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Some Criteria for the Establishment of
Community Colleges, with Special
Reference to Michigan

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**SOME CRITERIA FOR THE ESTABLISHMENT OF COMMUNITY
COLLEGES, WITH SPECIAL REFERENCE TO MICHIGAN**

By

Russell Foster Fink

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AN ABSTRACT

**Submitted to the School of Graduate Studies of Michigan
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THESIS ABSTRACT

This study was made in the light of two assumptions: (1) that there will be a further increase in the demand for educational opportunities beyond grade XII in Michigan, and (2) that Michigan may seek to meet this demand by encouraging the establishment of community colleges.

The purpose of the investigation was to identify criteria for the establishment of community colleges.

The sources of data were: (1) the reports of educational surveys completed in California, Florida, Georgia, Idaho, Illinois, Iowa, Maryland, Michigan, Minnesota, Mississippi, New Hampshire, New Jersey, New York, North Carolina, Oregon, Pennsylvania, South Carolina, Washington, West Virginia and Wisconsin between 1940 and 1950, (2) annual reports to the finance division of the Michigan Department of Public Instruction, (3) Self-survey reports filed by Michigan high schools with the Superintendent of Public Instruction, (4) United States Census reports, (5) personal correspondence, and (6) the literature of the field.

After a review of the history of the development of junior colleges in Michigan and a survey of the case for the community college was presented by several state studies and by authorities in the field, an analysis was made of the probable demand in Michigan for additional educational facilities beyond grade XII.

Based upon the evidence submitted by the state studies and Michigan educational and demographic data it appeared there would be an increasing demand for post high school educational facilities in the years ahead.

The following criteria were developed as the result of a critical analysis of the state studies. (1) High school enrollment is a basic criterion: 500 in grades IX-XII is a recommended minimum with 800 in grades IX-XII an even more desirable standard. (2) Approval of a representative, independent, non-political state educational agency is desirable. (3) Approval of the local community, ascertained by petition, referendum or preferably an intensive community survey is desirable. (4) Existing educational institutions need to be considered from the point of view of the possibility of these institutions meeting the needs of the community and from the point of view of the effect of the inauguration of community colleges on the established institutions. (5) The common estimate of minimum tax valuation appeared to be of little importance as a criterion in Michigan.

The study emphasized the fact that the specific criteria listed should be considered in the context of the total social situation in a given community or state.

Areas for further study suggested by this investigation include: the organization of education in Michigan, the curriculum of the community college, the supply of the demand for community college teachers, the relationship between parents' income and the college-going pattern of youth, the financing of post-high school education, and techniques for measuring community needs and desires in the field of education.

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*

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CHAPTER I

INTRODUCTION

Purpose of This Study

This study is being made in the light of two assumptions: (1) that there will be a further increase in the demand for educational opportunities beyond grade XII in Michigan, and (2) that Michigan may seek to meet this demand by encouraging the establishment of community colleges. The passage, in 1951, of Public Act 189, the so called "community college" bill, lends support to this second assumption.

If community colleges are to be established and expanded in Michigan, some one will have to answer some questions. The fundamental problem, of course, will be, "Where shall community colleges be established?" To answer this query, a whole set of subordinate questions must first be answered. This set of questions might be collectively phrased as follows: "What shall be the criteria for establishing community colleges?" Included in the problem is the issue as to who shall answer the questions.

This study is an attempt to determine: what are the questions to be asked, how have these questions been answered in other states, and how do these answers fit in the Michigan situation.

Chapter II will present a review of state studies, completed in the past decade, having to do with educational facilities. The purpose of this review is to provide the reader with an analysis of the study

commissions, the authority by which they were established, the means by which they were financed, the expert leadership employed and the scope and purpose of several investigations. An understanding of all of these factors is essential to adequate interpretation of the recommendations of these several state study commissions.

Chapter III will present the case for the community college: as developed by the several state studies, as advocated by authorities in the field and as indicated by analysis of educational and demographic data having to do with Michigan.

Subsequent chapters will deal with specific aspects of the studies-- what questions are asked when the issue of establishing community colleges is raised, what answers are given.

Among the questions asked are the following: is high school enrollment a factor in determining the advisability of establishing a community college? How large a high school enrollment is necessary or desirable? Is the question of assessed tax valuation of importance? What should the assessed valuation be? Is community desire for a community college an important factor? How can this desire be expressed or measured? Is approval of a state agency essential? What state agency should approve? What effect do existing educational institutions have on college attendance in general? What might be the role of such institutions in an expanded community college program?

The purpose of this study is to find the best available answers to these and other questions, and to determine criteria for the establishment of community colleges, with special reference to Michigan.

Method of This Study

The method of this study is: (1) to review the reports of the several state studies; (2) to extract from each report the recommendations regarding a series of criteria for the establishment of community colleges; (3) to subject data regarding Michigan schools to an analysis in the light of these recommendations; (4) to indicate what might be the pattern of development in Michigan, if these recommendations were followed; or (5) to indicate why or in what ways these recommendations do not appear to be applicable to the Michigan situation.

Need for This Study

Michigan school men, Michigan political leaders, and Michigan research workers have long talked about, written about, and debated the question of the extension of public educational facilities at the community level. Numerous communities in Michigan are now actively considering the establishment of thirteenth and fourteenth grades, or junior colleges, or community colleges.

Governor G. Mennen Williams, in his message to the sixty-sixth legislature, January 3, 1951, said:

The state treasury now provides about two-thirds of the cost of maintaining Michigan's public elementary and high schools. It is time for a review of the quality and character of our public school system, including state-local fiscal relationships. I suggest a citizens' advisory committee (appointed in the same way as the present committee studying state government reorganization) to undertake this study.

A second citizens' committee could well be created to review the organization and operation of all state-supported

institutions of higher education and to consider the proper future role of the junior colleges.¹

Correspondence in the files of the state Department of Public Instruction gives evidence of the intention of several cities to establish educational facilities beyond the twelfth grade. Civic committees have been at work in Iron Mountain and Kingsford; Petoskey is interested; Caro thinks it should establish a community college. Owosso, Battle Creek, Alpena and Midland are other cities which are currently concerned.

Northwestern Michigan College opened its doors in Traverse City in September of 1951 to an initial enrollment of seventy-one full time students. This new college organized under the provisions of recent legislation offers university parallel courses, technical and vocational courses, general education courses and opportunities for adult education.²

The report of the Michigan Public Education Study Commission, issued in 1944, suggested:

Equalization of individual opportunity currently demands the rapid extension of the upper secondary school to include the thirteenth and fourteenth years with provision for all youth instead of only a small selected group. These upper years may be organized as a four-year senior high school or as a community college and should be provided in selected centers wherever a sufficient student load makes their operation economical.³

1 Lansing (Michigan) State Journal, January 4, 1951.

2 Data secured from a report to the Michigan Commission on College Accreditation on file in the Department of Public Instruction.

3 The Improvement of Public Education in Michigan, Lansing, Michigan, Michigan Public Education Study Commission, July, 1944, p. 230.

Writing in The Nations Schools⁴ Thaden discussed not only the need for thirteenth and fourteenth grades in Michigan and the United States but also the possible role of such community institutions in general and adult education.

Lee M. Thurston, Superintendent of Public Instruction, has suggested that the establishment of community colleges is the logical next step in Michigan. He assumes that such institutions

. . . would provide pupils with broad rather than limited views of the several fields of learning, would prepare them for the assumption of general citizenship responsibilities and would devote a great deal of attention to the furtherance of pupils social growth and mental and physical health.⁵

Thurston envisioned the community college as an extension of the community school, offering pre-college or pre-university training, training in the vocational and practical arts and training for service occupations "a new species of school."

As long ago as 1936, Edmondson proposed a "Community Collegiate Institute" of which he said:

First, it should be established to serve the entire community. Second, it should offer work outside the usual offerings of the secondary school. Third, it should be an informal, highly flexible, non-standardized institution, with very limited facilities in the way of building and equipment. Fourth, it should capitalize on the educational resources of a community and should serve as a planning, a coordinating, and a promotional agency for youth. The Community Collegiate Institute should be a guidance and advisory agency, as well as an agency to explore,

⁴ John F. Thaden, "We Need 13th and 14th Years," Nations Schools, Vol. XXXVII. No. 4, (April 1946) pp. 45-46.

⁵ Lee M. Thurston, "Community Colleges a Logical Next Step in Michigan," Nations Schools, Vol. XXXV, No. 4 (April 1945) p. 36.

to develop and to coordinate the community opportunities for those young people who were not in the secondary schools.⁶

In brief, it seems that the question of expanding educational opportunities at the local community level has received and is receiving serious attention. It appears that many Michigan school districts are considering some kind of post high school program, whether it be called thirteenth and fourteenth grades, junior college, technical institute, or community college.

In an address prepared for presentation to the Michigan College Association meeting in Ypsilanti on May 3, 1949, Earl E. Mosier, then of the Department of Public Instruction, reported 125,441 births in Michigan in 1943. According to his formula 56/85 of this number or 82,577 would graduate from Michigan high schools in 1960. Using the proportion of 1948 graduates who were in college in 1949, 25% or 20,644 would be the potential number of college freshmen. The potential number of high school graduates for 1964, computed from his figures, is 105,616 or over 26,000 potential college freshmen.⁷ The enrollment of college freshmen and sophomores in Michigan in 1950 was 40,368.⁸

⁶ James B. Edmondson, "Community Collegiate Institute," Michigan Education Journal, Vol. XIII, No. 8, March 1936, p. 239.

⁷ Earl E. Mosier, "Future College and University Enrollments in Michigan," p. 9 (Mimeographed), Lansing, Michigan, 1949.

⁸ This figure derived from annual reports of Michigan colleges filed with the Superintendent of Public Instruction.

The President's Commission believed that in 1960 a minimum of 4,600,000 young people should be enrolled in non-profit institutions for education beyond the twelfth grade.⁹ In 1947, college enrollments reached 2,354,000, including approximately 1,000,000 veterans older than the usual college age, because World War II had forced them to defer their education.¹⁰

In a survey conducted in 1949 by Elmo Roper for Fortune Magazine, it was reported that 62% of those questioned would like to have their sons go on to college and 50% would have their daughters go to college.¹¹ This percentage is more than double the per cent of those who went on to college from high school graduation in Michigan in 1948.

With uncertain military, economic and social conditions, predictions of future college enrollments are highly fallible. However, there is every indication of an increase. Universal military training may simply result in greater enrollment peaks occasioned by young people again deferring their college education because of military conditions.

Michigan is not likely to ignore the demands of her young people. How shall these demands be met? One way might be further expansion of established institutions. There may be an optimum size for a university,

9 Report of the President's Commission On Higher Education, Higher Education For American Democracy, Washington D.C., U. S. Government Printing Office, 1947, Vol. I p. 39.

10 Ibid., p. 25.

11 "Higher Education," supplement to Fortune, September 1949, p. 5.

but research has not as yet determined that figure. Russell has suggested 10,000 students for the maximum size of a university.¹² Michigan State College and the University of Michigan are both well beyond that figure. If they choose not to become much larger, other educational agencies must fill the projected gap.

The assumption of this thesis is that the community college may become that other agency. The term community college, as here used, is defined as an extension of the secondary school system, locally controlled, offering courses which parallel those of the liberal arts college and universities, courses which extend the general education of students and terminal courses. This institution would also provide guidance facilities and would become the center for adult education. If Michigan is to have a community college program, criteria for establishing these institutions are essential to assure their development and growth in an orderly and economical manner.

However, there seems to have been little careful thought in Michigan as to what the bases for decision in a given community should be with regard to the establishment of additional educational facilities.

The President's Commission recommended:

A careful study should be made in each State of the needs for more and better educational facilities at the thirteenth- and fourteenth-year level. The State department of education, the public schools, the institutions of higher education both public and private, and interested laymen should join in making the study in order that the resulting plan shall take

12 John Dale Russell, "Issues in Higher Education for 1947," Junior College Journal, Vol. XVII, No. 9, May 1947, p. 362.

into account the total educational resources as well as the total needs of the State.¹³

With this recommendation, there can be only hearty concurrence when the problem is viewed in its entirety. To do the job that needs to be done, there is needed an adequate staff, probably directed by an expert freed from local pressure by being invited in from outside the state, and an adequate financial grant. Such a staff would need the wholehearted cooperation of the State Department of Public Instruction, the established institutions of higher education, the school people of the state, and all others concerned with education in Michigan.

In this study, it is proposed to attack the problem by means of a careful analysis of the numerous studies made in other states since 1940. By and large, these studies were directed by recognized leaders in the field, and were carefully and competently carried out. From these studies, it may be possible to select a group of criteria. The next step would be to apply these criteria to the Michigan situation and analyze the possible development of a program of community colleges under the criteria which seem to be generally acceptable in other areas,

Certainly, this would be desirable if educational decisions are to be based on facts, on expert judgment, and on careful application of the facts.

Junior College Development in Michigan. A concise report concerning junior college development in Michigan is included in this section in

¹³ Report of the President's Commission on Higher Education, op. cit., Vol. III, p. 9.

order that the reader may have some understanding of the current situation in Michigan.

In several important respects Michigan has pioneered the way for educational developments which have since spread rapidly throughout the nation. Here was established the first Agricultural College, the first state-supported Normal College, and the first State Superintendent of Public Instruction.¹⁴

The famous decision of Justice Cooley, in the "Kalamazoo case," upheld the right of school boards to use primary money for high school purposes and thereby encouraged the development of these institutions throughout the nation.¹⁵

In a sense, Michigan was also a pioneer in the field of junior college education. As long ago as 1852, Henry P. Tappan, President of the University of Michigan, suggested the advisability of the transfer of the work of the secondary departments of the university to the high school.¹⁶

In the early nineties the University of Michigan was accepting one year of college work done by the stronger high schools. By 1895, the East Side High School of Saginaw gave freshman college work in Latin, algebra, trigonometry, English, and history. By 1897, eight students with such work had graduated at the university in three years after entrance. Later, however, this work was discontinued.¹⁷

¹⁴ M. M. Quaife and Sidney Glazer, Michigan From Primitive Wilderness to Industrial Commonwealth, New York, Prentice-Hall, Inc., 1948, p. 331.

¹⁵ Ibid. p. 334.

¹⁶ Walter C. Eells, The Junior College, Cambridge, Massachusetts, Houghton Mifflin Co., 1931, p. 45.

¹⁷ Ibid. p. 53.

This was the first public junior college work in the country, recognized by a state university.¹⁸

Michigan was one of the first states to pass a junior college law. Act No. 146 Public Acts of 1917 empowered the board of education in any school district with a population of 30,000 to offer for high school graduates advanced courses of study which were not to embrace more than two years of collegiate work. These courses collectively were to be known as the junior collegiate department.

In 1923, the legislature amended the 1917 act by lowering the population requirement to 25,000, and also authorized the Detroit district to offer four years of collegiate work.¹⁹

Again, in 1929, the population requirement was lowered, this time to 18,000.²⁰

The school code in 1927 contained a provision authorizing the granting of teachers certificates to graduates of the "junior collegiate department."²¹ This provision was repealed by Act No. 130 Public Acts of 1941.

In 1937, the population requirement was again changed, and boards of education in cities of more than 25,000 were authorized to establish two years of collegiate work. Cities having a population of 25,000 or

18 Ibid. p. 138.

19 Michigan Public Acts, 1923, Number 138, p. 199.

20 Michigan Public Acts, 1929, Number 295, p. 760.

21 Michigan Public Acts, 1927, Number 319, p. 731.

less were authorized to establish a junior collegiate department, if the proposition was approved by a majority of the voters voting thereon. The proposition could be submitted by the board or upon petition of 10 percent of the registered voters.²²

School districts in Wayne County, having the power to establish a junior college, were authorized in 1931 to contract with the Detroit board for the payment of tuition of their graduates to the junior college department maintained by Detroit.²³

Again, in Wayne County, school districts having a population of 45,000 or more were authorized, by a majority vote, to pay tuition to and provide transportation to the nearest junior college. Also, these same districts were authorized to vote to pay the tuition of their high school graduates to Michigan State College, the University of Michigan, the Michigan College of Mining and Technology, or to any of the state normal schools or colleges.²⁴

In an effort to find out how many districts took advantage of the above provision in the law, an inquiry was directed to the Department of Public Instruction. The reply was as follows:

Our records do not indicate the number of districts paying tuition to junior colleges or colleges and universities. We are aware that a few districts are making such payments, but believe that the number is very small.²⁵

22 Michigan Public Acts, 1937, Number 123, p. 196.

23 Michigan Public Acts, 1931, Number 193, p. 317.

24 Michigan Public Acts, 1939, Number 137, p. 254.

25 Harold R. Brown, Consultant Finance and Child Accounting, Personal letter, dated Nov. 15, 1951.

In 1935, counties and townships, by action of their governing bodies, were authorized to contribute annually not more than \$50.00 per resident pupil attending a collegiate institution to a school district maintaining such institutions.²⁶ The amount governing bodies were authorized to contribute annually was changed to \$100.00 in 1947.²⁷

In 1950, the state school aid act included an appropriation of \$1,350,000 to school districts maintaining a university, college, or junior college. This fund was to be distributed on the basis of the full time membership for the year ending June 30, 1951. Only the enrollment of freshmen and sophomores was to be counted.²⁸ A similar appropriation was made in 1948 and 1949.

In the regular session of the 66th legislature, the so called community college act was passed. Because it provides an opportunity for a broad extension of community colleges in Michigan the act is quoted below.

Sec. 1. The board of education of any school district the first, second or third class district, or the board of education of any special act or graded school district having a population of more than 10,000, is hereby authorized and empowered, after having secured the approval of the superintendent of public instruction to provide for the establishing and offering in such district collegiate and non-collegiate courses of study which collegiate courses, except for school districts of the first class, shall not embrace more than 2 years of collegiate work. Such courses collectively, exclusive of the regular kindergarten to 12 grades inclusive, shall be known and designated as the community college department of the district school system.

26 Michigan Public Acts, 1935, Number 157, p. 241.

27 Michigan Public Acts, 1947, Number 211, p. 308.

28 Michigan Public Acts, 1950, Number 15, p. 16.

Sec. 2. The boards of education of 2 or more school districts are hereby authorized and empowered to provide for the joint establishment and operation of a community college by adopting mutually agreeable procedures, rules and regulations as to administration, financial support and other necessary regulations: Provided, That procedures, rules and regulations are first approved by the superintendent of public instruction: And provided further, That when the combined population of the school districts is not more than 10,000, an affirmative vote of the majority of electors present and voting in each district whose board of education does not have authority to establish a community college without a referendum approve such combination.

Sec. 4. The board of education of any school district having the power to establish a community college as provided in this act may contract with the board of education of any other school district maintaining a community college for the attendance thereat of its residents who possess the qualifications for enrollment in such college; and may pay the tuition of such students for such periods of time and covering such courses as may be agreed upon by the said contracting districts. School boards not having such authority are hereby authorized by a majority vote of electors present and voting thereon to direct the board of education to pay the tuition, in whole or in part, to a school district maintaining a community college, and to provide transportation to and from said college for all residents who possess qualifications for enrollment in such college.

Sec. 6. Any county, township, and/or other governmental unit by action of its governing body is hereby authorized to contribute annually toward the support of a community college to a school district maintaining such institution: Provided, That whenever such contribution is made the fees charged by the said school district for instruction shall be uniform throughout the said county, township or governmental unit.²⁹

It will be noted that the 1951 act lowered the population requirement to 10,000, required the approval of the superintendent of public instruction, allowed the offering of both collegiate and non-collegiate courses and established the name community college.

29 Michigan Public Acts, 1951, Number 189, p. 239.

The 1951 act also allowed two or more school districts to join to provide community college facilities, and broadened the opportunities for school districts without community colleges to contribute to the cost of tuition for their graduates attending other community colleges.

Ten junior colleges which were established under legislation adopted prior to 1951 are now operating in Michigan. These colleges, their location, and the date each was organized are listed in Table I below.

TABLE I
PUBLICLY CONTROLLED JUNIOR COLLEGES IN MICHIGAN
IN 1950, LOCATION AND YEAR OF ORGANIZATION³⁰

Institution	Location	Year Organized
Bay City Junior College	Bay City	1922
Benton Harbor Junior College	Benton Harbor	1946
Dearborn Junior College	Dearborn	1938
Flint Junior College	Flint	1923
Gogebic Junior College	Ironwood	1932
Grand Rapids Junior College	Grand Rapids	1914
Highland Park Junior College	Highland Park	1918
Jackson Junior College	Jackson	1928
Muskegon Junior College	Muskegon	1926
Port Huron Junior College	Port Huron	1923

Wayne University is in effect the junior college for Detroit and receives state aid for freshmen and sophomores enrolled.

³⁰ Junior College Directory, Washington, D. C., American Association of Junior Colleges, 1950, p. 16.

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[illegible]

As indicated previously, the new Northwestern Michigan College at Traverse City, commenced operation in the fall of 1951.

An interesting phase in the development of post-high school education on the local community level was the group of Freshmen Colleges which operated during the depression years, as a relief measure.

The basic objective of the Freshman College program was to provide work relief for unemployed teachers. The program also sought to provide education on the college level for high school graduates who were financially unable to attend existing colleges, to remove some young people from the labor market, and to occupy the enforced leisure time of recent high school graduates.

Ninety-nine Freshmen College units were in operation in February of 1935 with a total enrollment of 6,000, under a staff of 500 teachers.³¹

The writer had the opportunity to carry out an intensive study of those Freshman Colleges sponsored by Michigan State College.³² The courses offered were strictly academic, being the usual prerequisites for upper school work. The academic mortality rate was high. Only 43 of the 391 who attended Freshman Colleges supervised by Michigan State College appeared on the East Lansing campus in the fall of 1935.

One inescapable conclusion from the experience of the Freshman College program was that post-high school education, dictated at the local level by the established colleges, failed to meet the real needs of the local community.

³¹ Moderator Topics, Michigan Education Journal, Vol. XII, Feb. 1935, p. 269.

³² Russell F. Fink, The Freshman Colleges Sponsored By Michigan State College, 1934-35, unpublished manuscript, 1951.

Related Studies. Studies dealing solely with criteria for establishing community colleges are not available. From the numerous studies of higher education in the several states, it is possible to extract significant criteria. Such is the chief objective of this thesis.

However, there is some relationship between criteria for the establishment of junior colleges and criteria for the establishment of community colleges. Such questions as assessed valuation, size of high school, size of community, accessibility, and nearness to other institutions of higher education are common to both the community college and the junior college.

In 1936, John Stuart Allen wrote on the topic "Criteria for the Establishment of Public Junior Colleges."³³ Allen's method was to state criteria, to build up as strong a case as he could for or against each criterion, to review critically the studies wherein the criteria were suggested, to obtain the present opinions of the authors who originally suggested the criteria, and to submit the criteria to an "expert jury" composed of junior college administrators, officers of the American Association of Junior Colleges and recognized authorities on the junior college. Allen then proceeded to apply the criteria to actual situations, particularly in the State of New York.

Allen's sources were the current literature of the junior college, a questionnaire sent to authors of previous criteria studies, and personal correspondence.³⁴

³³ John S. Allen, "Criteria for the Establishment of Public Junior Colleges," Doctor's Dissertation, New York University, New York, 1936 (unpublished).

³⁴ Ibid. pp. 6-8.

The criteria which Allen felt he had successfully validated included the following:

I. Community ability to support a public junior college.

Indicated by:

1. Taxable wealth. The amount necessary is computed on the basis of predicted enrollment, annual per student cost of \$350 and a limit of near two mills on additional tax rate for the junior college. Relative assessment ratios must also be considered. It is assumed that the local share of the costs will average about 50% of the total costs.
2. Standard of lower schools as indicated by teachers salaries and qualifications.
3. Bonded debt not more than 5% of assessed valuation.

II. Community need for a public junior college.

Indicated by:

1. In general a junior college should be established only where there is no other institution of collegiate grade that can be made to serve the existing educational needs of the community.
2. 250 high school graduates per year on the average.
3. 40% of recent high school graduates now attending college.
4. Survey of intentions of high school seniors and juniors with respect to education beyond high school.
5. 1100 enrolled in the four year high schools of the community.
6. Survey of the intentions of parents of high school seniors and juniors for their children's education beyond high school.
7. 1,000 in average daily attendance in high schools of the community.
8. 19,000 population.

III. Community interest in a public junior college.

Indicated by:

1. Non-political school election with at least a simple majority of the votes cast.

IV. Approval by state authority.

Should be approved by the state department of education on the basis of a survey by that department, if it is a non-political, non-ex-officio body and includes or employs some educational specialists.

It is desirable that the public junior college be located in the town that is the population center of the community if it is to be easily reached. To help decide which town to locate the junior college in, such factors as transportation facilities, status as a civic and trading center, and nearness of population center should be considered for each possible location.³⁵

In 1940, Henry A. Adams wrote on "Criteria For the Establishment of Public Junior Colleges in Kentucky."³⁶ Adams method was to survey the literature of the field, to obtain opinions of experts, and to analyze various studies. Adams suggested the following as minimum criteria for the establishment of a public junior college.

1. An average of 200 high school graduates annually.
2. An average of 1,300 students enrolled annually in the four year high schools of the district.
3. A white population of 25,000.
4. An assessed valuation of \$23,000,000.
5. School indebtedness limited to 5 per cent of the assessed valuation.
6. No public junior colleges to be located at a distance of less than thirty miles from any existing accredited public or private coeducational institution of higher learning.
7. The attained standards of the lower schools shall equal:

³⁵ Ibid. pp. 186-188.

³⁶ Henry A. Adams "Criteria for the Establishment of Public Junior Colleges in Kentucky." Doctor's Dissertation, The University of Kentucky, Lexington, Kentucky, 1940, published in Vol. XII, Number 4 of Bulletin of the Bureau of School Service, College of Education, University of Kentucky.

- a) A school term of nine months annually for at least 50 per cent of the school population.
- b) A median annual salary of at least \$626 (state median) for the elementary teachers.
- c) A median annual salary of at least \$1,703 (state median) for the high school teachers.
- d) A median training of at least 83.5 (state median) semester hours for the elementary teachers, and
- e) One or more high schools in the district accredited by the Southern Association of Colleges and Secondary Schools.³⁷

Both Adams and Allen, in summarizing their studies, emphasized the fact that, while the criteria suggested are desirable minimum requirements, they are not to be viewed as inflexible. Rather the criteria established are to serve as general guideposts. These writers considered it quite possible that a given area might be deficient as far as some criteria are concerned, but because of the advantageous position with regard to other criteria might be a logical place for the establishment of a successful junior college.

The ensuing chapter II describes in detail several state studies completed during the decade commencing in 1940.

