



Community-based education criteria and its relationship to the selected perceptions of community junior college  
by Richard Todd Shigley

A thesis submitted in partial fulfillment of the requirements for the degree of DOCTOR OF EDUCATION  
Montana State University  
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**Abstract:**

The problem of this study was to determine if there was a relationship between criteria of community-based education used by a community junior college's administrators and attitudes of the community toward the community junior college as perceived by selected residents of the college's service area. The study spans the 1978-79 academic year. The criteria investigated were developed by Gollattschech and Wattenbarger. These two sets of criteria were condensed to eliminate duplicating criteria.

This study was accomplished by the selection of a stratified random sample of forty-five institutions from Nebraska, Iowa, Missouri, and Kansas. Questionnaires were then mailed to each of the two following samples. First, the administrative sample was surveyed to determine the use of and support for individual community-based education criteria. Second, the residential sample was surveyed to determine the attitude toward that community junior college was perceived by its community. The data collected in this study was analyzed by multiple regression analysis.

The following variable was the only one found to be significant at the .01 level: the community junior college recognizes its campus extends to all locations within its service area. Two other variables were found to be significant at the .10 level and judgement was suspended. They were: the community junior college works with other institutions or groups in the community to plan and conduct activities; and the community junior college evaluates its contribution to the community through a formal procedure.

Three restricted models were developed using five additional community-based education variables. These three models were all significant at the .10 level; therefore, judgement was suspended on the appropriate null hypotheses.

These variables should be remembered if a community-based community junior college desires to raise its perceived worth by the community and is designing its program goals. These eight community-based criteria must remain a strong consideration until further study can either eliminate or confirm their importance to a successful community-based education program.

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COMMUNITY-BASED EDUCATION CRITERIA AND ITS RELATIONSHIP TO  
THE SELECTED PERCEPTIONS OF COMMUNITY JUNIOR COLLEGE

by

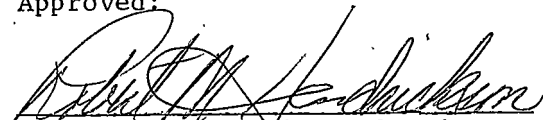
RICHARD TODD SHIGLEY


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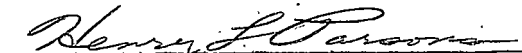
of

DOCTOR OF EDUCATION

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MONTANA STATE UNIVERSITY  
Bozeman, Montana

August, 1979

## ACKNOWLEDGEMENTS

Special acknowledgement and thanks must go to my chairman, Dr. Robert Hendrickson and also to Dr. Gloria Gregg for their time and guidance, as well as their aid in my topic selection. To Dr. Earl Ringo, Dr. John Kohl, Dr. Robert Harvie, and Dr. Raymond Mentzer for both their guidance and committee membership, I give my continuing gratitude. A special thanks goes also to Dr. Lawrence Ellerbruch and Dr. Eric Strohmeyer for their aid in analyzing the data.

I would also like to thank Dr. John Harms for encouraging my return to school and for his special aid and advice. Also, I would like to thank my doctoral colleagues, Robert Hokom and Gary Acton, for their spiritual and mental support throughout. My special appreciation goes to Darlene Hartze for her advice and typing expertise.

To my family, Sharlene, my wife, and Sarah, my daughter, whose extra sacrifice, love, support, tolerance, and encouragement allowed me to complete this study, goes a special thanks. Words cannot thank you. So many have helped, and to everyone who promoted the completion of this task, I express my gratitude and appreciation. Thank you.

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## ABSTRACT

The problem of this study was to determine if there was a relationship between criteria of community-based education used by a community junior college's administrators and attitudes of the community toward the community junior college as perceived by selected residents of the college's service area. The study spans the 1978-79 academic year. The criteria investigated were developed by Gollattschech and Wattenbarger. These two sets of criteria were condensed to eliminate duplicating criteria.

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These variables should be remembered if a community-based community junior college desires to raise its perceived worth by the community and is designing its program goals. These eight community-based criteria must remain a strong consideration until further study can either eliminate or confirm their importance to a successful community-based education program.

## Chapter 1

### INTRODUCTION

In 1970, a Carnegie Commission report on community junior colleges stated that the evolution of the community junior college has been the most striking structural development in higher education in the United States in recent years. The Commission gave three reasons for the rapid growth of the community junior college. First, open admissions and low tuition policies allowed people to try out a college career without a large risk of time and money. Second, the community junior college has provided educational opportunities to working adults who wish to upgrade their skills and training. Finally, the community junior college has been more representative of the general population of the United States than any other major segment of higher education. (p. 3-6)

Two statements about the community junior college typify comments made by many authors in the latter half of this century. First, the primary mission of the community junior college has been to serve the special needs of its own community by drawing on the community's resources to conduct its instructional program. (Reindeau, 1967:14-15) Second, the community junior college faculty and staff should try to solve the human problems in the community, for the community junior college is particularly well suited to be

a community service agency. (Harlacher, 1969:69) This mission to use the community's resources to solve the human problems of the community is called community-based education.

Wattenbarger stated in 1977: "What is missing then must be a complete understanding of community-based education." (p. 21)

Fletcher, Rue, and Young used the following definition in a 1977 report. They stated community-based education is:

. . . courses and activities for credit or noncredit, formal classroom or non-traditional programs, cultural, recreational offerings specially designed to meet the needs of the surrounding community and utilizing school, college and other facilities. Programming is determined with input from the community being served. (1977:12)

Using this definition, they found a 95 percent commitment by administrators to community education, when studying 1,275 community junior colleges in the United States and Canada.

