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ABSTRACT

This document sets forth six goals toward which the North Carolina Community College System should strive during the next 20 years, descriptions of the means to achieve those goals, and the conditions necessary to support those means. Specific goals include: (1) acceleration of the state's economic growth and development through a dynamic, comprehensive manpower training program; (2) educational access for all North Carolina adults; (3) elimination of illiteracy among the state's adult population; (4) enhancement of effective citizenship skill development among adults; (5) aid in the development of a cultural renaissance among the adult population; and (6) achievement of excellence in the effective, efficient use of all human and material resources. Steps to achieving the stated goals include vocational instruction based on current needs, maintenance of an open door policy, adult basic education, community and continuing education, cultural programs, on-going program monitoring, and adequate support services. Conditions necessary to support the means to specified goals include continuation of community college governance by the State Board, adequate and flexible funding, and improved articulation processes. (JDS)

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TOTAL EDUCATION: THE DUTY OF THE STATE

Report of
The Commission on Goals
for
The North Carolina Community College System

JK 770 316

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LETTER OF TRANSMITTAL

Report of
**THE COMMISSION ON GOALS
FOR
THE NORTH CAROLINA COMMUNITY COLLEGE SYSTEM**

March, 1977

To the North Carolina State Board of Education
Raleigh, North Carolina

Transmitted herewith is the Report of the Commission on Goals for the North Carolina Community College System. In compliance with the request of the North Carolina State Board of Education "to develop a blueprint for the future and to consider the role and direction of the System for the next two decades," this report sets forth six goals toward which the Community College System should strive during the next twenty years. Steps recommended for achieving those goals are stated as suggested action to be taken by the Community College System, the State Board of Education, and the people of North Carolina.

Applying the democratic process in conducting the work of the Commission and in arriving at goals and recommendations, this report expresses views that reflect solely the members' best judgment. We do not expect unanimous acceptance of our recommendations. Rather, it is the Commission's hope that they will evoke discussion, reflection, and then action.

As with any worthwhile study, many persons other than the Commission members generously assisted with the preparation of this report. Unfortunately, it is not possible for us to name all of them in this letter of transmittal. We do wish, however, to record here our appreciation for the assistance they so unselfishly provided. To Dr. Alan Hurlburt, who chaired the Commission's early meetings and organized the early deliberations, we are very appreciative. To our regret, ill health forced him to withdraw from the Commission during the early stages of its work. To Dr. Estelle E. White appreciation is expressed for preparing the final Commission Report.

Members of the Commission actively participated in drafting this final report. The conclusions are theirs, arrived at through many hours of collaboration and deliberation. Those who helped us must bear no responsibility for the content.

The members of the Commission express their appreciation to the State Board of Education for the opportunity to participate in this challenging endeavor. We are honored to make some contribution to the efforts already expended by the many fine educational leaders in our state in their untiring endeavors to provide educational opportunities for all who wish to learn.

Respectfully submitted,

Edgar J. Boone
Edgar J. Boone, Chairman

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Ahoskie

Let us today turn our faces to the future and develop a community college blueprint that builds on the past and gives direction for tomorrow's Community College System.

—The Honorable James B. Hunt, Jr.
Governor of North Carolina

So then, to every man his chance—to every man regardless of his birth, his shining, golden opportunity—to every man the right to live, to work, to be himself, and to become whatever thing his manhood and his vision can combine to make him—this, seeker, is the promise of America.

—Thomas Wolfe
You Can't Go Home Again

INTRODUCTION

On January 2, 1976, the North Carolina State Board of Education announced the appointment of a commission to develop a "blueprint for the future" of the North Carolina System of Community Colleges and Technical Institutes.

In a resolution offered by Governor James B. Hunt, Jr., (then Lieutenant Governor of North Carolina) and approved unanimously by the State Board of Education December 3, 1975, the charge to the Commission called for *a new examination of the System's role in the total educational picture for approximately the next two decades.*

From the initial modest investment of \$500,000 in seven industrial education centers awarded to Burlington, Durham, Goldsboro, Greensboro-High Point, Leaksville, Wilmington, and Wilson in 1958, the North Carolina Community College System has grown rapidly to its present strength of fifty-seven community colleges and technical institutes located from the mountains to the coast. As a result of wise investment of public money and legislative foresight, these institutions have had a significant impact upon North Carolina's economic, social, intellectual, and cultural life.

Set forth in the Declaration of Independence drafted by Thomas Jefferson and adopted by the Continental Congress on July 4, 1776, was the paramount goal *to guard the rights of the individual, to ensure his development, and to enlarge his opportunity.* More than 70 years ago this historic purpose of education again was most adequately expounded by Governor Charles B. Aycock, who claimed that every individual has the right to develop all there is potentially within him. The achievement of this noble goal for the people of North Carolina is and should continue to be first among the priorities of the State. The people of North Carolina have a right to the privilege of education and this right must be supported by practice as well as precept. Goals must be set and actions adopted which will guarantee every North Carolinian the freedom to develop his capacities to the fullest.

