 | 204.00 | 212.00 |
| ENROLLMENT | | | | | | | |
| Average full-time equivalent by years (based on 12 hours) | 46 | 40 | 18 | 52 | 61 | 98 | 140 |
| Average Total by years | 85 | 75 | 45 | 130 | 123 | 161 | 212 |
| Average full-time (12 or more hours) | 15 | 13 | 4 | 11 | 22 | 44 | 72 |

# APPENDIX Q

## SENATE BILL 143
## JUNIOR COLLEGES*

335.905 Definitions. As used in ORS 335.905 to 335.950:

(1) "Junior college" means a public school established by a school district as provided in ORS 335.905 to 335.950 and as a department of a standard high school for the purpose of providing courses of study beyond those of the twelfth grade but not exceeding two years beyond the twelfth grade.

(2) "Standard high school" means a high school which meets the standards established by the State Board of Education for entitlement to apportionment of the Basic School Support Fund.

(3) "District school board" means the board of directors of any type of school district.

335.910 Districts authorized to establish junior colleges. A junior college may be established by a school district in which all the following exist:

(1) The true cash value, as defined in ORS 308.205, of the taxable property in the district is at least $20,000,000.

(2) The enrollment in grades 9 to 12 is at least 500 pupils.

(3) Available building space is modern, adequate and well adapted to junior college purposes.

(4) A well chosen general and reference library, adequate for the courses offered and for the size of the enrollment, is provided.

(5) Suitable laboratory or shop space, or both, and equipment for work in the courses offered is available.

(6) The State Board of Education has given final approval for establishment of a junior college.

335.915 Petition or resolution to establish junior college. (1) Upon receiving a written petition signed by not less than 10 percent of the registered voters of the school district and requesting establishment of a junior college, the district school board shall enter the petition upon the record of board proceedings. If the board finds that the petition is signed by the requisite number of qualified voters as determined from the registration lists for the last

preceding general election, the board shall forward the petition to the Superintendent of Public Instruction not later than the school board's next regular meeting. The district school board shall forward with the petition such other pertinent facts and information as the board may have regarding the desirability of establishing the junior college and their recommendations in the matter.

(2) On its own initiative, a district school board may adopt a resolution requesting establishment of a junior college and forward the resolution, together with pertinent facts and information regarding desirability of such establishment, to the Superintendent of Public Instruction for consideration.

335.920 Action upon petition or resolution; election to establish junior college. (1) Upon receipt of a petition or resolution requesting establishment of a junior college, the Superintendent of Public Instruction may conduct an independent investigation to determine whether the request should be granted. In any event, he shall consider all such petitions or resolutions and present them with his findings to the State Board of Education for action.

(2) If the request is denied, the state board shall, upon petition by the district school board, conduct a public hearing. If the request is approved initially or after public hearing the district school board shall submit to the registered voters of the school district at the next election the question of establishment of a junior college. Call, notice, holding, canvass and all other parts of such election shall, so far as practicable, conform to the manner prescribed for holding bond elections in the district involved.

335.925 Approval required to open junior college. (1) If a majority of votes cast favors establishment of a junior college, the district school board shall apply to the State Board of Education by July 1 of the first year in which such college is to be established for permission to open a junior college. The application shall include a full statement of the courses of study to be offered the first year.

(2) (a) The State Board of Education may approve the courses of study offered by the junior college. Prior to such approval, the State Board of Education shall obtain the approval of the State Board of Higher Education of those courses of study which are to be recognized for credit by standard colleges and universities.

(2) (b) The state board shall take final action on the application and give prompt notice of its approval or disapproval to the school district.

APPENDIX Q, continued

(3) Upon receipt of final approval by the state board, the district school board may proceed to establish, operate and maintain a junior college.

335.930 Junior college standards; inspection; supervision. (1) The State Board of Education shall prepare and publish standards for junior colleges and provide for inspection of such colleges.

(2) The Superintendent of Public Instruction shall have the same powers and duties with respect to junior colleges established under ORS 335.925 as he has over the public schools.