While there was high commitment to the above statement, their study did not indicate to what extent the community junior colleges were taking full advantage of resources and facilities in their communities. Nor did the study measure the benefits of the community's perception of a community-based education program. The following study was designed to measure the use of community-based education and its effect on the community's perception of the value of a community junior college.

### Statement of the Problem

The problem of this study was to determine if there was a relationship between criteria of community-based education used by a community junior college's administrators and attitudes of the community toward the community junior college as perceived by selected residents of the college's service area. The study spans the 1978-79 academic year.

The criteria of community-based education used in the investigation were developed by Gollattscheck and Wattenbarger. These two sets of criteria were condensed to eliminate similar criteria that were expressed by both authors.

The combined criteria were then submitted to Gollattscheck and Wattenbarger for comment and review. The combined criteria were:

1. The community junior college involves the community in the development of goals for the college.
2. The community junior college is attentive to the possible negative impact of college programs on the community.
3. The community junior college faculty involves itself in the community and is sensitive to community needs.
4. The community junior college facilities are accesible to the community.
5. The community junior college assesses the needs of the

community to determine programs.

6. The community junior college makes its services accessible to all elements of the community.

7. The community junior college cooperates with community and outside agencies to provide services to the community.

8. The community junior college is recognized by the community as a resource to solve community problems.

9. The community junior college recognizes its campus extends to all locations within its service area.

10. The community junior college evaluates its contribution to the community through a formal procedure.

11. The community junior college works with other institutions or groups in the community to plan and conduct activities.

12. The community junior college bases its programs on competencies rather than credits.

13. The community junior college bases its programs on individual learning needs rather than specific degrees.

14. The community junior college attempts to adapt its methods of instruction to the needs of its learners.

15. The community junior college provides services outside the formal classroom framework.

Need for the Study

Community-based education exists when a community junior college is responsive to community needs and involves the community in determining those needs. The responsiveness to community needs could be an appropriate measure of the level of support for community-based education in the community junior college. A review of the literature on community-based education indicated that success of such programs have been traditionally measured by the numbers of participants in various programs offered by the college. Program participation was usually the community's response to good recruiting rather than a measure of the community junior college successfully meeting the community's needs. Since these measures do not measure the concept of community-based education, criteria need to be identified to measure responsiveness by the college to the community's needs. The measuring of these criteria could identify whether a community junior college is a community-based institution as opposed to a traditional college. (Wattenbarger, 1977:21)

Various community junior colleges in the past have been presented as successful models demonstrating the molding of the community junior college and community-based education into a single concept. (Weiss, 1975:17) Much time has been expended and money spent to stimulate the growth of new and experimental programs which

encourage community participation and development. (Van Voorhees, King and Cwik, 1977:53) However, in the evaluation of these colleges much of the assessment criteria is oriented toward evaluation of the programs rather than their service to community needs. (Weiss, 1975:18) Program evaluation is not bad, for it is a necessary element in the successful maintenance of a good relationship with the community. (Stufflebeam, 1975:8) Community junior colleges must use the proper criteria to assess the community involvement process. Continued evaluation of this process through program assessment not only is useless, but may even retard development of responsiveness to community needs. (Thompson, 1967:97-98) Community junior colleges need an assessment instrument which can analyze the role they are playing in their relationship with the community. (Cwik, King and Van Voorhees, 1976:49-50) Gollattscheck advocated that emphasis should be placed on the process of community involvement rather than on the traditional programs at a community junior college. (1977:2)

Gollattscheck stated that the common criteria of a community-based community junior college should be:

1. They (the community junior college) will be based upon the needs of individuals, groups, and institutions in the community.
2. The college will work with individuals, groups and institutions in the community in planning, conducting, and



evaluating its activities and programs.

3. They (the community junior college) will be accessible to all in the community who need them.

4. They (the community junior college) will be based on competencies and skills needed rather than traditional credits and degrees except where such credentials are basic to the satisfaction of individual and community learning needs.

5. Every attempt will be made to adapt methods of instruction to the needs of the great diversity of learners. (1977:3)

Likewise, Wattenbarger expressed the need for community junior colleges to become involved and responsive to their communities and he listed these criteria:

1. The community college involves the community in the development and articulation of college goals and bases its programs on the impact they will have on the community.

2. The community college provides a faculty that is a part of the community and sensitive to community needs.

3. The community college's facilities and services are accessible and available to the entire community.

4. The community college bases its programs on a thorough needs assessment of the community and provides educational services to all elements of the community.

5. The community college acts as a broker, catalyst, and intermediary for the community and agencies outside the community.

6. The community college is recognized as an available resource for helping to solve community problems. This includes providing services outside the formal classroom framework.

7. The community college recognizes the campus to be coterminous with its district boundaries.

8. The community college works with other agencies in the community for the purpose of extending services (in contrast to duplicating, trading off, or otherwise limiting available services).

9. The community college evaluates its contributions to the community in organized cybernetic fashion. (1977:22-23)

The development of an instrument based on Gollattscheck and

Wattenbarger's combined criteria for community-based education could be beneficial. The instrument could be used for institutional self-examination to determine areas needing improvement or changes required to achieve the community-based education philosophy.

Community junior colleges could then plan and develop community orientated programs with schools, agencies, and individual residents within their respective service areas.