37 Ibid. pp. 85-86.

CHAPTER II

CHAPTER II

THE SEVERAL STATE STUDIES

At least two possibilities present themselves to the researcher in developing criteria for the establishment of community colleges. The question that immediately comes to mind is "What are others doing?" What are the present legal requirements in the several states? A set of criteria for the establishment of community colleges could well be the result of a study of things as they are, a status study of the community college movement in the United States.

This procedure has several disadvantages. First of all, it becomes a report of what is, instead of what ought to be; secondly, because of the rapid development of the community college movement, such a study becomes out of date almost as soon as it can be made; thirdly, legislation is the result of the interaction of complex social forces, and the outside observer is unable to distinguish the many sources and bases of compromise which make the legislation possible. Legislation must inevitably lag behind the best of plans, as statutory change is usually slow.

In 1948, Sims¹ published a comprehensive study of the present legal status of the public junior college. This study is brought up to date with the report of Martorama.²

¹ Charles Wesley Sims, The Present Legal Status of the Public Junior College, Nashville, Tennessee: George Peabody College for Teachers, 1948.

² S. V. Martorama, "Recent State Legislation Affecting Junior Colleges," Junior College Journal, Vol. XX, No. 5, Jan. 1950, pp. 241-52.

A second possibility for the researcher in developing criteria for the establishment of community colleges is to investigate the plans, the recommendations, the conclusions of others faced with the same problem. Generally, these are expressed as goals, as objectives, as desirable attainments, often well ahead of legislation immediately possible.

Comprehensive studies of the program of public education have been carried on in some twenty states since 1940. Most of these studies considered the question of the extension of the secondary school program to better meet the needs of young people, particularly those of immediate post high school age.

This review is for the purpose of acquainting the reader with the background for the establishment of each of the several study commissions. It has seemed logical to assume that the questions asked and the answers returned by any group of investigators would in part be influenced by the method of selection of the group, the responsibilities charged to it, the money at its disposal, and the expert advice it received.

This chapter also includes a very general summary of the recommendations of each commission.

Subsequent chapters will deal with specific aspects of these state studies. Several criteria will be extracted, and the data regarding the Michigan situation will be subjected to analysis in the light of the recommendations made for other states.

For convenience, these summaries are presented in alphabetical order according to states.

CALIFORNIA³

Assembly Bill number 2273,

An act to provide for a comprehensive survey of the system of publicly supported higher education in California, including the junior colleges, the state colleges and the University of California and making an appropriation therefor, declaring the urgency thereof, to take effect immediately.⁴

was adopted by the legislature and signed by the Governor of California April 12, 1947.

The act directed the State Department of Education and the Regents of the University of California to make a joint survey of the organization of publicly supported higher education in the State and the need for additional publicly supported higher education facilities. The act also provided for an interim committee, consisting of two members of the Senate and two members of the Assembly, who were to meet and advise with the person or persons under whose immediate supervision the survey was conducted.

The act included an appropriation of \$50,000 to be expended by the State Department of Education and the Regents of the University during the two ensuing fiscal years. The act was declared an urgency measure necessary for the immediate preservation of the public peace, health and safety and therefore given immediate effect.

The report was prepared by a committee consisting of Monroe E. Deutsch, Provost and Vice-President Emeritus, University of California,

³ The Needs of California in Higher Education, Report of Liason Committee of the Regents of the University of California and the State Department of Education, 1948.

⁴ Ibid., p. 1

Aubrey A. Douglas, Associate State Superintendent of Public Instruction, and George D. Strayer, Professor Emeritus and formerly Director, Division of Field Studies, Institute of Educational Research, Teachers College, Columbia University, who served as chairman.

Apparently the emergency which prompted the legislature to give the bill immediate effect was the pressure of demand for admission to higher institutions, which, in turn, had caused several junior colleges to seek authorization to develop into four-year institutions. It was the judgment of the committee that, if the junior colleges were to be expanded to four-year institutions, they would inevitably neglect the work of providing semi-professional and vocational education which is one of their primary purposes.⁵

The public junior college movement has attained its widest development in the State of California, and it is here that the program of the junior colleges most nearly approaches the ideal established for community colleges by the President's Commission. This California report includes a survey of the needs of all of the publicly supported institutions of higher education in the state.

FLORIDA⁶

The Florida Citizens' Committee on Education conducted a comprehensive study and survey of education in Florida. This study covered all

⁵ Ibid., p. 79.

⁶ Education and the Future of Florida. Tallahassee, Florida: Florida Citizens' Committee on Education, March 1947.

the publicly supported educational institutions in the state and was made as a result of the legislative enactment of Senate Concurrent Resolution No. 3, by the 1945 legislature and pursuant to the Executive Order of the Governor of Florida.

Edgar L. Morphet of Tallahassee was the executive secretary. It appears that most of the sub-committees operated under the chairmanship of various members of the staff of the State Department of Education. John E. Brewton, Division of Surveys and Field Studies, George Peabody College, Nashville, Tennessee, was a general consultant on instruction. Mr. Brewton directed the Idaho study reported in this thesis. William S. Taylor, Dean, College of Education, University of Kentucky, Lexington, Kentucky, was a consultant on higher education, as was John Dale Russell, Director, Division of Higher Education, United States Office of Education, Washington, D. C. Mr. Russell also directed the Maryland study, reported in this thesis. The purpose of the Florida committee apparently was to answer the question, "What is best for the future of Florida?"

The committee recommended that educational opportunity be extended upward to include the thirteenth and fourteenth grades,⁷ and that community institutions be established to meet the vocational needs of young people as well as to offer two years of college locally.⁸ "The junior college should serve the community as an institution giving both academic and terminal work."⁹

7 Ibid., p. 47.

8 Ibid., p. 69.

9 Ibid., p. 85.

The Florida Citizens' Committee on Education suggested that:¹⁰

Only junior colleges established in accordance with the following criteria should be eligible to participate in state support.

- a) The junior college should be an integral part of the local county unit in which it is located and be subject to the control of the county superintendent of schools, and the county board of education.
- b) The administrative officer in charge of the junior college should be a dean. If the school system is organized on a 6-4-4 basis the title should be "dean of the junior college and principal of the high school."
- c) The standards of the Southern Association of Colleges and Secondary Schools for the qualifications of the administrative and instructional staff of the junior college should be accepted.
- d) Junior colleges should be established only in areas consisting of one or more counties where there is a minimum of 400 graduating from high school within approximately a twenty mile radius.

GEORGIA¹¹

In July 1949, the Regents of the University of Georgia entered into a contract with George D. Strayer for the conduct of a survey of the University System of Georgia. The agreement provided, among other things, for inquiry and report concerning:

The functions of junior colleges and whether these units should be continued as a part of the University System or should be turned over to local boards of instruction.¹²

¹⁰ Ibid., pp. 87-88.

¹¹ A Report of a Survey of the University System of Georgia, Atlanta, Georgia; Regents of the University of Georgia, 1949.

¹² Ibid., foreword.

Apparently Mr. Strayer was selected by the regents and he in turn selected the balance of the staff. There is no statement in the report regarding financial arrangements. The report suggested that the current plan of including junior colleges in the University System be changed and that the junior colleges become part of the local system of public education.¹³ The report further recommended that:

In the years which lie ahead opportunities for two years of education beyond the high school should be made available to all boys and girls graduating from high school. The ideal which should be kept in mind is an opportunity for junior college education available for all youths within commuting distance of their homes or in residential colleges in the region in which they live.¹⁴

IDAHO¹⁵

By legislative act in 1945, the State of Idaho provided for an Education Survey Commission. This commission, in turn, invited the Division of Surveys and Field Services of George Peabody College for Teachers, Nashville, Tennessee, to conduct the survey. The Survey staff was headed by John E. Brewton. Funds provided by the legislature paid for the investigation. The purpose of the survey was to collect material and recommendations as a base for a legislative program. The Idaho survey covered the entire public school system including the state department of education, colleges and universities.

¹³ Ibid., p. 85.

¹⁴ Ibid., p. 81.

¹⁵ Report of Education Survey Commission, Public Education in Idaho, Division of Surveys and Field Services of George Peabody College, Nashville, Tennessee, 1946.

Recommendations regarding junior colleges included the following:

Junior College districts should be coterminous with Class A districts to prevent overlapping tax jurisdictions. They should have an assessed valuation of \$10,000,000 and a minimum of 800 students enrolled in the high schools.¹⁶

The present junior-college law should be changed so as to make each junior college an integral part of the local public school system in its district.¹⁷

The junior college law should be amended to permit the establishment of the four year type of institution, maintaining a program for grades 11, 12, 13, and 14, and integrating into a unified curriculum the last two years of high school with the two years of college level study.¹⁸

Consideration should be given to an extension of the number of centers in the state where public junior colleges are maintained; the establishment of a new junior college should be carefully supervised by the central state office.¹⁹

ILLINOIS²⁰

In December, 1943, the Board of Trustees of the University of Illinois appropriated \$3,000 for "a survey of the junior college movement in Illinois, to ascertain what steps the University should take to promote the proper development and guidance of the junior colleges."²¹

16 Ibid., p. 489.

17 Ibid., p. 500.

18 Ibid., p. 501.

19 Ibid., p. 501.

20 Coleman R. Griffith and Hortense Blackstone, The Junior College in Illinois, Urbana, Illinois: Supt. of Public Instruction of the State of Illinois and the University of Illinois Press joint publication, 1945.

21 Ibid., p. IX.

The study was undertaken by the Bureau of Institutional Research and the report was written by Coleman R. Griffith, Provost of the University of Illinois, with the assistance of Hortense Blackstone, research assistant.

Recommendations of the study included: the creation of an expanded system of junior colleges to be located within existing high school districts to be defined by law, state aid based on attendance, supplementary state appropriations to meet the costs of physical expansion, control by a State Board of Education, direct administration in the hands of the chief officer of the high school, and a minimum enrollment of 500 high school students in the school district.²²

Two other studies have come out of Illinois since 1940. Their recommendations regarding junior colleges were very similar to the conclusions reached by Griffith and Blackstone. The "Report of the Commission to Survey Higher Educational Facilities in Illinois" appeared in 1945, under the direction of George A. Works.²³ In 1947, the Junior College Committee published a bulletin based largely on the two previous studies in an attempt to popularize the recommendations made in the earlier reports.²⁴

22 Ibid., p. 245.

23 George A. Works, Report of the Commission to Survey Higher Educational Facilities in Illinois, printed by authority of the State of Illinois, 1945.

24 "The Role of the Public Junior College in Illinois, Key Facts and Basic Consideration," Education Research Circular Number 58, Urbana, Illinois: University of Illinois Bulletin, March 13, 1947, Vol. 44, No. 43.

IOWA²⁵

James A. Starrak, Professor of Education, Iowa State College and Raymond M. Hughes, President Emeritus, Iowa State College, have published in mimeographed form "A Program of Post-High School Education for Iowa." The study appears to be the work of these two individuals without any particular state or institutional backing.

Starrak and Hughes made a detailed analysis of the general conditions and needs of the state, and included in their report a suggested legislative act for the establishment of community colleges in Iowa.

They recommended a system of free post high school educational institutions to be known as community colleges, these institutions to constitute an integral part of the system of public education under the supervision of the State Department of Public Instruction. New governmental administrative units, to be known as "Community College Districts," would be created, thirty-five in number, and the financial support of these institutions would be shared about equally by the new districts and the state.²⁶

MARYLAND²⁷

The legislature of Maryland, in 1945, enacted a bill creating the Maryland Commission on Higher Education. The nine members of the

²⁵ J. A. Starrak and R. M. Hughes, A Program of Post High School Education for Iowa, (Mimeographed) Ames, Iowa, July 1949.

²⁶ Ibid., pp. 16-19.

²⁷ John Dale Russell and staff for the American Council on Education, Higher Education in Maryland, Washington, D. C., 1947.

Commission were appointed by the governor and entered into a contract with the American Council on Education to conduct a survey of higher education in the State of Maryland.

John Dale Russel was selected as director of the survey. Among those who conducted special investigations was Leonard V. Koos, who made a special study of the junior college situation.

The duties of the Commission as stated in the law were:

- (1) To study and investigate the whole field of higher education, in order to determine the higher educational requirements for such future period as said Commission shall deem proper and practicable;
- (2) To study and report as to the expenditure of the funds now being appropriated by the State to higher educational institutions in the State, the results being obtained by the expenditure of such funds, to what extent such funds are being used to subsidize non-resident students, and whether the institutions receiving State aid are complying with the terms under which the State appropriations are made;
- (3) To formulate a general plan or program to be followed by the State in meeting its obligations in the field of higher education for such future period as said Commission shall determine;
- (4) To state what it considers should be the relationship between the several higher educational institutions receiving State funds and the State, and particularly as to the scope and area which each of such institutions shall cover.²⁸

One unusual feature of this report was the fact that the survey agency confined its activity to that of assembling facts. The task of making recommendations was left to the commission appointed by the governor.

²⁸ Ibid., p. 339.

Among other recommendations the commission suggested:

The establishment of a state-wide system of locally controlled junior college units where both white and Negro students will be offered two years of post secondary school training in a variety of subjects ranging from the liberal arts to strictly occupational studies.²⁹

The commission agreed that these institutions should be tuition free, that there should be a program of subsistence scholarships, and that junior college units should share in basic state aid.³⁰

MICHIGAN³¹

The Michigan Public Education Study Commission was brought into existence by Governor Murray D. VanWagoner in 1942. The Commission was approved, accepted and enlarged to twenty-five members by Governor Harry F. Kelley after his succession to office in January 1943. The total appropriation for all the expenses of the Michigan Public Education Study Commission was \$11,500.³²

The research committee for this study was composed of Professor Arthur B. Moehlman, University of Michigan; Professor John F. Thaden, Michigan State College; and Louis H. Schimmel, Municipal Advisory Council of Michigan.

The report consisted of an analysis of current educational conditions in Michigan, the general needs of public education in Michigan,

²⁹ Ibid., p. 352.

³⁰ Ibid., p. 354.

³¹ Michigan Public Education Study Commission, E. B. Elliott, chairman, The Improvement of Public Education in Michigan, Lansing, Michigan, 1944.

³² Ibid., Foreword.

and the general and specific recommendations for the improvement of public education in Michigan. It represented the consensus of the members of the research committee, the chairman Eugene B. Elliott, Superintendent of Public Instruction, and the secretary C. L. Taylor.

The commission did not pretend to make an authoritative survey of higher education in the state. Its recommendation regarding the community college was as follows:

Equalization of individual opportunity currently demands the rapid extension of the upper secondary school to include the thirteenth and fourteenth years with provision for all youth instead of only a small selected group. These upper years may be organized as a four-year senior high school or as a community college and should be provided in selected centers wherever a sufficient student load makes their operation economical.³³

MINNESOTA³⁴

The Minnesota Commission on Higher Education was appointed by the Commissioner of the State Department of Education in accordance with an enactment of the state legislature in 1947. The purpose of the commission, as charged by the legislature, was to study higher education and make a report to the Commissioner of Education.

Building upon the work done by the earlier Statewide Committee on Higher Education, the new commission endeavored to examine and evaluate the broad pattern of collegiate education in Minnesota--its history, the lines of its development, its strengths and shortcomings, and the directions of new growth that appear to hold most promise.³⁵

³³ Ibid., p. 230.

³⁴ Minnesota Commission on Higher Education, Higher Education in Minnesota, Minneapolis: University of Minnesota Press, 1950.

³⁵ Ibid., p. VII.

The Minnesota Commission was composed of members representing the state university, the state department of education, the private colleges and the junior colleges. The various sections of the report were largely written by members of the staff of the university or the state department.

The commission recommended a program of voluntary coordination of all higher education facilities in Minnesota.³⁶ It recommended that the public junior colleges "become regional colleges supported in part by state funds, offering two years of low-cost college education to young people in their local areas."³⁷

The Minnesota Commission seemed to have a great awareness of the role of the private and church related colleges and their possible contribution to the state's total program of higher education.

MISSISSIPPI³⁸

The Board of Trustees of the Institutions of Higher Learning, a constitutional body in Mississippi, announced in October 1944 that it had authorized a study of higher education to the end that it might be made more fully aware of its responsibilities and opportunities.³⁹ Apparently the board sought data and conclusions on which to lay its plans for the future in its attempts to establish a unified system of public higher education.⁴⁰

³⁶ Ibid., p. 406.

³⁷ Ibid., p. 409.

³⁸ Joseph E. Gibson, Director, Board of Trustees, Institutions of Higher Learning, Mississippi Study of Higher Education, Jackson, Mississippi, 1945.

³⁹ Ibid., p. 7.

⁴⁰ Ibid., p. 3.

Joseph E. Gibson, Director of Higher Education, Louisiana State Department of Education, served as the study director. Among the consultants were Fred J. Kelley, Chief, Division of Higher Education, and Ernest V. Hollis, Principal Specialist in Higher Education, both of the U. S. Office of Education.

The director, in outlining the policies and limits of the study said, "The study will not extend to junior colleges . . . since the Board has no authority over them and has no right to study them."⁴¹

The study staff did recommend the formation of a voluntary council that would include representation of private and church related colleges, junior colleges, and the State Department of Education and suggested that:

Among the items that should engage the attention of this Council might be devising means for improving the articulation among high schools, junior colleges and lower divisions of senior colleges, between junior and senior colleges, and between undergraduate and graduate work in the state.⁴²

NEW HAMPSHIRE⁴³

In New Hampshire, a commission to study public education in the state was appointed by the Governor, pursuant to a joint resolution of the legislature adopted in 1945.

⁴¹ Ibid., p. 8-9.

⁴² Ibid., p. 46.

⁴³ Public Education in New Hampshire, Report of the Commission to Study the State Educational System, 1946.

Among the proposals for action were:

A thorough study of higher education in New Hampshire should be undertaken with particular emphasis upon such phases as:
c. The development of post-secondary education at the junior college level in both general and technical education.⁴⁴

The New Hampshire report was concerned with the entire public education system of the state.

NEW JERSEY⁴⁵

Clarence E. Partch, Dean of the School of Education, Rutgers University, published in 1942 a bulletin in which he compared, by means of charts and graphs, the contributions of the several states in the matter of facilities for higher education and the proportion of the population attending college.

Partch concluded that New Jersey was serving the elementary and secondary school groups better than the average state was serving its school population, but that other states were far exceeding New Jersey in serving the 18-21 year age group.⁴⁶ Partch presented evidence to support his contention that the state was in a position to support education if the citizens wanted to support it.⁴⁷ Partch made no recommendations as to the form in which facilities for higher education should be

⁴⁴ Ibid., p. 31.

⁴⁵ Clarence E. Partch, Cost of Education in New Jersey, Rutgers University Bulletin, New Brunswick, New Jersey, Nineteenth Series: No. 1, July 1942.

⁴⁶ Ibid., p. 20.

⁴⁷ Ibid., p. 24.

established or developed. He simply pointed out that New Jersey was not doing as much as other states in supporting educational facilities for 18-21 year olds and that New Jersey had the financial capacity to do more.

NEW YORK⁴⁸

Probably the most thorough study of the needs of a state for facilities for higher education was that made by the Temporary Commission on the Need for a State University, authorized by the New York State Assembly in 1946. The legislative act created the commission, provided for the selection of its members, provided authority for the operation of the commission and appropriated \$100,000 for its use.⁴⁹

Floyd W. Reeves of the University of Chicago was selected as director of the studies and Algo D. Henderson, former president of Antioch College, as associate director. The duty of the commission was:

. . . to examine into the need for a state university, including professional and graduate schools, to be established in the state and to make appropriate recommendations in regard thereto.⁵⁰

The recommendations of the commission, with respect to community colleges, were enacted into law through the enactment of Chapter 696, Laws of 1948. These recommendations of the commission were as follows:

⁴⁸ Report of the Temporary Commission on the Need for a State University, Albany: State of New York Legislative Document No. 30, 1948.

⁴⁹ Ibid., p. 9.

⁵⁰ Ibid., p. 9.

The State should enact legislation authorizing the establishment of publicly supported community colleges, which will offer a combination of technical training and general education. The programs of such colleges should be limited to two years for full-time students, but should provide special courses and extension work for part-time students and adults.⁵¹

A master plan should be developed by the State University Board of Trustees, which, after approval by the Board of Regents, and by the Governor, shall serve as a long-range guide to the localities and the State in establishing and developing community colleges. This plan should be subject to revision from time to time over a period of years as changing conditions warrant.⁵²

The community colleges should be initiated by local authorities, but must conform to the provisions of the master plan and must be approved by the Board of Trustees of the State University. A locality may establish its own college or may participate in the support of community colleges in other areas, or it may do both.⁵³

Capital costs of community colleges should be shared equally by the localities and by the State. Support for current operations should be derived approximately one-third from student fees, one-third from local governments, and one-third from state aid. The State's share in both capital and operating costs should be subject to certain maximum limitations.⁵⁴

NORTH CAROLINA⁵⁵

The General Assembly of the State of North Carolina in 1947, authorized the establishment of a State Education Commission. This

⁵¹ Ibid., p. 27.

⁵² Ibid., p. 28.

⁵³ Ibid., p. 29.

⁵⁴ Ibid., pp. 29-30.

⁵⁵ Report of the State Education Commission, Education in North Carolina, Raleigh, North Carolina: United Forces for Education, Dec. 1948.

commission was charged "to study all educational problems to the end that a sound overall educational program may be developed in North Carolina."⁵⁶

This commission suggested:

A state plan is needed to assure that such (community) colleges will be established only at centers where they can be justified in terms of the pupils to be served and of the needs to be met. Provision should be made, therefore, to authorize the establishment of community colleges to be supported by local funds, where they can be established without handicapping the regular program, where the enrollment (a minimum of 300 students) is large enough to assure that the work can be offered at an economical cost, and at centers which are logically located to serve the particular area with a long time program.⁵⁷

The commission further recommended:

. . . a four year secondary school including the 13th and 14th years should have an absolute minimum of 600 to 700 students and a desirable minimum of 900 to 1,000 students.⁵⁸

OREGON⁵⁹

In adopting Senate Joint Resolution No. 26, during the 1949 session, the Legislative Assembly of Oregon provided for an interim committee to submit a "carefully prepared study of existing facilities, of present

⁵⁶ Ibid., foreword.

⁵⁷ Ibid., p. 15.

⁵⁸ Ibid., p. 401.

⁵⁹ Report of the Interim Committee on Post High-School Educational Facilities, submitted to the Governor and the Forty-Sixth Legislative Assembly Pursuant to Senate Joint Resolution, No. 26, Forty-Fifth Legislative Assembly, State Printing Dept., Salem, Oregon.

and future needs, and a detailed plan for meeting those needs⁶⁰ for the expansion of the state's education facilities at the post high-school level. The same resolution made an appropriation not to exceed the sum of five thousand dollars to meet the expenses of the committee.

The committee consisted of two members of the House of Representatives appointed by the speaker, one member of the Senate appointed by the president and four members appointed by the governor.⁶¹ The committee engaged the services of Leonard V. Koos, emeritus professor of secondary education, University of Chicago, to make a study of the state's facilities for post high-school education, with particular reference to the lower division post high-school level, and to report his findings to the committee.

The interim committee drafted a proposed junior college law embodying the elements that it considered pertinent, advisable, and necessary for a sound development of junior colleges in the State of Oregon.

Among the provisions of this proposed law were the following:

(1) junior colleges are to be established as a part of the secondary school system to be administered by the local school district and to be financed by the joint efforts of the district and the state; (2) two criteria for determining whether or not a school district shall be authorized to establish a junior college: an enrollment of 500 or more students in grades IX-XII and an assessed valuation of \$7,500,000 or

⁶⁰ Ibid., p. 5.

⁶¹ Ibid., p. 5.

more; (3) supervision of the junior colleges at the state level comparable to that now existing for the public schools; (4) procedure which must be followed by those districts contemplating offering junior college work; and (5) authority for the local school district to charge tuition for both resident and non-resident students, the amount of such tuition charge to be left to their own determination, but not to exceed \$150.00 per year for resident students.⁶²

Koos, in his report to the interim committee, emphasized that these new institutions should be local and tuition free and he recommended a liason community college committee as the state agency of control. He further recommended a policy of consolidation of school districts and control of the community college by the district school board.⁶³

PENNSYLVANIA⁶⁴

In 1948 Leonard V. Koos and Sebastian V. Martorama submitted a community college plan for Pennsylvania which has been mimeographed and is available on loan from the Joint State Government Commission in Harrisburg. These authors discuss the need for community colleges, where and how to organize them, the problem of financing community colleges and the kinds of control to be exercised at the local and state levels.

⁶² Ibid., pp. 11-12.

⁶³ Ibid., pp. 17-20.

⁶⁴ Leonard V. Koos and Sebastian V. Martorama, A Community College Plan for Pennsylvania, (Tentative Report Mimeographed), Harrisburg, Pa., Joint State Government Commission, 1948.

In general, the recommendations made here are similar to the recommendations made by Koos in his survey for the Legislative Interim Committee in Oregon. Koos recommended a working minimum enrollment of 200 in the community college. He believed that this minimum could be maintained in Pennsylvania, using high school districts with an enrollment of 800 in grades IX-XII. In other words, a ratio of 1:4 could be expected if a community college were operated on a free tuition basis and an adequate program of terminal courses were offered.⁶⁵

Apparently, no action has been taken on this report and it is still treated as a confidential document.

SOUTH CAROLINA

In 1946, a survey report, "Public Higher Education in South Carolina," was published by the Division of Surveys and Field Services, George Peabody College for Teachers, Nashville, Tennessee, John E. Brewton, Director. This report was authorized by the South Carolina General Assembly in 1945, at the request of the South Carolina Research, Planning and Development Board.

The report covers some 440 pages, but makes no mention of community or junior colleges.

WASHINGTON⁶⁶

The Legislature of the State of Washington authorized the Governor to employ a staff to carry out "a survey of all existing public schools,

⁶⁵ Ibid., p. 36.

⁶⁶ A Digest of a Report of a Survey of Public Education in the State of Washington, George D. Strayer, Director of Survey, submitted to Governor Mon C. Wallgren, Sept. 5, 1946.

schools of higher learning and universities within the State of Washington for the determination of and correlation of the future needs, improvements and betterments of educational facilities and methods within the State of Washington."⁶⁷ One hundred thousand dollars was appropriated to be used by the governor in carrying out this act.

George D. Strayer was director of the survey. Grace Bird, Director, Bakersfield Junior College, Bakersfield, California, was a consultant in the area of junior colleges. Strayer also directed the Georgia and West Virginia studies, reported in this thesis, and shared in the California study.

Among the recommendations of the survey staff were the following:

Junior colleges should be immediately controlled by the local school districts in which they are located subject to general supervision similar to that exercised over the remainder of the public school system by the State Board of Education and the State Department of Education.⁶⁸

Junior colleges should be located with reference to ability to secure attendance sufficient to insure economical operation of well rounded programs appropriate to local needs.⁶⁹

The Junior College organized as the upper unit of a 6-4-4 system is preferable to an organization that segregates the junior colleges as a two year unit beyond the twelfth grade.⁷⁰

Support for the current operation of the junior colleges of the State should come from local revenues supplemented by State aid and should not be dependent upon student fees.⁷¹

⁶⁷ Ibid., p. iii.

