COMMUNITY COLLEGE

education for the community
STATE OF NEVADA
DEPARTMENT OF EDUCATION

COMMUNITY COLLEGE
education for the community

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INTRODUCTION

The task of starting a Community College is complex and difficult. The establishment process involves many different things. Obviously, a college is not built just for today, but for the anticipated long-term future, and yet, plans and decisions of far-reaching consequence must be made within a limited period of time under extreme pressure and, frequently, with inadequate personnel and a minimum of facilities.

In the case of the Community College, the character of the institution must be stamped on it from its very inception. These colleges vary in size, location, types of support, purpose, curriculum and philosophy. It is expected that widely differing institutions can and should be established. Nevertheless, Community Colleges, as they develop nationally, are coming to have certain distinct characteristics in common which bear examination.

1) The Community College is assuming sharply increased responsibility for preparing students for upper division work at universities and other senior institutions.
2) The Community College offers extensive programs in occupational education and continuing education for adults.

In this age of automation, an increasing range and number of positions require training at the post-high school level of at least two, but not necessarily four years duration.

Norman C. Harris, Professor of Technical Education at the University of Michigan, frequently assesses the changing educational requirement of the nation's labor force. He suggests that during the 1970's, 50% of the labor force will be in positions requiring an education equivalent to graduation from community colleges with an additional 18% in positions requiring at least the Baccalaureate degree. Thus, the multi-purpose community college can be expected to play a vital role in preparing students in technical and semi-professional positions at the end of two years.
and in re-training adults for new jobs created by an automated economy.

3) **The Community College is an open door college.**

Any high school graduate is eligible for admission to most public Community Colleges. This approach to higher education is consistent with the democratic goal of encouraging every citizen to develop to the level of his highest potential. This is, and must be, done within a framework which recognizes the necessity of quality in all that is done. In the words of John Gardner:

"We must learn to honor excellence (indeed to demand it) in every socially accepted human activity, however humble the activity and to scorn shoddiness, however exalted the activity. There may be excellent plumbers and incompetent plumbers, excellent philosophers and incompetent philosophers. An excellent plumber is infinitely more admirable than an incompetent philosopher. The society which scorns excellence in plumbing because plumbing is a humble activity and tolerates shoddiness in philosophy because it is an exalted activity, will have neither good plumbing nor good philosophy. Neither its pipes nor its theories will hold water."
Today, Community Colleges are presently adapting to the needs of a heterogeneous student population entering the open-door college in growing numbers.

4) **Guidance is recognized as a major responsibility of the comprehensive Community College.**

Since the Community College, the need for extensive and effective guidance services is paramount. For example, many students who come to college plan to enter fields for which they will not qualify, such as medicine, teaching, law, and engineering. The Community College has an obligation to help such students achieve a self-understanding and to assist them in making realistic educational plans consistent with their abilities. The magnitude of this task is indicated by the fact that between two-thirds and three-fourths of all students entering Community Colleges state an intention to train two years. ONLY ONE-SIXTH DO, IN FACT, CONTINUE BEYOND THE COMMUNITY COLLEGE. This
situation clearly accentuates the need for
these institutions to develop superior
programs of testing, counseling and guidance.

5) The Community Colleges should be located
throughout the State so that they are within
commuting distance of all potential enrollees.

6) The public Community College is the community's
college.

The programs and offerings of these
institutions are designed to meet specific
educational and manpower needs of the communities.

From the outset, it should be recognized that the
programs of Community Colleges will be varied and diverse, and
need not be limited by traditional restrictions on courses,
credits, and degrees. The broad purposes of American Community
Colleges should reflect comprehensive educational programs
which legitimately may include education for transfer,
education for employment, general education, and community
services of which the education of adults is part.
Acknowledgements

We wish to express our thanks to the American Association of Junior Colleges, and to the many individuals in the State Departments of Education, Universities and Community Colleges throughout the United States, who so graciously responded to our request for information. The materials, books, pamphlets, etc. received from the many states were invaluable in preparing this document.
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EDUCATION:

— in prosperity, an ornament
— in adversity, a refuge
— in old age, a provision

Source unknown
ORGANIZATION
ORGANIZATION

It is evident that there is no universal pattern for organizing Community Colleges on the state or local level. Some states such as Kansas and Minnesota have developed State Boards for Junior Community Colleges. Other states such as Alaska and Louisiana have placed Community Colleges under the control of their University Board of Regents. Yet again, other states such as Iowa and North Carolina have found it more feasible to place control on the state level under the jurisdiction of their respective State Departments of Education.