The goals here identified are within the framework of the original legislation creating plans for the North Carolina Community College System. They are designed to build on the System's past accomplishments and provide a blueprint for its future directions.

THE GOALS

The growth and development of the people of North Carolina and their economic, social, intellectual, political, and cultural well-being depend greatly upon the work of the North Carolina Community College System. Current state needs and projected trends, coupled with the judgment of the State's top educational leadership, give urgency to the importance of charting the future directions of the System. Numerous goals have been identified. Of these, six broad goals have been delineated and earmarked to receive major emphasis by the people of North Carolina during the next two decades:

1 To accelerate North Carolina's economic growth and development through a dynamic, responsive, relevant, and comprehensive manpower training program.

2 To make education accessible to all North Carolina adults regardless of age, sex, socioeconomic status, or ethnic background.

3 To eliminate illiteracy among the adult population of North Carolina.

4 To enhance the development of effective citizenship skills among the State's adult population.

5 To promote and aid in the development of a cultural renaissance among the adult population of North Carolina.

6 To achieve excellence in the effective and efficient use of all human and material resources available to the North Carolina Community College System.

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Economic Progress and Manpower Development

To accelerate North Carolina's economic growth and development through a dynamic, responsive, relevant, and comprehensive manpower training program.

North Carolina has the potential for improvement and expansion of its economic base through industrial development. An abundance of human and natural resources, coupled with local and state laws designed to facilitate industrial development, make North Carolina a logical repository for the development and expansion of new and existing industries and the relocation of industries from other regions of the nation.

A major influence on the further industrial development of the State is the availability of educated and technically trained men and women. It is this manpower resource above all that must be developed.

If North Carolina fails to develop its manpower, it cannot effectively direct its own economic future. Leading economists and industrialists have made it abundantly clear that a state can expect to be economically healthy only if it provides its population with the intellectual development and technical training required to exploit the potentials of the new technological developments.

A Right to Education

- *To make education accessible to all North Carolina adults regardless of age, sex, socioeconomic status, or ethnic background.*

If we value our democracy, if we accept its precepts, if we believe in the future, if we desire its eventual fruition, State leaders should agree that education is not merely a privilege—it is a right guaranteed to every citizen of North Carolina. The highest goal which education in North Carolina could possibly seek would be to serve the State and all of its people in this way.

There should be no confusion about North Carolina's ultimate goal in education. That question was settled long ago in the State's Constitution, which states clearly and emphatically that *the people have a right to the privilege of education, and it is the duty of the State to guard and maintain that right.*

The North Carolina Community College System is serving a vital role in extending educational opportunities to the adult population of the State. Although more than 500,000 adults enrolled in the educational offerings of the System in 1976, ways must be found to make education both desirable and accessible to all of the nearly 3.5 million adults who live in North Carolina. Such obstacles as distance to class, location and scheduling of courses, and tuition costs must be overcome to assure adult North Carolinians access to total education.

A Literate Adult Populace

To eliminate illiteracy among the adult population of North Carolina.

The ability to read, write, and compute is essential to anyone who wishes to learn in any other subject at any level. To advance in training for employment one must know how to read, write, and compute. These skills are also essential to good citizenship and life within the family and community.

Today, 986,000 North Carolina adults (16 years of age or older) possess only an eighth-grade education or less, and 1,864,000 have less than a high school education. These figures represent 34% and 64% of the State's total adult population. Many North Carolina adults thus lack the basic educational skills needed to complete an employment application, read a financial contract, or supervise their children's homework.

Attention must be focused on the development of a major, long-range plan for eliminating adult illiteracy in North Carolina. Whether from a humanistic, value-oriented perspective of helping people because they are people or from a pragmatic standpoint of helping people acquire productive skills so they can contribute to the society rather than remain part of a welfare burden to other taxpaying citizens, it is clear that North Carolina must embark upon a program to eliminate adult illiteracy.

During its brief history, the Community College System has taught more than 200,000 adults to read and write and has helped more than 57,891 to complete high school requirements. It is uniquely qualified for this assignment.

An Enlightened and Responsive Citizenry

To enhance the development of effective citizenship skills among the State's adult population.

The greatest natural resource of North Carolina is its people, and the best of all possible ways to assure their continued progress is to strengthen the democratic processes among them. All attempts to improve the quality of life in North Carolina must be made in the manner and spirit of a free people with freedom to think, to act, to learn, and to attain positions of highest respect and power.

In a democratic society, rights and privileges carry with them corresponding obligations and responsibilities. The State's 57 community colleges and technical institutes have an important mission to develop enlightened citizens instilled with a sense of individual responsibility and sensitivity to the needs of family, community, state, and nation. Surely this was the sentiment expressed by the good citizens of our state when they described it as a place *where the weak grow strong and the strong grow great.*

Cultural Advancement

To promote and aid in the development of a cultural renaissance among the adult population of North Carolina.

The quality of life in North Carolina is and should be the concern of not only those who are in the professions or who

graduated from its universities and senior institutions. It should be the concern of all North Carolinians, since a vast majority of them will never enroll in the senior colleges and universities. It is important that the opportunity for cultural advancement be made available to the State's people through the 57 community colleges and technical institutes in the North Carolina Community College System in cooperation with all other educational organizations and agencies in the area.