⁶⁸ Ibid., p. 153.

⁶⁹ Ibid., p. 155.

⁷⁰ Ibid., p. 157.

⁷¹ Ibid., p. 158.

WEST VIRGINIA⁷²

George D. Strayer was also Director of a survey of public education in West Virginia. The authority for the survey was a Senate Concurrent Resolution, adopted in February of 1945, which established a Legislative Interim Committee, and appropriated funds up to \$75,000 for necessary expenses.

The survey recommended a junior college division in the established colleges, and the establishment of a state technical and vocational school, the West Virginia Institute of Technology.⁷³

WISCONSIN⁷⁴

In July, 1945, the Legislative Committee of the Board of Regents of the University of Wisconsin requested "a comprehensive and objective study of the needs and facilities for educational opportunities beyond high school level in the state of Wisconsin. The Regents appropriated \$3,000 to cover the cost of this investigation."⁷⁵

The report of this investigation was prepared by John Guy Fowlkes, Dean of Education, and Henry C. Ahrnsbrak, Research Assistant, both of the University of Wisconsin.

72 A Report of a Survey of Public Education in the State of West Virginia, Charlestown, West Virginia, George D. Strayer, Director of Survey, Legislative Interim Committee, State of West Virginia, 1945.

73 Ibid., p. 497.

74 John Guy Fowlkes and Henry C. Ahrnsbrak, Junior College Needs in Wisconsin, April 1947, University of Wisconsin, Madison, Wisconsin, Bulletin of the University of Wisconsin, Serial No. 2907, General Series, No. 2681.

75 Ibid., p. 2.

These authors recommended that a junior college be established only where there is no other institution of collegiate level that can be made to serve the existing educational needs of the county. In their judgment a junior college should not be established unless it can be expected to enroll at least 150 students.

They suggested the following as indices of the probability of meeting the basic enrollment requirement: a five year average of 250 high school graduates per year, a five year average of 1,100 students enrolled in the four-year high school, a five year average of 1,000 students in average daily attendance in the four-year high school and a county population of 19,000. They also suggested a survey of the intention of high school seniors with respect to plans for education beyond high school as a device for estimating possible junior college enrollment.⁷⁶

On the basis of these criteria, the authors recommended the establishment of seven junior colleges, these to be operated by the University of Wisconsin through the extension division.⁷⁷

Summary and Conclusions

1. Studies of public education programs have been carried out in twenty states during the past decade. Some have been performed at the request of university boards, others as individual research projects, and thirteen as a result of legislative enactment.

⁷⁶ Ibid., p. 35.

⁷⁷ Ibid., p. 56.

2. The recommendations of the study commissions varied from state to state. Such variation was to be expected, since the details of educational problems of no two states can be assumed to be identical.
3. There was a high degree of agreement regarding the need for a further extension of educational facilities beyond grade XII. Seventeen of these studies recommended additional educational facilities for the immediate post high school years. The most common recommendation was the inauguration of additional junior colleges or the establishment of community colleges. One state study (Mississippi) recommended greater coordination of junior college activities with other educational agencies. One study (South Carolina) made no mention of junior colleges or of community college facilities, and one study (New Jersey) suggested clearly that the state could and should do more in the matter of providing educational facilities for 18-20 year olds.
4. Some of the similarity of the recommendations may be explained in part by the fact that a few consultants worked with several state studies. Professional educators who participated in more than one study included George D. Strayer, three; Leonard V. Koos, three; John Dale Russell, two; and John E. Brewton, two.
5. Of the seventeen studies which recommended junior colleges, or community colleges, thirteen would consider these institutions as extensions of secondary education organized at the local district level;

one (Minnesota) favored regional community colleges; one (Wisconsin) favored junior colleges organized and operated under the extension division of the university; and one (Iowa) favored the creation of new community districts; while one (West Virginia) favored the creation of a junior college division in the established colleges.

6. Seven of these studies recommended that these post high school educational facilities be tuition free. In the Oregon study, Koos recommended tuition free institutions, but the commission recommended tuition, not to exceed \$150.00 for resident students.
7. Nine of these studies recommended the 6-4-4 plan of organization, that is, a six year elementary school, a four year junior high school, and a four year division combining grades 11 and 12 with the new thirteenth and fourteenth grades.
8. Knowledge concerning the factors involved in initiating specific state studies was helpful in interpreting the recommendations of these same studies.
9. An analysis of the specific criteria recommended for the establishment of junior colleges or community colleges will be made in ensuing chapters.

CHAPTER III

CHAPTER III

THE CASE FOR THE COMMUNITY COLLEGE

In a study such as this one, which has as its objective the determination of criteria for the establishment of additional educational institutions, namely community colleges, there probably should be an explanation for the suggested increase in the number of such institutions--in this instance a presentation of the case for the community college.

This case could be made on the basis of the pronouncements of authorities in the field of education, on the basis of experience in those states where the institutions have been operating, or on the basis of educational theory.

To the writer, it has seemed that the logical method for establishing the case for the community college was to review the several state studies cited, to examine the arguments presented by educational experts, by lay commissions, and by groups drawing on the experience within their own states.

The purpose of this chapter is to analyze the case for the community college, as developed in the several state studies and by authorities in the field; then to examine Michigan data in the light of the argument for the community college derived above.

In the eyes of the people who made the survey of the needs of California in higher education, the case for the community college had

been made. On the basis of the success of the junior college movement, this commission was primarily concerned with the conservation of the values which they saw existent in California's ongoing institutions.

At the time of the survey, California had 55 publicly supported junior colleges, which on October 1, 1947, enrolled approximately 61,000 day students.¹

The California Commission saw the junior colleges of that state as institutions which: (1) regarded vocational education as a primary objective, (2) offered a curriculum designed to promote civic competence, (3) provided two years of college work which might be transferred to the University of California or other standard colleges or universities, (4) provided an opportunity for students to remove matriculation deficiencies if they failed to meet entrance requirements of colleges and universities, (5) offered guidance facilities which helped young people to "find themselves," and (6) offered facilities for adult education.²

The Georgia survey group saw the junior college as an institution which provided: a two-year curriculum with emphasis on vocational education, a two-year program which prepared students to transfer to the junior years of four-year institutions, and an agency to offer a program of adult education.³

1 The Needs of California in Higher Education, op. cit., p. 4.

2 Ibid., pp. 5-6.

3 A Report of a Survey of the University System of Georgia, op. cit., p. 81.

The Georgia survey set as a goal for the state, opportunities for two years of education beyond the high school, to be available to all boys and girls graduating from high school, such opportunities to be either within commuting distance of their homes or in residential colleges in the region in which they live.⁴

In the Georgia report it was recommended that "the junior college as a unit in the common school system, should offer free tuition to students throughout the state."⁵

The Idaho commission, in its report, made no detailed analysis of the functions of the junior college. However the commission took the position that the most fruitful opportunity for the further development of higher education in Idaho was through the extension of the junior college system and recommended that these institutions operate under local rather than state auspices.⁶

Griffith presented the case for the junior college as seen by the University of Illinois, in the following language.

The function of the junior college is to train youth to take their places in the complex world of today, to give them an understanding of the broad social and economic forces which will affect their lives, and to equip them simultaneously with a few general skills which will adapt them to any number of positions in a given industry...The aim is to train youth for the wide variety of aptitudes called social intelligence....⁷

⁴ Ibid., p. 81.

⁵ Ibid., p. 92.

⁶ Public Education in Idaho, op. cit., p. 330.

⁷ The Junior College in Illinois, op. cit., p. 237.

Starrak and Hughes, after analyzing the total educational program in Iowa, recommended the establishment of community colleges which these writers envisioned as meeting the needs of: (1) youth who desire to continue in senior colleges, (2) youth who plan to continue their general education beyond high school, (3) youth who desire to enter occupations which require some specialized preparation, and (4) adults who seek to improve their occupational, cultural, and civic competence.⁸

Leonard V. Koos served as consultant to the Maryland Study Commission. In its final report, the commission concurred with his recommendations regarding the extension of junior college facilities within the state.

In his analysis of the junior college situation in Maryland, Koos included the following observations.

Whatever other functions the junior college may have--and many functions are claimed for it--the pre-eminent service to be expected of the public junior college is that of universalizing, or democratizing, this educational level, so that larger proportions of the population of junior college age may have the opportunities of schooling beyond the high school. This function is in harmony with the American conviction that the interests both of the society and of the individuals who make up that society will be benefited by a lengthened period of education.⁹

Koos' observations regarding the forces behind the need for the junior college provide such cogent argument for the extension of these institutions that they are included here as a quotation from the Maryland study.

8 A Program of Post High School Education for Iowa, op. cit., pp. 1-2.

9 Higher Education in Maryland, op. cit., p. 270.

The popularization, or universalization, of the post high school period of education represented in the junior college is being brought on by potent forces, some of which it is appropriate at this point to mention. One of these is the technological development which has been operative for a century or more and which has been steadily and increasingly, except for the interval of the war period, forcing youth out of employment. This force is resuming operation now that the war is over, and a further advance may be expected in the age at which youth can find work. Another force is the rapidly increasing complexity of life and living which requires a longer period of education in order to equip the individual to cope with that complexity. Complexity has been added by numerous inventions, characterizing the "machine age," which came with the urbanization of the population but which has extended also into the rural community. Still another potent force is the growing conviction of the need of equalizing opportunities in a democratic society: extended education must be made available to all youth and not merely to the children of the economically favored. Attainment of this democratization can come most economically and conveniently by extending the local school system to include junior college years. An immediate force of great potency is the demand of the returning veteran for education, and the force has accentuated the development of junior colleges in all sections of the country. It should, however, be kept in mind that the long-time factors, rather than the immediate forces, assure a permanent place for the junior college in the American pattern of education.¹⁰

The Michigan Public Education Study Commission, in its report, presented the following as the case for community colleges.

A more pressing need for the extension of educational opportunity is in the thirteenth and fourteenth years of secondary education. The depression and pre-war years indicated that there was little opportunity for youth under twenty years of age to enter American industry. It is entirely reasonable to assume that this tendency will be heavily strengthened in the years immediately following the war. It was also discovered as early as 1930 that the most significant and meaningful vocational education was that given so that the individual could move directly from the school into industry or commerce without waiting one or two years for the job to materialize. The gap between eleventh and twelfth grade vocational education and initial entry into the job for which the training was designed resulted in loss of skill and in reduction of individual

¹⁰ Ibid., pp. 280-281.

morale, encouraged bad habits, and produced in many instances an undesirable degree of personal disintegration. In the past, the typical secondary school has been pointed too academically for college and university preparation and has thus ministered only to a small percentage of youth. Although a number of experimental centers, independent two-year junior colleges, have been established in various parts of the state, they have been organized primarily in imitation of the general arts college rather than as community agencies providing the broad general terminal civic, vocational, and sub-professional courses of study necessary to meet the life needs of the majority of youth whose formal education must stop with the later secondary years. Equalization of individual opportunity currently demands the rapid extension of the upper secondary school to include the thirteenth and fourteenth years with provision for all youth instead of only a small selected group. These upper years may be organized as a four-year senior high school or as a community college and should be provided in selected centers wherever a sufficient student load makes their operation economical.¹¹

Koos and Martorama, in their community college plan for Pennsylvania, and Koos and Wiegman, in the report to the Oregon commission, advance essentially the same arguments for the community college as those advanced by Koos in the Maryland study referred to previously.

One of the recommendations of the New York Temporary Commission on the Need for a State University was stated as follows:

The State should enact legislation authorizing the establishment of publicly supported community colleges, which will offer a combination of technical training and general education. The programs of such colleges should be limited to two years for full-time students, but should provide special courses and extension work for part-time students and adults.¹²

The New York Commission then proceeded to present the case for the above recommendation in the following language.

¹¹ The Improvement of Public Education in Michigan, op. cit., p. 230.

¹² Report of the Temporary Commission on the Need for a State University, (New York), p. 27.

Many qualified youth who could profit by one or two years of additional schooling are now being denied such opportunity because facilities for both technical training and general education of the type suitable to their needs, near at home, and of low cost, are inadequate.

The community colleges should provide two-year programs combining general education with technical education related to the more common occupations of the community in which the college is located as well as of the State and Nation generally.

Selected community colleges should specialize in the training of workers for occupations in which the number of persons employed is relatively small, and for which training, if duplicated in various places, would be wasteful.

An objective of the community college program is to locate educational facilities within reach of the homes of students, thus eliminating one large item of expense, the cost of room and board. The colleges first to be established should be located in the communities where the need of facilities is greatest. Students should be permitted to attend any community college in the State, in order that those living in areas that do not have a community college may attend such an institution, and that those desiring may attend colleges having specialized programs.

Although the community college should be designed primarily for students not seeking the usual four-year curriculum, it should provide sufficient general education to enable qualified students to transfer to four-year institutions.

Community colleges should serve youth and adults who seek education on a part-time basis.¹³

The Washington Survey Committee pointed out that social and economic developments in the United States made a higher general level of education necessary for the development of our democratic organization and economy. This group saw the junior college as performing preparatory functions in offering two years of work that may be transferred in

¹³ Ibid., pp. 27-28.

partial fulfillment of general college courses leading to a degree. The junior college would offer terminal and vocational programs designed to provide a higher level of both citizenship and vocational preparation. This group also indicated that the junior college was a logical agency to provide adult education.¹⁴

In 1925, Koos¹⁵ published a factual report of the progress of the junior college movement. Among the services which Koos saw the junior college rendering at that time were the following: (1) Mental democratization, that is, the adaptation of work of the immediate post high school years to the rising tide of popular education, which brings to higher institutions many students who are not well qualified to continue their education beyond the junior college years; (2) training for the semi-professions, that is, training for those many jobs in the society beyond the trade level and below the professional level, training of a terminal nature in the two years of junior college; (3) economic democratization, that is, the offering of two years of college work in institutions close enough that students may live at home, thus making two years of higher education available at lower cost; (4) the popularization of higher education; (5) the offering of exploratory opportunities to students; (6) offering work adapted to local needs.

Eells, in his book, The Junior College, published in 1931, had a chapter titled "Reasons for the Junior College." Eells defined and

¹⁴ A Digest of a Report of a Survey of Public Education in the State of Washington, op. cit., pp. 151-152.

¹⁵ Leonard V. Koos, The Junior College Movement, Boston, Massachusetts, Ginn and Company, 1925, passim.

characterized the four basic functions of a junior college as follows.

Popularizing function. To give the advantage of college education of a general nature to high school graduates who could not otherwise secure it for geographical or economic reasons; and to give similar benefits to mature residents of the community.

Preparatory function. To give two years of work locally, equivalent to that given in the freshman and sophomore years of standard universities, which will adequately prepare students for upper division specialization in the university.

Terminal function. To give specific preparation by vocational courses for specific occupations on the semi-professional level, qualifying students who finish them for immediate place in a definite life occupation.

Guidance function. This assumes a scientific interest in the individual traits and ability and the personal welfare of young students, in training them to think, in organizing their studies effectively, in supervising their teaching, and in making the college experience of each profitable to him to an optimum degree.¹⁶

In discussing the need for post high school education, Starrak and Hughes list the following arguments for community colleges.

There is an increase in age of entry into industrial employment. There is a decrease in age of graduation from high school. There is a heavy student mortality in high school and college. Present curricula in both high school and college are inadequate. Changing demands of modern society have sharply increased the need for trained workers. There are changes in rural social organization. Modern society is increasingly complex. There is an increase in leisure time.¹⁷

¹⁶ Eells, W. C. The Junior College, Cambridge, Massachusetts, Houghton Mifflin Co., 1931, pp. 191-192.

¹⁷ J. A. Starrak and R. M. Hughes, The New Junior College, Ames, Iowa, Iowa State College Press, 1948, pp. 4-19.

Starrak and Hughes assert that:

Society is looking to its public educational system to prepare its citizens for successful participation in efficient, intelligent, democratic living. It is equally clear that, if education is to be successful in discharging this responsibility, a longer period of formal systematic education, with greatly varying curricular offerings designed to serve the occupational, social, and recreational needs of modern life, will be required. Hence the current trends to extend the period of secondary education and to enrich the curriculum in these several aspects of our lives. It is obvious that the educational institutions in existence today, effective as many of them are, are not serving adequately the educational needs of the majority of our people.¹⁸

A novel presentation of the case for the community college is quoted below.

The community junior college is for all the people of the community. Therefore, it is concerned with the community educational needs at the college level. To meet these needs the community junior college is free to explore and determine its own educational objectives.

Because it is a working part of the community where its students live, it is in a favorable position to study the educational needs of the community. If, as in many communities, most of the junior-college graduates will remain to work within a radius of at least 50-75 miles, the junior college can analyze with considerable accuracy the future-life demands of its graduates--the requirements of jobs and of community living.

There is nothing artificial about a really functional community junior college. It is so intertwined with the life and the resources of the community that one cannot define where its campus begins and ends. In fact, the whole community is either currently or potentially its student body, Mother, father, sister and brother enter its halls for learning at all hours ranging from eight o'clock in the morning until ten at night. For the people of this community education is never-ending, because the junior college is providing education at varying points of need in the life of each individual.¹⁹

¹⁸ Ibid., pp. 19-20.

¹⁹ Lawrence L. Bethel., Jesse P. Bogue, and Frank B. Lindsay Junior College Terminal Education in Your Community, New York: McGraw-Hill Book Company, Inc., 1948, p. I.

The most comprehensive discussion of the whole community college movement is that presented by Bogue in his definitive work, The Community College. Chapter 3 of this excellent book deals with the basic functions of community colleges. Bogue's summary is quoted here.

By examination of life situations, of identifiable problems that need solutions, on national, state, and local levels, we arrive at conclusions regarding the basic functions of community colleges. They are guidance and counseling for all students and for the people of the community; general education for all students regardless of vocational training, and that on a continuing basis, for students who will not advance to upper division collegiate studies; the further democratization of higher education by surmounting barriers of geography and family financial difficulties; the popularization of higher education by breaking down family traditions and creating greater personal interest and motivation; adult education and university-parallel studies for those students who should continue formal education.²⁰

In the book Education for All American Youth, the Educational Policies Commission projected a plan of school organization which was to include community institutes. Apparently these institutes could, with equal justification, be called community colleges. The people to be served by these institutions, as outlined by the Commission, were:

- (1) Students who want to prepare for various technical and semi-professional occupations which require all the training that high schools can give, and one or two years in addition;
- (2) Students who want advanced training beyond that which can be offered in the high school years in the occupations for which high schools provide the basic preparation;
- (3) students who want to prepare for admission to professional schools,

²⁰ Jesse Parker Bogue, The Community College, New York, McGraw Hill Book Company, 1950, p. 76.

and the last two years of technical arts colleges; (4) students who want to round out their general education before entering employment or becoming homemakers; (5) a fifth group, composed of adults and older youth, mostly employed, who no longer attend school full time, but who wish to continue their education during their free hours.²¹

Probably no publication having to do with post-high school education has received the attention of both professional and laymen equal to that given the Report of the President's Commission on Higher Education. Too, this report has done much to clarify, as well as to popularize, the term "community college."

In Volume I of this report, the commission is concerned with the task of establishing the goals. Among its recommendations was the following:

The American people should set as their ultimate goal an educational system in which at no level--high school, college, graduate school, or professional school--will a qualified individual in any part of the country encounter an insuperable economic barrier to the attainment of the kind of education suited to his aptitudes and interests.²²

The President's Commission made the following statement regarding community colleges.

The time has come to make education through the fourteenth grade available in the same way that high school education is now available.

²¹ Educational Policies Commission, Education For All American Youth, Washington, D. C., National Education Association of the United States, 1944, pp. 246-247.

²² Report of the President's Commission on Higher Education, op. cit., Vol. I, p. 36.

This means that tuition-free education should be available in public institutions to all youth for the traditional freshman and sophomore years or for the traditional 2-year junior college course.

To achieve this, it will be necessary to develop much more extensively than at present such opportunities as are now provided in local communities by the 2-year junior college, community institute, community college, or institute of arts and sciences. The name used does not matter, though community college seems to describe these schools best; the important thing is that the services they perform be recognized and vastly extended.²³

The President's Commission set forth the essential characteristics of the community college in the following language.

First, the community college must make frequent surveys of its community so that it can adapt its program to the educational needs of its full-time students. These needs are both general and vocational.

Second, since the program is expected to serve a cross section of the youth population, it is essential that consideration be given not only to apprentice training but also to cooperative procedures which provide for the older students alternate periods of attendance at college and remunerative work.

Third, the community college must prepare its students to live a rich and satisfying life, part of which involves earning a living. To this end the total educational effort, general and vocational, of any student must be a well-integrated single program, not two programs.

Fourth, the community college must meet the needs also of those of its students who will go on to a more extended general education, or to specialized and professional study at some other college or university.

Fifth, the community college must be the center for the administration of a comprehensive adult education program.²⁴

²³ Ibid., p. 37.

²⁴ Ibid., Vol. III, pp. 6-7.

The President's Commission then proceeded to outline a suggested plan of organization for community colleges, to recommend that private and church colleges have an opportunity to be related to the movement, to suggest that there probably is an optimum desirable size for colleges and universities, and to suggest that the megalomania of some state and municipal universities must give way to decentralization.

There is no reason to assume that the philosophical basis for the community college in Michigan will be different from that advanced either by the several state studies cited or by those authorities in the field whose arguments have been presented. Rather, it appears to the writer that the case for the community college in Michigan rests largely on an analysis of need for such institutions, based upon educational and demographic data. In that connection, questions such as the following need to be answered: Who now goes to college in Michigan? How many go to college? From where do they come? How does Michigan compare with other states with respect to the proportion of youth in school? How does Michigan compare with other states in ability to finance educational programs? What are the population trends which make it reasonable to assume an increasing demand for higher education within the state? What are the trends in college enrollment?

The data for Table II and for Figure 1 (see pages 62 and 65) were accumulated from the Self Survey Reports, made annually to the Michigan Department of Public Instruction by those high schools seeking approval for the purpose of charging high school tuition, and by correspondence with the larger schools which are approved on a continuing basis. The

TABLE II

NUMBER AND PERCENT OF 1950 GRADUATES OF APPROVED MICHIGAN HIGH
SCHOOLS ENROLLED IN COLLEGE, OCTOBER 15, 1950, BY COUNTIES*

County	No. of 1950 Graduates	No. of 1950 Graduates in College	% of 1950 Graduates in College
Alcona	28	8	28.57
Alger	106	9	8.49
Allegan	308	69	22.40
Alpena	176	35	19.31
Antrim	117	20	17.09
Arenac	93	25	26.88
Baraga	96	13	13.54
Barry	248	49	19.75
Bay	584	174	29.79
Benzie	93	27	29.03
Berrien	978	238	24.33
Branch	237	49	20.67
Calhoun	784	194	24.74
Cass	184	38	20.65
Charlevoix	171	15	8.77
Cheboygan	76	13	17.10
Chippewa	285	64	22.45
Clare	136	21	15.44
Clinton	252	41	16.26
Crawford	41	9	21.95
Delta	322	57	17.70
Dickinson	375	89	23.73
Eaton	405	77	19.01
Emmet	206	37	17.96
Genesee	2328	552	23.71
Gladwin	112	11	9.82
Gogebic	295	82	27.79
Grand Traverse	228	52	22.80
Gratiot	330	76	23.03
Hillsdale	313	59	18.84
Houghton	370	96	25.94
Huron	332	59	17.71
Ingham	1406	430	30.58
Ionia	347	69	19.88

* Compiled from Self Survey Reports filed with the Department of Public Instruction and from personal correspondence with schools not reporting.

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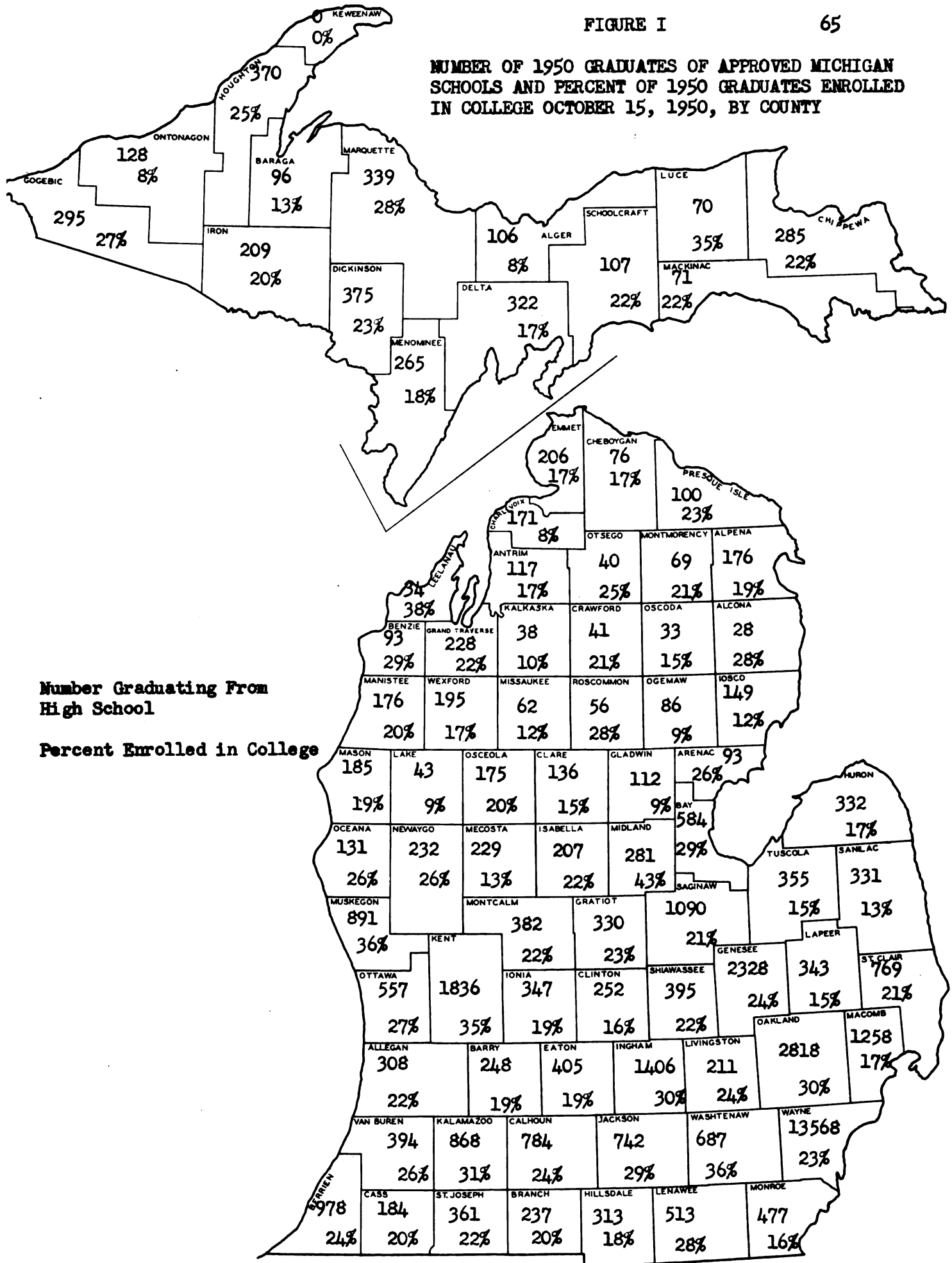
TABLE II - Continued

County	No. of 1950 Graduates	No. of 1950 Graduates in College	% of 1950 Graduates in College
Iosco	149	18	12.08
Iron	209	42	20.09
Isabella	207	46	22.22
Jackson	742	219	29.51
Kalamazoo	868	276	31.79
Kalkaska	38	4	10.52
Kent	1836	658	35.83
Keweenaw - No High School Membership			
Lake	43	4	9.30
Lapeer	343	53	15.45
Leelanau	34	13	38.23
Lenawee	513	146	28.46
Livingston	211	51	24.17
Luce	70	25	35.71
Mackinac	71	16	22.53
Macomb	1258	214	17.01
Manistee	176	36	20.45
Marquette	339	96	28.31
Mason	185	36	19.45
Mecosta	229	30	13.10
Menominee	265	48	18.11
Midland	281	122	43.41
Missaukee	62	8	12.90
Monroe	477	80	16.77
Montcalm	382	86	22.51
Montmorency	69	15	21.73
Muskegon	891	329	36.92
Newago	232	61	26.29
Oakland	2818	862	30.58
Oceana	131	35	26.71
Ogemaw	86	8	9.30
Ontonagon	128	11	8.59
Osceola	175	35	20.00
Oscoda	33	5	15.15
Otsego	40	10	25.00
Ottawa	557	152	27.28
Presque Isle	100	23	23.00
Roscommon	56	16	28.57
Saginaw	1090	239	21.92
St. Clair	769	169	21.97

Continued next page

TABLE II - Continued

County	No. of 1950 Graduates	No. of 1950 Graduates in College	% of 1950 Graduates in College
St. Joseph	361	80	22.16
Sanilac	331	44	13.29
Schoolcraft	107	24	22.42
Shiawassee	395	89	22.53
Tuscola	355	54	15.21
Van Buren	394	103	26.14
Washtenaw	687	248	36.09
Wayne	13,568	3,165	23.32
Wexford	195	35	17.94
Total (State)	44,918	10,996	24.48



probability of error in these data is on the side of over estimating the number actually enrolled in college from Michigan high schools, as many schools report on the number of transcripts sent to the colleges. In general, colleges do not notify high schools when students have enrolled with the college.