Those that have been involved over the years in developing Community Colleges in the various states have come to some general conclusions as to how Community Colleges should be organized on the state and local level. These conclusions are based on certain assumptions: 1) That Community Colleges should offer comprehensive curriculum focusing on the Transfer Program, the Vocational and Occupational Program, and the Community Service Program; 2) While all three programs are considered by most authorities to be vital to a progressive, continuing education on the post-secondary level, it is also
recognized that Occupational Education by its very nature has been delegated the responsibility of providing the most comprehensive, the most functional program to meet the very specific vocational needs of Community College students. It has been pointed out elsewhere in this study that only one-sixth of those students attending Community Colleges actually go on to a senior university program. The Community Service Program is one that stresses the specific needs of the local community in terms of general education, personal development, and recreational activities. The importance of these activities to a local college cannot be overstressed, but at the same time it must also be recognized that participants in this type of program are usually not those that comprise the biggest percentage of enrollment in a Community College; 3) This draws us to a final conclusion. Most of the students in most of the Community Colleges throughout the United States are attending that institution because of a need for occupational training. For that reason, most Community Colleges throughout America are also designated by the state authority as area vocational schools. This entitles them to receive vitally needed monies for the propagation and continuation of strong, sound, worthwhile
Occupational Education Programs.

Because of this obligation to the community for occupational training and since a sizeable portion of funds expended in this area are federal funds, it is, according to many sources, generally more favorable to put the state supervision of Junior or Community Colleges under the control of the agency that is responsible by law for all vocational education in the respective states. In many states, the State Board of Education for the State Department of Education is also the State Board for Vocational Education. This situation exists in Nevada. Many authorities agree that if Community Colleges and the occupational programs that rest within these colleges are to be successful they must be directly related on a state level to this agency so that there may be the cooperation, the understanding, and the communication that is necessary for effective operation of vocational education on all levels: secondary, post-secondary and adult.

Many states, in combining the operation of the State Department of Education with the responsibility of administering Community Colleges, have come up with similar types of
organizational structures. While there are specific or individual differences in the organization, the major design bears a striking resemblance from state to state. For that reason, we have drawn up a projected organizational chart for the State Department of Education and the Division of Vocational Education, vesting them with the responsibility of administering education on the Community College level. We suggest that the chart, as it generally applies to many other states, would also be a reasonable solution for organization on the state level for Nevada (see next page).
There is some difference between the states as to the type of organization that exists for Community Colleges on the local level. Nevertheless, some patterns do emerge. The Community Colleges are organized to serve the local population. Therefore, in most instances, the Community College District Board is comprised of citizens from the communities which they serve. Likewise, a majority of these colleges throughout the United States have as their head administrative officer a President who is directly responsible to the Board for all of the activities of the Community College. Other administrators are common, such as, the Director of the Physical Plant, the Finance Officer, the Dean of Students, and the Director of Libraries and Learning Centers. In many cases a Vice President of the college is appointed and acts as Dean of the Faculty. He is directly responsible for the counseling, registering, and placement and follow-up functions of the institution.

Many Community Colleges maintain the practice of dividing their faculty into three divisions consistent with their purposes, aims and goals of offering education for transfer, for employment, and for community service. Thus, many colleges will have a College Transfer Division, an Occupational Education
Division, and a Division for Community Service, Continuing and Adult Education. An organizational chart of comprehensive Community Colleges is given on the next page to further illustrate the pattern of organization typical to many such colleges.
FINANCING

Traditionally, the support for Community Junior Colleges has come from the following three sources: state funds, local district funds, and student fees and tuition (see illustration, page 11). The proportion of these sources is necessarily modified by the varied educational philosophies prevailing in the various states. Regardless of the proportion of their distribution, the total must still equal the costs of operating and building the individual Community Colleges.

A quality program, a sound program educationally, cannot be built on promises that it will be inexpensive. The size of the institution, the national demand for instructors, the quality of the counseling program are some of the factors involved in costs. Institutions have indicated that costs of new occupational programs run up to twice the costs of new academic programs (see table, page 12).

With costs increasing, with the increasing enrollments and more diversified programs, the colleges throughout the United States have increased fees and increased requests for
state funding. This has been necessary because the assessed valuation of the existing Community College Districts has not grown as rapidly as the costs.

Many factors influence the cost per full-time equivalent student. The size of the institution is one factor. A small school will necessarily report a much higher cost than a larger school. Schools in large population centers report lower costs than schools in more rural areas. As the colleges are moving towards comprehensiveness and as they are increasing their services, it is expected that the cost per student will increase nationwide. The new programs that are necessarily being added have high initial expenses.

In nearly all colleges there is a higher tuition for out-of-district residents than for in-district residents. In all cases, the fees charged are uniform as far as residency is concerned. That is, it can almost universally be said that each individual college charges the same fees to each student regardless of his place of residence within the district. This reflects the fact that, in most cases, tuition is used for the operation of the colleges while the fees are used to provide extra services to the individual students.


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While considering all the areas that pertain to Community Colleges, that is, organization, finance and program planning, it should be pointed out that there is no more diverse area among the states than the area of finance. Since it is difficult to establish a base for comparative data, we have instead listed below, examples of financial structures in the various states. The states listed below were selected because each one reflects a different approach to financing Community College education.