If criteria were developed for colleges to evaluate community-based education, an instrument could identify the degrees of community involvement at a specific college. This task could be accomplished through a method of relating the perceptions of the value of an institution by its community to the number of community-based education criteria used by that institution. Assuming there is a relationship between positive perception and community-based education, then a community-based education prediction model could be developed demonstrating degrees of responsiveness and involvement needed for a positive perception of the institution by the community. This model is necessary for the continued growth in community-based education in the community junior college.

Questions to be Investigated

In determining whether a community junior college is a community-based or traditional junior college, the following questions were investigated:

1. What community-based education criteria were identified by the president of each of the community junior colleges as being used by that college?
2. What community-based education criteria were identified by the President of the Board of each of the community colleges as being used by that college?
3. What community-based education criteria were identified by the director of continuing education, community services, or community education of each of the community junior colleges as being used by that college?
4. What were the levels of use and support of community-based education criteria identified by the president, president of the board, and director of community services as a group?
5. What were the combined perceptions as measured by the assessment instrument, of the community junior college as reported by a president of a bank, an employment service representative, a county commissioner, a newspaper editor, and a superintendent of schools residing in the community junior college's service area as

a group?

6. How were the perceptions of community junior college's service areas selected residents on an assessment instrument related to the community-based education criteria employed by the administration?

#### General Procedures

The study was accomplished through the following steps. First, a preliminary questionnaire was developed through a review of the literature concerning criteria of community-based education at the community junior college level. This preliminary questionnaire was submitted for comment and review to Ms. S. Fletcher and her staff of the Center for Community Education of the American Association of Community and Junior Colleges, Dr. E. Harlacher, President of Metropolitan Community College, Dr. J. Gollattscheck, President of Valencia Community College, Dr. C. Van Voorhees, Professor at the University of Michigan, and Dr. J. Wattenbarger, Professor at the University of Florida. Based on this review, revisions were made as necessary. (See Appendix E for comments on these revisions.) The preliminary questionnaire was then tested for reliability at five randomly selected community junior colleges throughout Colorado. As a result of the pilot study, further

revisions were made.

Second, the revised questionnaire on community-based education was mailed to forty-five randomly selected community junior colleges throughout Kansas, Iowa, Missouri, and Nebraska. The sample was stratified and random to insure that each geographical area of the four states was represented proportionally. The president of the college, the administrator responsible for continuing education, and the president of the board of trustees from each institution were selected to respond to the questionnaire. Third, a superintendent of schools, an employment service director, a president of a bank, a newspaper editor, and a county commissioner were randomly selected from each community junior college's service area and mailed a separate questionnaire. This questionnaire was designed to measure their perception of the community's attitude toward the community junior college.

Finally, information gathered by the use of the two questionnaires is presented in tabular and narrative form in Chapter 4. Tables were used to display the relationships of the perception of the value of a community junior college to the criteria of community-based education. Narrative comments accompany each of these tables.

Limitations and Delimitations

This study was limited to perceptions of selected administrators and selected residents as to their knowledge of the programs in the community junior college and the needs of their community.

This study was delimited to:

1. Public community junior colleges and not dissimilar types of institutions of higher learning;
2. Community junior colleges within Nebraska, Kansas, Iowa, and Missouri and a sample size of forty-five institutions;
3. Perceived indicators of community-based education identified by a review of the literature and reviewed by several experts in the field;
4. A review of literature that was limited to the libraries at Montana State University, University of Montana, and Eastern Montana College;
5. A computer search of both E.R.I.C. and Datrix publications files;
6. The administrators and selected residents of the community junior college and its service area;
7. The academic year of 1978-79.

Operational Definition of Terms

The definitions used specifically for this study as defined by the investigator were:

Administration. The administration of the community junior college is defined as the president of the college, the chairperson of the board of trustees and the director of continuing education, community services, or community education.

Community. The term community was defined as being coterminous with the boundaries of the community junior college district.

Community-based education criteria. Those fifteen combined criteria which are suggested by Gollattscheck and Wattenbarger as being critical for the development of community-based education.

Community junior college. All public community junior colleges as defined by the American Association of Community and Junior Colleges.

Perceive. The term perceive was defined as an individual's view of reality. This subjective view may differ from an observer's objective determination, but it is the individual's perception of reality upon which he/she usually acts.

Selected residents. Selected residents are those residents of a community junior college's service area who are included in the study. They are a president of a bank, an employment service

representative, a county commissioner, a newspaper editor, and a superintendent of schools.

### Theoretical Definitions

Community-based education. The value system of the community junior college which places the learning needs of students above the teaching needs of the institution, while being dedicated to the upgrading of every citizen within the community. The community-based college delivers the kinds of education students want and need, not what the college thinks is good for them.

(Gollattscheck, 1977:2)

Community involvement. Community involvement is the inclusion of residents of the community in the development and articulation of community junior college goals. The college bases its programs on the impact they have on the community. The community junior college works with agencies in its service area for the purpose of extending services without duplicating existing services. (Wattenbarger, 1977:21)

Community responsiveness. A systematic survey of what the community perceives it needs and an organized effort to reach those needs. (Gollattscheck, 1977:2)



Summary

The evolution of the community junior college has been the most striking structural development in higher education in recent years. Community junior colleges have been directing their efforts to community-based education and while there has been a consensus on the goal, there has been little direction on how that goal is to be reached. This has created the problem of assessing what is the criteria of community-based education. Practitioners need a specific instrument to measure this process of community-based education so they can assess when a community junior college has entered this realm; or when the institution has remained traditional. To accomplish this task, forty-five institutions were surveyed to discover the support of community-based education criteria and how these criteria were related to the community's perception of that college.