As indicated in Table II, the range of the percentage of high school graduates of 1950 who were reported as enrolled in college, October 15, 1950, was from 8.5% in Alger County to 43.4% in Midland County. Five other counties, (Charlevoix, Gladwin, Lake, Ogemaw and Ontonagon) reported less than 10% of the high school graduates of 1950 as enrolled in college.

In general, those counties in which publicly supported colleges were in operation reported a percentage of graduates attending college well above the state average of 24.5%. When this figure is compared with the figure of 49%, which represents the judgment of the President's Commission as to the proportion of the population which has the mental ability to complete 14 years of schooling, it can be seen how far short of the commission's goals Michigan was in 1950.

The data in Table III, page 67, which are also graphically presented in Figure 2, page 70, are taken from the United States Census reports for the 1940 census and are the latest figures available from the census bureau. It was assumed that the 18 to 20 year old group would include most of the youth of community college age. Here, the range of 18 to 20 year olds in school was from 13.9 per cent in Kalkaska county to 37.3 per cent in Washtenaw county. Again, there was an observable tendency for the percentage of 18 to 20 year olds in school to be higher in those

TABLE III

NUMBERS IN THE POPULATION EIGHTEEN TO TWENTY YEARS OF AGE IN
EACH COUNTY AND THE NUMBERS AND PERCENTAGES OF THIS
AGE GROUP ATTENDING SCHOOL, MICHIGAN 1940*

County	Persons 18 to 20 Years Old	Number Attending School	Percent Attending School
Alcona	329	63	19.1
Alger	648	142	21.9
Allegan	2,270	429	18.9
Alpena	1,242	225	18.1
Antrim	574	115	20.0
Arenac	576	90	15.6
Baraga	559	137	24.5
Barry	1,096	263	24.0
Bay	4,363	870	19.9
Benzie	403	142	35.2
Berrien	4,852	1,142	23.5
Branch	1,368	227	16.6
Calhoun	4,636	1,240	26.7
Cass	1,069	263	24.6
Charlevoix	753	182	24.2
Cheboygan	766	174	22.7
Chippewa	1,713	318	18.6
Clare	462	90	19.5
Clinton	1,362	268	19.7
Crawford	182	42	23.1
Delta	1,887	424	22.5
Dickinson	1,703	456	26.8
Eaton	1,610	405	25.2
Emmet	841	189	22.5
Genesee	11,923	3,223	27.0
Gladwin	521	95	18.2
Gogebic	2,012	552	27.4
Grand Traverse	1,130	333	29.5
Gratiot	1,842	378	20.5
Hillsdale	1,423	323	22.7
Houghton	2,886	652	22.6
Huron	1,923	288	15.0
Ingham	6,816	2,166	31.8
Ionia	2,322	388	16.7
Iosco	467	127	27.2

*U. S. Census, 1940. Michigan, Characteristics of the Population,
Table 21, pp. 35-38.

Continued next page

TABLE III - Continued

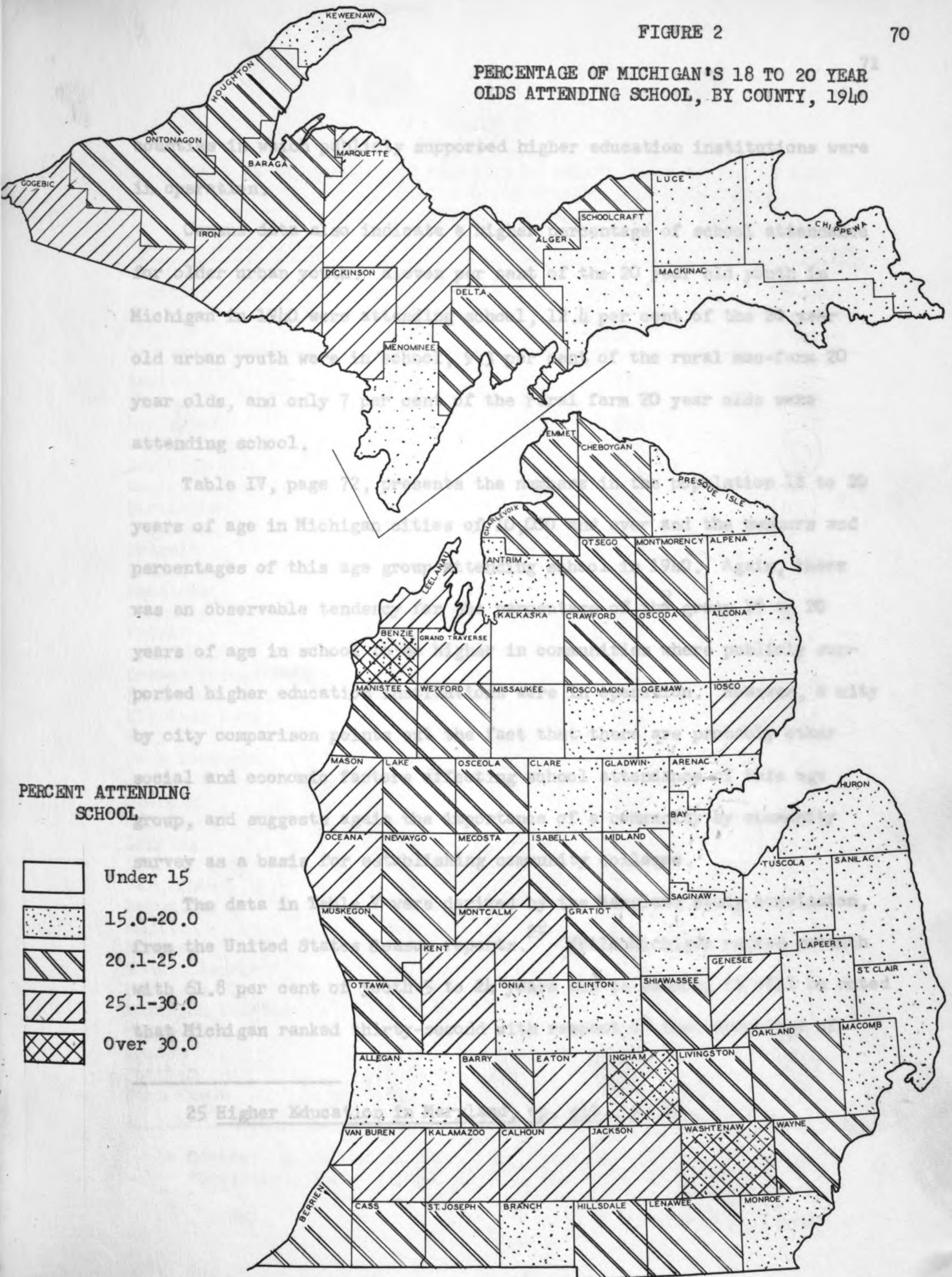
County	Persons 18 to 20 Years Old	Number Attending School	Percent Attending School
Iron	1,273	347	27.3
Isabella	1,570	350	22.3
Jackson	4,583	1,261	27.5
Kalamazoo	5,243	1,488	28.4
Kalkaska	280	39	13.9
Kent	12,935	3,482	26.9
Keweenaw	237	39	16.5
Lake	229	53	23.1
Lapeer	1,968	323	16.4
Leelanau	410	119	29.0
Lenawee	2,839	576	20.3
Livingston	1,073	237	22.1
Luce	363	72	19.8
Mackinac	517	93	18.0
Macomb	5,776	1,126	19.5
Manistee	980	219	22.3
Marquette	2,656	724	27.3
Mason	1,033	291	28.2
Mecosta	897	252	28.1
Menominee	1,386	227	16.4
Midland	1,487	313	21.0
Missaukee	473	70	14.8
Monroe	2,984	538	18.0
Montcalm	1,456	371	25.5
Montmorency	217	53	24.4
Muskegon	5,258	1,149	21.9
Newago	1,009	216	21.4
Oakland	12,589	3,163	24.6
Oceana	816	217	26.6
Ogemaw	496	87	17.5
Ontonagon	593	119	20.1
Osceola	705	162	23.0
Oscoda	162	34	21.0
Otsego	325	67	20.6
Ottawa	3,433	711	20.7
Presque Isle	722	126	17.5
Roscommon	194	34	17.5
Saginaw	6,993	1,261	18.0
St. Clair	4,050	790	19.5

Continued next page

TABLE III - Continued

County	Persons 18 to 20 Years Old	Number Attending School	Percent Attending School
St. Joseph	1,587	353	22.2
Sanilac	1,698	332	19.6
Schoolcraft	507	80	17.6
Shiawassee	2,359	561	23.8
Tuscola	1,960	336	17.1
Van Buren	1,799	484	26.9
Washtenaw	4,320	1,612	37.3
Wayne	108,342	23,505	21.7
Wexford	964	234	24.3

PERCENTAGE OF MICHIGAN'S 18 TO 20 YEAR OLDS ATTENDING SCHOOL, BY COUNTY, 1940



counties in which publicly supported higher education institutions were in operation.

Census data also indicate a higher percentage of school attendance for older urban youth. Eleven per cent of the 20 year old youth in Michigan in 1940 were attending school, 12.4 per cent of the 20 year old urban youth were in school, 9.3 per cent of the rural non-farm 20 year olds, and only 7 per cent of the rural farm 20 year olds were attending school.

Table IV, page 72, presents the numbers in the population 18 to 20 years of age in Michigan cities of 10,000 and over and the numbers and percentages of this age group attending school in 1940. Again, there was an observable tendency for the percentage of the group 18 to 20 years of age in school to be higher in communities where publicly supported higher education institutions were in operation. However, a city by city comparison points out the fact that there are probably other social and economic factors affecting school attendance of this age group, and suggests again the importance of a community by community survey as a basis for establishing community colleges.

The data in Table V were derived by the Maryland study commission, from the United States Census reports.²⁵ While Michigan ranked seventh with 61.8 per cent of youth 5 to 24 years old in school, it will be noted that Michigan ranked thirty-second with respect to the percentage of

²⁵ Higher Education in Maryland, op. cit., p. 20.

TABLE IV

NUMBERS IN THE POPULATION EIGHTEEN TO TWENTY YEARS OF AGE IN EACH
CITY OF 10,000 AND OVER AND THE NUMBERS AND PERCENTAGES
OF THIS AGE GROUP ATTENDING SCHOOL, MICHIGAN 1940*

City	Persons 18 to 20 Years Old	Number Attending School	Percent Attending School
Adrian	758	181	23.9
Alpena	778	163	21.0
Ann Arbor	1,697	845	49.8
Battle Creek	2,224	612	27.5
Bay City	2,820	674	23.9
Benton Harbor	911	201	22.1
Birmingham	628	314	50.0
Dearborn	3,597	960	26.7
Detroit	86,461	18,358	21.2
Ecorse	820	152	18.5
Escanaba	815	214	26.3
Ferndale	1,197	317	26.5
Flint	8,248	2,377	28.8
Grand Rapids	8,796	2,476	28.1
Grosse Pointe Park	751	326	43.4
Hamtramck	3,879	743	19.2
Highland Park	2,790	855	30.6
Holland	865	274	31.7
Iron Mountain	654	203	31.0
Ironwood	864	264	30.6
Jackson	2,623	823	31.4
Kalamazoo	2,960	837	28.3
Lansing	4,273	1,368	32.0
Lincoln Park	815	138	16.9
Marquette	925	313	33.8
Menominee	522	86	16.5
Midland	608	171	28.1
Monroe	1,053	263	25.0
Mount Clemens	801	232	29.0
Muskegon	2,471	630	23.0
Muskegon Heights	911	202	22.2
Niles	606	152	25.1
Owosso	901	253	28.1
Pontiac	3,408	681	20.0
Port Huron	1,810	417	23.0

* Source: U. S. Census 1940. Michigan, Characteristics of the
Population, Table 31, pp. 123-125 and Table A-38, p. 143.

Continued next page

TABLE IV - Continued

City	Persons 18 to 20 Years Old	Number Attending School	Percent Attending School
River Rouge	1,077	235	21.8
Royal Oak	1,383	415	30.0
Saginaw	4,458	915	20.5
St. Clair Shores	465	121	26.0
Sault Ste. Marie	1,055	190	18.0
Traverse City	684	238	34.0
Wyandotte	1,925	302	15.7
Ypsilanti	661	209	31.6

TABLE V
PERCENTAGE OF YOUTH OF VARIOUS AGE GROUPS
IN SCHOOL, BY STATES, 1940*

State	Ages 18 to 20		Ages 16 to 24		Ages 5 to 24	
	in School		in School		in School	
	Percentage	Rank	Percentage	Rank	Percentage	Rank
Utah	36.1	1	56.7	1	64.8	1
California	34.2	2	53.8	2	62.2	5
Washington	34.0	3	53.0	3	60.1	15
Idaho	32.3	4	50.8	4	60.9	10
Nevada	32.0	5	50.6	5	59.0	25
Oregon	31.5	8	50.2	6	59.1	21
Kansas	31.9	6	50.0	7	62.8	3
Montana	31.8	7	50.0	8	59.5	17
Wisconsin	27.2	13	47.0	9	62.1	6
Dist. Columbia	30.7	9	46.9	10	57.2	34
South Dakota	28.8	11	46.6	11	60.8	12
Wyoming	26.6	15	46.6	12	59.0	24
Oklahoma	29.6	10	46.3	13	61.5	8
New York	26.0	18	46.3	14	60.6	13
Ohio	24.5	22	46.3	15	59.5	18
Colorado	26.8	14	45.9	16	60.4	14
Massachusetts	26.0	17	45.6	17	60.9	11
Nebraska	25.2	21	45.2	18	63.6	2
Minnesota	26.5	16	44.3	19	60.0	12
Indiana	23.3	27	43.5	20	59.0	22
North Dakota	28.1	12	43.2	21	59.4	19
Illinois	23.6	24	43.0	22	58.0	30
- Michigan	22.9	32	43.0	23	61.8	7
Connecticut	23.2	28	42.8	24	59.2	20
Iowa	23.0	31	42.7	25	61.2	9
Pennsylvania	21.1	39	42.6	26	58.7	28
Maine	23.5	25	41.2	27	62.3	4
Vermont	24.4	23	41.1	28	59.0	27
New Mexico	25.8	19	41.1	29	58.6	29
New Hampshire	23.4	26	41.0	30	58.8	27
New Jersey	22.1	33	40.8	31	58.9	26
Arizona	25.4	20	40.8	32	57.2	33
Texas	21.9	34	38.4	33	55.3	37
Delaware	21.3	35	38.3	34	55.6	36
Florida	23.2	29	37.9	35	54.7	38
Mississippi	23.2	30	37.9	36	54.6	41
Missouri	21.0	40	37.9	37	57.4	31
West Virginia	21.2	36	36.3	38	56.6	35

* Source: U. S. Census, 1940. Quoted from: Higher Education in Maryland, op. cit., p. 20.

Continued next page

TABLE V - Continued

State	Ages 18 to 20 in School		Ages 16 to 24 in School		Ages 5 to 24 om School	
	Percentage	Rank	Percentage	Rank	Percentage	Rank
Arkansas	21.1	38	35.9	39	54.3	43
Alabama	21.2	37	35.8	40	54.7	39
Rhode Island	18.4	44	35.1	41	57.3	32
Louisiana	19.6	42	34.2	42	54.3	42
Tennessee	20.3	41	34.0	43	52.8	46
Virginia	18.5	43	33.1	44	52.4	47
Maryland	17.9	45	32.9	45	54.6	40
North Carolina	17.7	46	32.8	46	54.0	44
South Carolina	16.4	49	31.0	47	53.3	45
Georgia	16.4	48	29.8	48	52.0	48
Kentucky	17.3	47	28.4	49	39.0	49
United States	23.6		41.6		57.7	

youth 18 to 20 years old in school. The fact that Michigan ranks comparatively high with respect to the proportion of all youth in school may be due to the general provision of kindergarten facilities throughout the state. The rank of thirty-second with respect to the proportion of 18 to 20 year olds in school may indicate that there is a need for additional educational facilities for this latter age group.

If per capita income is an index of ability to support public education, then Michigan, which ranked tenth in this category in 1940, with a per capita income of \$656.00, was better able to support public education than thirty-eight of the forty-eight states.²⁶

Two factors which are important in considering the case for the community college in Michigan are (1) the increasing number of births in Michigan, and (2) the increasing number of young people who make use of post-high school educational facilities.

As indicated by the data in Table VI, page 77, the number of births per year, in Michigan, has been increasing at a phenomenal rate. For example, the 1951 college freshman class is largely made up of youth born in 1933. The number of babies born in 1947 was practically double the number born fourteen years earlier. The 1950 births in Michigan totaled 160,055, and health department officials report that the projected figure for the current year (1951) is still higher.

The preliminary report²⁷ of the United States Census Bureau issued April 10, 1951, indicated that 1950 census figures, when available,

²⁶ The Cost of Education in New Jersey, op. cit., p. 25.

²⁷ 1950 Census Population, Preliminary Report, April, 10, 1951.
U. S. Census Bureau, Washington, D. C.

TABLE VI
NUMBER OF BIRTHS IN MICHIGAN, 1920-1950*

Year	Births	Year	Births
1920	92,245	1936	88,457
1921	96,035	1937	91,566
1922	90,042	1938	96,962
1923	92,956	1939	94,432
1924	98,187	1940	99,106
1925	98,983	1941	107,498
1926	98,289	1942	124,068
1927	99,940	1943	125,441
1928	97,462	1944	113,586
1929	98,695	1945	111,557
1930	98,882	1946	138,572
1931	90,547	1947	160,275
1932	85,254	1948	153,726
1933	80,482	1949	156,469
1934	83,944	1950	160,055
1935	87,403		

* Annual Reports of Michigan Department of Health quoted in J. F. Thaden, "Effect of The Increased Birth Rate in School Enrollments and School Buildings Needs," Michigan Agricultural Experiment Station Quarterly Bulletin, Vol. 31, No. 1, August 1948, p. 2, for the years 1920 through 1947, data for ensuing years secured by correspondence with Michigan Department of Health.

will show a trend in the population which will place an increased load on the education facilities for post-high school years.

Michigan's population increased by 1,115,894 between the 1940 and 1950 census. Most of this gain was due to an excess of births over deaths. The rate of growth was 21.2 percent. The number of children under ten years old increased greatly. The rate of growth for this age group was 53 percent as compared with 21.2 percent for the population as a whole.

There has been a spectacular increase in college attendance throughout the nation in the past fifty years.

In 1900 fewer than 250,000 students, only 4 percent of the population 18 through 21 years of age, were enrolled in institutions of higher education. By 1940 the enrollment had risen to 1,500,000 students equal to a little less than 16 percent of the 18-21 year olds.²⁸

Figure 3, page 79, depicts graphically the rise in enrollment in Michigan colleges from 1900 to 1949. Speaking of this upsurge of college attendance in Michigan, Mosier reported as follows.

Higher education in Michigan is experiencing a popular social demand that secondary education encountered during its expansion thirty years ago. In a sense, higher education has become an important facility for popular education. In 1900 fewer than 10,000 students were enrolled. Nearly fifty years later ten times that number were obtaining an education in colleges. During the same period, our general population increased only three times. Of the 368,673 Michigan 18 to 21 year olds, approximately 86,000 are now (May 1949) registered full time in a formal academic collegiate program. In other words, more than a fifth of all Michigan youth may be identified as college going.

What lies ahead? More parents will be seeking a college education for their youth. The current veteran family will settle for no less than a minimum education for its offspring. The campus babies of 1949 will be among the 100,000 Michigan high school graduates of 1966.²⁹

A glance at Michigan school attendance records for the years 1900 to 1940, as given in Table VII, page 80, shows marked changes in the school-going pattern of young people in the state. While the percentage of all age groups attending school has steadily risen, the increase in

²⁸ Report of the President's Commission on Higher Education, op. cit., Vol. I, p. 25.

²⁹ Mosier, op. cit., p. 1.

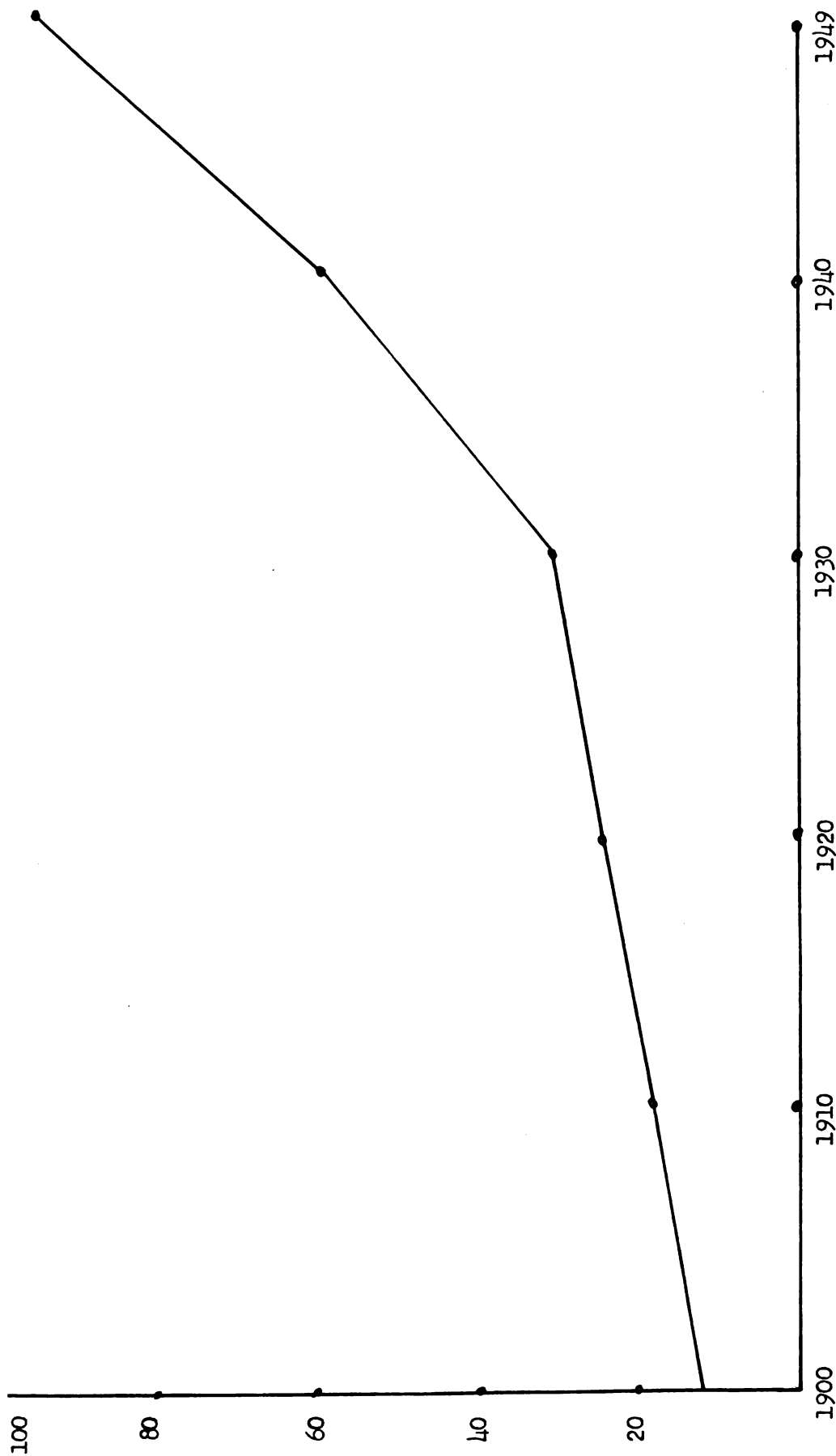


FIGURE 3
 ENROLLMENT IN MICHIGAN COLLEGES AND UNIVERSITIES
 REPORTED TO THE SUPERINTENDENT OF PUBLIC INSTRUCTION
 FOR TEN-YEAR INTERVALS BEGINNING IN 1900*

* The enrollment report for the year 1949 included only data from colleges and universities whose major registrations are in curricula leading to degrees. From Mosier, op. cit., p. 9.