Illinois - Under the Illinois master plan, the state will pay 50% of the average operating costs and up to 75% of the capital costs of each Community College. The Community Colleges may charge up to one-third of the cost of instruction to the students in the form of tuition. Many districts charge no tuition and only a few charge as much as the law allows. The locality pays the remaining costs out of local property taxes. The State Junior College Board certifies state aid payments for operation and for construction. Construction is authorized through state funds and is financed by Revenue Bonds through the Illinois
Building Authority. The agency title to all buildings will rest with the Building Authority until bonds are liquidated. No construction can be undertaken without the affirmative recommendation of the Illinois Board of Higher Education.

Iowa - Under the new State Plan, Iowa's Community Colleges and Vocational-Technical Schools are supported by local taxes, state funds, student fees, and federal aid to the vocational programs. State aid for operation is provided in the amount of $2.25 per day for each full-time student or full-time student equivalent enrolled. Funds for construction of buildings and purchase of land are supplied through state appropriation. This represented a local tax which must be approved by 60% of the voters in the district.

Kansas - The following are the sources and percentages of the total operational budget for Community Colleges in Kansas:
<table>
<thead>
<tr>
<th>Source</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Local Levy (student tuition)</td>
<td>19.3%</td>
</tr>
<tr>
<td>State Aid</td>
<td>26.4%</td>
</tr>
<tr>
<td>Out-of-District Tuition</td>
<td>16.8%</td>
</tr>
<tr>
<td>Federal Aid</td>
<td>2.9%</td>
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</tbody>
</table>

The balance of the funds represent capital outlay expenses borne by the local community with the exception of monies now received under the Higher Education Facility Act.

**Minnesota** - All operating expenses for the Junior Colleges are provided by the state. However, a portion of the monies comes from student fees. All future capital outlay expenditures for construction of buildings or facilities will be financed by the state and eventually it is intended that the state should purchase the few existing facilities which seem adequate to meet Community College needs. All funds for the Junior Colleges are administrated through the Minnesota Junior College Board.

**Missouri** - The State Aid Formula provides $240.00 for every 24 student semester hours. The balance of the operating funds comes from local taxes and student fees.
In most instances, capital improvements are made through local bond issues.

It is hoped that the above illustrations will serve as an overview for financial structuring of Community Colleges on a state and local level. Again, it should be mentioned that state funds, local funds, local district funds, and student fees and tuitions are usually the base for the total financial picture in each of the states.
PROGRAM PLANNING

The Open Door Policy

The higher education curriculum needs for most states can be described under three general headings: 1) Occupational curricula leading to competence in a wide variety of occupations; 2) Work leading to the Bachelor's degree as professional training and preparation for graduate studies; 3) General educational curricula which may or may not lead towards a degree and which are offered to develop basic skills and enlarge personal understanding and appreciation of the increasingly complex cultural, social, and economic environment.

In recognition of these needs the state agencies for Community Colleges, in most states, have concluded that a system of two-year "open door" comprehensive community colleges should be developed. This conclusion is consistent with the general trend for developing comprehensive community colleges over the past ten years.

By "open door" we mean that admission is open to anyone at any level of formal education. It presupposes a variety
of curricula to match the interests and abilities of all students. An "open door" policy, however, does not mean an "open door" curriculum. While students may choose courses that are within their realm of interest, they cannot be admitted to those courses which lie beyond their abilities.

Comprehensive has been interpreted to mean a spectrum of activities covering:

A) Educational programs for

1. Semi-professional employment which means two-year programs which will qualify the students for an Associate degree or a certificate.

2. Transfer to four-year colleges or universities which means a well-rounded academic program for students who decide to continue their education.

3. General education which means development of the individual as a citizen and as an effective member of a community.

B) Supporting programs and services

1. Guidance which means the interpretation of the
educational programs of the college to the students; the encouragement of the students to select goals and undertake programs consistent with their abilities; and the provision of opportunities for students to receive assistance with their educational or personal problems.

2. Developmental education which means remedial and high school equivalent courses for students who possess insufficient academic preparation to pursue the occupational or college transfer programs.

3. Community service which means that the college should work cooperatively with industry, professional people, government, and the community to plan and develop educational programs for which there is a need.

Although the above definition of the "open door" policy and the definition of programs and supporting services are consistent with the consensus of educators concerned with the comprehensive community college development, the all-inclusive nature of the policy in calling for a new institution to develop
a coherent program of like quality that is fully responsive to the community's socio-economic characteristics and to educational needs, poses difficult problems.

The greatest challenge of educators involved in developing Community Colleges is to develop an occupational education program that is responsive to local employer's needs. For the most part, occupational educational programs throughout the United States have generally endeavored to meet the challenge of vocational education. From the literature on Community Colleges received from throughout the states, it was easy to determine that occupational education programs receive a substantial amount of attention. This attention is representative of the program's value and potential. This point is illustrated by the fact that out of 644 Community Colleges reporting course offerings in 1962, 34% offered secretarial and clerical courses, placing this category as the most frequently offered terminal education program. (see table, page 22)

The general curriculum area ranking second was electrical and electronic engineering. Courses in this program were offered by 14% of all Community and Junior Colleges reporting.