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A SEARCH FOR THE AREA PROBLEMS AND A CLASSIFICATION THEREOF
OF
THE PROPOSED COMMUNITY COLLEGES IN ALBERTA
AS SEEN BY
THE RURAL ADMINISTRATORS

by

RICHARD HARRIS

B.Ed. University Alberta, 1958

presented in partial fulfillment of the requirements for the degree of

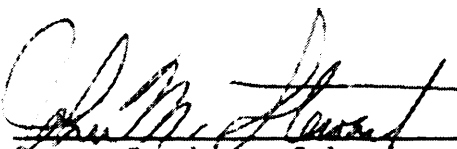
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CHAPTER I

THE PROBLEM, DEFINITION OF TERMS USED, LIMITATIONS, DELIMITATIONS AND ASSUMPTIONS

I. SIGNIFICANCE OF THE PROBLEM

Need for Community Colleges

The rapid growth and shift of populations, increasing industrialization and job specialization, changing social patterns, and changing economic conditions make more formal education desirable as a means of civic and vocational betterment; and because students either prefer living at home or are unable to attend college at distant points, it seems that the time is upon us to perform this function by an extension of the public school system. A study of the rapidly increasing number of community colleges in the United States reveals that these institutions are apparently meeting the needs of the communities they serve. The situation in Alberta is comparable to that in many states of the United States. Formal education ends with graduation from the high school and indeed, for many, before that. It is quite apparent that we are not meeting the vocational and post-high school needs of a large segment of our school population. That is probably one of the reasons why the Alberta Government by Order-in-Council 2009/57 dated December 3, 1957, appointed a Commission on Education to study, to make recommendations, and to report on the state of education in Alberta, terms of reference being established by the Alberta Government.

The Establishment of the Royal Commission on Education in Alberta

The Commission held sessions for over two hundred days during twenty-two months, received 189 briefs and 85 other submissions, and in addition, received many telephone calls, letters, and personal visits. The hearings were held in seventeen centers within the province. For fifty-two days, during a period of seven months, the Commission listened to 6,000 persons propose 5,000 recommendations. In areas where information was uncertain or fragmentary, the Commission was obliged to design and conduct research. This was carried out by highly competent research persons whose findings could be relied upon. More than one hundred consultants were called by the Commission. Members of the university faculties, teachers, professional educators, and school administrators contributed advice and information on the operation of schools, curriculum, and special services. The Commission submitted 280 recommendations for the consideration of the Alberta Government.

Something of the sociological and economic setting in which our schools must operate and for which an adequate system of public education must be found was summarized by the Commission as follows:

1. A marked decline in farm population accompanied by increasing farm size and farm-population scatter.
2. A rapid and continued urbanization of population, in cities and towns and their suburban areas.
3. A relative decline of agriculture as a dominant factor in Alberta's economy and a rise of other enterprises.
4. A consequent diversification of occupations and occupational opportunities requiring a higher level of general education as well as an increasing degree of skills and semiskills, including agriculture.

5. A well-established and inevitable flow of the labor force age-group, tending to create a balance between the supply of workers and the availability of employment.
6. Increasing demands for more public services, marked by greatly increased expenditures of social capital in rural and urban areas alike.
7. A melting away of the traditional rural-urban differentiation and an urgent necessity to realize that the once comparatively clear boundaries of the small community have been obliterated by the forces of social, occupational, and economic change.
8. Entrance into employment of a greater number of women of all ages.¹

Within this setting the Commission saw fit to make its recommendations.

Recommendations of the Commission

Chapter IX of the Report of the Royal Commission on Education has reference to the Community College and it does so within the framework of three principles, adherence to which seemed necessary for the development of purposeful Community Colleges. These in brief are decentralization, co-ordination, and regional administration.

Decentralization. Technical, vocational, and trades education have been provided in a few highly-centralized locations. Because of the social and economic trends before stated, a majority of rural youth must be educated for nonagricultural pursuits and all youth must need more education than in past decades. The services that are now available have remained relatively inaccessible both geographically and

¹ Report of the Royal Commission on Education in Alberta, 1959, Edmonton, Printed by L. S. Wall, Printer to the Queen's Most Excellent Majesty, p. 31.

financially to most rural youth. In addition, it appeared to the Commission that the composite high school and the centralized high schools had reached their limit in curriculum scope and enrollment, and although the existing trade schools were successful for city population, they did not serve the rural communities. The Commission, therefore, favored an immediate plan to decentralize in order to provide almost identical programs on a regional basis throughout the province. As a result of their findings the Commission made recommendation #120.

120. That the present highly centralized system of vocational and trades programs be decentralized and re-established in regional centers to be known as Community Colleges.²

Co-ordination. The prime feature of the above proposal involves greater co-ordination of existing programs and their unified administration under the Department of Education; the fundamental purpose of unified administration is to weld together and expand the curriculum for the public school system. The Commission felt that the Department of Education should act as the common administration body as shown by recommendations 121 and 122.

121. That a suitable interdepartmental body be established to co-ordinate the respective educational programs of the departments involved.
122. That the Department of Education be designated as the sole governmental administrative agency dealing with the expanded school system.³

²Ibid., p. 154.

³Ibid., p. 155.

Regional Administration. For several reasons the Commission favored the direct administration of the Community College by elected regional boards. The stature and maturity of local governments today raises the question as to whether the provincial government should continue to administer services where local government is potentially competent to do so. The Commission believed that the future educational provisions could benefit from decentralization if a greater degree of local initiative and responsibility and less dependence on a multiplicity of governing agencies was possible and so followed recommendations 123, 124, and 125.

123. That the Alberta Planning Commission or a committee established by the government be asked to study pertinent factors and to create a master plan of regions in each of which, at local option, a Community College may be established at recommended locations.
124. That legislation relating to the administration of Community Colleges provide for their control by regionally elected boards.
125. That legislation concerning Community Colleges provide for a Regional Advisory Committee upon which sit vocations and trades related to College programs.⁴

It was the Commission's view that successful achievement in agriculture, trades, business service, and occupational courses should qualify students for the high school diploma. In accordance with this view, recommendation 126 was given.

126. That Community College courses be integrated with the high school program and lead toward the high school diploma.⁵

⁴Ibid., p. 156.

⁵Ibid., p. 157.

The Commission realized that financial support for the Community College would be a crucial factor in its development, and accordingly, recommendation 128 was given.

128. That the province finance all buildings and capital items of equipment and maintain the buildings in good repair.⁶

There are three existing agricultural schools in Alberta. To convert these schools into agencies that might better serve the community, recommendation 116 was included and is pertinent to this study.

116. That the present schools of agriculture be transformed into Community Colleges, offering a program of vocational education only.⁷

On November 9, 1959, the Commission handed its recommendations to the Lieutenant-Governor of Alberta.

Bethel, writing for the N.S.S.E., concludes that vocational education now looms as a rapidly growing feature of Community Junior Colleges in the United States. This is mainly the result of rapid developments in mechanization and new ways of living. The need for new and higher skills comes with the increase in mechanization.

The junior college may well be identified as the institution to plan the type of vocational programs that are most appropriate to specific communities. This may well be the period that will provide the best opportunity in history for the development of practical programs of instruction designed to meet the needs and the desires of each community.⁸

⁶Ibid., p. 158.

⁷Ibid., p. 159.

⁸Lawrence L. Bethel. The Fifty-fifth Yearbook of the National Society for the Study of Education. (Part 1, Chicago; The University of Chicago Press, Vol. LV, 1956.)

The similarity of the conclusions of the Royal Commission on Education and those of the N.S.S.E. is remarkable.

II. PURPOSES OF STUDY

With financial assistance available from the Federal Government for the capital outlay of vocational schools, considerable progress has been made in establishing vocational high schools, notably in the urban areas in Alberta. To date, however, not one community college has been established in the rural areas of the province as recommended by the Commission.

The objective of this study was to examine the related literature and to survey the rural school administrators of Alberta by mailed questionnaire in an attempt to assess their thinking on the community college.

Review of related literature

It was proposed to examine literature related to the community college with reference to five general areas: the problems of establishment, the problems of finance, the problems of administration, curriculum needs, and problems involving personnel.

Problems of establishment. In this area the problems will involve necessary assessment, minimum approximate area that might be served by a single community college, the minimum high school student population and the minimum number of students to justify establishment of a college, local need and interest, and the possible utilization of existing facilities.

Problems of finance. Under the problems of finance the proposal was to investigate specific difficulties involving sources of income available for the building and operation of a community college in a rural area and the alternative sources of income, including tuition fees, state aid, and federal assistance.

Problems of administration. Here the main controversy is between advocates of centralization and central administration at the state or provincial level and advocates of local control and administration. The problems will be analyzed under the headings of:

1. type of administration considered most suitable.
2. methods of supervision.
3. arguments concerning centralization.

Curriculum needs. The curriculum that might be offered by a community college can be examined in the following divisions:

1. planning the curriculum.
2. academic and vocational functions.
3. the provisions made for adult education.
4. the possibility of meeting specific community needs.
5. possible credit values of the courses available to students.

Problems involving personnel. Personnel problems can be considered from the aspect both of the students and of the staff. These will include:

1. staff requirements and qualifications.
2. student academic and age requirements.

Survey of school administrators

It is also the purpose of the study to survey the rural administrators of Alberta in order to determine problems in particular areas under the headings investigated through the related literature.

Comparison of literature and survey

Having examined the related literature and surveyed the opinions of rural administrators, it will then be necessary to compare the conclusions and findings of each.

Assessment of present validity of Commission findings

The study will also assess the present validity of the Commission findings and recommendations made in 1959 in the light of present need, the prestige of the academic program, the present availability of federal aid, and opposition to rural centralization.

Other possible solutions

Suggestions will be made regarding other possible solutions in the light of recent developments and present needs. These include the possible further development of vocational high schools and the organization of streamed curricula.

The need for further research

Other areas that need further research before a community college can be established will be indicated.

III. PROCEDURES

The instrument

The instrument was designed to survey the opinions of rural administrators under the headings already outlined in the purposes.

Problems of establishment. Administrators were asked to indicate affirmative or negative responses to eight questions covering the need they felt existed in their area for the establishment of a community college, the present facilities, consideration already given to the establishment of a college, present facilities that might be expanded, any new legislation that might be required, and the value of any present or planned vocational high schools. They were also asked to estimate the minimum number of counties whose co-operation would be required, and the minimum number of high school students required.

Problems of finance. Under this heading opinions were sought concerning the Cameron Commission recommendations, the participation of the Provincial government, tuition fees, subsidized transportation and any local problems.

Problems of administration. Here administrators were asked for their opinions concerning the most effective type of administration, supervision, and operation. They were also asked if they thought that centralization would be necessary.

The problem of curriculum. Administrators were asked to give their opinions about the authority responsible for planning the curriculum, the possibility of offering courses leading to a bachelor's degree,

provision for adult education courses, local needs, and the areas that might be covered by courses.