TABLE VII
SCHOOL ATTENDANCE BY AGE FOR MICHIGAN 1900-1940*

Year	Age	Total Number	Attending School	
			Number	Percent
1940	5 to 20 yrs.	1,450,349	1,106,819	76.3
	5 to 9 yrs.	418,855	363,142	86.7
	10 to 14 yrs.	463,917	452,083	97.4
	15 to 20 yrs.	567,577	291,594	51.4
1930	5 to 20 yrs.	1,439,475	1,090,754	75.8
	5 to 9 yrs.	486,970	411,582	84.5
	10 to 14 yrs.	455,469	448,781	98.5
	15 to 20 yrs.	497,036	230,391	46.4
1920	5 to 20 yrs.	1,048,390	710,341	67.8
	5 to 9 yrs.	368,220	281,829	76.5
	10 to 14 yrs.	326,453	313,695	96.1
	15 to 20 yrs.	353,717	114,817	32.5
1910	5 to 20 yrs.	854,710	558,126	65.3
	5 to 9 yrs.	275,367	203,373	73.9
	10 to 14 yrs.	258,480	246,721	95.5
	15 to 20 yrs.	320,863	108,032	33.7
1900	5 to 20 yrs.	790,275	456,148	57.5
	5 to 9 yrs.	264,059	159,523	60.4
	10 to 14 yrs.	247,617	222,042	89.8
	15 to 20 yrs.	278,599	74,223	26.6

* U. S. Census, 1940. Michigan, Characteristics of the Population, Table 12, p. 23.

school attendance for the 15 to 20 year group is startling, the percentage having practically doubled in the 50 year period.

In this same 50 year period the number of 15 to 20 year olds attending school has increased from 74,223 in 1900 to 291,594 in 1940, practically four times.

Thaden has made a series of projections of future school enrollments³⁰ in Michigan, based upon population data. Each successive investigation has proved his previous estimates to be on the conservative side. Thaden's latest projection of twelfth grade enrollment for the school year 1956-57 was 63,540, which, contrasted with the actual twelfth grade enrollment in 1949-50 of 46,000, is an increase of 17,444 or 37.8 percent.

There is nothing in the literature of higher education to indicate that a similar increase in post-high school enrollment cannot be expected. Of course, military conditions will affect this estimate, but the past effect of military service has been to result in a piling up of demand for higher education facilities.

Figures as to the number of young men currently in military service and consequently withdrawn from the pool of potential college students are not available. However, the December 18, 1951 issue of the Lansing State Journal carried a story indicating that 40,000 Michigan men had been called to military duty through selective service alone. Other thousands have entered the service by volunteering.

Educational and demographic data give every indication of an increasing demand for post-high school educational facilities in Michigan in the years ahead. Whether that demand will be met by further expansion of existing institutions, or the creation of new institutions, is a question the people of the state must settle.

³⁰ Thaden, op. cit., p. 1-11., and J. F. Thaden, "Forecast of Future Public School Enrollments, By Grades, In Michigan," Michigan Agricultural Experiment Station quarterly Bulletin, Vol. 31, No. 4, May 1949, pp. 378-386.

The December 18, 1951 issue of the Lansing State Journal carried a story quoting President John Hannah of Michigan State College as predicting an enrollment at Michigan State College of 35,000 in 1968 and 40,000 at the University of Michigan the same year.

One answer to this prospective increasing demand for college facilities is the expansion of a system of community colleges.

Summary and Conclusions

1. The case for the community college, as presented by the several state study commissions, included the following arguments:
 - a) The community college is an agency which can provide terminal education, orientation and guidance, lower division or university parallel work and adult education.
 - b) The community college affords excellent opportunities for the extension of public efforts in higher education.
 - c) The community college can be a democratizing institution.
 - d) The community college is essentially a local institution.
 - e) Technological development and the increasing complexity of modern living require a longer period of education.
 - f) The community college is an effective means of equalizing educational opportunities.
 - g) There has been little opportunity for youth under twenty years of age to enter American industry.
 - h) Educational facilities of a post-high school nature should be located within reasonable commuting distance of the homes of students.

- i) There is a need in many occupations for higher levels of education to assure adequacy and competence of the worker.
 - j) There is an increasing demand for adult education.
 - k) The historical development of education in the United States points to the community college as the next logical step.
2. The case for the community college, as presented by authorities in the field, included most of the above arguments, plus the following:
- a) The community college provides for the adaptation of work on the immediate post-high school level to the rising popular demand for education.
 - b) The community college will meet demands of changes in rural social organization because it will be community centered and able to adjust to community desires.
 - c) The community college is a working part of the community where its students live; it is for all of the people of the community.
 - d) The community college can help the American people reach the goal where no well qualified individual will encounter an insuperable economic barrier to the attainment of the kind of education suited to his aptitudes and interests.
3. The case for the community college, as suggested by educational and demographic data for Michigan, included the following:
- a) Only 24.48 percent of the 1950 graduates of Michigan high schools were reported as enrolled in college on October 15, 1950.

- b) In general, there was a larger proportion of 1950 graduates enrolled in college in those counties where publicly supported colleges were operating.
- c) There was a wide range in the proportion of high school graduates from the several counties, in colleges, in the fall of 1950.
- d) According to 1940 census figures, there was wide variation between counties in respect to the percentage of youth 18 to 20 years old attending school. Two counties enrolled less than 15 percent of this age group in school, while three counties enrolled more than 30 percent of the same age group.
- e) In general, there was a larger proportion of the 18 to 20 age group enrolled in school in those counties having publicly supported colleges.
- f) In general, the proportion of 18 to 20 year olds attending school was larger in those cities having publicly supported colleges than in cities without publicly supported colleges.
- g) In 1940, Michigan ranked seventh in the nation in the percentage of youth 5 to 24 in school, and thirty-second in the percentage of 18 to 20 year olds in school.
- h) The number of births per year in Michigan has nearly doubled in the past 18 years.
- i) The number of college students in Michigan has increased ten fold, while the population tripled.
- j) The evidence indicates that an increasingly large number of youth will reach college-going age in the next twenty years.

CHAPTER IV

CHAPTER IV

ENROLLMENT IN GRADES IX TO XII AS A CRITERION

One of the questions frequently raised in the studies reviewed in Chapter II had to do with high school enrollment as a criterion for the establishment of junior colleges or community colleges. This criterion seems to have merit in establishing minimum requirements, since high school enrollment figures should give some indication as to the possible size of the pool from which community college enrollment might reasonably be expected to be drawn.

Some state studies used a minimum number of high school graduates instead of high school enrollment as a criterion. Apparently the number of graduates was used because enrollment figures were not readily available. In this study, when it becomes necessary to estimate high school enrollment from the number of high school graduates in a given year, the number of graduates will simply be multiplied by four. The obtained estimate of high school enrollment then will usually be somewhat lower than the actual enrollment, but quite close enough when used only for comparative purposes.

Several of the state studies made very specific recommendations with respect to enrollment in grades IX-XII as a criterion.

The Florida¹ commission suggested that junior colleges should be established only in areas consisting of one or more counties where there

¹ Education and the Future of Florida, *op. cit.*, p. 88.

is a minimum of 400 graduating from high school within approximately a twenty mile radius. Using the formula described in a preceding paragraph, a fair estimate of enrollment would be 1600. This means that the criterion recommended in Florida would be at least 1600 students enrolled in grades IX-XII.

In Idaho the present law requires as a minimum an enrollment of 800 in grades IX-XII.² The Idaho study commission recommended the continuation of the figure 800.³

Griffith, in the Illinois study, suggested that the high school district, or the unit of consolidated districts, must enroll a minimum of 500 students in grades IX-XII.⁴

Starrak and Hughes, in their Iowa study, suggested a criterion of a minimum of 400 graduating from high school, or a minimum high school enrollment of 1500, in the proposed community college districts.⁵

The Maryland study reported that on the basis of experience in the midwest, the average proportion of junior college enrollment to high school enrollments in tuition free institutions was one third. This study set 175 to 200 as a minimum desirable junior college enrollment. Using the ratio one third would mean a high school enrollment of 500 to

² Public Education in Idaho, op. cit., p. 54.

³ Ibid., p. 76.

⁴ The Junior College in Illinois, op. cit., p. 245.

⁵ A Program of Post High School Education for Iowa, op. cit., p. 16.

600. However, the Maryland commission recommended a more conservative ratio of 1 to 4, which would suggest an enrollment in grades IX-XII of from 600 to 800.⁶

The working figure recommended in the Minnesota Study was 500 students in grades IX-XII.⁷

The New York commission made no specific recommendations regarding the high school enrollment, but in comments regarding the establishment of community colleges revealed clearly the very different population distribution in New York, as compared with most of the other states studied. The report states:

If community colleges were established in all those areas having 5,000 or more high school students, they would provide facilities within commuting distance (25 miles) for 93 per cent of the high school graduates of the state. Fifty-four per cent of the state's high school students live in New York City; 18 areas have between 5,000 and 50,000 students each.⁸

The Oregon commission, in the text of the junior college law it proposed, specified that a junior college:

. . . shall be established in any county district or school district only when the enrollment in grades IX-XII equals or exceeds the number of 500 pupils.⁹

The Wisconsin study suggested, as criteria for determining the need for and possibility of the successful establishment of, junior colleges,

6 Higher Education in Maryland, op. cit., pp. 285-286.

7 Higher Education in Minnesota, op. cit., p. 140.

8 Report of the Temporary Commission on the Need for a State University, (New York), op. cit., p. 28.

9 Report of the Interim Committee on Post High School Educational Facilities, (Oregon), op. cit., p. 14.

a five year average of 250 high school graduates per year and a five year average of 1,100 students enrolled in the four year high school.¹⁰

The recommendations of the several commissions are summarized in Table VIII, page 89. No commission recommended attempting to establish community colleges where the enrollment in grades IX-XII was less than 500 pupils. The recommendation of the Florida commission needs to be considered in the light of the fact that Florida operates on a county unit basis, i.e., each county is a single school district. The same is true of Maryland. The Iowa, Minnesota and Wisconsin recommendations were made for units to be established on a regional basis. All others were made with the assumption that the community college would be an extension of the local school system.

In order to apply the criterion of enrollment in grades IX-XII to the situation in Michigan, it was necessary to analyze the pattern of high school enrollments in the state.

As indicated by the data in Table IX, page 90, Michigan has many small high schools. In fact, only seventy-nine of the 538 districts reported as maintaining high schools in the state enrolled more than 500 pupils in grades IX-XII. One hundred and ninety-three high schools, over thirty-five per cent, reported an enrollment of less than 150, in grades IX-XII.

The data in Tables IX and X, pages 90 and 91, were secured from the reports made to the state director of interscholastic athletics, who is

¹⁰ Junior College Needs in Wisconsin, op. cit., p. 35.

TABLE VIII
RECOMMENDATIONS OF THE SEVERAL STUDIES REGARDING HIGH SCHOOL
ENROLLMENT REQUIRED TO ESTABLISH A COMMUNITY COLLEGE*

State	Minimum enrollment in grades IX-XII
Florida	1600, i.e. 400 graduating from high school, 20 mile radius, county unit
Idaho	800
Illinois	500
Iowa	1500, in a regional community college district
Maryland	600 to 800, county unit
Minnesota	500, in a regional community college district
New York	5000, would care for 91 per cent of graduates
Oregon	500
Wisconsin	1100, to establish junior college under university extension service.

* These enrollment figures are actually not comparable as some are for local districts, some for county units, and other for regional districts.

also an assistant superintendent in the department of public instruction. These reports were used because they were available from practically all of the high schools in the state. They could be assumed to be accurate, and they provided the most recent data. These reports are obtained for the purpose of classifying high schools for athletic competition. The enrollment figure used was actually membership on the fourth Monday of the school year. Membership is defined, by the child accounting division of the department of public instruction, as "registration plus receipts minus losses on a given date." All schools enrolling less than 800 are required to report membership in all grades IX-XII. The larger schools may report only membership in grades X, XI and XII, if they do not use

TABLE IX
DISTRIBUTION BY ENROLLMENT IN GRADES IX-XII OF MICHIGAN SCHOOL
DISTRICTS MAINTAINING HIGH SCHOOLS, 1950

Enrollment*	Number of School Districts	Percent of School Districts
Over 800	38	7.06
500 - 800	41	7.63
325 - 499	69	12.82
150 - 324	197	36.62
Under 150	193	35.87
Total	538	100.

* Enrollment means actual membership October, 1950. Membership is defined by the department of public instruction as "registration plus receipts minus losses on a given date."

ninth grade boys in interscholastic competition. For this reason, membership of some of the larger schools cannot be exactly ascertained.

For the purpose of this study, membership in grade IX was added to the total membership reported in grades X, XI and XII to obtain an estimate of the membership in grades IX-XII.

The estimated grade IX membership enrollment (actual grade X) is indicated in Table XI, page 92, by the numbers below the line on which the school district name appears.

A careful scrutiny of the reports of those larger high schools which did include grade IX, indicated that this was a reasonably accurate procedure which gave a total figure slightly below the actual membership. Such an error did not invalidate the analysis for the purpose of this study.

TABLE X

NUMBER AND PER CENT OF MICHIGAN YOUTH ENROLLED IN GRADES IX-XII
IN OCTOBER, 1950, BY SIZE OF PUBLIC HIGH SCHOOL DISTRICT

Size of District (Enrollment IX-XII)	Number	Per Cent of Public High School Enrollment
Over 800	118,794	51.43
500 - 800	24,807	10.74
325 - 499	27,161	11.76
150 - 324	42,751	18.51
Under 150	17,452	7.56
Total	230,965	100.

Parochial high school membership was not included in Table X. Reports to the state director of athletics indicated a membership of 31,537 in these schools in grades IX-XII or about twelve per cent of the total high school population of the state. 16,184 or slightly more than one-half of these were in Detroit, where they constituted almost twenty-seven per cent of all high school membership in the city. The Detroit public high school membership was 44,706, which represented nineteen per cent of the total public high school membership in the state. Detroit's combined public and parochial membership of 60,890 represented twenty-three per cent of the state's total combined public and parochial membership of 262, 592.

One recommendation made by some of the state studies regarding required enrollment in grades IX-XII, as revealed in Table VIII, was 800.

As Table X indicates, the use of an enrollment of 800 or more in grades IX-XII as a criterion for the establishment of community colleges

TABLE XI

PUBLIC SCHOOL DISTRICTS IN MICHIGAN WITH ENROLLMENT* OF MORE
THAN 800 IN GRADES IX-XII IN OCTOBER 1950

Alpena	1,000	Lincoln Park	1,277
Ann Arbor	1,153	Midland	1,104
	390**		470**
Battle Creek	1,577	Monroe	1,038
	624**		407**
Bay City	2,870	Mount Clemens	1,179
Benton Harbor	1,148	Muskegon	1,566
Birmingham	932		637**
Dearborn	5,051	Muskegon Heights	966
	596**		407**
East Detroit	1,047	Niles	1,005
Ferndale	1,380	Owosso	1,021
Flint	4,379	Pontiac	2,011
	1,473**		748**
Grand Rapids	4,998	Port Huron	1,393
Grosse Pointe	1,104		542**
	415**	Royal Oak	1,872
Hamtramck	1,073	Saginaw	3,659
Hazel Park	1,014		1,318**
Highland Park	2,149	Sault Ste. Marie	880
Holland	1,163	Traverse City	1,064
Jackson	1,630	Van Dyke	832
	648**	Wayne	1,117
Kalamazoo	1,953	Wyandotte	1,242
	732		515**
Lansing	3,274	Ypsilanti	867
	1,178**		
		Total Out State	74,088
		Detroit	39,684
			5,022
		Total	118,794

* Enrollment is membership on the fourth Monday of the school year. Membership is defined as registration plus receipts minus losses on a given date.

** Estimated membership in grade IX obtained by using actual grade IX membership.

would limit the establishment of such institutions, in Michigan, to districts which enroll slightly more than one-half (fifty-one percent) of the pupils in the public high schools in the state. If this criterion were followed, thirty-eight, or approximately seven percent of those districts maintaining high schools would have sufficient enrollment to establish a community college.

Table XI, page 92, presents an array of those districts in Michigan which met the criterion of 800 enrolled in grades IX-XII, together with the membership reported or estimated in each district. The location of these districts is indicated in Figure 4. If the counties of Macomb, Oakland and Wayne be considered as the Detroit metropolitan area, then that area contains fifteen of the thirty-eight districts. Outstate, the only districts which met this criterion and had no post high school educational facilities already in existence were Alpena, Battle Creek, Midland, Monroe, Niles, Owosso, Saginaw and Traverse City.¹¹

The minimum required enrollment in grades IX-XII recommended by any of the state studies, tabulated in Table VIII, was 500. The Minnesota¹² commission established this minimum for proposed regional community colleges, and the Oregon¹³ commission recommended the same minimum for community colleges to be developed as part of the local school district organization. Griffith made the same recommendation for Illinois.¹⁴

¹¹ A community college began operation in Traverse City in September 1951. See Grand Rapids Herald, September 9, 1951.

¹² Minnesota, Higher Education in Minnesota, op. cit., p. 140

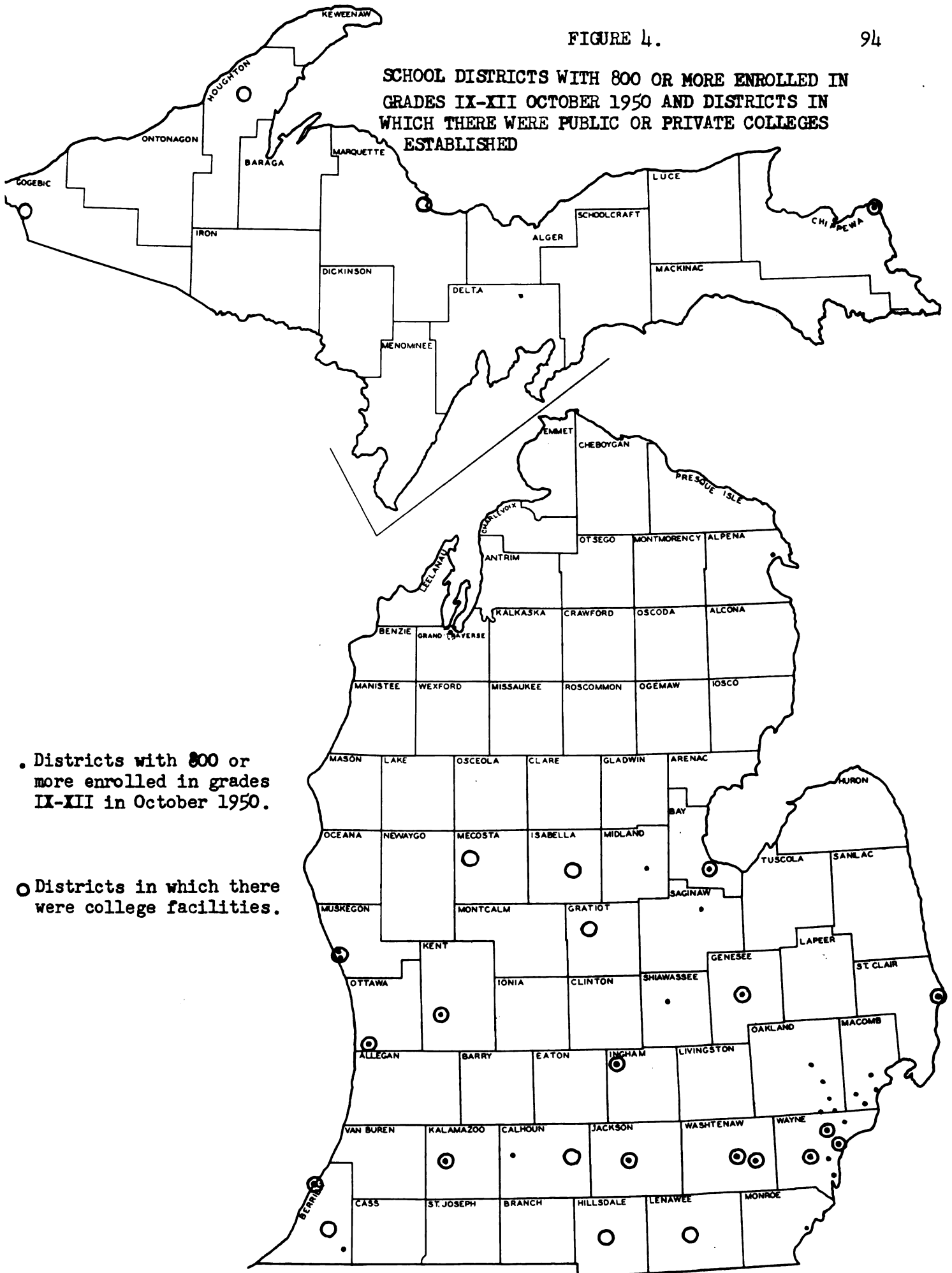
¹³ Oregon, Report of the Interim Committee on Post High-School Educational Facilities, op. cit. p. 14.

¹⁴ The Junior College in Illinois, op. cit., p. 245.

SCHOOL DISTRICTS WITH 800 OR MORE ENROLLED IN
GRADES IX-XII OCTOBER 1950 AND DISTRICTS IN
WHICH THERE WERE PUBLIC OR PRIVATE COLLEGES
ESTABLISHED

• Districts with 800 or
more enrolled in grades
IX-XII in October 1950.

○ Districts in which there
were college facilities.



The data in Table XII, page 96, indicates the possibility of forty-one additional districts meeting this lower required enrollment standard (500 instead of 800). These forty-one districts had a total membership of 24,807, in grades IX-XII, with 4,946 of this membership in eight districts in the Upper Peninsula. Cadillac, with 669 and Petoskey, with 535 were the only districts besides Traverse City and Alpena in the northern half of the Lower Peninsula which had an enrollment sufficient to satisfy the requirement of 500 pupils enrolled in grades IX-XII as a criterion.

The location of these forty-one districts is indicated in Figure 5, page 97.

Eight counties in the Upper Peninsula had no high school with a membership of over 500 in grades IX-XII; twenty-three counties in the north half (north of the Oceana to Bay row of counties) of the lower peninsula did not have such a high school, and nine counties scattered through the south half of the lower peninsula had no such high school districts. In brief, in only forty-three of the eighty-three counties in Michigan was there a high school with a membership of 500.

If a minimum high school enrollment of 500 is accepted as a criterion for establishing community colleges in Michigan, and if Michigan seeks to develop these institutions through the local district, then the problem of local administrative organization demands further attention in the state.

The first recommendation of the Michigan Public Education Study Commission, in it's report issued in 1944, was as follows:

TABLE XII

PUBLIC SCHOOL DISTRICTS IN MICHIGAN WITH ENROLLMENT* OF
500 TO 799 IN GRADES IX-XII IN OCTOBER 1950

District	Enrollment	District	Enrollment
Adrian	605	Mt. Pleasant	566
Albion	557	Petoskey	535
Alma	541	Plymouth	776
Battle Creek-		River Rouge	605
Lakeview	708	Rochester	631
Bellville	535	Romulus	552
Berkley	791	Roseville	548
Big Rapids	529	St. Johns	535
Cadillac	669	St. Joseph	622
Charlotte	504	Sandusky	574
Coldwater	573	Trenton	640
Detroit-Redford		Walled Lake	679
Union	681	total Lower Peninsula	19861
Dowagiac	582		
Ecorse	501	Calumet	649
Fremont	506	Escanaba	634
Grand Haven	785	Iron Mountain	553
Grand Ledge	556	Ironwood	707
Hastings	611	Ishpeming	551
Lapeer	673	Kingsford	581
Ludington	564	Marquette	627
Marshall	627	Menominee	644
Melvindale	500	Total Upper Peninsula	4946
		Total 41 Districts	24807

* Enrollment is membership on the fourth Monday of the school year. Membership is defined as registration plus receipts minus losses on a given date.

FIGURE 5

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SCHOOL DISTRICTS WITH 500-799 ENROLLED IN GRADES IX-XII OCTOBER 1950 AND DISTRICTS IN WHICH THERE WERE PUBLIC OR PRIVATE COLLEGES ESTABLISHED

Districts with 500 to 799 enrolled in grades IX-XII in October 1950

Districts in which there were college facilities

The map displays the state of Michigan divided into its constituent counties. Each county is labeled with its name. Superimposed on the county boundaries are symbols representing school districts. Small solid dots indicate school districts that had between 500 and 799 students enrolled in grades IX through XII as of October 1950. Larger circles with a central dot represent school districts that had established either a public or private college facility. The distribution of these districts is widespread across the state, with notable concentrations in the central and southern regions, particularly in counties like Kalamazoo, Jackson, and Wayne.

- Districts with 500 to 799 enrolled in grades IX-XII in October 1950

○ Districts in which there were college facilities

Since the operational details essential to equalization of educational opportunity are dependent in the last analysis on the nature, form, and efficiency of structure through which they are made possible, the first and immediately most important need for the improvement of public education in Michigan is provision for the early reorganization of the 6,274, nine¹⁵ legal types of currently existing districts into four types or classes....¹⁶

In another part of the report, the commission suggested that natural school communities existed and that:

The organization of these different types of educational, economic, fiscal, and social interests into a series of school districts capable of providing for both elementary and secondary education produced a total of only 253 school districts, a proposed reduction of 95.7 per cent in the total number of existing districts.¹⁷

According to annual reports filed with the finance division in the department of public instruction, the number of districts on July 1, 1951, in Michigan was 4,838, a reduction of 1,436 from the 6,274 reported by the study commission, but still a far cry from the 253 proposed by the same body.

Progress toward the goal suggested by the commission should result in an increase in the number of districts maintaining high school enrollments sufficient to warrant the consideration of those communities for community colleges.

¹⁵ Michigan law provides for nine legal types or classes of school districts. The commission recommended that the number of legal types or classes be reduced to four.

¹⁶ The Improvement of Public Education in Michigan, op. cit., p. 263.

¹⁷ Ibid., p. 177.

Summary and Conclusions

A review of the several state studies cited in Chapter II indicates that high school enrollment was considered to be an important criterion when the question of establishing community colleges was studied.

Michigan has numerous school districts maintaining high schools with comparatively small enrollments. Consequently, it will be difficult in Michigan to use a reasonable high school enrollment as a criterion and still locate community colleges within commuting distance under the present system of district organization.

The following statements constitute a summary of the findings in this chapter.

1. High school enrollment, as a criterion, is recommended in nine of the state studies reviewed.
2. The minimum required enrollment suggested in grades IX-XII for the establishment of community colleges was 500. This minimum was recommended by commissions in three states.
3. Two state studies recommended 800 as a desirable minimum high school enrollment for a district to establish a community college.
4. Approximately twelve per cent of Michigan high school membership in grades IX-XII, in October 1950, was in parochial schools.
5. In October 1950, there were thirty-eight school districts in Michigan with an enrollment of 800 or more in grades

IX-XII. These thirty-eight districts enrolled fifty-one per cent of the pupils attending public school in grades IX-XII.