## Chapter 2

### REVIEW OF LITERATURE

The review of literature for this chapter was divided into three areas. First, the historical background was presented to help the reader understand the development of the community junior college concept. Second, the mission and philosophy of the community junior college was presented to the reader. Finally, the growth, philosophy and trends in the development of programs used by community junior colleges to service their communities was presented.

#### History of the Community Junior College

The community junior college was an early development of the last century and was modeled after the public schools. The principles on which the public schools were built became the roots for the community junior college. (Monroe, 1972:1) The colleges were designed to effectively meet the knowledge requirements in a society that was moving from a rural-agricultural society to an urban-industrial one. (Medsker and Tillery, 1971:13) Monroe listed arguments voiced by proponents of that time which stated that uneducated citizens were a serious threat to the public welfare and that the promise of the good life could be fulfilled by educational

opportunities. (1972:14) Other forces which aided the development of the community junior college were: the rapid economic development of the country, the popularity of practical education, and public acceptance of the concept of universal access to higher education. (Kelley and Wilbur, 1970) These concepts were in contrast to the European theory that competition for security and social position should eliminate the unfit from the educational system. (Hillway, 1958:36) Medsker stated, "Thus junior colleges in the United States evolved naturally from the egalitarian premise that each individual should be allowed to develop to the limits of her/his capabilities." (1971:14)

Germany, in the nineteenth century, was the leading industrial nation of Europe, and its educational system was much admired by the United States. (Hillway, 1958:33-34) The community junior college became the United States' version of the German Gymnasium. (Zwerling, 1967:44) The German student did not enter the university after the twelfth grade, but rather after the fourteenth grade or Gymnasium. This idea would free the university of the responsibility for the immature freshmen and sophomores and allow them to take the more mature students. (Hillway, 1958:44) This purge from the university was believed necessary to improve the quality of upper division work. (Zwerling, 1976:45)

Various authors have argued over the number of stages of development of junior colleges. Larimer believed that there were three basic stages of development of the community junior college. (1972:220-224) For the purpose of this study, the four stages developed by Thornton were used. During the first stage, from approximately 1850 to 1920, the junior colleges offered the first two years of the baccalaureate degree. Stage two from 1920 to 1945, saw the concepts of terminal and semi-professional education entering the junior college curriculum. Stage three, 1945 to 1965, saw the addition of service to the adults of the community and use of the new term, community college. Finally from 1965 to present, marked the beginning of the trend toward the full actualization of the open door concept. (1972:48-55)

#### 1850 - 1920: The First Developmental Period

The establishment of small colleges and academies was an early tradition in the United States with hundreds of these institutions dotting the countryside. The curriculum was limited to the instruction of the clergy, law, and teaching professions. (Carnegie Commission on Higher Education, 1970:9) The South established several two year denominational colleges for Negroes. These institutions established prior to the turn of the century may well be the very first junior colleges operated in America, the

arguments remained unsettled as to which junior college was actually the first. (Hillway, 1958:39) Various junior colleges have been presented as the first, such as Leicesti Junior College in 1784, Montecello College in 1835, Packer Collegiate Institute of Brooklyn in 1845, Lasell Junior College in 1852, Susquehanna University in 1858, Lewis Institute in 1896, or Bradley Polytechnic Institute of Peoria in 1892. (Koos, 1925:6 and Ely and Arrowood, 1934:887) The one most often accepted as the first junior college in America was Joliet Junior College in 1902. This school is usually designated as the first because it was the first public junior college established which remained in continuous operation. (Thornton, 1972: 52-53) The other junior colleges have either evolved to the concept from some other type of institution or have had periods of interrupted service, thus eliminating their claim. (Hillway, 1958:40)

The original gestures for the formation of junior colleges were made by Henry Tappan of the University of Michigan and Colonel W. W. Folwell of the University of Minnesota. These early advocates for the establishment of the junior college were joined by Dr. William Rainey Harper of the University of Chicago, Dean Alexis Lange of the University of California, and David Starr Jordan of Stanford University. (Ely and Arrowood, 1934:888) These early advocates were joined by Richard H. Jesse of the University of Miss-

ouri and J. James of the University of Illinois who supported the idea of the junior college in their respective states. (Monroe, 1972:10) While there was no collaboration between these early leaders, they all seemingly worked for the same goal. (Ely and Arrowood, 1934:889) Professor W. H. Cowley of Stanford University stated that the proponents of the junior college were more concerned with eliminating the lower division work in the university than with the virtues of creating the junior college. (Medsker, 1960:12)

As early as 1852, Henry Tappan stated that he thought secondary education should take over the first two years of school in the ordinary college. Colonel Folwell was in agreement with Dr. Tappan and said in his 1869 inauguration address at the University of Minnesota, that immature youth should remain at home for two more years of education, then enter the university for the work of a man. (Thornton, 1972:53) Both Folwell and Tappan hoped to change their universities into true universities similar to the German model. (Medsker, 1960:12)

Like Tappan and Folwell, William Rainey Harper, the President of the University of Chicago, believed that the first two years of the university belonged in the high schools where subject matter would be best suited for the adolescent mind. (Zwerling,

1967:45) Dr. Harper, at the time of the organization of the University of Chicago, gave two designations to the four years of work at the college level. The first two years of college were given a separate status and were called a junior college, while the second two years of work were called the senior college. Thus it was Dr. Harper who introduced the name junior college. (Larimer, 1977:221) Dr. Harper was also the first to award a separate degree for the first two years of work. Students who passed these years were given an Associate in Arts Degree. (Ely and Arrowood, 1934: 889)