The problems of personnel. Under this heading administrators were asked to estimate the percentage of high school students who would make use of a community college. They were also asked about minimum student academic and age requirements, the qualifications of staff, and particular local problems.

A copy of the instrument is included in the Appendix.

The survey

The original proposal was to send the questionnaire to all rural superintendents in the province, to all secretaries of counties or school divisions, and to all principals of schools having one hundred or more high school students.

Sampling. The questionnaire was mailed to ten principals, five superintendents and five secretaries of counties as a trial sampling. These were selected to cover the province geographically. Three of those sent out to principals went to the northern areas of the province, four to the central areas, and three to the southern section. The same procedure was followed in forwarding the questionnaire to the superintendents and the secretaries, one going north, two to the central section and two south. However, the questionnaire was not sent to the superintendent and the secretary of the same county or division. With this exception, all were selected at random.

All of the trial sampling questionnaires were returned. Of those returned by the secretaries, however, two were not completed and

had a note attached indicating that they did not feel qualified to adequately complete the questions. Two of the other three were only partially completed. It appeared that the assumption made, that the replies of secretaries of counties and divisions would adequately reflect the thinking of the boards, was not valid. As the two unanswered questionnaires were from county secretaries, such secretaries may be much more familiar with municipal government than they are with school administration; therefore they did not feel qualified to give their opinions on the vocational aspect of education.

Because of the fact that only two of the five questionnaires to secretaries were completed it was decided not to forward the questionnaires to the secretaries. As a result they were forwarded only to the principals of schools having a high school population of one hundred or over and to all superintendents of counties and divisions.

Returns. Of 138 questionnaires forwarded to the rural principals, 109 replies were received or 79 per cent of the total. This percentage was achieved after two follow-up cards were forwarded, as only 70 per cent replied on the first mailing.

The instrument was mailed to fifty-two superintendents and forty-one replies or 78 per cent were received.

The findings were calculated on a percentage basis, tabulated, and incorporated into the thesis.

Reference may be made to plate I appendix, which shows the areas of the province from which superintendents responded.

IV. DEFINITIONS, ASSUMPTIONS, DELIMITATIONS, LIMITATIONS

Definition of Terms

The community college is here defined as: "An extension and broadening of the existing school system offering a program in the vocational and semiskilled trades for (1) academic students who wish to broaden their program, (2) diploma students preparing for a trade, (3) nonhigh school personnel who will benefit from trades training, and (4) adult personnel."

The term "commission" refers to the Royal Commission on Education, Province of Alberta, 1959.

The term "secretaries" refers to the secretaries of school divisions and counties.

The "superintendent" is the Superintendent of Schools as appointed by the Department of Education, Alberta, and has no reference to locally appointed supervisors.

Assumptions

It was assumed that considerable thought has been given to the problem of establishing community colleges by the rural administrators of the province, and that, because of their status in their respective communities, they will exert considerable influence on the establishment, the shape and form taken, and the curriculum of the community colleges of the future. It was further assumed that the principals chosen will reflect the thinking of all rural principals in regard to the community college and that the secretaries of the county councils and the divisional boards will reflect the opinions of the board members as a whole.

Delimitations

No attempt was made to survey the administrators of the city schools as the problems there might well be of another nature and would constitute a study in itself. No attempt was made to compare the findings of this study with other studies that may have been conducted, as it was felt that the situation in rural Alberta is probably unique.

Limitations

The study was limited to the gathering of the opinions of the rural administrators and as a result much of the material will consist of personal opinions. The questionnaire was short and factual and limited to those questions pertaining to the problem areas listed previously. The suggested areas of study were limited to basic concepts and were not treated in detail as each area might well become the subject of a separate study.

CHAPTER II

REVIEW OF RELATED LITERATURE

THE PROBLEMS OF ESTABLISHMENT

Assessment and Area Requirements

In California two types of colleges are to be found: the departmental and the district type. Excellent examples of the departmental type of junior colleges are to be found in Bakersfield, Santa Monica, and El Centro. The plan provides for close affiliation with the high school. The advantages of the economy of sharing the same plant, closer integration of high school and college work and the possibility of organizing colleges in the poorer districts exist with the departmental type of college.

John A. Sexton outlines the California criteria for the establishment of new junior colleges. Three criteria have been named in California law for the establishment of the departmental type of junior college: (1) there must be a minimum valuation in the high school district of three million dollars; (2) the junior college must be approved by the local Board of Education by majority vote; and (3) courses in the approved junior college must be approved by the State Board of Education.

The most prevalent type of junior college in the state of California is the district type. The four-year junior college can be established under either the departmental or the district type of organization, although it is generally recognized that the district type provides the more favorable conditions. The state law prescribes numerous and exacting criteria for the establishment of the district

type of junior college. A petition must be presented to the State Department of Education, signed by a minimum of 500 registered voters. The proposed district must possess a minimum of assessed valuation of \$25,000,000.⁹

Ells has compiled a list of the most valuable criteria for the establishment of the junior college. Among these are four which he regards as basic and deserving of legal enactment: district election, approval of the State Board of Education, assessed valuation of ten to fifteen million dollars, and an adequate high school population.¹⁰

D. G. Morrison in a survey for the U. S. Department of Health Education and Welfare found the following criteria for establishment of colleges around the nation. In seventeen states assessed valuation is a criterion. Most are expressed in dollar valuation and range from one to seventy-five million for area junior colleges. A few were noted as follows: Montana, three million; Arizona, five million; Nebraska, five million, and ten million if not part of a secondary school system; Idaho, not less than ten million; Texas, twelve million for an independent junior college; Colorado, twenty million; and Wyoming, twenty million.¹¹

⁹ John A. Sexton, and John W. Harbeson, The New American College, (New York: Harper and Brothers, 1946) pp. 114-116.

¹⁰ John A. Sexton, and John W. Harbeson, The New American College, (New York: Harper and Brothers, 1946) pp. 117 citing Walter C. Ells, The Junior College, (Houghton-Mifflin Co., Boston, 1931) pp. 556-563.

¹¹ D. G. Morrison, S. V. Martorana, Criteria for Establishment of 2-year Colleges, United States Department of Health, Education and Welfare, Office of Education, (Washington, Government Printing Office, 1960) pp. 40-54.

Population, High School Enrollment, and College Enrollment

Only five states consider the total population in the district as a criterion for establishment. Four of these set five thousand as a minimum and Illinois permits one junior college to be established in each county as part of the public school system where less than ten thousand population live in the school district and a minimum of thirty thousand is required for area junior colleges.¹²

High school average daily attendance is considered in the legal provisions of only three states. Alaska requires an Average Daily Attendance of 175 high school students; Arizona specifies an Average Daily Attendance of one hundred or more, and two hundred or more in union or county districts; and Georgia sets forth a high school Average Daily Attendance of 3,500 within a radius of thirty miles of the college.¹³

The regulatory criterion mentioned most frequently in state regulations is the potential enrollment. Thirteen states consider enrollment as a necessary criterion for establishment. The enrollment figures range from twenty-five in Oklahoma to five hundred full-time potential students in any given year within a range of twenty-five miles in New York. California standards states four hundred and Colorado states that three hundred is sufficient to justify establishment. Florida has a priority system requiring from two hundred to four hundred depending on the priority rating. Georgia sets a minimum enrollment of two hundred; Mississippi requirements state two hundred regular full-time

¹²Ibid., p. 40.

¹³Ibid., p. 42.

students; Minnesota requires fifty the first and one hundred fifty the fourth year; and in North Carolina, three hundred is stipulated.

For the district type college in California a minimum high school average attendance of one thousand is required--for a county five hundred. The proposed junior college must maintain a minimum daily average attendance of 200 after the second year.¹⁴

In his survey Ells states:

A requirement for high school average daily attendance of four hundred or an enrollment of five hundred would probably¹⁵ be reasonable. Any higher one is of doubtful wisdom.

Recent developments on the Canadian field have seen a number of vocational high schools being built and equipped largely with federal funds. Plans and specifications for these schools require the approval of both the federal and provincial authorities. There are no definite regulations at present but it would seem that a tentative figure of one thousand high school population is required before establishment is approved; however, there are indications that this may be lowered.

Community Interest and Need

Community interest is listed as a criterion in eleven states. The measuring of this factor and the wording of the pertinent regulations vary greatly and only three states specify that a vote must be taken.¹⁶

¹⁴Ibid., p. 42.

¹⁵Sexton, loc. cit.

¹⁶Morrison, op. cit., p. 45.

A consideration of the educational needs of potential students in the area was found to be an important criterion for the establishment of two-year colleges. Morrison's survey showed that 61 percent of the respondents thought that the extent to which student needs were being met elsewhere was definitely one of the criterion to be considered when starting a new public junior college.

California requires that five hundred signatures be obtained on a petition before establishing a district-type college and Ells stated, as his first criterion, a district election.¹⁷

Morrison found that nineteen states require voting by the people for the establishment of a two-year college in the vocations. In most of these states a favorable vote is specified but in Iowa 60 percent of the vote must be in the affirmative and in Nebraska, a minimum of 55 percent.¹⁸

Use of Existing Facilities

Starrak states that publicly controlled junior colleges may be classified as: (1) those which are integral parts of the public school system, usually housed in the high school buildings, and administered by the local boards and local school superintendents and (2) those under separate administration and supervision with physical plants independent of the high school buildings. All but seventy-two of the 329 public junior colleges constitute integral parts of the public education system of the area in which they are situated and are administered by local

¹⁷ Sexton, loc. cit.

¹⁸ Morrison, loc. cit.

authorities.¹⁹ Morrison stated his conclusion on enabling legislation as follows:

As a general principle, State Law enabling establishment of two-year colleges should be phrased in broad, permissive terms, setting forth the basic conditions to be met and procedures to be followed by the agency or agencies authorized to set up and operate these institutions. Specific criteria for establishing a two-year college and detailed restrictive statements should not be included in state laws. Recognizing these basic precepts, therefore, sound laws can greatly expedite the orderly and consistent development of two-year colleges.²⁰

II. THE PROBLEM OF FINANCE

How the community college is to be financed is probably the problem that causes the most concern. Vocational education is costly both in equipment and operation. A brief survey of the financial structures in several of the states gives a good picture of the procedures that are being followed.

Sexton sees the cost of operating a junior college conditioned by several major factors: (1) size of enrollment, (2) housing and plant, (3) curricula offered, (4) student services, and (5) operating costs.

Studies show that there is a significant and positive correlation between the size of the school and total costs. A minimum expenditure on staff and plant will be necessary, but once set up, additions to enrollment can be made at relatively less cost per unit. The unit cost of a large junior college will therefore be less than that of a small one.

¹⁹James A. Starrak, Raymond M. Hughes, The Community College in the United States, (Ames, Iowa; The Iowa State College Press, 1954) pp. 33-34.

²⁰Morrison, loc. cit.

Manifestly, it will also make a difference whether the college is housed in the high school or on a separate campus.