6. In October 1950, there were forty-one Michigan school districts with an enrollment between 500 and 799 pupils, in grades IX-XII. The enrollment in these forty-one schools represented nearly eleven per cent of the public school membership of the state in grades IX-XII.
7. In forty-three of the eighty-three counties in Michigan, there were school districts with a public school membership of over 500 in grades IX-XII, in October 1950.
8. There is a need for the further reorganization and consolidation of school districts in Michigan, in order to develop administrative units which will have a high school enrollment sufficient to meet the minimum required enrollment (500 in grades IX-XII) recommended for the establishment of community colleges.

CHAPTER V

CHAPTER V

TAX VALUE OF THE DISTRICT AS A CRITERION

Taxes and assessed valuation are topics which invariably arise when the extension of public educational facilities is considered. The community college is an extension of public educational services, and as such, the cost of its operation must inevitably become a part of the tax bill of some unit or units of government.

The questions asked in this chapter are as follows:

- (1) Do the several state studies recommend a minimum tax value if a district is to be allowed to establish a community college?
- (2) What are the recommended requirements?
- (3) How would these requirements operate in Michigan?
- (4) How valid is a minimum tax valuation requirement as a criterion for the establishment of community colleges in Michigan?

In 1948, eight states had statutory requirements as to the minimum tax value for the formation of junior college districts.¹ Of the twenty state studies reviewed in Chapter II, only four made any recommendation regarding minimum tax value as a criterion.

¹ Sims, op. cit., p. 23.

The Idaho commission recommended the continuation of the then existing statutory requirements of "an assessed valuation of \$10,000,000."²

Starrak and Hughes proposed a community college program for Iowa in which they outlined a series of possible regional community college districts which would have an average assessed valuation of \$28,000,000.³ In the community college bill proposed by one of these authors, it was specified that:

. . . each district shall include within its boundaries at least \$25,000,000 of assessed property value.⁴

The Minnesota Commission did not question existing state department of education standards for junior colleges in Minnesota. In fact, in considering the establishment of additional junior colleges, on a regional basis, it used as a criterion the established state standard which specified:

. . . that \$3,000,000 in assessed valuation is considered a minimum for district(s) free from outstanding debts. This minimum is increased proportionally for districts with outstanding debts such that a ten-mill tax levy will yield at least \$30,000 in addition to all debt service requirements, interest, and sinking fund.⁵

The Oregon Commission, in the text of the junior college law it proposed, was very specific. Among the requirements for establishing a junior college was the following:

2 Public Education in Idaho, op. cit., p. 76.

3 A Program of Post High School Education for Iowa, op. cit., p. 19.

4 J. A. Starrak, Community Colleges, An Act (Mimeographed) p. 2.

5 Higher Education in Minnesota, op. cit., p. 122.

A junior college shall be established in any county district or school district only when the assessed valuation of such county district or school district equals or exceeds \$7,500,000.⁶

In brief only four of the state studies reported recommendations regarding a desirable minimum tax valuation. For new regional community college districts, minima suggested were \$3,000,000 and \$25,000,000, and for establishing community colleges as a part of the local school district program minimum tax values recommended as requirements were \$7,500,000 and \$10,000,000.

Because of variations from state to state in annual tax rates and in units of government operating on a specific tax base, a comparison of tax valuations has little meaning. However the ensuing analysis of the relationship between secondary school enrollment and tax valuation within a single state--Michigan--probably does have significance.

An examination of the data presented in Table XIII, page 104, reveals that all but four of the Michigan school districts shown in Table XI as having an enrollment of 800 or more in grades IX-XII would meet the criterion, set up in Iowa for regional community colleges, of a tax valuation of \$25,000,000. This was the highest tax valuation recommended by any of the state studies as a criterion for establishing community colleges.

Owosso fell just short of this minimum, with a state equalized valuation in 1949 of \$24,000,000. Others not meeting the suggested Iowa

⁶ Report of the Interim Committee on Post High School Facilities (Oregon) op. cit., p. 14.

TABLE XIII

STATE EQUALIZED VALUATION OF DISTRICTS IN MICHIGAN WITH ENROLLMENT
MORE THAN 800 IN GRADES IX-XII IN OCTOBER 1950, SECONDARY SCHOOL
ENROLLMENT AND VALUATION PER SECONDARY SCHOOL PUPIL*

District	State Equalized Valuation, 1949 Thousands of Dollars	Enrollment Grades VII- XII, 1949-50	Valuation Per Pupil in Dollars
Alpena	32,585	1,184	27,521
Ann Arbor	75,922	2,287	33,197
Battle Creek	121,955	3,235	37,698
Bay City	78,586	3,682	21,343
Benton Harbor	41,103	1,678	24,495
Birmingham	55,565	1,323	41,999
Dearborn	381,576	7,044	39,974 (59,000)
East Detroit	36,627	1,577	16,884
Ferndale	56,548	2,248	25,154
Flint	318,412	9,773	32,580
Grand Rapids	362,982	8,165	44,455
Grosse Pointe	125,035	2,184	57,250
Hamtramck	105,501	1,655	63,744
Hazel Park	28,394	1,580	17,970
Highland Park	127,990	2,813	45,499
Holland	36,212	1,430	25,323
Jackson	107,199	3,420	21,344
Kalamazoo	160,249	3,517	45,564
Lansing	218,162	7,109	30,688
Lincoln Park	25,219	1,901	13,266
Midland	91,325	1,860	49,099
Monroe	51,909	1,862	27,878
Mount Clemens	30,763	1,368	22,487
Muskegon	115,374	3,835	30,084
Muskegon Heights	36,332	1,984	18,312
Niles	27,270	1,451	18,793
Owosso	24,980	1,431	17,456
Pontiac	176,437	4,909	35,981
Port Huron	62,447	2,706	23,077

*Districts are those school districts with more than 800 pupils enrolled in grades IX-XII in October 1950. State equalized valuation is the valuation established by the state tax commission for the year 1949. Enrollment grades VII-XII is the secondary school enrollment upon which part of the state aid is computed. Valuation per pupil is obtained by dividing the state equalized valuation by the secondary enrollment. Data from annual reports to the finance division of Department of Public Instruction.

Continued on next page

TABLE XIII - Continued

District	State Equalized Valuation, 1949 Thousands of Dollars	Enrollment Grades VII- XII, 1949-50	Valuation Per Pupil in Dollars
Royal Oak	76,309	2,821	27,050
Saginaw	163,208	7,850	20,790
Sault Ste. Marie	23,650	1,375	17,200
Traverse City	21,336	1,491	14,309
Van Dyke	32,412	1,355	23,920
Wayne	19,496	1,731	11,262
Wyandotte	73,136	2,550	28,680
Ypsilanti	29,537	1,240	23,820
Detroit	3,929,081	88,293	45,066

standard were Sault Ste Marie, with \$23,650,000; Traverse City, \$21,336,000; and Wayne, \$19,497,000.

All school districts in Michigan enrolling 800 or more students in grades IX-XII, had a state equalized tax valuation far above the \$7,500,000 or \$10,000,000 recommended by the studies as a desirable minimum tax value for local districts to establish community colleges.

An inspection of the data presented in Table XIII raises a serious question as to the validity of tax value as a criterion for the establishment of community colleges in Michigan. Column 4 in Table XIII was obtained by dividing the 1949 state equalized valuation of the district, in thousands of dollars, by the average secondary school membership (grades VII-XII) for each district during the school year 1949-1950. Average daily secondary school membership was used for this comparison, as that figure was available for the year on which taxes were collected on the 1949 valuation.

From this computation, it is apparent that the number of dollars in tax value back of each child enrolled in the secondary school varies greatly. Wayne, for example, had a valuation of slightly more than \$11,000 per secondary school child, while Hamtramck, at the other extreme, had a valuation of almost \$64,000 per child. The wide variation in assessed valuation per secondary school pupil enrolled suggests that there exists a similar variation in the ability of various districts to provide financial support for a community college.

As indicated by the data in Table XIV, page 107, eleven of the 41 school districts in Michigan, enrolling from 500 to 799 pupils in

TABLE XIV

STATE EQUALIZED VALUATION OF DISTRICTS IN MICHIGAN WITH ENROLLMENT
OF 500-799 IN GRADES IX-XII IN OCTOBER 1950, SECONDARY SCHOOL
ENROLLMENT AND VALUATION PER SECONDARY SCHOOL PUPIL*

District	State Equalized Valuation, 1949 Thousands of Dollars	Enrollment Grades VII- XII, 1949-50	Valuation Per Pupil in Dollars
Adrian	45,508	1,195	38,082
Albion	16,793	774	21,696
Alma	14,692	814	17,975
Battle Creek Lakeview	11,710	863	13,568
Belleville	37,271	731	50,986
Berkley	37,645	1,226	30,705
Big Rapids	8,455	660	12,810
Cadillac	12,753	970	13,147
Charlotte	10,692	675	15,840
Coldwater	10,708	807	13,268
Detroit-Redford Union	12,933	1,069	11,536
Dowagiac	9,588	783	12,245
Ecorse	84,360	933	90,418
Fremont	5,185	677	7,673
Grand Haven	23,192	965	24,033
Grand Ledge	7,073	761	9,294
Hastings	12,557	846	14,842
Lapeer	8,163	943	8,656
Ludington	16,943	791	21,419
Marshall	8,751	830	10,593
Melvindale	20,767	806	25,765
Mt. Pleasant	13,828	797	17,350
Petoskey	11,539	762	15,143
Plymouth	24,738	1,100	22,489
River Rouge	38,059	1,058	35,972
Rochester	10,225	808	12,654
Romulus	7,316	892	8,201
Roseville	9,470	702	13,490

*For explanation see footnote Table XIII, page 104.

Continued next page

TABLE XIV - Continued

District	State Equalized Valuation, 1949 Thousands of Dollars	Enrollment Grades VII- XII, 1949-50	Valuation Per Pupil in Dollars
St. Johns	5,644	683	8,263
St. Joseph	24,619	806	30,544
Sandusky	2,228	762	2,923
Trenton	31,613	778	40,633
Walled Lake	13,359	972	13,743
Calumet	8,197	870	9,421
Escanaba	15,355	1,264	12,147
Iron Mountain	11,224	822	13,654
Ironwood	15,895	943	16,855
Ishpeming	17,301	694	24,929
Kingsford	18,471	798	23,146
Marquette	17,909	909	19,701
Menominee	23,311	977	23,859

grades IX-XII in October, 1950, had a state equalized tax valuation of less than \$10,000,000 in 1949. Five of these eleven had a valuation under the \$7,500,000 recommended by the Oregon commission as a desirable minimum.⁷

The spread in equalized valuation per pupil enrolled in grades VII-XII, in the group of schools enrolling 500 to 799 pupils in grades IX-XII, was even greater than that in the group of schools enrolling 800 or more (See Table XIII, page 104). Here (Table XIV) Ecorse, for example, had a tax value of over \$90,000 per secondary (VII-XII) school child, as contrasted with Sandusky, with an assessed valuation of roughly \$2500 for each child enrolled in grades VII-XII.

On the other hand, as indicated by the data in Table XV, page 110, a check of all Michigan districts maintaining high schools approved for tuition purposes revealed that if the criterion of 500 or more enrolled in grades IX-XII were ignored and only a minimum tax valuation of \$10,000,000 were considered, twenty-four additional districts would have been able to meet the tax valuation criterion. In other words, the tax valuation in these twenty-four districts was in excess of the \$10,000,000 minimum suggested, but the prospective enrollment recommended as a desirable minimum requirement (500 in grades IX-XII) simply did not exist.

An analysis of the data in Tables XIII, XIV and XV raises serious question as to the validity of a flat minimum tax valuation as a criterion

⁷ Report of the Interim Committee on Post High School Educational Facilities (Oregon), op. cit., p. 14.

TABLE XV

MICHIGAN SCHOOL DISTRICTS WITH A TAX VALUATION OF MORE THAN \$10,000,000 AND AN ENROLLMENT OF LESS THAN 500, SECONDARY SCHOOL ENROLLMENT AND VALUATION PER SECONDARY SCHOOL PUPIL

District	State Equalized Valuation, 1949 Thousands of Dollars	Enrollment Grades VII- XII, 1949-50	Valuation Per Pupil in Dollars
Buchanan	11,668	505	22,104
Ramsay-Bessemer R. Ag.	10,426	108	96,537*
Wakefield Twp.	10,319	359	28,743
Hillsdale	15,694	648	24,219
East Lansing	19,863	686	28,954
Iron River Twp.	16,657	518	32,156
Stambaugh	10,032	461	21,761
Kalamazoo			
Milwood	11,061	181	61,110*
Parchment	11,378	131	86,854*
Portage Rural Ag.	14,307	522	27,408
East Grand Rapids	16,917	487	34,737
Grand Rapids			
Godwin	14,753	668	22,085
Godfrey-Lee	12,003	485	24,748
St. Clair Shores			
Lakeview	10,373	355	29,219
South Lake	14,581	461	31,629
Centerline	18,385	616	29,845
Fitzgerald	26,739	485	55,131*
Manistee	14,551	496	29,336
Negaunee	13,506	538	25,104
Bloomfield Hills	15,041	149	100,946
Farmington	12,818	718	17,852
Milford	11,448	577	19,840
Waterford Twp. (Pontiac P. O.)	28,324	1,451	19,520
Rogers Twp.	11,129	429	25,941
Sturgis	15,979	633	25,243
South Haven	11,487	701	16,386
Ypsilanti Frl.	15,931	376	42,369*
Allen Park	12,393	573	21,628
Livonia Twp.	13,116	921	14,241
Trenton A. E. Smith	16,116	172	93,697

*District did not operate through grade XII.

For explanation see Table XIII, page 104.

for the establishment of community colleges in Michigan. Such an analysis suggests the need for further research which might result in the establishment of a criterion based upon tax valuation per prospective community college enrollee, or a program of state aid for community colleges based upon an equalization feature parallel to that now used for state aid in grades kindergarten through XII.

State aid for elementary and secondary schools in Michigan is computed by approximately the following formula:

1. Each school district has a gross allowance each year computed as follows:

- a) Average daily elementary (K-6) membership multiplied by \$140.
- b) Average daily high school (7-12) membership multiplied by \$160.
- c) Actual cost of transportation (up to \$60 per child).
- d) Actual tuition paid up to \$50. per elementary pupil and \$75. per high school pupil per year.

The gross allowance is the sum of a,b,c, and d above.

2. Deducted from the gross allowance each year is the following:

- a) The equalized property valuation of the district multiplied by 2 mills.
- b) Primary Aid (usually about \$20. for each child on the school census).
- c) Sales tax receipts of the district for the previous year, (return based on population).

The difference between 1 and 2 above is the state aid for the school district. The reader can readily see that item 2 a) is the important variable which provides the equalization feature of the act. The richer

the district, the greater the amount deducted from the gross allowance or the larger the proportion of the total gross allowance paid by the local school district.

Summary and Conclusions

1. Four of the state studies recommended a minimum tax valuation as a requirement for establishing community colleges.
2. Tax value requirements recommended by the several state studies varied from \$3,000,000 to \$25,000,000 for regional community colleges and from \$7,500,000 to \$10,000,000 for community colleges organized as an extension of the local school district.
3. Seventy four of the seventy nine Michigan districts enrolling 500 or more pupils in grades IX-XII in 1950 had a tax value, in 1949, in excess of the \$7,500,000 recommended by the Oregon commission.
4. Minimum tax value has little merit, in Michigan, as a criterion for establishing community colleges, because of the wide variation in tax value per pupil enrolled in grades VII-XII.
5. This wide variation in tax value per pupil enrolled suggests the possibility that a state aid program for community colleges in Michigan should be developed on an equalization basis somewhat parallel to the state aid program for elementary and secondary schools in Michigan.

CHAPTER VI

CHAPTER VI

COMMUNITY DESIRE AS A CRITERION

Another question frequently asked, when the matter of the extension of public educational facilities is under consideration, is that of community desire. Does the community wish to establish a community college? How can this desire be expressed? What is an adequate measure of community desire?

It is the purpose of this chapter to present the recommendations of the several state studies regarding means of measuring community desire for the establishment of community colleges, and to compare these recommendations with current legal provisions in Michigan.

In sixteen states, the final decision as to the establishment of a junior college rests with the electors of the district.¹ Recommendations of the several state studies described in Chapter II follow:

The Georgia survey commission made the following recommendations:

The initiative in the establishment of junior colleges should in every case be taken by the local Board of Education responsible for the administration of schools in the area in which it is proposed to extend the program of secondary education.

In the large centers of population the initiative should certainly be taken by the local Board of Education. In those situations which may involve many districts or several counties, the initiative might well be taken by one Board of Education inviting the cooperation of the other boards included in the area. The final determination to establish a junior college should be by a vote of the people of the total area to be served.²

¹ Sims, op. cit., p. 28.

² A Report of a Survey of the University System in Georgia, op. cit., p. 93.

The Idaho commission appeared satisfied with the Idaho statute which requires that if a majority of all votes cast favors the establishment of a junior college district, the board of county commissioners shall order such district established.³ The commission did recommend the following change in the law:

The junior-college law should be amended to provide that the petition to place on the ballot the issue of joining a junior-college district should contain either the names of 100 qualified voters, or 30 per cent of the qualified voters in case there are fewer than 333 voters in the high school district.⁴

From this, it appears that the Idaho commission favored requiring petitions containing signatures of thirty per cent of the qualified voters to initiate the establishment of a junior college district, followed by a favorable majority vote of the electors voting on the question.

Starrak, in his proposed Community College Law for Iowa, had the following requirement:

After the boundaries of the proposed community college district have been determined. . . , and the site of the college decided upon and both have been approved by the State Department of Public Instruction, the proposal to establish the college and its district shall be put to vote at a special public election called by the Department of Public Instruction of the state for the purpose. If a majority of all the votes cast in this election are in favor of the plan submitted, the same shall go into effect....⁵

In other words, the proposed Iowa plan suggested local and state surveys, state approval, and the final measure of community desire, approval by a majority vote of the proposed community college district.

³ Sims, op. cit., p. 33.

⁴ Public Education in Idaho, op. cit., p. 501.

⁵ Starrak, op. cit., p. 4.

While the New York study commission recommended statewide master plans for the establishment of community colleges,⁶ the legislative act which grew out of the commission's efforts specifically provided for local decision:

Any county, city or intermediate school district acting through its local legislative body or board, or other appropriate governing agency may by local law, resolution or ordinance, and pursuant to the master plan, standards and regulations prescribed by the state university trustees and with the approval of said trustees: establish a community college.⁷

The New York Commission recommended that community colleges should be established by local initiative within a general system that would facilitate local initiative.

The recommendations of the New York Commission did not include specific instruments for measuring community desire, such as petitions or elections, but did imply that community desire and initiative were important.

The junior college law proposed by the Oregon commission included the following provisions regarding community desire as a criterion:

Whenever a county district school board or a district school board operating an accredited high school shall receive a petition in writing signed by not less than ten per cent of the registered voters of the....district requesting the establishment in such school of a department of junior college work, the board shall spread said petition upon its minutes...The board shall not later than its next regular meeting, communicate to the superintendent of public instruction the fact of the filing of such petition....

After the superintendent of public instruction has screened the petitions, he shall then present all the petitions and his

⁶ Report of the Temporary Commission on the Need for a State University, (New York) op. cit., p. 28.

⁷ Ibid., p. 46.

findings to the state board of education for action. In event of denial, the state board of education shall conduct a public hearing upon petition of the school district board. The county district or district school board shall thereupon submit to the registered voters of the county district or district at the next general election the question whether or not a junior college shall be established in their said county district or district high school....If a majority of the votes cast at any election provided in this act shall be in favor of the establishment of a junior college, the county district or district school board shall proceed to establish such junior college....⁸

Thus it is plain that the clear intent of the proposed junior college law for Oregon was to secure evidence of community desire for such an institution, first through the petition process, and if the proposed action was not approved by the state board of education, then through a majority vote favoring such action.

The Washington study commission made no recommendations for petitions or elections to measure community desire, but did very specifically recommend that, before authorizing the establishment of a junior college, the State Board of Education should secure "evidence afforded by a preliminary local survey in terms of the occupational training and social needs of the area to be served by the junior college."⁹

Most of the other state studies suggested, in one way or another, the importance of state and local surveys in the establishment of community colleges. The inference can be drawn that such surveys may be another device for measuring community desire.

⁸ Report of the Interim Committee on Post High School Educational Facilities (Oregon), op. cit., pp. 13-14.

⁹ A Digest of a Report of a Survey of Public Education in the State of Washington, op. cit., p. 154.

While many of the state studies made no recommendations regarding methods for ascertaining community desire, it should be noted that statutory provisions in those same states already required approval by a majority vote. This was true in 1944 in California, Florida, Illinois, Michigan, Minnesota and Mississippi.¹⁰ The presence of these provisions on the statute books may explain the absence of recommendations on this point by the study commissions.

Prior to the enactment of the Michigan community college law,¹¹ boards of education in Michigan cities having a population of more than 14,000, but not more than 25,000, could, either on their own motion or upon petition of ten per cent of the registered voters of the district, submit to the electors the question of establishing and offering advanced courses of study for high school graduates. A majority of the electors voting on the proposition was required for establishment.¹²

In cities having a population of 25,000 and over, authority was granted to the local board of education of such cities to establish and maintain public junior colleges.¹³ School districts not maintaining a junior college could also pay tuition for their junior college students to attend some other junior college.¹⁴ The 1951 Michigan community college law included no provision for petition or referendum in school

10 Simms, op. cit., pp. 130-134.

11 Michigan Public Acts, 1951, Number 189, p. 239.

12 Michigan Public Acts, 1931, Number 85, p. 132.

13 Loc. cit.

14 Michigan Public Acts, 1939, Number 137, p. 254.

districts having a population of more than 10,000. The power to establish a community college was delegated to the district board of education, without a vote of the electors of the district.

In Section 2 of chapter 21, the 1951 law authorized and empowered two or more districts to provide for the joint establishment and operation of a community college when the combined population of the school districts was not more than 10,000. An affirmative vote of the majority of the electors present and voting in each district, where the board does not have authority to establish a community college without a referendum, must approve such combination.

In other words, the new Michigan law required a vote of the electors only when a combination of districts forming a community college had a population of less than 10,000.

As indicated in the review of the several state studies in this chapter, the submission of the question of establishing a community college to the electors of the district is the practice in sixteen states and the recommendation of at least four of the state study commissions. The new Michigan law does not follow these recommendations.

Perhaps the requirement of a referendum is not necessary, but such a requirement would be in harmony with present Michigan law regarding the consolidation of school districts.

Louis W. Redemsky,¹⁵ in a study in process has made an intensive study of two Michigan communities now maintaining junior colleges. One

¹⁵ Unpublished doctor's dissertation, Mss.

of his conclusions was that many people in these communities were unaware of the junior colleges and what they had to offer.

Perhaps the requirement of a referendum to establish these institutions would have served to educate the residents of the district as to the existence of and offerings in such an institution.

Summary and Conclusions

1. Among the devices recommended for measuring community desire for the establishment of a community college are initiatory petitions and a referendum vote on the question.
2. Four of the state study commissions, those in Georgia, Idaho, Iowa and Oregon, recommended a favorable majority of the electors as a criterion of community desire.
3. The suggestion was made in several state studies that careful state and local surveys were necessary before decisions regarding the establishment of community colleges were made. The studies at least imply that such surveys will include a measure of local desire for such institutions.
4. The new Michigan community college law does not require any evidence of community desire, as a criterion, in school districts having a population of 10,000 or more.
5. The new Michigan law seems to be based on the assumption that, in communities of 10,000 or over, the board of education will reflect community desire.

CHAPTER VII

CHAPTER VII

APPROVAL OF STATE AGENCIES AS A CRITERION

Basically, education is a function of the states. When the United States Constitution was drafted, the power to control education was neither delegated to the new federal government nor prohibited to the states. Instead, the power to control education was one of those many powers which the political scientist describes as residual. That is, those powers neither assumed by the federal government nor prohibited to the states are assumed to be left to the states.

The assumption, by the state of Michigan, of responsibility for public education is expressed in Section I, Article XI, of the state constitution:

Religion, morality and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.¹

The Constitution has placed complete responsibility for the maintainance and control of the public school district system in the Legislature, with the mandate that "every school district in the state shall provide for the education of its pupils without charge for tuition; and all instruction in such schools shall be in the English language."²

One of the questions frequently asked, when the issue of establishing community colleges is under consideration, has to do with this

¹ Michigan Constitution.

² Eugene B. Elliott, Michigan's System of Public Education, Superintendent of Public Instruction, Bulletin No. 407, Lansing, Michigan, 1944, p. 5.

matter of state control of education. How shall such control be exercised? Is approval of some central authority of the state government to be required? What state agency should have the power to approve or forbid the establishment of community colleges?

In this chapter, it is proposed to abstract from the several state studies both the recommendations concerning approval of state agencies as a criterion and the recommendations of the studies as to what state agencies should have the approving authority, be they the state superintendent of public instruction, the state board of education, the boards in control of the state universities, or perhaps even the legislature itself.

Once the recommendations of the several state studies regarding the authority and agency of approval have been analyzed, it is then proposed to consider the possibility of the operation of such authority and such agencies in Michigan.

The Florida study commission made very specific recommendations concerning the issue of state approval:

The State Board of Education should have jurisdiction over the chartering or incorporating of all new schools and educational institutions in the state. No institution should be permitted to grant an academic degree or use the word "college" or "university" in connection with its name or publicity material except as specific authorization has been given by the State Board of Education.³

The language of the report of the Georgia survey was equally specific: "The State Board of Education should determine conditions

³ Education and the Future of Florida, op. cit., p. 300.

requisite for the establishment of a new junior college."⁴ The Georgia commission further recommended that "The junior college should be placed under the general supervision of the State Board of Education."⁵

The Idaho Education Survey Commission suggested that:

The criteria for permitting the establishment of a public junior college should have careful consideration....In each case of a proposed new establishment there should be a careful survey based upon numbers of high school graduates in the area to be served and the possible enrollment in the junior college....There should be adequate central supervision over the establishment of new junior colleges from the State Department of Education.⁶

In the recommendations following a survey regarding the establishment of additional junior colleges in Illinois, the following statements were made:

The University of Illinois advocates a policy of control whereby 1. The proposed system of junior colleges shall be under the control of a State Board of Education with the Superintendent of Public Instruction as the executive officer of the proposed Board. 2. The creation of a junior college in any section of the State shall be approved by the proposed State Board of Education after a detailed analysis of the need for such an institution in the area requesting it.⁷

The reader will note that, while the requirement of approval by a state board of education was made very specific, the existence of the board itself was still only a proposal rather than a reality. In discussion of the Michigan situation later in this chapter, it is argued

⁴ Report of Survey of University System of Georgia, op. cit., p. 92.