North Carolina must not makè the mistake of believing that the masses have potential for growth in the economic world alone. The ability to create and to appreciate beauty in nature and what others have created is almost universal. The working men and women of the State should not be denied an equal opportunity to advance culturally. The Community College System should have as one of its major goals the improvement of the total cultural life of the State, with emphasis on those adults not being reached by other branches of education.

Achieving Excellence

To achieve excellence in the effective and efficient use of all human and material resources available to the North Carolina Community College System.

Excellence implies more than competence. In an educational institution it relates to the mission which the institution is created to perform and must be measured in terms of how well the institution fulfills that mission. Excellence also implies a continuous striving for the highest standards in every area of an institution's services.

To achieve excellence in its operations, the community college or technical institute must look to all facets of its operation to assure quality in administration, faculty, and membership on the Board of Trustees; to use new or improved delivery systems; to be cost conscious; to educate its community to the goals and objectives of the institution as based on expressed needs and desires of the citizens; and to serve as a catalyst for marshaling and developing community resources. Quality and planned growth should be emphasized.

STEPS TO THE GOALS

Accelerating North Carolina's Economic Growth

If their talent is technical or vocational, then we will simply offer them instruction, whatever the field, however complex or simple, that will provide them with the knowledge and skills they can sell in the marketplaces of our state, and thus contribute to its scientific and industrial growth.

North Carolina has a long-standing commitment to manpower development, and it was the determination to develop a reservoir of skilled workers that led to the establishment of our state's Industrial Education Centers. These centers were superseded by the more comprehensive system of community colleges and technical institutes. Undoubtedly this capability to train skilled workers quickly and effectively has been responsible for much of the new industry which has chosen to locate in North Carolina, as well as for the growth and development of established industries. And, through training men and women for entry-level as well as better paying jobs requiring special skills, the Community College System has had a direct impact upon employment growth. Even the addition of the comprehensive general education component that accompanied the transition to community colleges and technical institutes has contributed to economic development. Experience has shown that when technical institutes are converted to community colleges, enrollments in occupational type programs increase.

This comprehensive manpower development program must remain the highest priority in the Community College System, for it is here that education has the greatest impact on the welfare of the entire State. Each year the System's member institutions offer a broad variety of vocational and technical programs. In addition to this, they train many thousands of adults for specific jobs in new and expanding industries. Projections suggest that North Carolina's economic growth will produce a potential student body of more than a million persons each year for our community colleges and technical institutes in the next decade. As the job market changes, it will demand ever-changing and escalating levels of technical sophistication from the labor force. Even the professional skills will require constant updating if they are not to become obsolete. All of this in turn calls for efficient, flexible occupational programs that are responsive to developing manpower needs.

► *The System must sharpen its ability to identify and project manpower needs.*

If the System is to provide a constant source of skilled manpower to meet the demands of established industries and attract new ones, it must practice continuous, rational, long-range planning. To this end, the Community College System should foster linkages with State manpower advisory agencies and should efficiently use the resources of its own lay advisory councils. Local institutions can gain valuable information from their own advisory councils.

► *The System must be quick to identify and respond to needs for retraining and continuing education.*

Both degree-credit curricula and noncredit extension programs should be structured to meet current and projected employer needs, but extension offerings are particularly important in updating and upgrading skills. The retraining needs of older, established industries cannot be neglected; these employers have inevitably become an in-

tegral part of the community which houses them and their continued prosperity is vital to the local area. The current system of approving in-plant training for industry needs to be revised if institutions are to respond quickly and efficiently to local needs.

Continuing education is necessary in all occupations. Community colleges and technical institutes already are active in continuing education and are authorized to grant continuing education units (CEUs) for extension courses. This function should be continued and expanded.

▶ *The community colleges and technical institutes should develop mechanisms for the meaningful involvement of business and industrial sectors in occupational program planning.*

The structure of advisory committees provides a valuable opportunity for the involvement of talented lay persons. Their input can be used in establishing specifications for vocational or technical programs, designing the programs themselves, and evaluating the effectiveness of such programs. As the ultimate consumers of occupational training, the business and industrial sectors are the final judges of its worth.

▶ *A consistent and comprehensive monitoring system should be instituted for feedback to the local institutions and the State Department of Community Colleges on needs and performance.*

Each institution should carefully examine its vocational-technical programs with the intent of discontinuing those which are no longer relevant to the needs of its service area or the State. Programs that do not fully or efficiently respond to demonstrated needs should be identified and upgraded. In this case planning bodies at both state and local levels can provide information and suggestions about standards, needs, and criteria.

A monitoring function implies action as well as information. At present, several well-intended practices actually militate against effective occupational education. One is the need to attract full-time-equated (FTE) credit while balancing employment needs with program attractiveness. Local institutions may be led to continue to emphasize programs in which a real manpower shortage does not exist simply because those programs attract large numbers of students who generate a corresponding number of FTE credits. This difficulty could be resolved in part by increased counseling to make students aware of the job market. It also could be alleviated by a system of incentives which would reward institutions for offering programs in areas of manpower shortages while discouraging continuance of training in overcrowded manpower areas.