The establishment and maintenance of a separate campus area must result in increased cost of establishment and operation.

Similarly, terminal curricula of a vocational nature are more expensive than typical academic university preparatory curricula. Also institutions that offer little in the way of guidance, health, placement, follow-up and other student services will cost less than those with fuller programs in these fields. Moreover the operating cost per unit of four-year junior colleges is significantly lower than that of two-year units.²¹

Sources of Income

Sexton also finds the following major sources of income for the public junior college: (1) local taxation, (2) tuition paid by all students, (3) federal aid, (4) state aid, and (5) gifts and the sale of bonds.²²

Tuition Fees

Morrison surveyed the administrators of junior colleges, obtaining their estimations of the amounts of operating monies that should be obtained from tuition. His findings are given in the following tables.²³

²¹Sexton, op. cit., pp. 209-219.

²²Sexton, loc. cit.

²³Morrison, loc. cit.

TABLE I
 OPINIONS OF 101 ADMINISTRATORS REGARDING PROPORTION
 OF CURRENT SUPPORT OF PUBLIC 2-YEAR COLLEGES TO
 BE RECEIVED FROM STUDENT TUITION²⁴

Respondents	Cumulative number of respondents specifying proportion for tuition											
	Total	No ans.	low	none	under 20%	under 30%	under 33%	under 40%	under 50%	under 60%	under 66% or less	
	1	2	3	4	5	6	7	8	9	10	11	12
College Executives	71	9	30	8	10	14	26	28	30	32	32	
State Directors	17	1	7	3	3	3	7	7	8	8	9	
Others	13	-	1	4	5	9	9	11	11	12	12	
Total	101	10	38	15	18	26	42	46	49	52	53	

The preponderance of opinion favored one third as the maximum amount of current operational costs to be charged the student in a public two-year college. Twenty-eight of those giving a figure would have no student fees.

Thirty-eight percent of the respondents gave no favored figure except that they stated that the amounts should be kept low.

State Aid

Table II indicates that less than forty percent of the total respondents specified any particular amount that should come from state aid. One half of those answering felt that one third was the desirable proportion and only one felt that the amount should exceed two thirds, giving a figure of 85 percent.

²⁴Ibid., p. 40.

State Funds

TABLE II
 OPINIONS OF 101 ADMINISTRATORS REGARDING PROPORTION
 OF CURRENT SUPPORT OF PUBLIC 2-YEAR COLLEGE
 TO BE RECEIVED FROM STATE FUNDS²⁵

Respondents	Cumulative number of respondents regarding proportion of current support of public 2-year colleges to be received from state funds						No specific percent given	not indicated	TOTAL
	under 20%	under 30%	under 33 $\frac{1}{3}$ %	under 40%	under 50%	under 66 $\frac{2}{3}$ %			
1	2	3	4	5	6	7	8	9	10
College Executives	-	-	13	15	18	24	38	9	71
State Directors	-	-	3	3	4	6	9	1	16
Others	-	1	3	4	5	8	5	6	13
TOTAL	-	1	19	22	27	28	52	10	100

The following summaries will indicate how several of the states finance their junior colleges.

California operates mostly on local taxes and state aid. In the past the state has contributed approximately one third of the total expenditures. The local property tax rate may be set by the board of trustees at no more than 35 cents per 100 dollars valuation but can be increased by vote of the people. Local bonding capacity is five percent of assessed valuation. State aid is apportioned on the basis of average

²⁵Ibid., p. 42.

daily attendance; the amount for each unit of ADA is 125 dollars and additional state aid is available from the foundation program through a complex formula. In junior college districts where the assessed valuation is so low that the required tax plus the ADA apportionment will not provide a total income of 410 dollars per unit of ADA, the state makes up the difference. There is no aid for capital costs. Increasing costs and competition for the tax dollar may cause the public to be less willing to support a junior college program unless an increasing share of the costs are borne by the state. Some observers feel that the state should assume a share of the building and capital outlay costs.²⁶

Basically Florida's junior colleges are supported by the minimum foundation program for junior colleges. The amount assumed by the state is based on total average daily attendance units. The units are valued at different amounts according to the training of the instructors. In addition, special units for the administrator and student personnel services are included.

The local community is required to contribute an amount not to exceed one half the operating budget, the exact amount depending on the wealth of the county. The local share of the minimum foundation program varies from 10 to 50 percent of the current operating budget. The state also furnishes funds for capital outlay based on a formula designed to provide 148 square feet per student. Another source of funds for operation is tuition and fees set by the state board. A matriculation fee of \$37.50 per semester is charged to all students, which is in essence a

²⁶Leland L. Medsker, The Junior College Progress and Prospect (New York: McGraw-Hill Book Co., Inc., 1960) pp. 207-307.

tuition charge. Basically the community junior colleges are a part of the local public school system.²⁷

The financial support of Illinois junior colleges comes from three possible sources; nonresident tuition, local taxes, and state aid. The maximum rate of local tax is 17½ cents per \$100 valuation for operating expenses and 7½ cents for building purposes and site acquisition. State aid for junior colleges is \$7.60 per credit hour for students who complete half or more of any term. There is no provision in the foundation program for state aid to junior colleges, nor is there any aid given by the state for capital outlay. It is legal however to charge local students tuition, but charges are not to exceed one third of the operating expenses.²⁸

In Iowa the present state aid is one dollar per day per student amounting to \$180 per student per year. The balance comes from tuition which ranges from \$60 to \$90 per semester and from local taxes. To be eligible for state aid a school district must levy a school tax for the general fund of at least 15 mills for the preceding year and must meet standards established jointly by the state board of public instruction and the state board of regents.

In Minnesota the junior colleges are financed through combined state and local efforts. No special junior college tax is designated, the total tax rate supplying the funds needed for operating all the units in the system. Tuition charges range from \$30 to \$150 per semester for

²⁷Ibid., pp. 214-216.

²⁸Ibid., pp. 222-224.

resident students and more for nonresidents. The state aid is set at \$250 annually for each student in average daily attendance. No state aid is provided to any district that establishes a junior college within 36 miles of an existing junior college or state teachers' college.²⁹

Basically the New York institutions are financed by state and local agencies sharing equally all expenditures for capital outlay and each bearing one third of the annual cost of operation, with the remaining one third coming as tuition from the students.³⁰

By law the Washington junior colleges are part of the state's public school system. They are financed by combined local and state efforts. In addition enrollment fees ranging from \$90 to \$100 per year are charged. State funds account for 64.5 percent of the total operation costs and are computed by a formula based on attendance and equalization. Local and county funds account for some 20.3 percent, and student fees for 15.2 percent of operational costs. The state also makes contributions for building purposes dependent on the property tax base per pupil served by the college.³¹

Wisconsin students must choose between the two- or four-year college and a vocation and adult school as they are operated as separate institutions. Vocational and adult schools are financed by a local tax levy generally accounting for 85 percent of the operational costs; state aid, apportioned by the legislature, amounts roughly to 3.65 percent of

²⁹Ibid., pp. 240-241

³⁰Ibid., p. 248.

³¹Ibid., pp. 284-285.

costs, and the rest is made up by tuition fees and from numerous other sources.³²

Nationally more than 50 percent of operating income for local junior colleges comes from local taxes, about 25 percent comes from state aid, and about 10 percent comes from student charges. Only a few states provide substantial aid to the community for the construction of the college plant and other capital outlay. The fact that this practice is so limited is considered to be a serious deterrent to the establishment of new junior colleges.³³

Federal Aid

The Canadian federal government in recent years has made contributions for the capital outlay in the construction and the equipping of vocational high schools. The amount of the contribution of the federal government to the provinces is based on a contract made between the participating provincial and federal governments.

In summary the contract states that the Federal government will contribute toward capital expenditures incurred by the Provincial government on behalf of municipalities, contributing 75 percent of such expenses incurred before April 1, 1963, and 50 percent thereafter. In addition, toward the cost of alterations incurred after that date for the training of unemployed persons the Federal government will contribute 75 percent. Capital expenditures are defined as "the construction, purchase, addition or alteration, of buildings or physical plant."

³²Ibid., pp. 286-289.

³³Ibid., pp. 298-307.

In addition to the above contributions for capital outlay by the federal government, the provincial government has provided an additional grant amounting to from 20 to 25 percent of the total costs of approved buildings and equipment. This in effect means that the maximum amount of capital outlay that must be raised from local sources for the construction and equipping of vocational high schools in the province of Alberta could not exceed five percent.

III. THE PROBLEM OF ADMINISTRATION

Type of Administration

In the United States, locally controlled junior colleges are governed in much the same way as the public schools. In unified districts the board determines policy for all the schools, including the junior college; in separate junior college districts the board of trustees deals only with the junior college. The board members are therefore residents of the community well acquainted with the people and the problems and are generally concerned with the optimum development of education for the local people. Such boards, however, face many dangers. The board may see itself as an administrative rather than a policy making body, thus reducing the superintendent and other professional administrators to the position of errand boys. At the same time preoccupation with administrative details prevents the board from devoting its time to policy matters. An equal and opposite danger is that the board will relinquish its policy-making duties to the superintendent so that the board becomes in effect a rubber stamp. Although some critics of school boards advocate complete professional management, it is generally felt that this is not necessarily

an ideal situation and a board and superintendent working as a harmonious team is much more to be desired.³⁴

Starrack gives an overall picture of the different types of administrative organization in the junior colleges. Of the 634 junior colleges in operation in 1949-1950, 305 were privately controlled, while the remainder (329) were under some sort of public control, state or local. Publicly supported and administered junior colleges are of two main types: state controlled and locally controlled. The second group includes all junior colleges controlled by boards of education or trustees elected on a district, county, municipal, or other local basis.³⁵

California employs three types of public junior college districts: (1) the local school district, coterminous with the high school district; (2) the union district, embracing two or more contiguous high school districts; and (3) the county, including all county territory not already in a high school district.³⁶

Publicly controlled junior colleges may also be classified as: (1) those which are integral parts of the public school system, usually housed in the high school buildings and administered by the local boards and school superintendents and (2) those under separate administration and supervision with physical plants independent of the high school buildings. All but 72 of the 329 public junior colleges constitute integral parts of the public education system of the area in which they

³⁴James W. Thornton, Jr., The Community Junior College, (New York, John Wiley and Sons, Inc., 1960) pp. 116-118.

³⁵Starrak, loc. cit.

³⁶Ibid., pp. 33-34.

are situated and are administered by local authorities. There is a growing tendency to have the public junior colleges administered by the same boards which administer the local elementary and high schools in their respective districts.³⁷

However, in some states special junior college districts have been created, each of which embraces several high school districts. Each of these districts has an elected or appointed board which administers the junior college, and a special property tax for its support is levied over the whole district. These are located where the districts are too small to maintain their own junior colleges.³⁸

Supervision

Those junior colleges that are organized as part of the public school system come under the supervision of the locally employed superintendent. In the separate districts a superintendent is employed by the board to supervise the college operations. It appears that only in rare cases is the junior college under the direct supervision of a state employed superintendent.