This new division of college work was the first step in Dr. Harper's plan for the radical reorganization of the entire public school system. Harper went on to propose four other planks in his reorganization of American schooling. The first was the connecting of the work of the eighth grade of elementary school with that of the secondary schools, thereby creating the junior high school. Second, he saw the extension of the work of the secondary school to include the first two years of college. Third, was the proposed reduction of the work of these seven years to six. Fourth, was his proposal that the best students should be able to complete secondary school in five years by simply allowing the students to work at their own pace. (Thornton, 1972:51-52)

Several early schools were created by the influence of Dr. Harper's presentations. These early schools were all affiliated with the University of Chicago. (Larimer, 1977:221-222) The first school was Lewis Institute and the second was Bradley Polytechnic Institute of Peoria. The third school established in 1902, was Joliet Junior College. Harper's tenure at the University of Chicago ended with approximately six schools attached as feeders to the University of Chicago. (Ely and Arrowood, 1934:887) While Dr. Harper was the first to establish affiliate schools to the University of Chicago, in 1859 the University of Georgia resolved to abolish its first two years of education because the students were too young and immature. This plan was set in action, but its completion was interrupted by the Civil War and the closing of the school. In 1866, when the school reopened, the plan had mysteriously been forgotten. (Thornton, 1972:50)

While there were earlier proposals than Dr. Harper's and even the proported establishment of several junior colleges, Dr. Harper was seen as the father of the junior college. At the time Dr. Harper made the proposals, the climate for the establishment of such institutions in the United States was more favorable than before. The country was witnessing a rise in productivity which enabled the country to support more students, and at the time time, required



an increasing supply of workers with an education necessary to control and improve the industrial apparatus. (Monroe, 1972:4) The American dream that education could open the door to success was inbred into the American society at every level. (Thornton, 1972:51-52)

The west coast had its champions of the junior college which led to the establishment of Fresno Junior College in 1910. (Zwerling, 1976:48) These early champions in the West were David Starr Jordan, President of Stanford University, and Dean Alex F. Lange of the University of California at Berkeley. Dean Lange first conceptualized his idea of the junior college while attending the University of Michigan under Dr. Tappan. (Ely and Arrowood, 1934: 888) Jordan succeeded in getting the first junior college law passed in California in 1910. (Thornton, 1972:53)

Like his predecessors, Jordan called for the amputation of freshmen and sophomore classes from the university and urged that these classes be handled by the high schools. (Larimer, 1977:222) Jordan, an eloquent spokesman, was successful in persuading the California State Legislature that the state should establish six year high schools and popularized the name junior college by referring to the last two years of high school as such. (Zwerling, 1976:50) The 1907 California legislature stipulated that such post

high school graduate work should approximate the first two years of university courses. However, the legislature went on to state that technical work should be included in these institutions. (Larimer, 1977:222) This addition was largely the result of Lange's influence, for he was the earliest advocate of adding vocational education to the junior college curriculum. There was no tuition at Fresno Junior College except for nonresidents. The first year courses at Fresno included agricultural studies as well as other regular general education courses. (Zwerling, 1976:51)

To aid in the establishment of junior colleges, President David Starr Jordan of Stanford University, recommended in 1910, the additional entrance requirements for Stanford, which included two years or sixty units of collegiate work. Jordan stated that he looked forward to the time when the high schools would relieve the universities of the expense and necessity of the first two years of instruction. (Zwerling, 1976:48) In 1917, a second boost was given to the junior college by the California legislature's passage of the Ballard Act. This legislation provided for state and county financial support for junior colleges on the same basis as that for high schools. (Larimer, 1977:222)

In the early 1900's many situations aided the development of the junior colleges. High schools were lowering the age of

graduation which caused many people to favor local junior colleges as a way to keep their children at home until they were more mature. There were long distances to the universities in western states and there was a great increase in the expense for university attendance. During this period of time there were also large increases in freshman and sophomore enrollment in many of the large universities, this led some of the larger universities to favor the establishment of junior colleges. Likewise, the student desired personal attention and there was an overcrowding of university classes and a lack of dormitory space. Also aiding the junior colleges in the early years was the demand for vocational preparation for minor professions. Another significant factor in the growth of junior colleges was the desire to keep the wealth within the local community, which aroused powerful interest in the junior college movement. (Ely and Arrowood, 1934:223)

#### 1920 - 1945: The Second Developmental Period

The California Legislature began this stage of development of the junior college by authorizing the establishment of independent junior college districts. This legislation allowed the junior college to tax the district in which it was located and moved California to the forefront of the junior college movement.

(Monroe, 1972:11) The California legislature also allowed junior colleges to affiliate with state normal schools and teachers colleges. Thus there were three types of junior colleges developed. First, were the state supported and governed junior colleges. Second, were the public junior colleges which were maintained in connection with city government and high school districts. These junior colleges were generally housed in high schools and shared faculty, students, and social life. Finally, the private junior colleges which were controlled by denominational groups, and like public junior colleges, were associated with secondary schools. The private sector of junior colleges entered this stage of development not only as the largest, but the fastest growing. (Koos, 1925:10)

A key event for the junior colleges occurred in the 1930's. This event was the depression. The depression restricted many students who were planning on attending the more expensive four year colleges, to the practical idea of attending the two year junior college and saving money for their last two years of education at the larger institution. In 1937, the Vocational Education Act allowed federal funding for occupational programs to schools of "less than senior grade." This act stimulated the growth of vocational areas in the junior colleges. (Zwerling, 1976:55-56)

These occupational programs were developed in the junior colleges as a result of the passage in the 1920's of the Smith-Hughes Act for vocational education. (Medsker and Tillery, 1971:14) These factors increased the growth of the terminal degree in the junior colleges.