There is a related problem in the many vocational and technical curricula which teach vital skills but are not adequately funded through the present formula. These may be programs which attract only a few students or which require expensive equipment and facilities. Needed occupational programs of this type may be neglected if the community college or technical institute cannot find adequate recompense for the outlay of initiating them. Regional consortium arrangements might be developed among several local institutions to facilitate the sharing of equipment that is too expensive for the individual institution to operate alone.

Access to the Open Door

The doors of the institutions in North Carolina's System of Community Colleges must never be closed to anyone of suitable age who can learn what they teach.

Access is the cornerstone of the Community College System. The establishment of community colleges and technical institutes in 1963 opened the possibility of education beyond high school for every adult in North Carolina. Today, the commitment to provide relevant education of the highest quality, readily available in terms of distance and cost, is still as strong.

Of the 3.5 million adults in our state, approximately 500,000 enrolled in community college or technical institute programs last year. This means that six out of every seven adults did not take advantage of the vocational, general, or continuing education opportunities available to them through their two-year institutions.

Distance is a deterrent to educational participation. Although there is no desire to add to the 57 institutions which already exist, studies show that participation rates decrease sharply and predictably as a function of distance from a campus. This barrier poses even greater difficulties for the poor, rural, and disadvantaged learner. In the coming years we must ensure that the open door is as much a matter of fact as it is of principle.

The open door must be opened even further, particularly for several special groups. Current student enrollments are representative of the State's population only when noncredit program enrollments are considered in the analysis. When degree programs are examined alone, women, older adults, and minority members participate in fewer numbers than might be expected.

▶ *The System must bring education to the people.*

Access could be greatly increased by literally bringing programs to the people where they live, work, and spend their leisure time. This could be accomplished through the use of learning centers or satellite campuses, with the institution's facilities spread throughout its service area rather than concentrated in one location. Public school buildings and other facilities could be used to house afternoon and evening classes. Nontraditional delivery strategies, such as televised courses, newspaper courses, and the like, could bring education into the home or work place. Specialized courses requiring a heavy investment in facilities and equipment should be carefully located throughout the State to facilitate access for students from all areas.

▶ *Education must be offered at times that are convenient to the people.*

Program planners in the Community College System must recognize that the majority of its students are adult, voluntary, part-time learners, persons with home and full-time work responsibilities whose lives no longer are paced to the semester or quarter schedule. More courses should be offered in the evening or early morning hours, and these offerings should include vocational-technical training as well as general or self-supporting avocational continuing education. More formal programs in the occupational areas, those which require a year or two of study, should be reexamined and designed in a modular format which would allow the student to begin study in some part of his chosen field as soon as he enrolls. It is unrealistic to expect a busy adult to wait for months to begin a program as is now often the case.

▶ *North Carolinians must be made more aware of the educational opportunities available at their community colleges and technical institutes.*

North Carolina believes in the value of postsecondary education and has made a substantial investment of resources and good will in this belief. The educational opportunities offered by the Community College System will do little good if they are unused. Local institutions and the state-level agencies should pursue a more vigorous program of familiarizing North Carolinians with the learning resources available to them and promoting the concept of lifelong learning. The costs of publicizing vocational-technical education, basic education, and general interest courses are negligible when compared with the money invested to make those programs available and the benefits the State hopes to enjoy from their effects.

▶ *Costs must not be allowed to act as a barrier to education.*

The average community college or technical institute student enjoys only a moderate income, and the vocational-technical mandate of these institutions implies a special mission to serve low or middle-income students. For these reasons, and because lifelong education is vital to the welfare of the State and its citizenry, it is recommended that tuition remain at its present low rate. The possibility of removing all fees and expenses for courses that serve low-income learners should be explored. Indeed, this would be the ideal condition for all Community College System programs, but one which probably cannot be adopted at present.

Many of the System's enrollees rely on financial assistance in the form of grants, loans, work-study programs, and assistantships. These student aid programs are invaluable in extending opportunity to a student population that falls generally in the age and income categories that require self-support. The traditional student aid financial programs have been largely confined to full-time students. Yet, a large pro-

portion of the current enrollment of community colleges and technical institutes are part-time students. Financial assistance programs may need to be reorganized such that attention may be directed to their financial needs, as well as to those of older and lower-income students.

▶ *The open door must not become a revolving door.*

Every time a student leaves a community college or technical institute without meeting his individual needs there has been a waste of public money and individual time and effort. Several steps should be taken to prevent this possibility of waste.

Comprehensive counseling must be available at each institution. Effective counseling would help the adult to choose a program of study, understand the difficulties and requirements attending it, and deal with problems that might arise. Students should have the option of transferring from one program to another within the institution, and should be able to sample a variety of programs—particularly within the vocational-technical areas—before making a firm commitment of time and study. The more comprehensive the educational program, the more likely it is to meet the learner's needs. Logically, retention would be highest when the student has a greater number of options from which to choose.