Centralization of High Schools

In reviewing the organization of community colleges in the United States the writer found almost no reference in state laws to centralization preceding the establishment of the college. Similarly in some of the less populated areas of California it would be an

³⁷Ibid., pp. 33-34.

³⁸Ibid., pp. 33-34.

advantage to the local area to centralize their high school in so far as state laws are concerned. In many states, however, further centralization of high schools is almost a necessity.

IV. THE PROBLEMS OF CURRICULUM

Thornton discusses the vocational trend in American education. The high rate of withdrawal of students from colleges is one cause for concern. Recent employment trends serve to emphasize the need for community junior college occupational education. Not only is the age of initial employment rising, but the nature of the employment requires more and more formal education on the part of the worker. Higher standards of living free a continually increasing proportion of our young people from the labor market and they are seeking higher education. Until recently there has been some resistance to the expansion of occupational education. Even though 70-75 percent of entering students were actually terminal students, only about one third of the courses offered in colleges are terminal and only a fraction of these occupational.³⁹

Planning the Curriculum

Out of 243 institutions surveyed by Medsker, 86 percent indicated they provided programs for students not bound for a four-year college but interested in preparing for some immediate occupational goal. The administrators interviewed reported that few students are interested in strictly terminal general education curriculum. As a result, most terminal curricula have a strong occupational orientation. The work for which the junior

³⁹Thornton, op. cit., pp. 60-61.

college may offer training depends on two factors: (1) it depends upon the occupational needs of the community, and (2) it depends on programs offered by other agencies in the same community, such as vocational courses in the local high school system or in vocational or technical schools. Duplication of programs by different agencies should be avoided. The city of Los Angeles has simplified the problem of jurisdiction after high school by including in the junior college system two of its former vocational schools, one in business and the other in trade and technical education, thus permitting coordination of all vocational efforts beyond the high school.⁴⁰

Examples of trades training programs found in most junior colleges in the United States are automotive mechanics, body fender work, machine shop, electric shop, welding, carpentry, and beauty culture.

An overall picture of the vocational and technical courses offered by American junior colleges may be obtained from the following table.

⁴⁰Medsker, op. cit., p. 54.

TABLE IV
 NUMBER OF ACCREDITED JUNIOR COLLEGES
 OFFERING NAMED OCCUPATIONAL COURSES OF STUDY 1958-59

Course of Study	Number of Colleges
Business Secretarial	318
Business Education General	277
Drafting	155
Art	129
Engineering General	113
Medical Lab. Techniques	113
Home Economics	108
Mechanics Auto	98
Electricity General	93
Agriculture General	86
Medical Secretarial	85
Nursing 1 year	80
Music	78
Salesmanship	78
Elementary teaching	76
Radio and T.V. Technology	73
Mechanics General	72
Building Trades	71
Journalism	67
Metal Work	65
Nursing 2 years	59
Physical Education	56
Architecture	53
Dental Lab Techniques	46
Woodworking	39
Social Service	37
Recreational Leadership	27
Mechanics Aviation	23
Forestry	16
Aviation Flight	13
Miscellaneous Curricula	169

There were courses also in food trades (14), garment trades (8), printing (16), and watchmaking (4).⁴¹

⁴¹James W. Thornton, Jr., The Community Junior College, (New York-London, John Wiley and Sons, Inc., 1960), p. 184, citing Edmund G. Gleazer, American Junior Colleges, Fifth Edition, American Council on Education, (Washington, Government Printing Office, 1960). Appendix LV.

Starrak in a similar survey found that out of 360 different curricula, 143 were in professional or related services, 58 in manufacturing, and 33 in clerical occupations. Teacher training curricula were offered in 76 different colleges, secretarial training in 72, and nursing in 44.

The proportion of junior college students enrolled in terminal courses has increased rapidly, from 20 percent of the total enrollment in 1931 to 47 percent in 1947-48.⁴²

A more recent survey is reported in the Educational Research Bulletin of Ohio State University, January 14, 1953. Secretarial training only was offered by 59 percent of the institutions. Two other related curricula, accounting and business, were offered only in 30 percent of the schools. By far the most frequently offered terminal curricula were in commerce and business. Although the complete list of terminal curricula is impressive, the number of colleges offering a majority of them is still quite small. Only 14 schools were offering courses in television and over half of the colleges in the states where agriculture is a major industry did not have courses in agriculture. Out of 257 junior colleges offering terminal programs, 170 were offering from one to nine different terminal curricula, 56 were offering from 10 to 19, and eight were offering 30 or more. These last were all in the state of California. One hundred and thirty-eight of 302 schools were offering terminal programs in "general education."⁴³

⁴²Starrak, op. cit., p. 37.

⁴³Gail Shannon, "Terminal Programs in Public Junior Colleges," Educational Research Bulletin, (Ohio State University, Vol. XXXII, No. 1, Jan. 14, 1953), pp. 7-10.

Provision for Adult Education

In the past few years there has been a rapid increase in the number of adult students enrolled in the junior colleges. The following table gives the picture for the year 1958-1959.

TABLE V

STATISTICS OF SPECIAL AND ADULT ENROLLMENT
IN PUBLIC AND PRIVATE JUNIOR COLLEGES, 1958-59⁴⁴

	PUBLIC	PRIVATE	TOTAL
Number of Junior Colleges	400	277	677
Number listing Adult Status	198	79	277
Percent listing Adult Status	49.5	28.6	41.0
Enrollment-special students	48,030	4,778	52,808
Enrollment-adult students	171,995	6,083	178,078
Total Special and Adult	220,025	10,861	230,886
Total Freshmen and Sophomores	374,672	73,708	448,380

Source: Junior College Directory, 1960.

In the public junior colleges, the adult enrollment equals almost 60 percent of the number of freshmen and sophomore students.

A survey by Medsker covering 37 institutions with 10,000 class enrollments in adult education shows that the business category heads the list, with trade-technical and industrial arts subjects a close second. These are classed as vocational and account for over one third of the program. The same vocational emphasis is found in both night and day classes.

⁴⁴Ibid., pp. 7-10.

TABLE VI
 DISTRIBUTION OF ADULT EDUCATION ENROLLMENTS
 BY SUBJECT-MATTER CATEGORIES IN 37 JUNIOR COLLEGES, FALL 1956⁴⁵

Categories	Enrollments in each category	Percentage of total enrollment
Business	16,951	18
Trade, technical and Ind. Arts	15,988	17
Language, communication arts and humanities	14,049	15
Social Sciences	12,209	13
Arts and Crafts	7,569	8
Mathematics	7,042	8
Home economics, homemaking, family living	6,416	7
Natural Science	4,596	5
Recreational and physical education	3,443	4
Undescribed courses in general education	3,051	3
Agriculture, landscape gardening, etc.	618	1
Police and fire training	620	1

Medsker also sees three problems in establishing the adult program. The first problem concerns how far a college should go in making student services available, particularly counseling services. About one third of the institutions surveyed made these services available for adults enrolled in the evening program. A second adult education problem involves how best to interpret community needs. There is always the danger of paying undue attention to the expressed desires and interests of individuals or small groups. Generally, administrators seem to pay less attention to the demands of particular groups requiring specific courses and more to the conclusions reached from discussions about programs with key community

⁴⁵Medsker, op. cit., p. 74.

organizations. The third problem is that of coordinating the college adult education program with that of other agencies, including the public school system.⁴⁶

Meeting Community Needs

Of the 30 Vocational High School projects now operating in Alberta, the largest offers some 15 terminal courses. The average-size vocational high school is able to offer eight or nine vocational courses while 12 out of the 30 projects are offering business education only. Woodwork, welding, sheet metal, preinstitute, machine shop, graphic arts, electricity, electronics, drafting, commercial art, automotives, beauty culture, food preparation, business education and distributive education are the courses listed for the largest of the vocational high schools. Automotives, carpentry, drafting, electricity, electronics, food preparation, machine shop, pipe fitting, welding, and business education seem to be offered in most of the vocational high schools that offer more than business education.⁴⁷

V. THE PROBLEM OF PERSONNEL

Needs of Prospective Students

Sexton speaks of the role of the community college in so far as adult education is concerned. Under the concepts of community service the college is to serve the entire community of every age and walk of life.

⁴⁶Ibid., pp. 76-77.

⁴⁷The Alberta School Trustee, Vocational High School Projects, (Edmonton-Official Organ Alberta School Trustees), Vol. 33, No. 9, Nov. 63.

Education is a lifelong process extending from birth to death. In a true sense there can be no completion of education. In all districts there are many people, graduates of high school and even college, who feel the need for more education, and who would eagerly avail themselves of the opportunity of community college education if it were made more available at hours which would make possible their attendance. The traditional idea that education is for the young alone has been extant for generation; it was thought that men who failed to avail themselves of the privileges of education in that period of life had forever lost their opportunities. This is, of course, not the modern concept.⁴⁸

The ever-increasing leisure of the machine age is another factor which stimulates men to continue lifetime intellectual achievement. Today the machine does the work of a score of hands and the opportunity of creative recreational activity is at the door of the average man. Human nature is such that men cannot consume long hours in passive amusement or idleness. Leisure, to be satisfying, must be creative. In the profitable use of leisure, the community college is destined to play a leading role for young and old alike.⁴⁹

Age Requirements

In regard to the student personnel and their ages a survey by Medsker of junior colleges in the United States found that 53 percent of the students were between the ages of 16 and 20, 24 percent being 18 years of age. At the same time 47 percent of those attending were over the age

⁴⁸Sexton, op. cit., pp. 123-129.

⁴⁹Ibid., pp. 123-129.

of 23, 16 percent being over the age of thirty. The junior college is obviously accommodating both persons who did and who did not graduate from high school.⁵⁰

Availability of Staff

Thornton also remarks on the shortage of qualified teachers in the United States:

The most critical bottleneck to the expansion of education in the United States is the mounting shortage of excellent teachers. Unless enough of the Nation's manpower is reinvested in the educational enterprise, its human resources will remain underdeveloped and specialized manpower shortages in every field will compound. Unwittingly the United States right now is pursuing precisely the opposite course. Demands for high quality manpower have everywhere been mounting, but colleges and universities have found themselves at a growing competitive disadvantage in the professional manpower market.⁵¹

Qualifications of Staff

Perhaps one of the greatest difficulties confronting community colleges in the development of vocational programs is that of securing adequately prepared instructors. A suggestion of interest is outlined by Lawrence Bethel when he states:

In many vocations it is considered essential that instructors acquire practical experience plus the usual educational requirements of at least a Master's degree. Is there any logical way in which we can combine practical experience with teacher education on a cooperative basis? Perhaps one alternative is to develop in-service training programs for instructors who possess teacher-education requirements

⁵⁰Medsker, op. cit., pp. 43-45.