In 1916, Chaffey Junior College in California became the first school to offer terminal courses in art, manual training, home economics, commerce, music, library training, general agriculture, farm mechanics, and soils. In 1921, there were one hundred terminal courses and by 1930, this number had grown to 1600 and by 1941, to 4000. President Synder of Los Angeles Junior College, which was founded in 1929, established fourteen terminal semi-professional curriculums. Los Angeles Junior College soon became the largest junior college in the nation and later became Los Angeles City College. (Thornton, 1972:53)

Frank W. Thomas set the pattern in 1926 for defining the functions of the junior college. He believed the junior college had these basic educational functions: (1) popularizing, (2) preparatory, (3) terminal, and (4) guidance. (Brumer, 1970:30) In 1930, Nicholas Riccardi defined the junior college as an organization that aimed to meet the needs of the community in which it was located, with both liberal arts education and vocational training.

Byron S. Hollingshead stated in 1936, that the junior college should be a community college. The college should not only provide liberal arts and vocational education, but also adult education, recreational opportunities, cultural activities, and the institution itself should be integrated with the community. (Thornton, 1972:53) Thus it is in this period that the word community became linked to the junior college.

As stated earlier, the four year schools never purged themselves from the first two years of college education. Two practical reasons were cited by Zwerling for failure to eliminate the freshmen and sophomore students. First, since funding was based on enrollment and especially during the depression, these schools needed tuition money collected from the freshmen and sophomore classes to subsidize education at the senior level. Second, were the athletic programs which needed the freshmen and sophomore students for their various teams. An institution which desired to compete successfully in intercollegiate sports would have to do so without half of its eligible students. (1976:47-48)

The second major boom to the community junior college occurred during the Second World War. The enrollment in classes conducted during the day dropped after the outbreak of World War II. However, there was a nation wide emphasis on training for defense.

and this stimulated the community junior colleges to broaden their community activities. (Thornton, 1972:56) The Second World War led many students, who would have transferred, to seek the terminal courses and to make necessary adjustments in their curricular activities for immediate job satisfaction. (Zwerling, 1976:54) These two aforementioned factors forced the community junior colleges into both night courses for adults, and the involvement of the colleges in community activities.

#### 1945 - 1965: The Third Developmental Period

This stage of development was stimulated by three important reports. First, President Truman's commission on higher education recommended further support for community junior colleges. (Monroe, 1972:12) Second, the Strayer Report of 1948 encouraged the State of California to oppose the expansion of existing community junior colleges to four year colleges because the financial burden would be overwhelming. (Kelley and Wilbur, 1970:13) Finally, President Eisenhower's commission on higher education stated in 1957 that 50 percent of the population had the capabilities for benefiting from 14 years of education. (Medsker and Tillery, 1971:16)

In the late 1950's and early 1960's, two more important pieces of legislation which affected community junior colleges were enacted. The California legislature demanded a state plan which

clearly delineated the roles of the institutions of higher learning. The plan, which was finally adopted in 1960, placed community junior colleges in full equal status with the other segments of higher education. (Carnegie Commission on Higher Education, 1970: 10) In 1963, the United States' Congress passed the Higher Education Act which enabled community junior colleges to receive federal money for their vocational programs. (Gleazer, 1968:15) This act came at a time when less than one-quarter of the students signed up for these programs. The act once again placed emphasis on the vocational area which was necessary to stimulate the growth of these programs. (Zwerling, 1976:62-63)

During this stage of development the community junior college concept blossomed. The returning veterans from World War II and the Korean Conflict were provided subsidies for education and this caused a marked increase in enrollment. The number of students graduating from high school increased and resulted in enrollment increases during this time period. (Reynolds, 1965:1) Along with enrollment increases, this period was characterized by a crystallization of the concepts and philosophies of the community college. The first concept was the universal access to public education for all persons free of discrimination as to social class, family income or ethnic, social or religious background. The second



concept was that of local control and the support of free institutions for local residents. The third concept was that of a curriculum designed to meet both the needs of the individual college student and the needs of the nation. (Monroe, 1972:1)

#### 1965 to Present: The Fourth Developmental Period

By this time, the tasks of the community junior college were crystallized and have been generally accepted by the colleges. Even though these tasks have been accepted, the realization of them has yet to be reached. The open door admissions policy has been installed, yet no method has been found to stop the high proportion who drop out. Occupational education was stressed, but three-fourths of the student body remain in the transfer programs. Not enough counselors were available to meet the student need in relation to community junior college enrollments. Finally, since 1965, emphasis has been placed on program development rather than on the improvement of student performance. (Thornton, 1972:56)

Edmund J. Gleazer depicted the community junior college in this stage when he stated:

. . . The community college has become a comprehensive institution with a great variety of programs to match the cross section of the community represented in its students. The concept of comprehensiveness, although still a subject for occasional debate, generally is accepted. This means preparation for employment as well as transfer to four-year colleges and includes a number of other community related

services. The comprehensive community college exists to give students opportunity beyond the high school level to find suitable lines of educational development in a social environment of wide range of interests, capacities, aptitudes, and types of intelligence. (1969:28).