The importance of general education in occupational programs is self-evident; it would be meaningless for a student to acquire vocational or technical abilities without the communicative and interpersonal skills to apply them. Adults are more likely to be satisfied with an occupational education that is in the context of general studies which contribute to the growth of the total individual.

General education courses are equally important for those adults who simply wish to broaden their educational experience without pursuing a certificate, diploma, or associate degree. At present, some 32 institutions in the System offer two years of general and interest courses beyond the high

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school level which lead to the Associate in General Education degree. While there is no desire for institutions to offer programs beyond the two-year Associate degree level, and no desire for technical institutes to offer college-transfer programs, general education must be retained. It is the only means to gain a grounding in the liberal arts for those adults who do not have the access to, or aspirations for, a baccalaureate degree. General education also allows the State to enjoy the benefits of an educated and well-rounded citizenry.

▶ *The needs of special groups must be recognized.*

Each institution should attempt to serve a larger number of older adults, for as the average lifespan increases, it must be recognized that the retirement years offer a broad span of potential productivity. Program offerings should be geared to the needs, resources, and special circumstances of the older adult. Tuition and fees should be waived for these senior learners, and provision should be made for compensating the participating institutions.

Younger learners also could benefit from the Community College System. Currently, the open-door admissions policy extends to all applicants who are high school leavers 18 years of age or older. School dropouts between the ages of 16 and 18 may be considered as persons with special needs under designated cooperative provisions of the public school and the two-year institution. It is recommended that additional provision be made for exceptional high school students 16 years of age or older to take courses at community colleges or technical institutes on a space-available basis. Such students would be those enrolled in high school and recommended by the local public school system officials. This provision would allow academically gifted youth to take advanced courses and possibly gain college credit before actually leaving high school. It also would provide access to vocational training for students with needs and the motivation in that area.

Eliminating Illiteracy

If they cannot read, then we will simply teach them to read and make them proud of their achievement. If they did not finish high school, but have a mind for it, then we will offer them a high school education at a time and a place convenient to them and at a price within their reach.

Access to education and training for employment are meaningless to the adult who lacks the basic skills of literacy. Work, family life, and effective citizenship in a democracy demand the ability to read, communicate, and compute. Illiteracy cannot be tolerated unless we wish a large portion of the State's adult population to remain socially and economically disenfranchised.

Nearly one million North Carolina adults—virtually one adult out of each three—have only eight years of formal education or less. Almost a third of a million have no education beyond the fifth grade. Although adult basic and high school education have always been components in the Community College System, the illiterate cannot be viewed as a vanishing problem. In fact, two forces combine to increase the number of undereducated adults in this state.

At present rates, something like 3% of the illiterates reported in the last Census enroll in adult basic education each year. However, projections suggest that almost 6% of our youth can be expected to leave public schools each year without attaining minimal skills. Thus the problem is growing almost twice as rapidly as it is being met.

Second, North Carolina is becoming increasingly industrial and its population more mobile and better educated. The fifth-grade education that was adequate for the farm will not meet the city's demands; the eight years of school

which were sufficient for employment only a few years ago will not suffice today. The very rises in prosperity and education which are developing North Carolina serve to place the illiterate at an increasing disadvantage, and continuously tend to increase his ranks.

► *The State Board of Education, the State Department of Community Colleges, and each institution in the North Carolina Community College System must reexamine its commitment to the elimination of adult illiteracy.*

Each of these units should consider what priority value it places on adult basic education and what actions it is willing to take to fulfill its commitment. Statements of concern mean little without active plans to back them up. A vigorous program for adult basic education must be developed. Included should be details of how different agencies and groups can interrelate to meet the challenge and the resources to be provided. *At this time the Community College System is the only educational agency in North Carolina with a mandate to offer adult basic education.* The State of North Carolina supplies only 10% of the funds for this effort. Clearly, our efforts toward eliminating adult illiteracy can be more supportive and determined.

► *Each institution should determine how many adults in its service area need adult basic and high school education.*

Since changing economic needs and educational levels alter the number of educationally disadvantaged each year, national Census figures are not current enough to estimate the number of undereducated adults in North Carolina. The problem of adult illiteracy cannot be realistically attacked until the System is knowledgeable about its extent. A further need is to learn both who these adults are and where and how they can be reached. We know that they are not a homogeneous group, but rather represent a wide variety of learning needs based on considerations of occupation, age, sex, and health.

► *The entire community must be involved in the campaign against illiteracy.*

Undereducation handicaps the individual and creates such problems as unemployment, underemployment, public assistance, and hygienic needs, which affect the entire community. The resources of the community must be marshaled against illiteracy. Churches, civic groups, neighborhood associations can all recruit potential learners and supply volunteer tutors, assistants, and supportive services of transportation or child care. Current regulations, such as those preventing the use of volunteer tutors in adult basic education classes, must be changed. There can be no justification for institutional regulations which restrict the development of programs to help people who are experiencing rather severe needs. Employers can play an important role in this community involvement, for they can recruit students, offer them incentives for educational growth, and often provide facilities for classes.