⁵¹James W. Thornton, Jr., *The Community Junior College* (New York, John Wiley and Sons, 1960), quoting *Second Report to the President's Committee on Education Beyond the High School* (Washington, Government Printing Office, 1957), p. 131.

or vice versa. On the other hand, it may be that we need an entirely new set of standards for vocational instructors with respect to essential experience, necessary basic education, and essential teacher education.⁵²

Thornton gives the following pattern of preparation for occupational instructors in the junior college as a minimum: (1) education beyond the high school, equivalent to the associate in Arts degree; (2) successful experience in the occupation to be taught, equivalent to apprenticeship and three years of journeyman experience; (3) courses in professional education equal to about one semester's total, and including the same elements as suggested for the master's degree candidate. In some fields, apprenticeship and journeyman status are not specifically provided, but the principle of extended and meaningful successful experience can be applied.⁵³

⁵²Lawrence L. Bethel, "Vocational Education" The Fifty-fifth Yearbook of NSSE (Chicago, V. of Chicago Press), Vol. LV, Part 1, 1956, p. 117

⁵³Thornton, op. cit., p. 143.

CHAPTER III

REPORT ON THE FINDINGS OF THE STUDY

I. THE ESTABLISHMENT PROBLEMS

The two factors most often cited by the respondents as hindering the establishment of rural community colleges in Alberta were finance and the sparsity of population. Because the lack of funds was mentioned by nearly every administrator, the conclusion must be that they do not feel they can qualify for Federal assistance at the present time; thus capital outlay would have to be provided from local funds. In addition, the sparse population was seen by respondents as making the transportation of students to a community college economically unfeasible and most considered dormitories, at the high school level, unsatisfactory. A third hindrance noted by 45 percent of the respondents was that of the lack of prestige of vocational work or the insistence of parents that their children follow a matriculation pattern in their education. (Table VII)

TABLE VII

FACTORS HINDERING ESTABLISHMENT OF
COMMUNITY COLLEGES AS INDICATED
BY ALBERTA ADMINISTRATORS

	Lack of Finances		Distance Between Settlements		Lack of Interest in Vocational Programs	
	No.	%	No.	%	No.	%
Superintendents	34	85	28	69	18	45
Principals	96	87	84	76	51	46

Assessment and Area Requirements

As shown by Table VIII, very few see the possibility of three or fewer counties or divisions establishing and maintaining a community college. The majority, 85 percent of the superintendents and 70 percent of the principals, indicated that the combination of three or more counties or divisions would be necessary, in their respective areas, to have enough potential students to make a successful community college feasible. The average estimate of the number of divisions needed to form a college was four, while estimates went as high as ten.

In California, while the district type college requires an assessment of 25 million dollars, that for the departmental type is set at three million. Ellis considered 10 to 15 million as ideal but in most states assessments range from three to 30 million for a college. While Alberta counties range from over three to 33 million dollars in equalized assessment (Table IX), they average over 15 million.⁵⁴ In most states this assessment alone would qualify them for a college, while a combination of two or three counties would meet the most exacting requirements of states that have assessed valuation as a criterion. The estimates of respondents that four or more counties would be necessary for a college are higher than the requirements indicated in the literature.

Population, High School Enrollment, and College Enrollment

Regarding possible student enrollment in the college, 15 percent of the principals considered 200 full-time students would be

⁵⁴John A. Sexton, and John W. Harbeson, The New American College (New York: Harper and Brothers, 1946), pp. 114-116.

satisfactory, while most of the respondents thought that the student enrollment should exceed three hundred (Table VIII). This estimate seems to agree with the literature, which shows that state requirements vary from 50 in the first year of operation in Minnesota to 500 potential full-time students in New York. One state, Oklahoma, requires only 25 students. No respondent considered an enrollment of less than 200 students as a desirable minimum.

The minimum high school population estimates might be rather high as far as student requirements are concerned. Some states set rather a high Average Daily Attendance for high schools within a radius of some 25 to 35 miles, as stated previously on page 17, but most requirements run from an Average Daily Attendance of 100 high school students in Georgia to 1,000 in California for the district type college. As shown in Table X, the school population in Alberta divisions and counties averages over 2,500 pupils. This indicates that some 400-500 high school students would be attending high school in the average county or school district. Three counties would have a total population of 1,500 high school students, well above the requirements in most of the states reviewed where school population is considered for establishment.

TABLE VIII

RURAL ADMINISTRATORS' ESTIMATES OF BASIC
 REQUIREMENTS IN POPULATION AND AREA FOR
 RURAL COMMUNITY COLLEGES IN ALBERTA

	Number of Pupils Required						Number of counties or divisions required					
	200		300		more than 300		two		three		more than three	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Superintendents	0	0	3	8	35	87	1	3	5	12	34	85
Principals	17	15	23	21	70	64	11	10	22	20	77	70

TABLE IX
 FINANCIAL DATA REGARDING ABILITY TO
 SUPPORT SUPPLEMENTARY REQUISITIONS
2. COUNTIES AND DIVISION*

NAME	A. Total Equalized Assessment 1962/63	B. Pupils Enrolled June, 1963
Berry Creek	3,253,825	192
Pincher Creek	8,969,304	767
Vulcan	17,831,455	1,976
Calgary	18,368,078	2,279
Foothills	11,403,150	1,427
Forty Mile	12,041,012	1,509
Wheatland	14,562,185	1,901
Strathcona	33,831,309	4,737
Sullivan Lake	3,840,460	541
Acadia	7,266,983	1,021
Provost	6,747,734	978
Drumheller	6,721,387	979
Vermillion	16,948,051	2,491
Three Hills	14,504,495	2,238
Macleod	16,780,498	2,721
Paintearth	7,377,219	1,275
Stettler	9,130,925	1,580
Medicine Hat	6,606,132	1,163
Warner	12,618,917	2,286
Lacombe	20,040,294	3,723
Vegreville	13,010,626	2,428
Neutral Hills	4,510,195	842
Lamont	12,346,057	2,335
Killam	11,971,452	2,276
Wainwright	19,312,057	2,024
Camrose	13,917,913	2,793
Beaver	11,010,975	2,350
Two Hills	9,180,991	2,008
Mountain View	17,843,612	3,919
Leduc	17,992,721	4,028
Red Deer	18,723,382	4,264
Wetaskiwin	10,048,781	2,313
Newell	7,547,304	1,772
Taber	11,708,159	2,801
Ponoka	14,122,136	3,386

TABLE IX (CONTINUED)

NAME	A. Total Equalized Assessment 1962/63	B. Pupils Enrolled June, 1963
Cardston	12,056,956	2,898
Sturgeon	10,459,291	2,563
Lethbridge	13,031,015	3,206
Stony Plain	16,454,033	4,106
Thorhild	6,850,171	1,712
Fairview	5,416,450	1,484
Edson	14,192,127	3,978
Grande Prairie	9,737,620	2,772
Westlock	9,558,662	2,827
Peace River	8,916,091	2,734
Spirit River	6,600,005	2,026
Smoky Lake	5,151,926	1,669
St. Paul	5,885,941	2,011
Lac Ste. Anne	8,318,251	3,032
Bonnyville	4,742,594	2,538
Barrhead	6,087,253	2,423
Athabasca	6,158,703	2,606
High Prairie	6,596,863	3,025
Rocky Mountain	4,621,952	2,193
Red Deer Valley	793,273	454
East Smoky	1,455,005	1,045
Lac La Biche	2,134,096	1,662
Northland	908,527	1,639
Fort Vermilion	511,512	989
TOTALS	599,628,041	130,915

*Fifty-eight Annual Report of the Department of Education, Province of Alberta, Edmonton, 1964.

Table X shows that 23 percent of the superintendents indicated that over half of the high school population would be possible students for the college. Almost half of all respondents indicated that over 30 percent of the high school population were potential vocational students; therefore the average division or county would have at least 150 possible community college students, and three average divisions would have over 450 possible students, meeting the requirements stipulated by all states which are establishing junior colleges.⁵⁶ The indication is that those administrators estimating four or more counties as necessary for a community college (Table VIII) are estimating somewhat more than the literature indicates as necessary.

TABLE X

ESTIMATE OF PERCENTAGE OF TOTAL POPULATION
AND PROGRAM SUITABLE FOR THE RURAL
COMMUNITY COLLEGE

	SUPERINTENDENTS		PRINCIPALS	
	No.	%	No.	%
Estimate percentage of school population that might attend college				
Under 20%	8	20	22	20
20%-30%	12	29	36	33
30%-50%	8	20	30	27
Over 50%	9	23	22	20

⁵⁶D. G. Morrison, S. V. Martorana Criteria for Establishment of 2-year Colleges, United States Department of Health, Education and Welfare, Office of Education, (Washington, Government Printing Office, 1960), pp. 40-54

Community Interests and Need

In spite of the lack of finance and the lack of a sufficient population, about 35 percent of the respondents indicated that their areas had given some consideration to the formation of a community college (Table XI). A higher percentage (45 and 55 percent) said that their communities were interested but that no action had been taken to date. Over 80 percent of the administrators felt that the two technical schools already established in the province were not meeting the needs of their respective students (Table XII). In other words, vocational and technical schools were meeting the needs of less than 25 percent of the students in the rural areas.

TABLE XI

PROGRESS MADE TO DATE TOWARD THE FORMATION
OF COMMUNITY COLLEGES IN RURAL AREAS

	Communities interested		Under consideration		Satisfied with tech. institutes	
	No.	%	No.	%	No.	%
Superintendents	18	45	14	35	9	23
Principals	61	55	39	35	20	18

TABLE XII
 VOCATION NEEDS AS SEEN BY
 RURAL ADMINISTRATORS

	New Buildings and facilities		Further legislation		Needs satisfied by vocational high schools	
	No.	%	No.	%	No.	%
Superintendents	31	77	54	49	9	23
Principals	33	83	64	58	29	26

Community interest is listed as a criterion for the establishment of a college in eleven states. An estimation of the community's need was considered by all writers to be a major factor in considering an area for a college.⁵⁷ From the survey, then, the conclusion can be drawn that 75 percent, at least, of rural areas in the province can be considered suitable for the establishment of a community college.

Use of Existing Facilities

The literature studied indicates that many (all but 72 out of 329) colleges use existing buildings and are integral parts of the existing school systems.⁵⁸ These were two-year colleges. This survey showed that from 77 to 83 percent of the areas would be faced with the problem of providing new facilities, both buildings and equipment, should a college be established. This is a reversal of the development of American two-year

⁵⁷D. G. Morrison, S. V. Martorana Criteria for Establishment of Two-Year Colleges, United States Department of Health, Education and Welfare, Office of Education (Washington, Government Printing Office, 1960), p. 40.

⁵⁸Sexton, loc. cit.

college establishments, a large percentage of which do make use of existing facilities.

Provision of Transportation

Only a minority of administrators considered that the provision of transportation for the majority of students was feasible (Table XIII), undoubtedly because of difficulties and costs arising from distances, scarcity of good all-weather roads, and low population density.