335.935 District school superintendent's duties concerning junior colleges. The district school superintendent shall administer and exercise general supervision over the junior college. He shall recommend for employment as junior college teachers only such persons who are fully qualified and certificated as junior college teachers. He shall submit such reports relating to the junior college as the Superintendent of Public Instruction may require.

335.940 Student tuition rates. (1) Except as limited by subsections (2), (3), and (4) of this section, the district school board may fix a tuition rate to be paid by junior college students.

(2) Students who are residents of the district operating a junior college may be charged a tuition rate not exceeding $150 per school year.

(3) (a) Except as limited by paragraphs (b), (c) and (d) of this subsection, students who are not residents of such district, may be admitted to the junior college on terms determined by the district school board which operates the junior college.

(3) (b) Nonresident students who are not residents of Oregon may be charged a tuition rate not exceeding $350 per school year.

(3) (c) Nonresident students who are residents of Oregon may be charged a tuition rate not exceeding the per capita cost of operating the junior college or $350 per school year, whichever is the lesser amount.

(3) (d) Nonresident tuition charges for residents of Oregon shall be reduced by the amount of state funds received by the district as a result of educating such students. The membership of such nonresident students may be included with the resident pupils by the district for the purposes of receiving state funds.

APPENDIX Q, continued

335.945 Employment of junior college teachers. The district school board shall employ junior college teachers in the same manner as high school teachers are employed by the district.

335.950 Status of junior college. A junior college established under ORS 335.925 shall be deemed a part of the district public high school system.

335.955 to 335.985 (Reserved for expansion)

* Taken from: Laws of 1951 relating to the Oregon Public School System, Third Supplement. Salem, Oregon, State Department of Education, 1951. (p. 93)

## APPENDIX R
## NEED FOR JUNIOR COLLEGES IN OREGON

| Inquiry | Astoria | Baker | Coos Bay | Grants Pass | Pendleton | Roseburg | Ontario | Total |
|---|---|---|---|---|---|---|---|---|
| 1. Enrollment in present junior class (February 1956) | 139 | 128 | 237 | 298 | 167 | 276 | 138 | 1,383 |
| 2. Number of individuals in this class who definitely intend to enter a state-supported or private college in Oregon or a similar institution outside of the State of Oregon | 82 (59%) | 62 (48%) | 106 (45%) | 123 (41%) | 87 (52%) | 129 (47%) | 70 (51%) | 659 (48%) |
| 3. Number of individuals listed under No. 2 who would remain at home and attend a limited junior college as outlined above in case arrangements could be made to establish such a facility in the local community | 41 (29%) | 21 (16%) | 63 (27%) | 47 (16%) | 14 (8%) | 39 (14%) | 9 (7%) | 234 (17%) |
| 4. Number of individuals in the junior class not included in No. 3 above who would attend such a junior college | 44 (32%) | 11 (9%) | 43 (18%) | 55 (18%) | 9 (5%) | 23 (8%) | 2 (1%) | 187 (14%) |
| 5. Prospective junior college enrollment out of the present junior class if arrangements were made to establish such a facility in the local community | 85 (61%) | 32 (25%) | 106 (45%) | 102 (34%) | 23 (14%) | 62 (22%) | 11 (8%) | 421 (30%) |