⁵ Ibid., p. 91.

⁶ Public Education in Idaho, op. cit., p. 333.

⁷ The Junior College in Illinois, op. cit., p. 245.

that the method of selection and nature of the approving board may be as important as the whole question of state agency approval.

Starrak, in the community college law he proposed for Iowa, included the following section:

1. These community colleges shall constitute an integral part of the system of public education of the state, and shall be under the⁸ supervision of the State Department of Public Instruction.

Later sections of the proposed law established standards regarding area, valuation, and number of high school graduates to be required.

Section 4 concludes with the sentence:

No proposal for the creation of a community college district shall be approved by the State Department of Public Instruction which does not meet the foregoing standards.⁹

The Maryland commission, which recommended an extension of junior college facilities on the county unit basis, (the existing basis of school organization in Maryland), had the following to say:

It may be needless to state that the respective functions of county boards of education and of the State Department of Education would hardly be different for the junior college level than for elementary school and high school levels. Maryland law, in the phrase "in accordance with the rules and regulations of the State Department of Education," establishes that department as the agency of regulation and accreditation.¹⁰

It appears, then, that in Maryland the State Department of Education, in exercising its powers of regulation and accreditation, would also

⁸ Starrak, op. cit., p. 1.

⁹ Ibid., p. 2.

¹⁰ Higher Education in Maryland, op. cit., p. 313.

have the authority to approve or disapprove the establishment of new junior colleges.

The report of the Minnesota Commission on Higher Education made no clear-cut statement regarding the role of any state agency in approving the establishment of community colleges. The Minnesota Commission did recommend that state aid be granted to public junior colleges. However, the closest this commission came to a statement of policy regarding approval of state agencies was as follows:

In the opinion of the Minnesota Commission there is no one "best" pattern for junior colleges. Many problems are involved and must be carefully considered. Local **initiative** and control should be retained, though some measure of planning at the state level will be required to assure effective use of state resources in developing these programs.¹¹

In another section of the report, the Minnesota commission had this to say:

Implicit in all the research findings and recommendations of this Commission is the need for cooperative planning of higher education in Minnesota....Probably the outstanding characteristic of any organization that develops will be its completely voluntary nature. An authoritarian organization, dominated by governmental agencies or by any single type of institution, would be far worse than no organization at all. The difference between a coordinated program of education and a system of state education is the difference between cooperation and control, one to be desired and the other to be avoided at all costs.¹²

To the writer, the recommendations of the Minnesota Commission seem to be a bit unrealistic. It hardly seems possible that any state aid program is going to be inaugurated without some state control of the location of the new institutions.

¹¹ Higher Education in Minnesota, op. cit., p. 143.

¹² Higher Education in Minnesota, op. cit., pp. 383-384.

The New York commission stated clearly its' recommendation regarding state approval:

The community colleges should be initiated by local authorities, but must conform to the provisions of the master plan and must be approved by the Board of Trustees of the State University. A locality may establish its own college or may participate in the support of community colleges in other areas, or it may do both.¹³

To the reader unfamiliar with the organization of the educational structure in New York, the following definition of the state university will perhaps clarify the meaning of the recommendations quoted above:

There is hereby created in the state education department within the higher educational system of the state as established under the board of regents a corporation to be known as the state university of New York which shall be responsible for the planning, supervision and administration of facilities and provisions for higher education supported in whole or in part with state moneys...¹⁴

Thus it is apparent that the New York commission recommended approval by an agency within the state education department for the establishment of community colleges.

The North Carolina Education Study Commission, writing of the eventual establishment of community colleges in that state, said:

A state plan is needed to assure that such colleges will be established only at centers where they can be justified in terms of the pupils to be served and of the needs to be met.¹⁵

¹³ Report of the Temporary Commission on the Need of a State University, (New York) op. cit., p. 29.

¹⁴ Ibid., p. 40.

¹⁵ Education in North Carolina Today and Tomorrow, op. cit., p. 15.

Thus it can be seen that, while the North Carolina Commission report was couched in very general terms, it at least implied that some sort of state approval would be involved in any plan for community colleges later developed.

The Oregon commission made no very clear-cut statement regarding the issue of approval of state agencies for the establishment of a community college. The machinery for approval by the state board of education was proposed, but along with it went the option to the local district of over-riding, by a referendum vote, the disapproval of the State Board of Education. The language of the commission's recommendation was as follows:

Control of the community college should be under the district school board in the same way that it now controls elementary and high schools. This control should extend, subject to approval by the state agency of control, to authority to establish and maintain community college courses, unless the board by majority action asks for a local referendum....

The state agency of control recommended is a liaison community-college committee established by law and consisting of five members. Two members each would be selected from their respective memberships by the State Board of Higher Education and by the State Board of Education. The fifth member would be selected and appointed in the following manner: the four members selected by the two boards would nominate three persons to the governor who would appoint one from this number with consent of the senate.¹⁶

Hence, it can be seen that, while the method recommended for selecting an approval agency was both novel and complicated, the fact remains that the Oregon commission, in general, recommended approval by a state agency for the establishment of new community colleges.

¹⁶ Report of the Interim Committee on Post High School Educational Facilities (Oregon) *op. cit.*, p. 19.

In outlining a community college plan for Pennsylvania, Koos and Martorama recommended that community colleges be under the immediate control and direction of the local school board through the superintendent of schools and at the state level under the state superintendent of public instruction.¹⁷

Here again, there is at least the suggestion of approval by some state agency.

The Washington commission recommended that:

Junior colleges should be immediately controlled by the local school districts in which they are located subject to general supervision similar to that exercised over the remainder of the public school system by the State Board of Education and the State Department of Education.¹⁸

Again, the language regarding the approval of new junior colleges is not very clear. However, in another part of the report, it was stated that "the State Board of Education is assigned responsibility for determining standards in regard to the location and programs of junior colleges."¹⁹

In other words, the commission was willing to go along with the current practice, an indication that state approval was required to the extent that the state board did determine standards.

The report of the Wisconsin committee was very specific as to the agencies which should have the authority to approve the establishment

17 A Community College Plan for Pennsylvania, op. cit., pp. 1-5.

18 A Digest of a Survey of Public Education in the State of Washington, op. cit., p. 153.

19 Ibid., p. 153.

of junior colleges. The committee recommended:

Terminal liberal education combined with vocational work to be offered in the two years immediately following high school graduation should be offered by properly qualified vocational schools to be designated by the State Board of Vocational and Adult Education and formally designated terminal junior colleges.²⁰

It seems clear that Wisconsin has need of some junior colleges which will offer the freshman and sophomore years work of a four-year letters and science college ... In view of constitutional and statutory provisions, it seems sound that the new junior colleges be established and operated by the University of Wisconsin through the Extension Division.²¹

Thus, it is clear that the State Board of Vocational and Adult Education and the University of Wisconsin Extension Division are recommended as the agencies to approve the establishment of new junior colleges in Wisconsin.

This brief review indicates a general tendency of the study commissions to recommend the approval of some state agency as a requirement for the establishment of community colleges. The most common agencies designated were the state board of education or the state department of education or instruction.

If the criterion of approval by a state agency be accepted as desirable in Michigan, one must then determine what agency shall have authority to give such approval.

The state board of education in Michigan is a constitutional body of four members charged with general supervision of the state normal

20 Junior College Needs in Wisconsin, op. cit., p. 55.

21 Ibid., p. 56.

college and the state normal schools. Its duties are prescribed by the legislature.²² The Superintendent of Public Instruction is a member and is secretary of the board.²³ The State Board of Education prescribes the requirements and issues certificates for public school teachers of the state.²⁴

Michigan's constitution makes no mention of a department of education or a department of public instruction. By usage, the latter title has evolved to designate the Superintendent of Public Instruction and his staff.

The Superintendent of Public Instruction is elected for a two year term. His duties are specified in the constitution, as follows:

He shall have general supervision of public instruction in the state. He shall be a member and secretary of the state board of education. He shall be ex-officio a member of all other boards having control of public instruction in any state institution, with the right to speak but not to vote. His duties and compensation shall be prescribed by law.²⁵

In brief, there is no agency in Michigan ideally qualified to pass on the question of establishing community colleges. The choices seem to be: (1) the legislature, (2) a constitutional board charged primarily with the supervision of the teachers colleges, or (3) a superintendent of public instruction who must stand for election every two years, and does so as a nominee of a political party.

22 Section 6, Article XI, Michigan Constitution.

23 Loc. cit.

24 Michigan Public Acts, 1941, Number 130, p. 171.

25 Section 2, Article XI, Michigan Constitution.

The Michigan Public Education Study Commission made recommendations regarding a reorganized state board of education and the removal of the office of superintendent of public instruction from partisan political campaigns. Because they would give Michigan an agency similar to those recommended in the several state studies, and would designate it as the proper agency to approve and supervise a program of community colleges, those recommendations are included here.

The present State Board of Education should be enlarged to eight members, broadly representative of the people, each serving for a term of eight years. The terms of not more than two members should expire at the same time. Members should be appointed through constitutional authority by the Governor with the approval of the State Senate. In addition to its present duties, this enlarged and broadly representative State Board of Education should be completely responsible for the planning, supervising, and appraising of elementary and secondary public education on the community level from pre-primary through the fourteenth year for the entire state.

The constitutional executive authority now exercised by the Superintendent of Public Instruction should be transferred in its entirety to the proposed State Board of Education.

Administrative control over all public elementary and secondary schools and institutions should be lodged in the enlarged State Board of Education....The Superintendent of Public Instruction should be chief executive officer and secretary of the State Board of Education, without vote, and should be appointed by the State Board of Education on the basis of merit with tenure during efficient service.

The Executive division of the State Board of Education should be known as the State Department of Public Instruction and staffed by specialists selected on the basis of merit and professionally qualified for their field of specialization. They should be selected and recommended for appointment to the Board of Education by the Superintendent of Public Instruction.²⁶

²⁶ The Improvement of Public Education in Michigan, op. cit., pp. 266-267.

Such a state board of education would be the appropriate agency to approve the establishment of community colleges. Until the recommended state board of education is established, Michigan will probably go along with the requirement of the 1951 act, providing "approval of the superintendent of public instruction" as a criterion for the establishment of community colleges.

At the present time, the Michigan Commission on College Accreditation operates in the state. This commission describes itself as "an extra-legal body whose major function is to place its hallmark of approval on colleges that offer quality education."²⁷

This commission was created in 1947 as a result of conferences called by the state department of public instruction.

The Commission owes its origin to interest expressed by the following organizations, institutions of higher education, and agencies: University of Michigan (1817), Michigan Church Related College Association (Kalamazoo College, 1833), Superintendent of Public Instruction (1837), Colleges of Education and the Normal College (Michigan State Normal College, 1849), Michigan State College, (1855), Michigan Catholic College Association (University of Detroit, 1877), Michigan College of Mining and Technology, (1885), Michigan Association of Junior Colleges (Grand Rapids Junior College, 1914), and Wayne University, (1933). The membership of the Commission consists of one representative from each of the foregoing institutions of higher education and organizations, which are listed in order of the date of establishment of the college or university or the earliest date of establishment of a member of an association represented on the Commission.

The name "Michigan Commission on College Accreditation" has been selected in order to indicate the aims and the scope of the work

²⁷ Michigan Commission on College Accreditation, If You're Going to College, Lansing, Michigan, June, 1950, p. 4.

of the Commission, which expects to serve such purposes as are implied in the following activities: (1) the preparation of statements of policies and standards for the recognition of junior colleges and other kinds of institutions at the collegiate level, (2) the stimulation of studies of problems of higher education by the Commission as well as by institutions of higher education, association, and agencies, and (3) the accreditation of institutions of collegiate grade on the basis of inspections and other kinds of evidence. The Commission is a non-governmental agency and does not have any legal authorization. The accredited list issued by the Commission will include the names of all institutions of higher education of Michigan accredited by the North Central Association of Colleges and Secondary Schools, and the names of other Michigan institutions that meet only the requirements defined by the Commission.²⁸

An analysis of the above description leads one to the conclusion that such a commission is primarily a public relations agency for the established institutions of higher education. The commission has no legal authority, but nevertheless could operate in a manner which would not encourage the development of community colleges with broad programs of general education, community colleges organized to meet the needs of their communities for terminal courses and adult education.

One conclusion which can be drawn from the several state studies reviewed here, is that any agencies which are to have the authority to approve the establishment of community colleges should be broadly representative of the educational interests of the people of the state. This, the Michigan Commission on College Accreditation can hardly claim to do.

²⁸ Ibid., p. 45.

Summary and Conclusions

1. Among the criteria for establishing community colleges advanced by the several state studies is that of approval by a state agency.
2. All of the study commissions which outlined a plan for the extension of educational opportunities through community colleges or similar agencies at least implied that there should be some agency which should be authorized to approve the establishment of these new educational institutions.
3. The most common recommendation was that the state board of education be given authority to approve or disapprove the establishment of community colleges.
4. The Minnesota and Oregon reports recommended the creation of new boards for the specific purpose of giving general supervision to community colleges.
5. Other commissions recommended a change in the constitution, organization, or authority of state boards of education to make these agencies better qualified to pass on the question of establishing community colleges.
6. The adoption of the recommendations of the Michigan Public Education Study Commission regarding an enlarged state board of education and an appointed superintendent of public instruction would create an

agency similar to that recommended by several of the state studies as a proper agency to approve or disapprove the establishment of community colleges.

CHAPTER VIII

CHAPTER VIII

EXISTING EDUCATIONAL INSTITUTIONS AS A CRITERION

It seems reasonable to assume that the establishment of a number of community colleges within a state would have some effect on the existing educational institutions in that state, and that the number, organization, curricular offerings and requirements of existing educational institutions would effect the nature of the community college program which might be developed.

The purpose of this chapter is to analyze the recommendations of the several state study commissions regarding the relationships which exist or ought to exist between established educational institutions offering work above the high school level, and community colleges which have been or may be established. This analysis is then related to the Michigan situation.

A review of the several state studies indicates that the question of the relationship of community colleges to other educational institutions serving the needs of post high school youth is a difficult one.

In the first place, those who propose an extension of community college facilities uniformly agree that for some students the two years in a community college should be followed by work in a regular four year college or university. To facilitate the transfer of these students, relationships with the four year colleges and universities must be maintained on a mutually satisfactory level. On the other hand the community

colleges seem to hold a genuine fear of being dominated by the regular four year colleges and universities. The community college movement seeks to meet the needs of all students and recognizes that, for some, a two year general education, with terminal vocational training, is the optimum program.

Some of the state study commissions have recommended new and unique coordinating agencies to maintain liaison between the established institutions of higher learning and the new or proposed community colleges.

California, with its sixty nine public junior colleges with an enrollment of 161,000,¹ is a state where the most numerous existing educational institutions are essentially community colleges. The California Survey² made no recommendations with regard to existing educational institutions as a criterion. The California commission did definitely recommend that junior colleges be limited at the fourteenth year.

Proposals have been made to expand certain junior colleges by adding to their present offering an upper division to include the third and fourth college years, to be supported by the State. The Survey Committee unanimously disapproves of this type of expansion of junior colleges. The unique function of the junior college is to provide semi professional and vocational education. It is the judgement of the Survey Commission that if junior colleges were to be expanded to four-year institutions they would inevitably follow the four-year pattern and neglect the work which is one of their primary purposes.³

The California commission was concerned about the coordination of the junior colleges, the state colleges, and the university, and

1 Junior College Directory, op. cit., 1950, p. 5.

2 The Needs of California in Higher Education, op. cit., pp. 118-119.

3 Ibid., pp. 8-9.

recommended the continuation of the pattern of coordination of these institutions under the joint leadership of the University of California and the State Department of Education.⁴

The Georgia Commission was definitely of the opinion that an extension of junior colleges would be of advantage to the existing institutions of higher education. This opinion was expressed in the following language.

The development of the system of junior colleges will add greatly to the number enrolled in the other institutions of higher education.⁵

This same Georgia Commission recommended the development of junior colleges as an extension of the local school system. Their recommendation was couched in the following terms: "The junior colleges should be disassociated from the University System."⁶

Griffith, in his analysis of higher education in Illinois, pointed out the existence of at least seven boards of educational control in the state.⁷ There was a complete lack of legal provisions for the coordination of the activities of the several institutions. Speaking of the junior college, Griffith further recommended this:

If junior college education is to be developed as a part of secondary education, it is desirable that the same agency of control be responsible for elementary and secondary (including junior college) education. Furthermore, it is desirable that close cooperation be maintained between this agency and the agency for control of higher education.⁸

⁴ Ibid., pp. 118-119.

⁵ A Report of a Survey of the University System of Georgia, op. cit., p. 85.

⁶ Ibid., p. 85.

⁷ The Junior College in Illinois, op. cit., p. 221.

⁸ Ibid., p. 231.

Apparently, Griffith was among those who believed that an extension of community colleges would be advantageous to existing institutions. His position on this matter was stated in the following language.

The University of Illinois recognizes the rights and privileges of the privately supported colleges of the State, but believes that an intelligently developed system of junior colleges will strengthen rather than weaken the educational system as a whole.

Whenever the facts show that excess facilities for educational programs are now being provided in any given area, as, for example, in a private college not able to maintain an enrollment to justify its continuation, it is recommended that consideration be given to the acquisition of the excess facilities for use as a public junior college.⁹

Starrak and Hughes, in their recommendations for the State of Iowa, disposed of the existing private institutions as a criterion for the establishment of community colleges, in the following language:

The seven private junior colleges now in operation are owned and controlled by religious denominations. They have in general small enrollments and serve a rather restricted clientele with a quite narrow academic curriculum. They have no organic relationship with the public school systems and will receive no further attention in this bulletin.¹⁰

There are 21 privately supported colleges in Iowa which grant regular four-year bachelor's degrees. The majority of them were established by religious denominations, and are still more or less under the control of the churches which sponsored them.

Most of these colleges have small enrollments even under current abnormal conditions. Only one of them had prewar enrollment in excess of 1000, and 14 had less than 500 students. In 1948, five had enrollments in excess of 1000.

With few exceptions the curricula of the private four-year colleges are confined quite largely to the academic subjects which make up the traditional liberal arts program.

⁹ Ibid., p. 245-246.

¹⁰ A Program of Post High School Education for Iowa, op. cit., p. 10.

Their tradition, philosophy, and restricted financial resources and physical equipment make it extremely unlikely that more than a small proportion of them can be expected to undertake the type of educational service we are suggesting for the proposed community colleges.¹¹

Regarding the existing publicly supported junior colleges, these authors pointed out the small size of these institutions, the narrowness of their curricula and the inadequacy of their financial support. Starrak and Hughes suggested that these institutions could be made to serve the needs of their respective communities by expanding their curricula, extending their service areas, and operating on a community college basis.¹²

The Maryland Commission made no general pronouncement regarding existing educational institutions as a criterion for establishing community colleges. However, a part of the Maryland report consisted of a county by county analysis of the existing situation, with recommendations made accordingly. This analysis was made by Leonard V. Koos, and the following scattered quotations indicate that he was aware of the question of the effect of the proposed community colleges on existing institutions. In speaking of Anne Arundel County, he said:

The presence of a small private college for men which does not serve many local students (not a single graduate of the June 1940 class of the Annapolis High School,...entered this college during the following school year.) does not set aside the need for a junior college, nor could the presence of a junior college affect seriously enrollment in this private college.¹³

11 Ibid., p. 12.

12 Ibid., p. 10.

13 Higher Education in Maryland, op. cit., p. 291.

Speaking of Carroll County, Koos further pointed out that:

The private four-year college in this community drew only 11 of the 1940 graduates of this largest high school, and the total of this high school class who entered any institution of collegiate grade the following school year was only 12.9 percent--a proportion only about a fourth as large as the median shown...for high schools in communities with tuition free junior colleges.¹⁴

Again, speaking of Frederick County, Koos reported:

A private college is located here, but only 8 students from the 1940 class of the local high school entered this institution; and of the entire class of 244 graduates, only 31, or 12.7 percent, continued their education at the college level.¹⁵

Koos found that three Maryland teachers colleges were performing the functions of junior colleges in their respective communities, and even here he recommended that locally controlled junior colleges be established.¹⁶

It appears to the writer that the plan followed by the Maryland survey, that of making recommendations based upon local conditions, is the plan which ultimately may be of most benefit for Michigan. The writer would emphasize again the importance of a thorough study of each community before decisions regarding the establishment of a community college are made.

The Michigan Public Education Study Commission, with its emphasis on the extension of the community instructional program through grade

¹⁴ Ibid., p. 292.

¹⁵ Ibid., p. 292.

¹⁶ Ibid., p. 302.

fourteen, gave no attention to existing educational institutions as a criterion for its suggested program.¹⁷

In an attempt to secure what is admittedly a personal opinion regarding existing educational institutions as a criterion for the establishment of community colleges, letters were addressed to some of the leaders of church related colleges in Michigan.

Dr. John L. Seaton, President Emeritus of Albion College, offered the following comments.

I quite agree that an extension of public educational facilities at the college level--at least junior college--will be necessary in the future, probably in the late 50's unless we have a long war with far reaching devastations. If and when such an extension occurs, probably in the form of community colleges, the impact on the private and church-related colleges need not be harmful. I took that position in California when the first great development of junior colleges took place, contrary to the view commonly held and gloomily expressed by most of the presidents of such colleges. I believed and said that the increased interest created by the junior colleges would more than offset the possible adverse effects upon the private and church-related colleges. Such has proved to be the case.

Now as to the other question (should Albion and her sister institutions become the community colleges of their respective areas?) the answer is less definite. All the church-related colleges or private colleges can offer some terminal courses without interference with their traditional programs. The same may be said as to "general education" which you know has varied meanings but I write of it in about the Harvard sense. A high proportion of the colleges now have their programs organized to provide general education without any impairment of the liberal arts, in fact, generally, with positive gains. Some are providing adult education for their communities,... Usually the service is in the form of night schools. Some limitations are imposed by the cost of such enterprises. They must be at least self supporting.¹⁸

17 The Improvement of Public Education in Michigan, op. cit., p. 268.

18 Personal Letter, Dr. John L. Seaton, January 19, 1951.

Dr. Harvey L. Turner has spoken frequently at gatherings of the Michigan College Association, expressing his opinion as to the relationship which might exist between established colleges and an extended community college movement. The following is quoted from a personal letter to the writer.

Briefly, here was my contention: In a number of communities in this State, such as Adrian, Albion, Alma, Hillsdale, Hope, etc., well-established colleges are already in operation and have been for many years. It seems to me that any extension of community colleges in these towns or cities should take into account possible duplication of effort and expense, if not actual competition with already established and recognized colleges. Therefore, it was my contention that some means should be provided for utilizing these private colleges on a contractual basis as the community colleges for their respective communities. If this is not true in whole, it might be, in part. I mean by this that the facilities which are already established in these colleges might be utilized and only supplemented by vocational and terminal courses which might be desired for local community demands. I am told by State authority that a constitutional amendment would be necessary to permit a local school district to contract with a private college like Albion or Hillsdale. This may be true, but, if so, it seems to me it would be reasonable to attempt a constitutional amendment, if necessary, to make this cooperative arrangement.¹⁹

The figures in Table XVI, page 143, were included to indicate the college going pattern of high school graduates in three Michigan communities with church related colleges within the city. In 1949 and 1950, a larger percentage of the graduates of both Albion and Alma high schools attended other colleges outside these respective cities than attended the church related college in the home community. The same was true of the 1949 graduating class in Holland, and in this latter city,

¹⁹ Personal Letter, Dr. Harvey L. Turner, January 10, 1951.

TABLE XVI

PATTERN OF COLLEGE ATTENDANCE OF GRADUATES OF THREE MICHIGAN
HIGH SCHOOLS WITH CHURCH RELATED COLLEGES
LOCATED IN THE SAME CITY*

Year	Number graduated Albion High School	Entered Albion College		Entered Other Colleges	
		Number	Percent	Number	Percent
1948	94	20	21.2	13	13.8
1949	118	16	13.5	28	23.7
1950	84	13	15.5	23	27.4

Year	Number graduated Alma High School	Entered Alma College		Entered Other Colleges	
		Number	Percent	Number	Percent
1948	113	18	15.9	12	10.6
1949	132	9	6.8	28	21.2
1950	120	12	10.	24	20.

Year	Number graduated Holland High School	Entered Hope College		Entered Other Colleges	
		Number	Percent	Number	Percent
1948	245	56	22.8	39	15.9
1949	253	42	16.6	55	21.7
1950	226	35	15.4	35	15.4

* Source, personal correspondence with superintendents of schools reported.

the proportion of the 1950 class attending other colleges was exactly the same as the proportion attending Hope college.

In all three communities, the percentage of the 1950 graduates who attended college in 1950 was greater than the statewide average.

This raises the question of the importance of facilities for college education in the home community, one of the advantages of an extended community college program.

The Report of the Minnesota Commission on Higher Education gave more attention to the possible effect of an extension of community colleges on established institutions than did any other. This is probably due to the fact that ten of the fifteen members of the commission were staff members of collegiate institutions located within the state of Minnesota.

Historically, the provision of college education for qualified Minnesota youth has been a cooperative enterprise, shared jointly by public and private institutions.

Seventeen of Minnesota's thirty-three accredited institutions of higher education are private colleges, sponsored by religious organizations and controlled by private boards of trustees. Together they enroll nearly a third of all college students in the state.²⁰

The Minnesota Commission, in the following statement, makes very clear its awareness of the importance of existing educational institutions as a criterion for establishing community colleges.

Private colleges must give serious consideration to the relationship between their offerings and the total educational needs of their communities if no public junior college exists

20 Higher Education in Minnesota, op. cit., p. 54.

in the same local area. In some cases, private senior or junior colleges may be quite ready to adjust their programs to meet community educational needs along with their general liberal arts program. In such cases, it would be an unwarranted expenditure of public funds to establish public community colleges in the same area. It is obvious that the intention of the private institutions with regard to such expansion of their offerings, as well as with regard to expansion of their enrollments, is an important consideration in planning the expansion of public educational services. Conversely, new developments in public higher education must be taken into account by private institutions if they are to utilize their limited resources to the full. The existence of very cordial relations between public and private educators and institutions is a fact, but this fact does not guarantee cooperative and mutually beneficial programs of action unless there is intelligent cooperative planning.²¹

The Commission recommends that before establishment of additional institutions is undertaken, all our resources in planning and financial management should be directed toward full utilization of the collegiate institutions we now have.²²

Thus, it seems quite clear from the above statements that the Minnesota Commission considered existing educational institutions as important criteria in the establishment of new community colleges.

The Mississippi Study of Higher Education stated at the outset of its investigation that its study would not extend to junior colleges and private institutions of college level not under the Board of Trustees' jurisdiction.²³

However, the study staff made the following recommendation.