TABLE XIII

OPINIONS OF ADMINISTRATORS REGARDING
USE OF EXISTING FACILITIES AND
PROVISION OF TRANSPORTATION

	SUPERINTENDENTS		PRINCIPALS	
	No.	%	No.	%
Existing school buildings could be used economically	9	23	31	28
Possible to provide transportation for majority of students	4	9	33	30

II. THE PROBLEMS OF FINANCE

The major hindrance to the establishment of rural community colleges, in the respondents' opinion, was that of finance. As the problem now stands, the real difficulty is of qualifying for federal assistance, not of financing from local resources. As reviewed in the literature, rural vocational schools can be built and equipped at an exceedingly small outlay for the local taxpayer, some five percent of the capital outlay.⁵⁹

⁵⁹Leland L. Medsker, The Junior College Progress and Prospect (New York: McGraw-Hill Book Co., Inc., 1960), pp. 272-274.

Single counties or divisions rarely meet the required minimum of 1,000 high school students established as a requirement; nevertheless, a combination of two divisions would do so in many cases.

Sources of Income

The literature outlines six major sources of income for community colleges: local taxation, tuition fees, federal aid, state aid, and gifts and sale of bonds.⁶⁰

Tuition Fees

Nearly 80 percent of all respondents considered that it would be necessary to charge tuition fees to students registered in the community college (Table XIV). This seems to be in agreement with the practice of most colleges in the United States. In reviewing the literature, tuition fees were found to be one of the major sources of income, and not one junior college was found that did not charge students a fee.⁶¹ One-third of the operational costs was the basis of the most prevalent tuition charge.

State Aid

Although the amount and the method of determining state aid varied greatly among the states, the figure most often indicated as reasonable for the states' share of operational costs was in the range of 30-40 percent. Those states on foundation programs may support a college with grants ranging from 10 to 50 percent; nationally, state aid for operational costs falls in the 25-30 percent range.⁶²

⁶⁰Sexton, loc. cit.

⁶¹Ibid., p. 116.

⁶²Medsker, loc. cit.

The respondents in this survey indicated (Table XIV) that some 37 percent felt they could operate under the existing foundation program. Sixty-three percent felt that some revision would have to be made in the foundation program before they would be able to operate a college. The provincial government's share of operational costs would therefore be set at a considerably higher figure than exists for states supporting colleges. Schools in Alberta now operating under the foundation program are, on the average, supported considerably above the 30-40 percent range for operational costs. Only in Washington, where state funds support over 64 percent of operating costs, would the situation be comparable to the estimate of the respondents.

Federal Aid

Some 90 percent of the principals surveyed (Table XIV) felt that senior governments should bear the capital outlay costs for community college construction. The present policy of aid by provincial governments as outlined in the literature meets the approval of most administrators.

TABLE XIV
EXPRESSED OPINIONS OF ADMINISTRATORS AS TO BASIC
FINANCIAL REQUIREMENTS NECESSARY TO
ESTABLISHMENT OF RURAL COMMUNITY COLLEGES

	Superintendents		Principals	
	No.	%	No.	%
Senior governments must bear the cost of building and equipment	28	69	99	90
Present operational grants are sufficient for college operation	25	63	74	67
Tuition fees would be necessary	31	77	87	79

American colleges are built mainly from local funds. Washington and a few other states share to a small degree with capital outlay costs but no federal aid is available for these expenses.⁶³

Recently federal aid for American vocational schools has been declared but it was impossible to assess the impact of this legislation at this time. However, even if the amount available from federal funds is at present not too great, the indication is that this source of income for community colleges offering vocational curricula is now available for American colleges.

III. THE PROBLEM OF ADMINISTRATION

Type of Administration

From 57 to 60 percent of the administrators indicated that they preferred to have a community college administered by a board elected for the sole purpose of administering the college (Table XV). While area colleges in California and most four-year colleges elsewhere are administered by a board elected for that purpose, most of the two-year colleges form an integral part of the public school system and are administered by the same board as the public schools. Separate college districts are usually administered by a board elected from the district, whose sole duty is to administer the college. Some writers feel that such boards face many dangers and these are outlined in the literature.⁶⁴ There is a

⁶³Ibid., pp. 207-307.

⁶⁴James W. Thornton, Jr., The Community Junior College (New York, John Wiley and Sons, Inc., 1960), pp. 116-118.

growing tendency to have public junior colleges administered by the same boards which administer the public schools in their respective districts.

TABLE XV
PROBLEMS IN ADMINISTRATION AS SEEN BY RURAL
ADMINISTRATORS IN OPERATING RURAL COLLEGES

	Superintendents		Principals	
	No.	%	No.	%
Administration by county or divisional boards	17	17	28	25
Administration by a board elected for the college	25	62	63	57
Administered directly from the Department of Education	3	6	15	14
To be operated under the existing school system	10	25	31	28
More centralization of high schools necessary	21	52	62	56

Supervision

Some 63 to 67 percent of the respondents indicated that they preferred supervision of the community college to be the responsibility of a superintendent whose sole purpose should be the supervising of the college and its operation, and that he should be appointed by the Department of Education (Table XVI). Only some 9 to 10 percent of the administrators felt they themselves should have the responsibility of supervising the operation of a college. Those who felt that the supervisory function should be the responsibility of the existing high school inspectors were very few indeed.

TABLE XVI
METHODS OF SUPERVISION OF THE RURAL COMMUNITY
COLLEGE AS SEEN BY ADMINISTRATORS

	Superintendents		Principals	
	No.	%	No.	%
Supervision by county or divisional superintendents	4	9	11	10
Supervised by a superintendent appointed for the college	25	63	84	76
Supervised by existing high school inspectors	0	nil	9	8
Supervised by a locally appointed superintendent	7	17	18	16

The study of present practices in the United States indicates that most two-year public junior colleges are supervised by the superintendent who is responsible for the public schools.⁶⁵ It is difficult to make much of a comparison of American and Canadian supervisory practices as, in the main, superintendents are appointed by local school boards in the United States while in Alberta they are appointed by the Department of Education.

Centralization of High Schools

Slightly over half of the administrators (52 to 56 percent) indicated that further centralization of high schools would be necessary before a community college be considered (Table XV). This would probably indicate that, in nearly half of the rural areas, centralization of high

⁶⁵James A. Starrak, Raymond M. Hughes, The Community College in the United States (Ames, Iowa; The Iowa State College Press, 1954), pp. 33-34.

schools has already been accomplished, at least to an extent that would facilitate the operation of a community college.

In reviewing the literature, centralization is not usually found to be a consideration where junior colleges are being considered. In Washington, however, to receive a maximum of state aid in operating a college, small districts had to centralize. In California, the state having the greatest number of colleges, centralization of high schools did not present a problem.⁶⁶

IV. THE PROBLEM OF CURRICULUM

Planning the Curriculum

The survey brought out several points in curriculum planning. First, the main planning and research should be done by the Department of Education and the Department should be responsible for outlining programs that should be followed in the colleges. Second, where possible, these colleges should offer some junior courses that would be accepted by the University as first year credits. Third, some type of affiliation must be established with the apprenticeship board whereby college students would receive credits for college work toward their journeyman's certificates. Fourth, students who have not completed the requirements of the high school diploma should be granted credits toward their diploma (Table XVII).

The literature shows that in most junior colleges, the vocational sections of their program are usually decided upon by the local administration, but for the academic sections of their work, most have affiliation

⁶⁶Ibid., pp. 33-34.

with a four-year college. Whether there was any affiliation with local apprenticeship authorities could not be determined but one survey indicated that 86 percent of the colleges were offering some form of terminal courses.⁶⁷

TABLE XVII

PROBLEMS OF CURRICULUM AS SEEN BY THE RURAL
ADMINISTRATORS IN SO FAR AS COMMUNITY
COLLEGES ARE CONCERNED

	Superintendents		Principals	
	No.	%	No.	%
Curriculum decided by local administration	16	40	34	31
Curriculum outlined by the Department of Education	22	54	72	65
Curriculum to include university credits	23	56	57	52
Curriculum to provide for adult education	39	97	109	99
Affiliation with the apprenticeship board necessary	34	85	92	84
Vocational courses should be credited to high school diploma	31	77	94	86
Possible to provide curriculum to meet needs of community	24	60	93	85

⁶⁷Thornton, loc. cit.

TABLE XVIII

VOCATIONAL COURSES THAT IT MIGHT BE POSSIBLE
TO OFFER IN A RURAL COMMUNITY COLLEGE

	Superintendents		Principals	
	No.	%	No.	%
Commercial	33	83	92	84
Business Administration	18	45	53	48
Secretarial	31	77	86	78
Carpentry	29	72	88	80
Auto Mechanics	29	72	86	78
Welding	29	72	82	74
Technical Agriculture	24	60	66	60
Electricity	18	45	55	50
Radio and Television	20	50	44	40
Plumbing	20	50	61	55
Bricklaying	16	40	27	24
Home Economics	29	73	79	72
Nursing	15	37	36	33
Machinist	12	31	41	37

Courses written in:

Service Trades
Beauty Culture
Drafting
Pipe Fitting
Petroleum Technology
Hair Dressing
Cooking
Building Construction

The administrators indicated that the six most probable areas of courses that could be offered in the first year of college operation would be commercial, business education, secretarial, carpentry, auto mechanics and welding. However, electricity, vocational agriculture, and radio and television were also indicated (Table XVIII). These courses were also among the top ten offered by American colleges.⁶⁸ While the list of offerings in American institutions was impressive, the number of colleges that were able to offer more than ten different vocational areas was very limited.

Provisions for Adult Education

The respondents were quite definite (71-87 percent) that the prime function of a rural community college should be vocational education and that these colleges should offer a two-year program beyond high school in the vocations (Table XIX).

TABLE XIX
ASSESSMENT OF PRIME FUNCTION
OF RURAL COMMUNITY COLLEGE

	Superintendents		Principals	
	No.	%	No.	%
Provision to be made for nonhigh school students	30	74	86	78
Vocational education to be the prime function of the college	28	72	96	87
Two-year program beyond high school best suited for community college	24	60	70	64

⁶⁸Ibid., p. 118.

This two-year concept seems to be the prevalent one for colleges being established across the United States. It is only in areas of heavy concentration of population that the four-year colleges have been established.

The prime function of these colleges was not originally vocational education; however, the past decade has brought about changes in the curriculum of most junior colleges and now the great majority of two-year colleges are adding courses of a technical and vocational nature.

There was very little doubt about the necessity of planning for adult education. Some 97 to 99 percent of the administrators (Table XVII) indicated that they felt a college should provide programs and facilities for adults.

Whether or not they were aware of the numbers that they might be called upon to serve was not indicated, but the studies show that over the United States as a whole nearly half the students enrolled in junior colleges were listed as adult.⁶⁹ Should those listed as special students also be classed as adult the percentage would be higher. In the courses taken by these students, the business category heads the list, while other vocational categories account for over one-third of adult programs.