Appendix R, continued

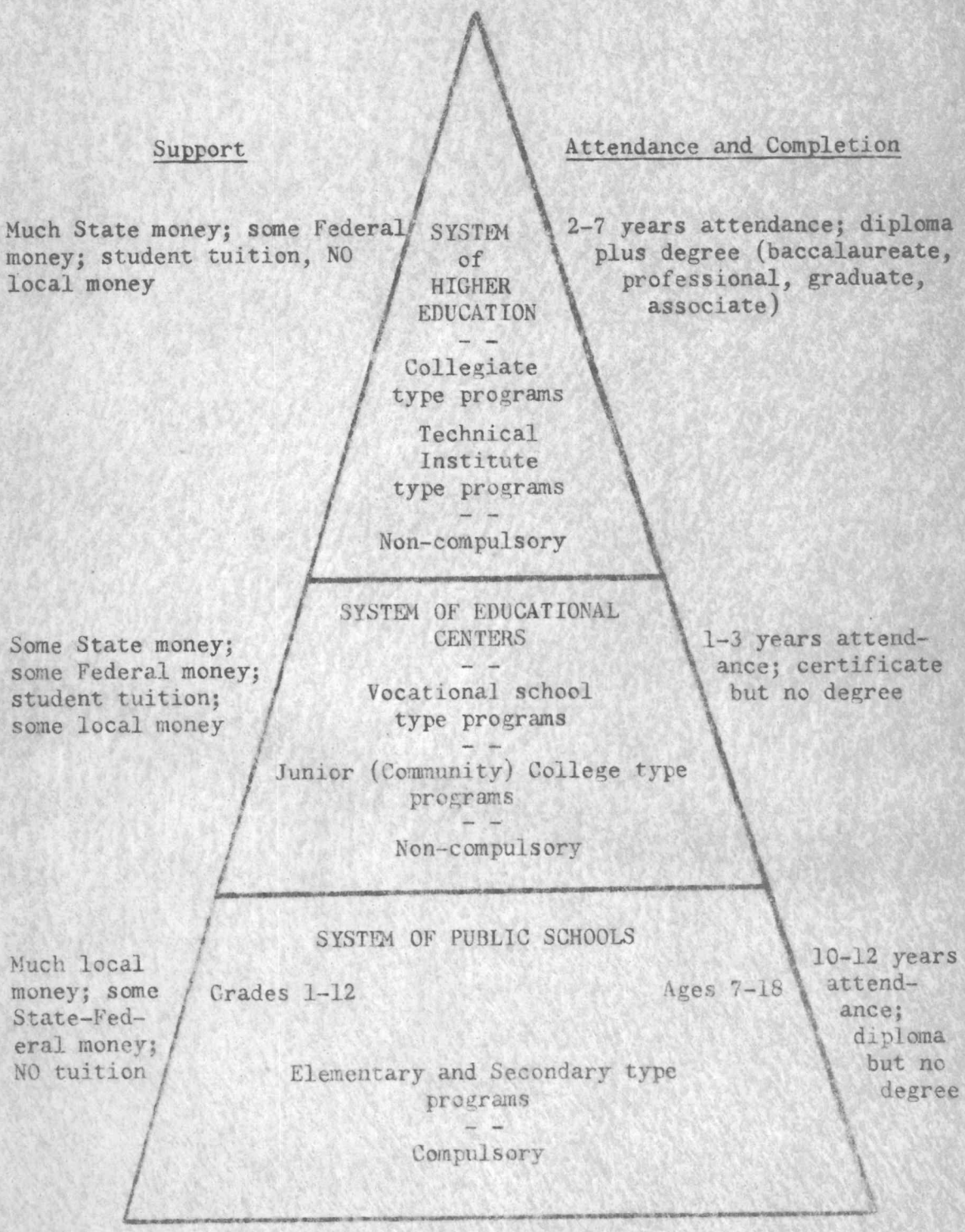
| Inquiry | Astoria | Baker | Coos Bay | Grants Pass | Pendleton | Roseburg | Ontario | Total |
|---|---|---|---|---|---|---|---|---|
| 6. Total prospective junior college enrollment if arrangements were made to establish such a facility in the local community | 212* | 80* | 418# | 255* | 57* | 155* | 33# | 1,210 |

* These totals were obtained by multiplying the figures in item 5 by $2\frac{1}{2}$ because classes of two different years would be at the junior college and some students would come from surrounding areas.

# The figures in item 5 were multiplied by 3 because of unusual population concentrations about these two cities.

Source: 113, p. 16--Information prepared by Dr. John R. Richards, Chancellor, from a questionnaire sent to district superintendents.