► *Provisions must be made for the professional staffing of the adult basic education program at each local institution.*

A full-time director of adult basic education and a full-time master teacher represent the minimum staffing necessary to implement a quality program. The director should be responsible for all matters related to general program development. The master teacher should be responsible for the quality of the curriculum and instruction aspects of the program. Persons who hold those positions must have acquired sufficient professional grounding. Such preparation should be either through a graduate education program or through a combination of extensive experience and frequent involvement in in-service workshops and institutes. Such qualified supervision of the overall program would enable each institution to extend the programming base to include the voluntary sector and other community resources in general program development. Contact hours within the classroom would be increased through utilizing volunteer tutors or aides.

▶ *A functional literacy curriculum and sufficient supportive learning materials need to be developed and implemented statewide.*

A basic, reading-writing-arithmetic definition of literacy is no longer adequate in today's world. Rapid social and technological changes make it necessary for adults not only to be able to read, write, and compute, but to do these within the context of solving problems and coping with situations encountered in daily life and work. Careful research has clearly demonstrated a strong relationship between motivation to learn and awareness of the relevance of what is being learned. Adults need to be helped to acquire competencies in the areas of consumer education, job knowledge, family living, home management, and civic responsibility.

▶ *Instructional strategies that are effective in enhancing adult learning need to be identified and promoted.*

Packaged instructional materials, or materials designed for children, are inadequate to meet the specific needs of adult learners. Recognition and appreciation of adult life experiences, involving these adults in practical-action/problem-solving activities, and incorporating the input of a wide variety of resource specialists drawn from the general community should be included in the learning experience in order to improve the quality of the teaching/learning transaction. Of central importance, however, is to provide classroom instructors who are trained in the usage of educational strategies and methods quite different from the traditional, pedantic, and ineffective approaches currently being employed.

▶ *Research and development projects which carry an "action research" orientation need to be conducted in all aspects of adult basic education.*

A sound knowledge base for adult basic education is in the making. It must continue to be based upon a constant series of well-conceived and conducted "research development" projects. These projects should be designed to increase both knowledge and understanding of all phases of adult

basic education. Much of this research needs to be carried out through the cooperative efforts of local directors and instructors with university faculty and graduate students. The results of such developmental research should be carefully packaged and disseminated through workshops, conferences, and institutes based upon that research. Obviously, this type of effort calls for the cooperation of a wide range of institutional courses.

► *Interinstitutional coalitions need to be developed to design and implement long-range planning for the elimination of illiteracy in the State.*

Public and private universities and colleges, community colleges/technical institutes, community schools, Cooperative Extension, libraries, social services, churches, and various social and civic groups need to be brought together at both the state and the local levels to think through and design long-range plans for the mobilization of all available forces and resources in a concerted attack on the problems and causes of illiteracy. The efforts of local groups should be facilitated by a state-level interagency task force. Although the professional staging base for an extensive campaign against illiteracy at the local level must continue to be the community college or technical institute, obviously, the nature and extent of the effort required necessitates the involvement of the wide range of institutions and agencies mentioned.

► *Institutions should be granted FTE credit for adult basic education and high school education programs.*

Full-time-equated (FTE) credit, or some means of recognizing the individual institution's efforts in eliminating illiteracy, would provide the support and incentive needed to mount a comprehensive statewide program. Surely the problem of adult undereducation is serious enough to warrant this interest. The community colleges and technical institutes cannot be expected to assume a major responsibility for adult basic education and to make meaningful attempts to develop strong basic education programs when they receive no incentive and less than needed financial support for doing so.

Citizen Involvement

If their needs are for . . . intellectual growth or civic understanding, then we will simply make available to them . . . the wisdom of the ages and the enlightenment of our own times and help them on to maturity.

The Community College System has a community service component in its mandate for adult continuing education, and thus should serve as a source of information and involvement for a concerned and active populace. Because our public two-year institutions have been carefully located throughout the State, each has a strong community base. Perhaps more than any other formal education system, these institutions—which are voted into existence and are supported and governed by the same adults they serve—are a part of the social fabric of the community. Thus the community college or technical institute should provide both education for citizenship and the opportunity to develop leadership.

With the resurgence of belief in self-reliance and governance as a participative process rather than a service provided by the State, citizens are looking to education for solutions to a wider variety of problems—family breakdown, crime, drug abuse, the difficulties of urban growth. In the very near future, community colleges and technical institutes can expect and should welcome a demand for more varied, community-based programs and a greater community interest and involvement in their activities.

▶ *Greater community involvement should be fostered in the planning and implementation of program offerings.*

A thorough understanding is needed of the institution's relation to its service area. If it does, in fact, belong to the community, it must be sensitive to community needs and governance. Local community education councils must be

actively involved in programming decisions. The community should be represented in the composition of the institution's faculty, administration, and governance. At this time, women and minorities are underrepresented among the trustees, administration, and faculty of the community colleges and technical institutes. This situation can be remedied through a serious attempt to fill vacancies with persons whose qualifications would increase representativeness.