### Philosophy of the Community Junior College

A new philosophy of education evolved in the late 1800's which was called "experimentalism." This philosophy developed at the same time scientific and industrial advancements were being made and a new emerging educational institution, the junior college, was also coming to the forefront. (Gremin, 1961:90-95)

Experimentalism is a dynamic philosophy, one which attempts to gather all previous knowledge and then process that knowledge. The practitioner should be able to locate, analyze, and synthesize this knowledge through the use of scientific methods. An example of an early practitioner of experimentalism was Darwin. His theory of evolution did not give support to the systematic machine like development of the world envisioned by the realist. Darwin's theory of evolution talked of many alternative paths and the happening of chance incidents which shook the realist's vision of the world of absolutes. (Gremin, 1961:92-98) At the turn of the century, the gathering and discovery of knowledge had reached a new and frantic pace. The people had difficulty synthesizing all

the new knowledge with prior knowledge and were awed by the realization that the assimilation of knowledge could still be in its infancy.

At this point in their historical evolution, societies recognized the need for a formal and deliberate agency to take over this work, to concentrate and intensify the growing-up process, and to regulate it according to the developing necessities of any given social system. (Morris and Pai, 1976:11)

John Dewey, a leading exponent of experimentalism, stated:

The sources of educational science are any portions of ascertained knowledge that enter into the heart, head and hands of educators, and which, by entering in render the performance of the educational function more enlightened, more human, more truly educational than it was before. But there is no way to discover what is 'more truly educational' except by the continuation of the educational act itself. The discovery is never made; it is always making. (Dewey, 1929:76-77)

This statement of philosophy by Dewey radically changed man's previous outlook towards education and knowledge. In Dewey's view, no longer could man search for absolute answers, but rather, those answers were dynamic and dependent on society and the present state of knowledge at any given time. Truth or knowledge was not stagnant. This greatly influenced the American way of transmitting knowledge to the next generation. Now, the fast changing American culture of that time, and of present time, had a method of analyzing and synthesizing new interpretations of knowledge with a critical methodology. (Morris and Pai, 1976:11)

Dewey stated that the educational institutions should not only teach society as it is, but moreover, reflect and experience that society. (1959:7) Experimentalists believe that living is education and therefore our experiences foster a greater understanding which leads to personal and societal enrichment. When Dewey discussed axiology, he stated:

. . . There cannot be two sets of ethical principles, one for life in the school, and the other for life outside of the school. As conduct is one, so also the principles of conduct are one. The tendency to discuss the morals of the school as if the school were an institution by itself is highly unfortunate. (1959:7)

This statement showed how the merger of school and society should take place.

The philosophy of the public community colleges has evolved through a changing of functions of the community college. These changes have been identified during varying historical periods. With some latitude recognized, these periods of development were: (1) 1900 to 1920, which was the development of the public junior college, some using idealistic philosophy for a transfer function and the majority (California and the western states) using an experimentalist philosophy; (2) 1920-1945, the period of greatest development of occupational programs and a strengthening of the experimentalist philosophy; (3) 1945-1965, which saw the develop-

ment and growth of the "community" college concept and some reinfiltration of the idealist and realist philosophies due to the large number of transfer bound students; (4) 1965 to the present saw a return to the experimentalist philosophy with the recognition and acceptance of the open-door policy. (Thornton, 1972:42-50)

Gleazer, a leading spokesman and proponent of the community college, summarized in general terms what the community college had come to mean:

. . . I believe that the community college is an educational instrument for these times in which we live. It has evolved out of the aspirations of the people of this land; it has responded to the changing and critical needs of the community. It is not an idea superimposed upon the American scene by a national committee, board, or agency. Rather, its form and functions have emerged from the interplay of the values of our democratic society and the facts of economic and social change. (1965:3)

Gleazer further stated that these functions have opened doors for students in occupations; have developed life-long learning opportunities, and developed the community as the central context of learning. (1965:3) This statement by Gleazer reconfirms Dewey's concept of merging the school and the community into one and is a reaffirmation of the experimentalist philosophy in the community college. The community college has become the best representative of Dewey's hypothesis that the school should reflect the community.

Medskar listed six functions of the community college that guided its philosophy. These were:

1. Offering occupational and academic programs for full-time and part-time students in both day and evening programs;
2. Providing for remedial work for those students needing it;
3. Maintaining a liberal admissions policy;
4. Emphasizing a guidance program;
5. Performing services to the community;
6. Insisting on an individual identity without resembling a four year college. (1960:203)

Monroe established the most comprehensive list of functions of the comprehensive community college during this period. This list included all the functions that he believed needed to be included in developing an institutional philosophy. These functions were:

1. Transfer curriculum
2. Citizenship and general education
3. Occupational training
4. General studies
5. Adult and continuing education
6. Remedial programs
7. Counseling and guidance
8. Salvage (closely related to remedial and guidance)
9. Screening function
10. Goal finding or cooling-out function
11. Custodial function
12. Cocurricular or student activity opportunities. (1972:32:41)

The comprehensive community college of the 1970's has established its philosophy based on these functions. This philosophy is to assist the development of the community's resources

with . . . "the assumption that each individual has potential and should have opportunities to develop it. . . ." Gleazer went on to state. . . "The mission is no longer to develop the select few, but to develop all." (1973:88-89) This then becomes the basis for the comprehensive community college curriculum.