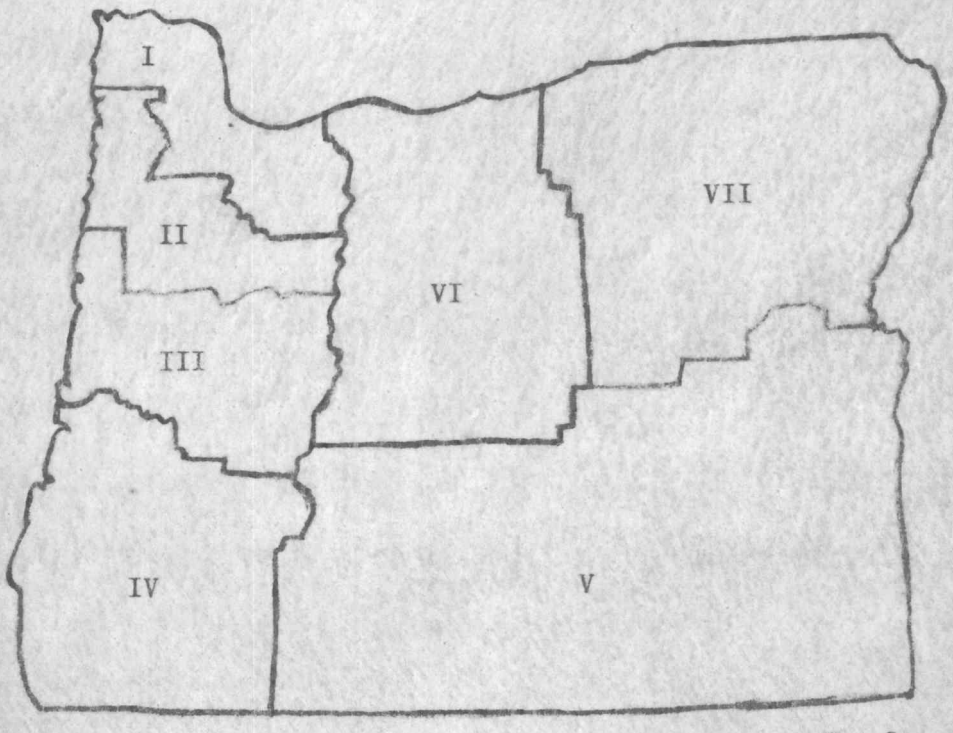
THE PROPOSED PATTERN OF OREGON PUBLIC EDUCATION




(38, p. 334)

# APPENDIX T

## THE RECOMMENDED DISTRICTS FOR THE PROPOSED EDUCATIONAL CENTERS




| District | Population | Total Assessed Valuation |
|---|---|---|
| I (5 counties) | 779,840 | $ 1,073,656,777 |
| II (4 counties) | 187,420 | 153,064,627 |
| III (4 counties) | 271,950 | 278,443,306 |
| IV (5 counties) | 242,650 | 273,082,059 |
| V (4 counties) | 77,720 | 109,795,325 |
| VI (8 counties) | 79,000 | 112,556,514 |
| VII (6 counties) | 98,890 | 152,562,548 |

(38, p. 337)

# APPENDIX U*

Section 2. (1) The State of Oregon hereby is divided into administrative districts, to be known as "area education districts," for the purpose of providing the following types of post high school education:

(a) Vocational education programs.
(b) Lower division collegiate programs.
(c) Other adult education programs.

(2) The following area education districts, subject to modification as provided in section 9 of this Act, hereby are established:

(a) District No. 1. Clatsop and Columbia counties.
(b) District No. 2. Washington and Multnomah counties.
(c) District No. 3. Clackamas county.
(d) District No. 4. Yamhill, Polk, Benton, Marion and Linn counties.
(e) District No. 5. Tillamook and Lincoln counties.
(f) District No. 6. Lane county.
(g) District No. 7. Douglas county.
(h) District No. 8. Coos and Curry counties.
(i) District No. 9. Josephine and Jackson counties.
(j) District No. 10. Klamath and Lake counties.
(k) District No. 11. Deschutes, Jefferson and Crook counties.
(l) District No. 12. Hood River, Wasco, Sherman and Gilliam counties.
(m) District No. 13. Morrow, Umatilla, Wallowa and Union counties.
(n) District No. 14. Baker and Malheur counties.
(o) District No. 15. Wheeler, Grant and Harney counties.

* This section contained in Senate Bill 260 as introduced, but deleted by Committee on Education.