It is further recommended that students serve as advisors to local boards of trustees. However, they should not be asked to serve as voting board members. No student is on campus for a long enough period of time to make significant contributions as a board member, and no one or two could realistically vote for the entire range of the varied student body.

► *Opportunities for community leadership development should be provided.*

Community education councils provide the opportunity not only for community involvement in the institution's programming, but for leadership development as well. As members of these community councils, persons of differing backgrounds and interests have a chance to work together and to develop networks of cooperation and concern.

► *The local institution should serve as the focus for total community education.*

The community college or technical institute's role as a local resource should be more fully emphasized. Virtually every adult in North Carolina has access to one of these two-year institutions. These institutions are comprehensive and community-based, and each has a wealth of resources in terms of facilities, equipment, expertise in locating instructors, and familiarity with students from a wide range of backgrounds. As a logical conduit for total community education, the System should adopt this nationally emerging concept. Member institutions should work in harmony with public

schools and other educational organizations and agencies in a coordinating role. This concept of community education differs from the idea of a community school in that a community school is viewed as a center for all types of activities involving children and their parents, while community education has a strictly educational connotation. This concept is in logical agreement with the community college or technical institute's role as a formal education system and its unique experience in working with adult learners.

Promoting a Cultural Renaissance

If their needs are for cultural advancement . . . then we will simply make available to them the wisdom of the ages and the enlightenment of our own times.

A culture is, properly speaking, a way of life, and North Carolina's rich cultural heritage is a very real factor in the quality of our everyday lives. Our cultural background is not a "frill," nor is it the province of some specially trained few. It should be a lively and participative tradition, and bringing our state's cultural riches to each of its citizens is an important part of the Community College System's total role.

▶ *The Community College System should develop a plan for a total cultural program.*

The System should establish linkage with State-level citizens' groups which represent graphic and performing artists as well as lay citizens committed to the arts. From this, a plan could be developed to bring each adult the opportunity to enjoy and participate in the arts. The efforts of the Community College System in promoting cultural enrichment should be coordinated with those of other groups at the state and local levels. The Visiting Artist Program, which operates within the System, has already brought the per-

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forming arts to hundreds of thousands of North Carolinians. The success of this effort provides some indication of the enthusiasm with which such a program would be received.

► *Programs should be fostered to develop individual creativity.*

There must be room for self-expression in our lives. With the changing employment scene and the rising standard of living, adults enjoy a greater amount of leisure time. Many wish to use this time in creative, meaningful ways, and the local community college or technical institute should encourage such development by providing a wide range of instruction in painting, sculpting, music, creative writing, and other areas. The local institution also could serve as a forum for groups concerned with the status and development of the arts, and might sponsor art shows, craft fairs, and similar community-based activities.

► *Our cultural heritage must be preserved.*

Community colleges and technical institutes can do much to preserve regional traditions and handicrafts. It would be a tragedy if increased prosperity and mobility destroyed the unique flavor of the different regions of North Carolina. Non-credit continuing education classes could help to keep alive and healthy the skills of quilting, clogging, wood carving, and other native crafts. History can be served by identifying and preserving historic buildings, transcribing the oral history of older citizens, and organizing courses on local history for interested adults. The local institution could do much to preserve regional characteristics while at the same time adding to the community's sense of pride and cohesiveness.

Achieving Excellence

Excellence implies more than competence. It implies a striving for the highest standards in every phase of life. We need individual excellence in all its forms—in every kind of creative endeavor in political life, in education, in industry—in short, universally.

The goal of excellence stands behind each objective that has been discussed so far, but excellence in terms of productive, competent use of resources deserves to be treated as a goal in its own right. At the time of the Community College System's establishment, the most pressing need was to make education available to every adult in North Carolina. While access is still a major goal, the System has developed to the point where it can shift its emphasis to the quality and efficiency of program offerings.

► *Learner needs must be continually assessed to assure program relevance.*

Each of the 57 community colleges and technical institutes should undertake a study of its service area to identify the needs of the adult population residing therein, and to determine the extent to which those needs are currently being met by the local community college, technical institute, or other educational organizations and agencies. Such a study should include civic, social, cultural, and individual learning needs as well as those related to employment and economic growth.

These analyses of local learning needs would serve a variety of functions. They would allow each institution an opportunity for self-evaluation, and they would provide the local community college or technical institute with an objective basis for planning. A current and factual needs analysis would further permit each two-year institution to judge

whether it is truly offering comprehensive educational services. Finally, a composite of individual community needs analyses would provide the Community College System as a whole with the means for comprehensive long-range planning.

► *Resources must be used as effectively as possible.*

Instructional and curriculum quality should be constantly monitored through the maintenance of standards and evaluative criteria for state and regional accreditation. Each institution should have a program for self-evaluation and self-renewal to serve as the basis for making needed changes and screening promising innovations. Accountability becomes even more important as institutions serve more students and a wider range of human services compete for public resources. To assure that both efficiency and effectiveness are treated in accountability, a comprehensive accountability model should be developed, one which treats all aspects—fiscal management, accomplishment of goals, statutory compliance—simultaneously. Program and fiscal auditing then could be conducted by separate agents, since each requires expertise and sophistication in different areas, but in a coordinated manner which recognizes that all elements of accountability are intertwined.