The philosophy of experimentalism would become the dominant philosophy of the comprehensive community college. The community college would undertake six major functions: (1) the transfer function; (2) community services; (3) vocational training; (4) adult education; (5) guidance and rehabilitation; (6) emphasize teaching rather than research. (Hillway, 1958:82-83)

#### Community Service at the Community Junior College

Harlarcher, in 1969, stated the distinction between the community college, a college that primarily duplicated the mission of the first two years of a four year college, and a comprehensive community college was that this new college had an entity of its own, was a full partner with the community, and was the cultural and intellectual center as well as the foundation of community pride. Harlacher stated that the campus must entail the complete college service area and that the total population of the service area was the student body. Thus the act of taking the college to

the people has freed the comprehensive community college from the traditional image of the college and university, and has allowed it to establish its own identify. (p. 4)

Gollattscheck and Harlacher stated, in 1976, that the new mission of a community-based college could not be implemented without a set of principles to guide the college. Five principles were discussed:

1. Identification of potential clientele to be served. The college must determine the needs of the community - a procedure requiring active involvement of the institution with the community in order to find out what is going on and what the real needs are.

2. Removal of barriers to access. The college must ensure that its facilities are available to those who compose the community. The facilities include the physical campus, if any, as well as the intangible campus represented by satellite centers and other environments for learning.

3. Development of new avenues of access. The college must cooperate with, and become a broker between, the community and the variety of agencies within the community that provide a potential for satisfying needs of individuals and groups. In other words, community renewal education requires the college to be an educational catalyst for the community and its citizens.

4. Development of curriculums and services. In addition to being a change agent in the community, the community renewal college must be adaptable and ready to change itself. Target groups can assist it in designing the strategies and delivery modes for instruction and service.

5. Demonstration of its practicality and effectiveness. The institution must be continually evaluating its own programs, its own responsibilities to the community, and its ability to serve the public. Using such evaluations, it must make decisions regarding its role as initiator, promoter, broker, or silent partner in the educational process. (p. 136-137)



This new direction was a radical departure from the original mission of continuing education discussed by Koos and other authors. Buck in 1969, stated that continuing education in the early stages took the forms of clubs, lecture series, and public forums rather than organized classes. William Rainey Harper began summer sessions and correspondence courses based on his experiences at the original Chautauqua Institution. (p. 139)

Early community junior colleges did not see continuing education as their responsibility. (Buck, 1969: 159-160) In the October 1934 issue of the Junior College Journal, Brothers stated in an editorial that one of the greatest opportunities for significant service to its community by a community junior college lay in designing a workable continuing education program. (p. 2) Finally, in 1952, the American Association of Junior Colleges placed continuing education development as a priority project to encourage its development. (Buck, 1969:141)

This development was retarded by two factors. First, the rapid growth of on-campus students in the 1950's and 1960's and second, a confusion over what the role of a community junior college should become. The former was discussed earlier in this chapter. The later was best voiced by James J. Zigerell in 1970 when he stated:

. . . General education, liberal education, or what you will, must still remain the prime goal of the community college. Training and retraining people of all ages for particular job skills, supplying leisure time activities and adult education, running child care centers for the community--these are all valuable and needed activities. But regarded as ends in themselves, they can perhaps be carried on as well, or even more effectively, by other agencies. . . . (p. 710)

Yet, these are the very things Margaret Mead discusses as areas to which educational institutions must become more sensitive to meet the needs of a society in rapid transition.

When we look realistically at today's world and become aware of what the actual problems of learning are, our conception of education changes radically. Although the educational system remains basically unchanged, we are no longer dealing primarily with the vertical transmission of the tried and true by the old, mature, and experienced teacher to the young, immature, and inexperienced pupil in the classroom. . . . What is needed and what we are already moving toward is the inclusion of another whole dimension of learning: the lateral transmission to every sentient member of society, of what have just been discovered, invented, created, manufactured, or marketed. . . . Is not the break between past and present -- and so the whole problem of outdatedness in our educational system--related to a change in the rate of change? For change has become so rapid that adjustment cannot be left to the next generation. Adults must--not once, but continually--take in, adjust to, use, and make innovations in a steady stream of discovery and new conditions. . . . What we call the lateral transmission of knowledge. . . is not an outpouring of knowledge from the 'wise old teacher' into the minds of young pupils, as in vertical transmission: Rather it is a sharing of knowledge by the informed with the uninformed, whatever their ages. The primary requisite for the learner is the desire to know. (Mead, 1959:5)

The desire, ability and access to learning has too often been aborted within the present academic structure of conventional

educational institutions. A steady stream of discovery and new conditions should bring the community junior college into a closer liaison relationship with the community at large in order to develop programs and delivery systems to meet community needs. People from all walks of life and many age groups should be able to take advantage of unlimited learning opportunities to fulfill individual needs and desires through a new type of education. (Gollattscheck and Harlacher, 1976:8-9)

In the past, human life has been divided into four different stages. First, a short stage of early childhood - the time of happy play. Second, a longer stage of twenty to twenty-five years - devoted almost exclusively to full-time learning. Third, the longest stage which consists of full time work. Finally, came the stage of retirement for human beings. (Boyer, 1974:5) These patterns are changing for many reasons. Two of these are: the sudden surge of interest in continued education, and the pool of traditional college age students is declining. (Gollattscheck and Harlacher, 1976:5) This is causing community junior colleges to re-examine their role in and their relationship with their community.

The community-based community junior college will provide the kinds of education community members want or need, not what

















































































































































































































































