That the Board of Trustees (through it's Executive Secretary) take the lead in forming a voluntary council that should include directly or indirectly representatives from the groups of educational agencies enumerated in the above paragraph.²⁴

21 Ibid., p. 200.

22 Ibid., p. 374.

23 Mississippi Study of Higher Education, op. cit., p. 8.

24 Ibid., p. 46.

Among the agencies enumerated were tax supported junior colleges, private and church-related colleges, state colleges, the university, and the State Department of Education.

Thus, it seems quite apparent that the Mississippi Study group was quite concerned about the relationship which ought to exist between established educational institutions and junior or community colleges.

The New York Study Commission outlined the need for a master plan for the development of community colleges in the state. The commission further stated:

In the formulation of the master plan, full consideration should be given to the utilization of existing state institutions and colleges as centers of community colleges, with the idea that the State furnish the existing plant to the community college venture under appropriate financial arrangements.²⁵

In general, the New York Commission made no mention of existing educational institutions as a criterion for establishing community colleges. Rather, the Commission presented facts which, in its judgment, supported its contention that facilities for higher education within the state were inadequate. The Commission then recommended the establishment, with state aid, of locally administered public community colleges as one means of meeting the problem of inadequate facilities.

The Senate Joint Resolution which became the authority for the Oregon study included the following statements:

²⁵ Report of the Temporary Commission on the Need for a State University, (New York), op. cit., p. 29.

Whereas there have been placed before the forty-fifth legislative assembly various proposals for the expansion of the state's education facilities at post high-school level, and,

Whereas it appears prudent to consider such proposals only in the light of the over-all needs of the state and only after there has been presented to the legislative assembly a carefully prepared study of existing facilities of present and future needs, and a detailed plan for meeting those needs, in order that existing facilities may continue to be operated on an efficient and satisfactory basis....²⁶

It appears, then, that in the original directive to the Oregon commission, there was an admonition to consider existing education institutions.

In the criteria listed for the establishment of community colleges, in a law proposed by the commission, no mention is made of existing educational institutions. Leonard V. Koos was engaged by the Oregon Commission to make a survey of the state. Koos in his county by county recommendations of possible community college centers, took cognizance of existing educational institutions.

In outlining a community college plan for Pennsylvania, Koos and Martorana asserted that, to increase the proportion of youth in the state having opportunities for post high school education, a type of development different from, and in addition to, existing higher educational institutions was needed.²⁷

In this brief preliminary report, the criterion of existing educational institutions was not further developed, so it seems reasonable

²⁶ Report of the Interim Committee on Post High-School Educational Facilities, (Oregon), op. cit., p. 5.

²⁷ A Community College Plan for Pennsylvania, op. cit., pp. 1-5.

to conclude that these authors considered it to be of minor importance.

The Washington survey made no specific mention of higher institutions other than those publicly supported, except to call attention to the fact that the junior college law of 1941 prohibited the establishment of such institutions in counties where degree granting institutions were located. In discussing the 1945 law, which did not include a similar restriction, the commission labeled the new law as one showing a "better developed concept of the functions and place of the junior college as a means of providing higher secondary opportunities to all the youth of the State."²⁸

The Washington Survey further took the position that:

The Junior College program overlaps the conventional college program, but is broader and undertakes to meet the needs that our colleges have been unwilling or unable to incorporate in these functions.²⁹

The Washington Committee made two recommendations which, strictly speaking, do not seem to be in harmony. However, as the two statements together give a picture of the position taken by this survey group, they are included here.

In the judgement of the Survey Committee the public higher institutions of Washington will be benefited by the extension of secondary education to include the Junior College. It is recommended that the colleges continue to confine their freshman and sophomore work to that which is preparatory to general or professional programs whose completion leads to degrees. They should not undertake to provide terminal Junior College programs on their campuses or

²⁸ A Digest of a Report of a Survey of Public Education in the State of Washington, op. cit., p. 155.

²⁹ Ibid., p. 192.

through extension in local communities. It is further recommended that the State higher institutions should not, through extension or otherwise, provide adult educational service of Junior College character in school districts which have established public Junior Colleges, except as such assistance may be rendered as a portion of the program of the local Junior College and at its request in the field of preparatory and pre-professional work.³⁰

The Colleges of Education should be authorized by law to serve limited Junior College purposes in their communities.³¹

This latter recommendation was made apparently in an attempt to have the law in harmony with the facts. The three Colleges of Education were already performing junior college functions in the communities where they were located. The commission suggested that from the standpoint of economy and efficiency in the total system of education, these activities should continue, but such activities should be approved by legal enactment.

In general, the Washington commission took the position that existing educational institutions should not be a criterion in establishing junior colleges.

The Wisconsin study by Fowlkes and Ahrnsbrak made the clearest statement of any of the state studies regarding existing educational institutions as a criterion for the establishment of community colleges or junior colleges.

Among the criteria listed by these authors was the following:

³⁰ Ibid., p. 200.

³¹ Ibid., p. 200.

In general, a junior college should be established only where there is no other institution of collegiate level that can be made to serve the existing educational needs of the county.³²

In considering established institutions, these authors suggested that the following questions should be considered:

Is the institution responsive to the needs of the county?
 If not, can the institution be made to meet the needs?
 Can high school graduates, who should or wish to continue their education, do so without an undue financial burden?³³

In other words, these authors expressed the conviction that the existence of other educational institutions was a criterion which would generally prohibit the establishment of a junior college in the same county.

In June of 1950, the Michigan Commission on College Accreditation approved fifteen church related colleges, ten publicly controlled junior colleges, one municipal university, one privately controlled college (Merrill-Palmer School, open only to college seniors and graduates), and seven publicly controlled colleges, including the four Teacher's Colleges, Michigan College of Mining and Technology, Michigan State College and the University of Michigan.³⁴

Figure 6 is a map, prepared by the Department of Public Instruction, which shows the location of those colleges approved by the Michigan Commission on College Accreditation, and some of the other colleges in the

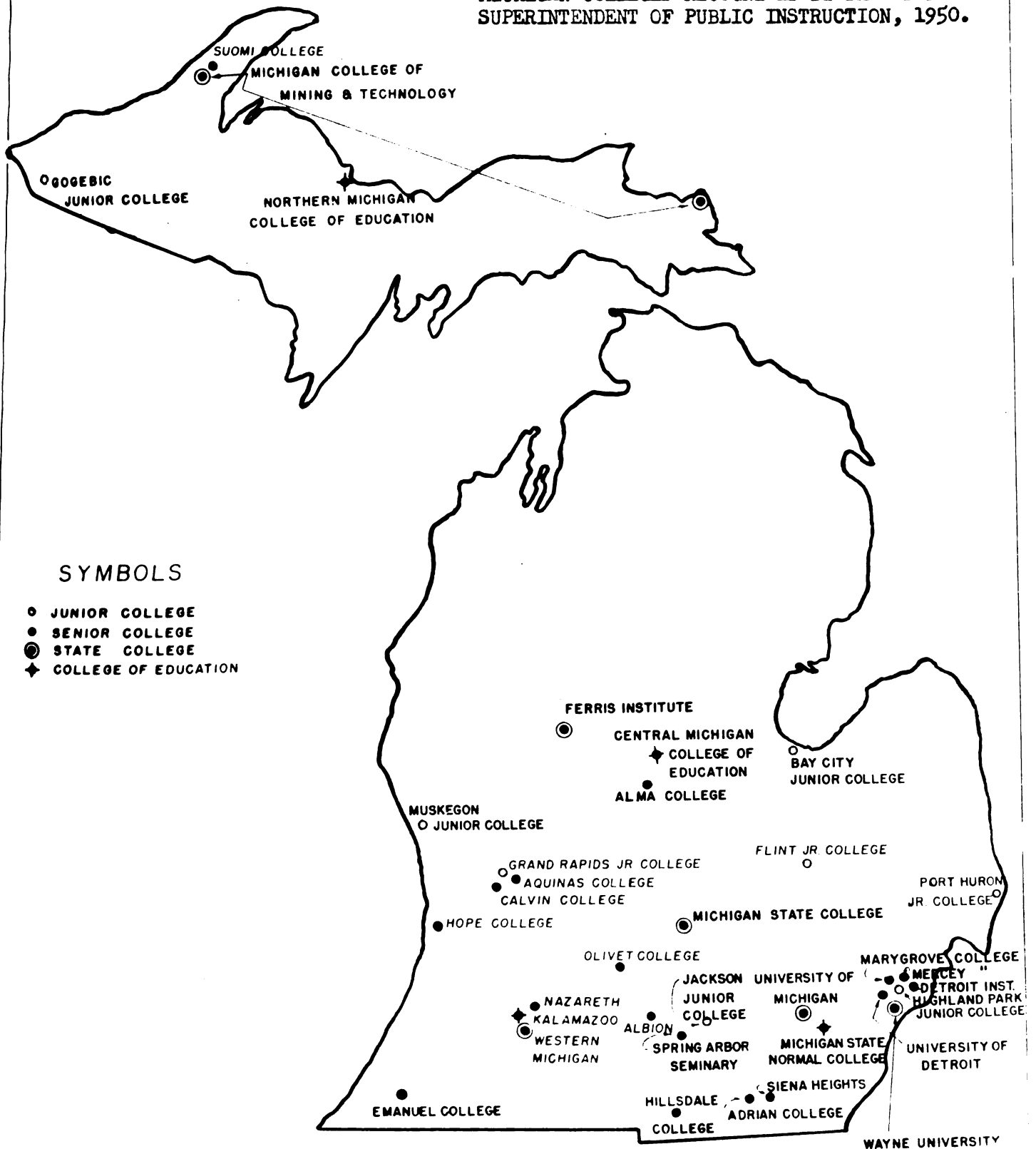
³² Junior College Needs in Wisconsin, op. cit., p. 35.

³³ Ibid., p. 36.

³⁴ Michigan Commission on College Accreditation, If You're Going To College, op. cit., pp. 1-43.

FIGURE 6

MICHIGAN COLLEGES RECOGNIZED BY THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, 1950.



state. The reader will surely observe the perfectly logical tendency for these institutions to be concentrated in the more densely populated counties of the state.

Some of these Michigan colleges already perform some of the functions of community colleges. The ten junior colleges listed are now labeled community colleges. Michigan State College, Wayne University and three of the four Teacher's Colleges are among the publicly supported institutions offering terminal courses below the four-year degree level. Other public and church-related colleges perform services in their respective communities which might be described as functions of a community college.

The degree to which these established institutions may be willing and able to alter or increase their services to meet the needs of youth can probably best be determined on the basis of an intensive study, school by school, or community by community.

Summary and Conclusions

A review of the several state studies, with the object of determining their respective positions regarding the importance of existing educational institutions as a criterion for the establishment of community colleges, revealed the following.

1. At least two state studies (Georgia and Illinois) concluded that an extension of education, through a program of community colleges, would strengthen established institutions of higher education.
2. The study commissions in four states (Michigan, Mississippi, Pennsylvania, Washington) made no specific comment regarding existing educational institutions as a criterion.

3. The commissions in five states (Iowa, Maryland, New York, Pennsylvania, Oregon) clearly indicated that, in their judgment, present facilities for education beyond the high school level were inadequate.
4. The study reports from two states (Minnesota and Wisconsin) viewed existing educational institutions as an important criterion to be considered when community colleges were to be established. In the county by county analysis made in Oregon and Maryland studies, existing institutions were considered as a criterion and generally found not to be a decisive factor.
5. Practically all of the state studies recommended some kind of coordinating agency to include all institutions offering educational opportunities beyond grade twelve. A desire to see this agency free from the domination of the universities, but benefiting from the co-operation of the universities, was evident.
6. To the writer, this review of the positions of the several state studies regarding existing educational institutions as a criterion for the establishment of community colleges points to the need for community by community and area by area studies, as the decisive factor in determining the role of existing educational institutions in developing a program of extension of educational facilities through the establishment of community colleges.

CHAPTER IX

CHAPTER IX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This study was made in the light of two assumptions: (1) that there will be a further increase in the demand for educational opportunities beyond grade XII in Michigan and (2) that Michigan may seek to meet this demand by encouraging the establishment of community colleges.

If community colleges are to be established in Michigan, some criteria ought to be set up, some standards created to guide the pattern of development of these institutions. To identify such criteria has been the primary purpose of this study.

The question of the extension of public educational facilities at the community level has long been debated in Michigan. At the present time a number of communities are actively considering the extension of educational opportunities beyond the high school level.

Probably the first step which should be recommended is that a careful study be made of both the needs of youth in the state and the educational resources available in order that an intelligent statewide plan be developed. At the same time that the needs are analyzed, certain questions of basic educational or social philosophy must be answered. These questions include: Who shall be educated? What educational facilities shall be made available at public expense? How shall the

educational tax dollar be spent? Questions of this kind must ultimately be answered by the society itself.

In several respects, Michigan has been a pioneer in educational developments. Here was established the first Agricultural College, the first state-supported Normal College and the first State Superintendent of Public Instruction. One hundred years ago selected high schools in the state had a relationship with the university whereby they performed some of the functions of a present day junior college. Michigan was one of the first states to pass a junior college law (1917). In 1950 there were ten publicly supported junior colleges operating within the commonwealth. During the depression of the early 1930's an extensive system of Freshman Colleges was operated in over ninety local communities by the four year colleges and universities.

During the past decade some twenty states have completed studies of their programs of public education. Reports of these investigations were used as the source of specific criteria in this study.

Among the arguments for community colleges offered in these studies was one that the community college could provide terminal education, guidance, lower division or university parallel work and adult education. These studies viewed the community college as an excellent opportunity for the extension of public efforts in higher education, as a democratizing institution, as an institution essentially local in character, as an effective means of equalizing educational opportunities and as the next logical step in the development of education.

Other arguments for the community college advanced in the state studies were that technological development and the increasing complexity of modern living require a longer period of education, that post-high school facilities should be located within reach of the homes of students and that there is an increasing demand for adult education.

An examination of educational data revealed that 24.48 per cent of the 1950 graduates of Michigan public high schools were reported as enrolled in college by October 15, 1950. In general the proportion of graduates enrolled in college was larger in those counties where publicly supported colleges existed. Reports from the 1940 census indicated that in general the proportion of Michigan's 18 to 20 year olds enrolled in school was greater in those cities and counties having publicly supported colleges. In 1940 Michigan ranked seventh in the nation in the percentage of youth 5 to 24 in school and thirty-second in the percentage of 18 to 20 year olds in school.

One conclusion almost inescapable is that the demand for educational facilities beyond grade XII will continue to increase. In the past 50 years, the percentage of the 15 to 20 year age group attending school in Michigan has doubled and the number of young people of the same age group attending school has quadrupled. There is nothing in the data to indicate that this trend will not continue. On the contrary, the record of births in Michigan in the last 20 years indicates that the number of people reaching college-going age inevitably will increase. The fact that the number of babies born in Michigan in 1947 was nearly double the number born in 1933 suggests very clearly that the number of

youths seeking admission to post high school educational institutions in 1965 may well be at least twice the number entering such institutions in the fall of 1951.

The several state studies agree as to the probability of an increasing demand for educational facilities beyond the high school level. Seventeen of the twenty state studies recommended the establishment of additional educational facilities beyond grade XII. The most common recommendation was an increase in the number of junior colleges or the establishment of community colleges. If a continued increase in enrollment in educational institutions is to be expected, and if one way to meet the demands of this increased enrollment is the establishment of community colleges, it seems logical to consider possible criteria for establishing such institutions.

The criterion most commonly recommended by the several state studies was that of high school enrollment. This criterion has merit because it seems obvious that the number of young people who might profit by the establishment of a community college would be closely related to the number of people attending high school in a given community.

One requirement suggested by several of the state studies as a criterion for the establishment of community colleges was a minimum enrollment of 800 pupils in grades IX-XII. In October 1950 there were thirty-eight school districts in Michigan which had enrollments of 800 or more in these grades. These thirty-eight districts enrolled fifty-one per cent of the pupils in Michigan attending public school in

grades IX-XII. In other words, if community colleges were established in these thirty-eight districts, such facilities would be available in the districts where about half of the public high school enrollment in Michigan is located.

The study commission in three states recommended a minimum enrollment in grades IX-XII of 500 pupils. In October 1950, there were forty-one Michigan school districts with an enrollment of between 500 and 799 in the public high schools of those districts. This enrollment represented an additional eleven per cent of all the pupils in Michigan attending public school in grades IX-XII.

In only forty-three of the eighty-three counties in Michigan were there school districts with a public school membership of over 500 in grades IX-XII in October 1950.

If, as is indicated, only about sixty per cent of the public high school population in Michigan is enrolled in districts enrolling 500 or more pupils in grades IX-XII and if about half of the counties in the state do not have high schools with this minimum enrollment, it is clearly suggested that a problem for further investigation exists.

The problem might be one of determining if a further consolidation of school districts is desirable and how such consolidation might be accomplished; or the problem might be one of working out a tuition-transportation formula for assisting residents of small school districts to attend a community college in another district; or the problem might be that of considering the establishment of new community college districts embracing a number of primary, city, township, and rural agricultural school districts.

Minimum tax valuation, if used with a minimum enrollment requirement, apparently is not an important criterion for the establishment of community colleges in Michigan. Seventy-four of the seventy-nine districts which met the minimum required high school enrollment suggested (500 in grades IX-XII) had a tax valuation in excess of the \$7,500,000 recommended as a minimum by several state study commissions. Sixty-eight of the same seventy-nine districts had an assessed valuation in excess of \$10,000,000, which is the highest tax valuation minimum suggested by any of the state studies for the organization of a community college as an extension of the local school district.

The wide variation in valuation per high school pupil enrolled suggests the advisability of further study of a possible program of state aid for community colleges, a program containing equalization features similar to provisions of the current state aid program for elementary and secondary schools.

The several state studies recommended some measure of community desire for the establishment of community colleges. This measure may take the form of petition, referendum or intensive local survey. The Michigan community college law does not require petitions or referenda in communities of 10,000 population and over. One recommendation of this study is that the first step to be taken in any attempt to establish a community college in Michigan is a comprehensive and intensive survey of the community concerned. Such a survey would include some measure of community desire for the establishment of a community college.

The several state study commissions were in agreement regarding the advisability of obtaining the approval of some state agency for the

establishment of community colleges. At the present time there is no state agency in Michigan which is so constituted as to make it an ideal body to make such decisions. This situation suggests that it may be desirable to adopt the recommendations of the Michigan Public Education Study Commission regarding an enlarged state board of education and an appointed state superintendent of public instruction. These recommendations assume that an enlarged state board would be broadly representative of the people, that such a board would concern itself with the complete public educational program operating at the community level. These recommendations further assume that a superintendent of public instruction, appointed on the basis of merit with tenure during efficient service, would be better able to cope with the pressure for decisions based on political expediency than would elected public officials.

It is apparent from the review of the several state studies that existing educational institutions cannot be ignored in establishing community colleges. The relationship of community colleges to established educational institutions is admittedly a difficult problem, but one not impossible of solution. From the data submitted in Chapter VIII the conclusion is drawn that the best approach to the problem is that of a community by community survey wherein due cognizance may be taken of the existence of other educational institutions and the possibility of these institutions contributing to a community college program.

Further investigation of the legal implications of joint or co-operative effort in this field is suggested.

Other areas for investigation which appear to be important include the whole question of curricula for community colleges, the question of

organization, both from the standpoint of regional versus local community colleges and the organization within school systems; the 6-4-2 or 6-6-2 plan versus the 6-4-4 plan. Other areas in which more knowledge will prove helpful are the availability, supply, training and experience of prospective community college teachers and the whole field of financial costs. A study of the relationship between income of Michigan parents and the college-going habits of their children might be very enlightening. The whole problem of extending educational opportunities at the local school level in a large metropolitan area has unique implications which merit specific investigation.

In brief, the criteria extracted by this study may be summarized as follows:

1. High school enrollment is a basic criterion: 500 in grades IX-XII should be the minimum, with 800 in grades IX-XII as a more desirable minimum.
2. Approval of a representative, independent, non-political state educational agency is desirable.
3. Approval of the local community, ascertained by petition, referendum, or intensive community study, is desirable.
4. Existing educational institutions cannot be ignored.
Neither should community college opportunities be denied young people of a given community simply because an established institution of higher learning operates in the community.
5. Minimum tax valuation is of little use as a criterion. In Michigan, at least, if the high school enrollment minimum

is met, the tax valuation minimum generally is also met.

Admittedly the use of these specific criteria would not eliminate the inequality of educational opportunity which exists in Michigan. However, the passage of the Michigan community college law seems to be evidence of a desire to facilitate the establishment of these institutions. To wait until all districts in the state are able to meet these or similar criteria would probably result in a long delay in the development of post high school educational facilities. On the other hand, to encourage every existing high school district, as the state is now organized, to establish a community college might result in the creation of institutions which would not merit public support because many would be too small to serve adequately the needs of youth. It may well be that the establishment of community college facilities according to the criteria suggested would encourage the reorganization of school districts as recommended by the Michigan Public Education Study Commission in 1944. If these institutions prove their worth, the state might then decide to support a plan for tuition and subsistence allowances for those youth living in areas so sparsely populated as to make the establishment of a community college within commuting distance impractical.

On the basis of the criteria established and the data presented, probably the first Michigan communities which ought to consider the possibility of establishing a community college are: Alpena, Battle Creek, Midland, Monroe, Niles and Owosso.

These five school districts each enrolled over 800 pupils in grades IX-XII in 1950. In none of these districts is there an institution approved by the Michigan Commission on College Accreditation and none of the five districts is part of a Metropolitan District (as determined by the United States Census Bureau) in which there are existing institutions of higher education. Each of the five districts had a tax valuation of \$24,000,000 or more.

The reasons for not including other districts which met the first criterion (enrollment of 800 or more in grades IX-XII) are as follows:

Bay City, Benton Harbor, Dearborn, Flint, Grand Rapids, Highland Park, Jackson, Muskegon and Port Huron are operating public junior colleges as part of the local educational program.

Other publicly supported institutions of higher learning are operated in Ann Arbor, Detroit, Kalamazoo, East Lansing, Sault Ste Marie, Traverse City, and Ypsilanti. Hope College, a church related four year institution, operates in Holland. Birmingham, East Detroit, Ferndale, Grosse Pointe, Hamtramck, Hazel Park, Lincoln Park, Mount Clemens, Pontiac, Royal Oak, Van Dyke, Wayne and Wyandotte are all part of the Detroit Metropolitan District (as defined by the census bureau), in which Wayne University, two junior colleges, and numerous private and church related colleges operate.

Muskegon Heights, while not so defined, is really a part of the Muskegon area, and Saginaw is defined by the census bureau as part of the Saginaw-Bay City Metropolitan District.

However, Saginaw with an enrollment of nearly 5,000 pupils in grades IX-XII and a tax valuation of over \$163,000,000 may be a sixth district

in this group which will want to consider the establishment of a community college in the near future.

If the lower minimum enrollment requirement (500 in grades IX-XII) is used as a criterion, there are forty-one additional districts to consider. However, Bellville, Berkley, Detroit-Redford Union, Ecorse, Melvindale, Plymouth, River Rouge, Rochester, Roseville and Trenton are all in the Detroit Metropolitan District and so are arbitrarily eliminated from early consideration. Romulus and Walled Lake are so close geographically that they are included with the above group.

Adrian, Albion, Alma, Big Rapids, Mt. Pleasant, Ironwood, and Marquette have colleges, either public or private, within the district.

Battle Creek Lakeview and Battle Creek are essentially two school districts in one community and might consider a single community college. St. Joseph and Benton Harbor are close geographical proximity and a local survey might suggest the advisability of both communities using Benton Harbor junior college facilities.

Fremont, Grand Ledge, St. Johns and Sandusky probably do not warrant early consideration for community colleges because their grade IX-XII enrollment barely exceeds 500 and because the tax valuation is very low.

Charlotte might be eliminated from early consideration because of its proximity to Michigan State College.

School districts left which may warrant early surveys of local conditions, then, are: Cadillac, Coldwater, Dowagiac, Grand Haven, Hastings, Lapeer, Ludington, Marshall and Petoskey in the lower peninsula and Calumet, Escanaba, Iron Mountain, Ishpeming, Kingsford and Menominee in the upper peninsula.

Of these, Cadillac and Petoskey might well be given early consideration because of the paucity of post high school educational opportunities in the northern part of the lower peninsula. Kingsford and Iron Mountain constitute a single community, at least geographically, and this area along with Calumet, Escanaba and Menominee might well be surveyed as possible community college districts in the upper peninsula.

In summary, on the basis of the criteria developed in this study and the Michigan data analyzed, the following communities are first among those which might well consider the establishment of community colleges:

Alpena, Battle Creek, Midland, Monroe, Niles, Owosso, Saginaw, Cadillac, Petoskey, Kingsford-Iron Mountain, Calumet, Escanaba and Menominee.

One final conclusion and observation needs to be kept in mind. The very specific criteria cited above and used to identify certain Michigan school districts cannot operate in a social vacuum.

First of all, certain basic questions of educational philosophy need to be answered at the state level. Who shall be educated? How much education shall be made available at public expense? Where shall educational opportunities be made available? Shall education at public expense be extended through the fourteenth grade? Shall the pattern of educational organization be such as to provide additional facilities at the local level or shall the state plan to meet all of the needs beyond grade XII at state colleges and universities?

If the state decides that it is desirable to offer educational opportunities for all students through fourteen grades, then is it

ready to actually include all, not just those who live in or near a city of certain size? Will the state offer not only tuition but also subsistence allowances for those who must live away from home? The question of finance is two-fold. Not only must we consider how the educational tax dollar shall be spent, but we must also consider how many tax dollars are to be made available for educational purposes.

These questions must be answered by the people as a whole in the light of what they consider to be worthwhile. A study of the entire educational structure of the state may be entailed in securing the answers.

Once the basic questions of how much education is to be offered and how such education shall be organized are decided at the state level, a number of pertinent questions remain regarding the specific localities which are considering the establishment of community colleges.

Among the questions which might well be asked are the following: Is this really a community or is it just a considerable number of people living in a particular geographical location? What are the economic prospects of the area? Is it run down agricultural territory or disintegrating industrial territory? Do the people wish an education for their children so that the children may be able to escape from the town? What are the human values involved? What aspirations do the people have for themselves? What are their aspirations for their children?

Why does this community want to establish a community college? Is it because the citizens believe that such an institution can make theirs a better community? Is a college really needed? What services

will the people expect of such an institution? What services do they need? Have they a vision of a better life as an outgrowth of the establishment of a community college?

These questions are fundamental and can be answered intelligently only after a careful study of each community has been made.

The specific criteria derived in this study may well serve to identify those communities which merit this thorough survey. Moreover, an adequate survey of other communities may in some cases indicate the probability of the successful operation of a community college even though some of the specific criteria are not met.

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