Meeting Community Needs

Providing programs to meet community needs creates difficulties in planning the vocational programs of the junior colleges. Medsker found there was always a danger of paying undue attention to expressed desires of individuals or small groups.⁷⁰ This survey found that 60

⁶⁹Medsker, *op. cit.*, p. 74.

⁷⁰Ibid.

percent of the principals and 85 percent of the superintendents felt that a vocational program could be devised that would meet community needs (Table XVII).

The literature indicates, however, that considerable research must be done before a curriculum is established. As previously mentioned, the respondents felt that this should be the function and responsibility of the Department of Education in Alberta.

V. THE PROBLEM OF PERSONNEL

The rural administrators in Alberta indicated that the college should be designed to serve nonhigh school personnel, high school graduates, and adults (Table XVII).

Age Requirements

Over 65 percent of the administrators indicated that they preferred some restrictions on the minimum age of a student who might enroll in a college (Table XX). The age selected by some 60 percent of the respondents was 16 years. Approximately 20 percent of the administrators felt that over half of the high school population should be trained in the vocations at a community college; therefore, no shortage of students will occur for any well-located rural college.

Surveys made by Medsker of junior colleges in the United States found that 53 percent of the students were between the ages of 16 and 20 years, while some 47 percent were over age 20, most of them being over twenty-three.⁷¹ This supports the Alberta administrators' choice of a minimum age of 16.

⁷¹Ibid., pp. 43-45.

TABLE XX

ADMINISTRATORS' VIEWS ON THE CHANNELING OF
NONACADEMIC STUDENTS AND MINIMUM AGE REQUIREMENTS

	Superintendents		Principals	
	No.	%	No.	%
Students should be channeled at the grade IX level	24	60	94	86
A minimum age restriction is necessary	26	66	84	76

Availability of Staff

The majority of the administrators surveyed thought that it would be extremely difficult to obtain qualified staff for a vocational college but some 20 to 40 percent of these people considered that it would still be possible (Table XXI).

TABLE XXI

DIFFICULTY IN RECRUITING STAFF FOR
RURAL COMMUNITY COLLEGES

	Superintendents		Principals	
	No.	%	No.	%
Impossible	1	3	0	nil
Extremely difficult	30	74	55	50
Possible	8	21	48	44
Not much of a problem	1	3	1	1

Most writers indicate that the shortage of qualified teachers is a major problem in staffing American junior colleges. Thornton felt the most critical bottleneck in the expansion of education in the United States was the mounting shortage of excellent teachers.⁷² As this shortage in American colleges includes the academic teachers, probably still in the majority, the shortage may well be more severe in establishing colleges of a vocational nature. The respondents may have been somewhat optimistic when only three percent felt that it would be almost impossible to staff a vocational college without training staff beforehand.

Qualifications of Staff

Practically all of the respondents have decided what they would require of their staff as far as qualifications are concerned. From 77 to 80 percent (Table XXII) felt that a good vocational instructor should have adequate teacher training, a journeymans' certificate in their vocation, and experience in the field. These same respondents felt that a suitable teacher-training program could be worked out to obtain people with these qualifications.

In surveying the qualifications of teachers in the American colleges it would seem that the minimum selected by the respondents would be somewhat lower than that expected in these colleges; there a minimum of a Master's degree was demanded in addition to the usual tradesman's qualifications and experience.⁷³ For Alberta, the minimum standard as indicated by the administrators would be more realistic. No doubt

⁷²Ibid., pp. 43-45.

⁷³Ibid.

suitable candidates for teaching in vocational areas who possess or would be able to obtain a Master's degree would be difficult to find.

TABLE XXII
REQUIRED TEACHER QUALIFICATIONS AS SEEN BY RURAL
ADMINISTRATORS FOR THE PROPOSED COMMUNITY
COLLEGES IN RURAL ALBERTA

	Superintendents		Principals	
	No.	%	No.	%
Teacher training in vocations	6	14	10	nil
Journeyman with practical experience	2	6	11	10
Teacher training, journeyman and experience	32	80	85	77
Practical experience with strong in-service program		nil	4	4
A suitable teacher training program can be worked out	31	77	96	87

On the other hand, several experts writing on vocational education have suggested that we need an entirely new set of standards for vocational instructors with respect to basic and essential teacher education. Recent surveys indicate that the level of preparation of college instructors may be decreasing.

VI. PARTICULAR OBSERVATIONS OBTAINED FROM THE SURVEY

Some particular observations from the survey are worthy of mention. First, over half of the respondents made the observation that it was and would be difficult to interest students in vocational education, that it lacked prestige, and that parents were academically oriented and not interested in vocational education for their children.

The second notable fact was that some 60 percent of the superintendents and some 80 percent of the principals (Table XX) indicated they thought students should be channeled into vocational programs at the grade IX level as suggested by the report of the commission. This was surprising indeed, as no such attempt has ever been undertaken in Alberta and the literature shows no such procedure in the United States at this time.

CHAPTER IV

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

I. SUMMARY OF LITERATURE

Generally in the United States problems of establishment include the establishment of minimal local assessment levels, minimal district populations and high school enrollment, community interest and need, and existing facilities. Local assessment minima vary from three million to 20 million dollars, local populations from five thousand to 30 thousand, and possible enrollment from 25 to 500. Procedures for determining local interest and need vary greatly, but many states require a vote to be taken. Most public junior colleges are an integral part of the public education system and use existing facilities.

Major sources of income in the United States include local taxation, tuition fees, state aid, and gifts and sale of bonds. Federal aid is not a major source of income. Approximately one third of operating costs are drawn from local taxation and other sources, one third from tuition fees, and one third from state aid. Capital outlay is derived in most cases from local taxation.

As has been mentioned, public junior colleges are normally part of the public education system. They are administered by the local school board and are under the supervision of a locally appointed superintendent.

Across the United States a great variety of curricula are offered but only in the larger schools can more than seven or eight different vocational courses be found, other than those designated as terminal. Most colleges offer some courses in the business education

and clerical fields. A rapid increase in courses for adult students is evident.

Student populations are divided almost evenly between students under the age of 23 and those over that age. The absolute minimal age is 16.

A widespread difficulty in obtaining suitably qualified staff is causing general concern. A comparatively small number of vocational instructors are able to meet the exacting requirements of a Master's degree plus practical experience in the field.

II. SUMMARY OF THE ADMINISTRATORS' VIEW OF THE ALBERTA RURAL COMMUNITY COLLEGE

In summary the form of the rural college as seen by the administrators is:

The area serviced by the proposed college would cover three or four counties; the location will have to be carefully chosen in order to be within traveling distance of as many students as possible, but some dormitory facilities will be necessary.

The college will need a student body of at least 200 students, with 300 being preferred as a minimum; however, facilities and accommodations will have to be planned for more students than this, if the estimate of possible student enrollment is correct.

A complete set of new buildings and new equipment will be needed for vocational training, the cost of which will be borne by the senior governments. The operation of the college will be financed by the present grant structure and by tuition fees.

The school will be under the control of an elected board and will operate independently from the local public school systems. Supervision will be the function of an official of the Department of Education appointed exclusively for the community colleges.

The curriculum will probably not exceed ten different vocational areas but will vary from district to district. It will be set in general areas by the Department of Education in much the same manner as the present high school program. Credits toward the high school diploma will be allowed for work completed in the vocations, and some affiliation with the apprenticeship training program must be effected.

Vocational education will be the prime function of the college which will offer courses in content two years beyond the high school level. Some consideration will be given to the offering of academic courses at the university level. A comprehensive program will have to be devised for nonhigh school personnel designed to prepare them for employment on graduation. Programs will have to be designed to satisfy personnel from the age of 16, including adults.

Qualified staff will be difficult to recruit but this is not seen as an impossibility. The minimal educational qualifications for vocational instructors will be a journeyman's certificate, a teaching certificate, and experience in industry.

III. COMPARISON OF CURRENT PRACTICES AND STUDY RESULTS

The estimate of the respondents in Alberta assessment area necessary to support a college was considerably higher than the averages in the United States. They were probably influenced by the fact that

they were estimating the assessments necessary for a vocational college, which requires a greater capital outlay for equipment and facilities than the college which is largely academic. An additional cause of expense would be the necessity, seen by most respondents, of establishing colleges on separate campuses, unlike the common practice outlined in the literature.

The estimate of necessary student population by the respondents agreed generally with the situation in the United States, but the estimates of minimal necessary high school populations were higher than those given as criteria for establishing junior colleges in the United States. Most administrators considered that capital outlay should be borne by the two senior governments, a practice found in very few states.

While the writers in the field indicate that existing American public junior colleges are part of the public system and supervised by a locally appointed superintendent, the respondents thought that Alberta colleges would be best administered by separately elected boards and supervised by provincially appointed superintendents.

Almost half of the respondents considered further high school centralization necessary; in a similar proportion of states some centralization was required.

There was general agreement between respondents and those surveying American colleges on minimum age requirements and provision for adult education.

Some writers studying the problems of junior colleges indicate the probable necessity of reviewing minimal qualifications of staff; the respondents generally thought that a teaching certificate, a journeyman's certificate, and experience in the field would be necessary.

Respondents estimated a greater number of and variety of courses should be offered than are normally offered in similar institutions in the United States.

IV. ASSESSMENT OF PRESENT VALIDITY OF COMMISSION FINDINGS

The commission's recommendations that community colleges be established in Alberta were made in 1959. Since that time considerable sums of federal and provincial funds have been made available for vocational education. These funds have been utilized to establish vocational high schools, the majority of which are in the cities.

The survey indicated that only some 25 percent of rural youth were able to take advantage of these facilities to any extent at all. In addition nearly half the respondents indicated that students and parents were not interested in the present vocational programs, largely because these courses lack prestige.

Technical educational facilities in Calgary and Edmonton have been expanded in recent years but these also are often not available for vocational students because of high entrance requirements.

The respondents indicated that nearly one half of the areas surveyed were interested in the formation of a community college, and that some 50 percent of the high school population would be suitable candidates.

The conclusion must follow that the needs of a sizable proportion of rural youth are not being met by the present programs and facilities; therefore the findings of the Commission are as valid today as they were in 1959.

V. RECOMMENDATIONS

In view of this evidence, the following recommendations are made:

1. That the Department of Education in Alberta establish a pilot college in a selected rural area. This college is to offer purely vocational courses that will lead to a journeyman's certificate.
2. That the high schools in the selected area plan a diploma program that would lead to entrance into this college on graduation from high school.
3. That the college be affiliated with the apprenticeship board.
4. That the prestige of vocational education be enhanced by the establishment of these programs and also by changes in the vocational courses of the urban-centered, junior colleges already in existence so that students at these colleges will have available similar courses to those offered in the community college.
5. That research be undertaken by the Department of Education to determine the areas best suited for the establishment of colleges.
6. That three counties be organized into a community college district and that supervisory procedures within the district be established.
7. That monies made available by the federal government for vocational education be used to establish the community college.
8. That the Department of Education undertake research to determine future employment needs and opportunities to assist in determining the curriculum of the college, and that this research program be maintained so that the curricula may be modified to meet changing social-economic conditions.

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A. PROBLEMS OF ESTABLISHMENT

1. Do you feel the need exists in your area for the establishment of a community college offering:
 - a. Vocational training at the High School level.....Yes No
 - b. Post-High School vocational training.....Yes No
 - c. Post-High School academic training.....Yes No
 - d. Vocational training for sub-High School students..Yes No

2. In your area, how many counties or school divisions would have to combine in order to establish a practical community college?....

3. How many students do you think you would require in your High School population before it would be practical to establish a community college in your area?.....200 300 more

4. In your opinion, do the Provincial Institutes of Technology and Art fill the need for the kind of education proposed for the community college in your area? Yes No
Comment.....

5. To date, has there been any consideration given to the establishment of a community college in your area by the present administration?.....Yes No

6. Do you feel that your community is interested in the establishment of a community college as here defined?.....Yes No

7. Are facilities such that it would be economically sound to expand shop and home economics courses in your present school system sufficiently to accommodate those requiring vocational training?.....Yes No

8. Do you think that new provincial legislation is required before you could establish and operate a community college in your area?.....Yes No

9. In your area, will the vocational High Schools now being built satisfy the need for vocational training?.....Yes No

10. Insofar as establishment is concerned, what other problems do you foresee? Please list on reverse side of this sheet.

B. PROBLEMS OF FINANCE

1. Do you agree with the Cameron Commission's recommendation that the Provincial Government should be responsible for the building, equipment and maintenance costs of proposed rural community colleges in Alberta?.....Yes No

2. With the initial costs borne by the Provincial Government, and with grants now available under the present foundation program, could your community (or combined communities) support a community college?.....Yes No

3. Would you consider it necessary to charge all students a tuition fee should a community college be established in your area?.....Yes No
4. Would it be economically and physically possible to provide transportation for most of the students who would attend a community college in your area?.....Yes No
5. Could any of the existing buildings in your area be used as a basis for a community college?.....Yes No
6. What other problems relating to finance would be major factors in establishing a community college in your area?
 - a. _____
 - b. _____
 - c. _____
 - d. _____

C. THE PROBLEMS OF ADMINISTRATION

1. Which would you consider the most effective administrative setup for a rural community college in your area? (Check ONE)
 - a. Administered by the county or school divisional board.....a.
 - b. Administered by a board elected exclusively for the college.....b.
 - c. Administered directly from the Department of Education.....c.
2. Which would you consider to be the most effective method of supervision for a community college in a rural area? (Check ONE)
 - a. By the county or divisional superintendent.....a.
 - b. By a superintendent of community colleges appointed by the Department of Education.....b.
 - c. By the high school inspector of the area.....c.
 - d. By a locally appointed superintendent.....d.
3. Could a community college be effectively established and operated by an extension of the existing administration in your area?.....Yes No
4. Would you consider that the centralization of the existing county or divisional high school system in your area be a prerequisite to the establishment of a community college?.....Yes No
5. What other administrative problems do you foresee in your area in the establishment of a community college.
 - a. _____
 - b. _____
 - c. _____
 - d. _____

D. THE PROBLEMS OF CURRICULUM

1. Do you consider that the curriculum for a community college in your area should be planned by: (Check ONE)
 - a. The local administration.....a.
 - b. The Department of Education along the lines of the present high school curriculum.....b.

- 2. Do you feel, that in addition to vocational training, a rural community college might offer junior courses leading to the bachelor degree and have such courses accepted by the University of Alberta much the same as do the existing Junior Colleges?....Yes No
- 3. In your opinion, should a rural community college make provision on its curriculum for adult education?.....Yes No
- 4. Do you think that vocational courses offered in a community college should lead to credits for a high school diploma?.....Yes No
- 5. Do you feel that a community college in your area would be able to offer a curriculum that would meet the needs of most of the people of the community?.....Yes No

6. Which of the following courses would it be possible to offer in a community college in your area? (Check all possibles)

- | | | | |
|------------------------------|--------------------------|------------------------------|--------------------------|
| a. Commercial..... | <input type="checkbox"/> | i. Radio and Television..... | <input type="checkbox"/> |
| b. Business Administration.. | <input type="checkbox"/> | j. Plumbing..... | <input type="checkbox"/> |
| c. Secretarial..... | <input type="checkbox"/> | k. Bricklaying..... | <input type="checkbox"/> |
| d. Carpentry..... | <input type="checkbox"/> | l. Home Economics..... | <input type="checkbox"/> |
| e. Auto Mechanics..... | <input type="checkbox"/> | m. Nursing..... | <input type="checkbox"/> |
| f. Welding..... | <input type="checkbox"/> | n. Machining..... | <input type="checkbox"/> |
| g. Technical Agriculture.... | <input type="checkbox"/> | o. (Other)..... | <input type="checkbox"/> |
| h. Electrical Technology.... | <input type="checkbox"/> | p. | <input type="checkbox"/> |

7. Do you feel that a vocational community college should be affiliated with the apprenticeship board?.....Yes No

8. What other problems relating to curriculum do you see in the establishing of a community college in your area?

- a. _____
- b. _____
- c. _____
- d. _____

E. THE PROBLEMS OF PERSONNEL

1. What percent of your present school population would you estimate could make use of a community college? Under 20%
20 to 34%
35 to 49%
Over 50%

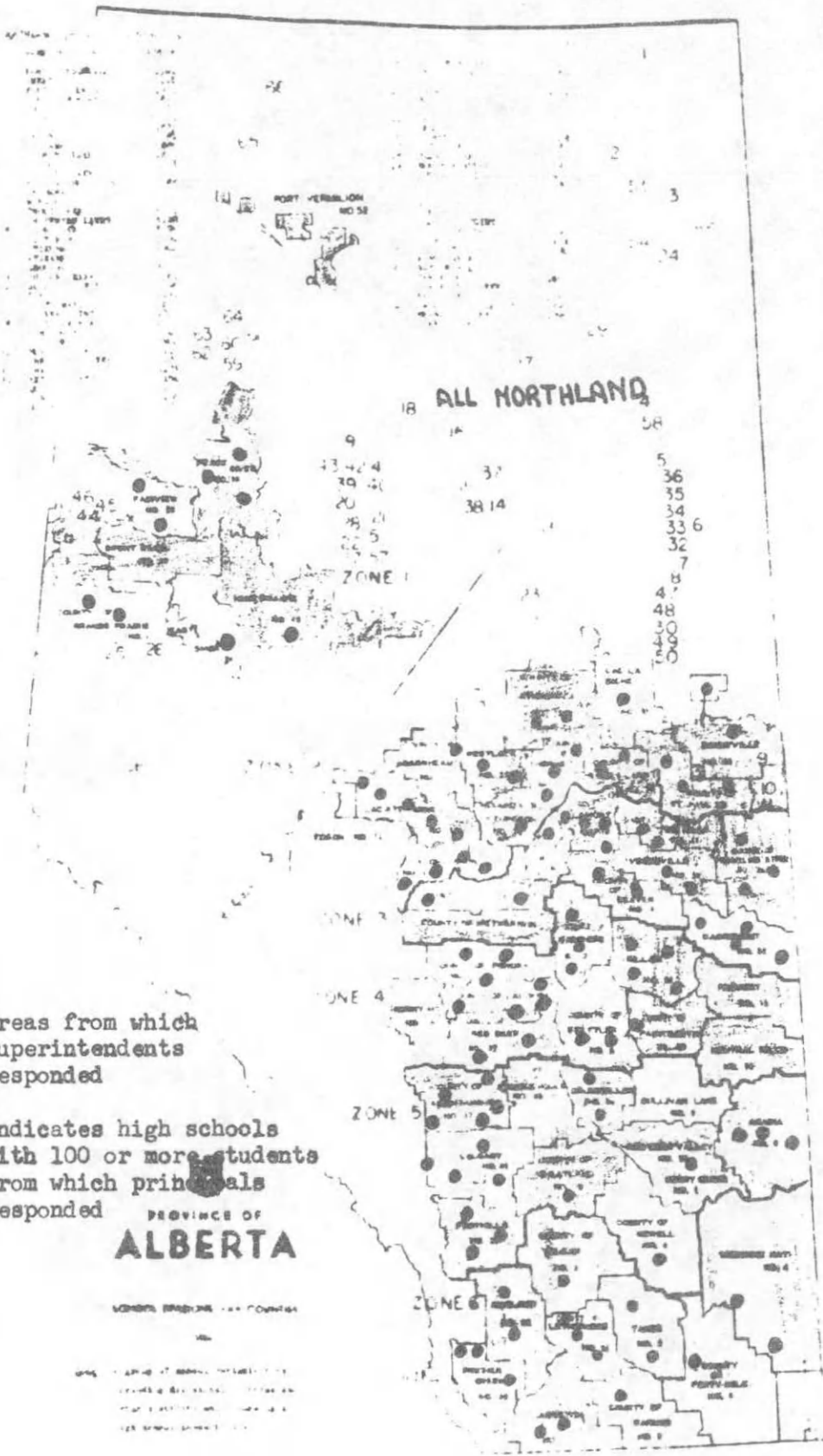
2. Would you make provision in your community college for students who have not been able to complete the Grade Nine examination?..Yes No


3. Would you consider it necessary to have a minimum age clause for admission into your community college?.....Yes No


4. If so, at what age would you suggest it be set?.....Age

5. Would you consider that the prime function of a community college in your area would be vocational education?.....Yes No

6. Would you consider a two-year program beyond high school to be the one best suited for the rural community college?.....Yes No
7. It seems to be implied by the Commission of Education that the nonacademic students could be chanelled into the community college at about the Grade IX level and from then on be offered part-time vocational and part-time terminal education in English, Mathematics, Science, etc. In your opinion, would this be desirable?.....Yes No
8. Would you consider the recruitment of staff for a rural community college in your area to be (Check ONE)
- a. not much of a problem
 - b. possible.....
 - c. extremely difficult..
 - d. impossible.....
9. Which of the following do you think it would be necessary for a vocational teacher to possess?
- a. Teacher training in the vocations.....
 - b. Practical experience plus journeyman's certificate.....
 - c. Teacher training, practical experience and journeyman's papers.....
 - d. Practical experience only, supplemented by a strong in-service training program.....
10. Do you think a satisfactory arrangement can be worked out to give suitable teacher training to people with practical experience and journeyman's certificate so that they may be instructors in the vocations?.....Yes No
11. What would you consider to be the two or three most important factors delaying the establishment of a community college in your area?
- a. _____
 - b. _____
 - c. _____
12. What other problems do you see in the area of personnel - both student and staff?
- a. _____
 - b. _____
 - c. _____
 - d. _____



 Areas from which
superintendents
responded

 Indicates high schools
with 100 or more students
from which principals
responded

PROVINCE OF
ALBERTA

COUNTY BOUNDARIES - - - - -

CITIES AND TOWNS - - - - -

Plate 1