► *Program duplication must be avoided.*

Individual institutions should examine their curricula to see if and where duplications exist; where different programs share similar components which might be merged; where a program or course is offered by more than one agency in the community; or where the same course is offered under different headings. At the state level, the Department of Community Colleges can serve as a source of information and advice about program and course duplication by different institutions. Such practices would lead to more efficient use of resources.

► *The use of effective and efficient nontraditional educational delivery systems should be encouraged.*

In some cases, the quality of instruction can be raised at the same time its cost is lowered by the use of nontraditional staffing and delivery systems. Senior citizens, paraprofessionals, and volunteers could be involved as aides or assistants to professional personnel. Frequently, such persons, working with the more highly trained instructor, can increase the number of students who benefit from costly professional services. In other cases, paraprofessionals or volunteers would actually expand the institution's services—they could serve as adult basic education tutors and/or provide transportation for isolated or homebound learners. Local libraries could be used as resources for independent study. Such nontraditional delivery systems as televised courses, telephone counseling services, or mini-vans which carry programmed materials or audio-taped instruction to the learner would be both economical and effective.

The ultimate justification for using nontraditional delivery systems is the opportunity to improve the quality of educational services offered. The attainment of efficiency is a worthwhile goal which should always be borne in mind. The more vital concern of attainment of effectiveness at times may be more costly, but always leads to enhanced quality. Resources need to be provided for the development and implementation of innovative delivery systems by community colleges and technical institutes.

► *The unity of the Community College System should be emphasized.*

Every effort should be made to encourage and foster the adoption of uniform standards among and between the 57 community colleges and technical institutes with respect to courses, credit programs, and noncredit program activities. This practice would facilitate transfer of program credits within the System and would assure a common language in

dealing with agencies and organizations external to the System.

▶ *Community colleges and technical institutes must continue to upgrade their staffs.*

The teaching and administrative staffs represent one of the largest investments in the institution, and are undoubtedly one of its greatest resources in achieving excellence. It is grossly inefficient to practice false economy in the staffing areas.

Provision should be made for in-service training of faculty and administrative staff. Instructors should be given the encouragement and the opportunity to develop professionally through workshops, seminars, and the pursuit of advanced degrees at the four-year institutions. Reporting practices must be simplified to allow the faculty to concentrate on their primary area of teaching; at present, record-keeping consumes a large amount of faculty time.

It is crucial that community college and technical institute faculty salaries be reexamined immediately. They are very nearly the lowest in the United States. Low salary scales serve not only to discourage talented persons from applying for teaching positions, but damage faculty morale as well. Presidents and their boards must often choose between faculty salaries and local program needs in allocating funds. Obviously, any decision made under those conditions will be frustrating and unsatisfactory.

▶ *Full supportive services should be available.*

Effective management demands that all of the supportive services needed to make a program successful be available. Both full-time and part-time students need adequate counseling if they are to plan and use their time and education efficiently, and the quality and availability of counseling should rank high in accreditation standards. Administrative

support staff also should be adequate, and funding should take into account that part-time students often require as much staff work as do full-time students.

Community colleges and technical institutes are more crowded than any other private or public postsecondary institutions in the state. Provision must be made to accelerate the completion of basic facilities. Once these are constructed, funding must be sufficient to ensure that laboratories, workshops, libraries, and classrooms are properly equipped.



CONDITIONS TO SUPPORT THE STEPS

In taking these specific steps to reach the six goals there are three areas which underlie action in each goal area and which will become increasingly important as projected changes occur. These include governance, funding, and articulation.

Governance

Regarding the mission of the Community College System, it is recommended that it continue to operate under the philosophical and legal umbrella of Chapter 115A of the General Statutes. In this same regard, it is believed that the System should also continue to function pursuant to the administrative policy code of the State Board of Education.

The strength of the Community College System has always been occupational education and program comprehensiveness. It has been the leadership of the State Board which has assured and safeguarded the philosophy and the actual practice of total education. It is especially appropriate for the State Board to continue to govern both public schools and the community colleges. National authorities have indicated to the Commission that separate boards for community colleges tend to encourage traditional education at the expense of education for employment. North Carolina, perhaps more than any other state, has emphasized employment training in this system.

The State Board has supported a constructive relationship between the public schools and the Community College System. The single board (for both public schools and the Community College System) is conducive to cost efficiency, articulation of programs, and cooperation.

None of the fifty-seven institutions in the Community College System have been elevated to senior college status since the System was placed under the State Board of Education in 1963. The Community College System should continue to be administered by the State Board of Education, which has carefully nurtured and guided the System since its inception.

Funding

The education of adults—especially employed adults and those seeking employment—having been established by law as the primary policy objective of the Community College System, a fiscal policy consistent with this goal has been devised. Working people find it difficult, if not impossible, to support their families and go away to a residential, traditional college setting for an education. The State, therefore, has determined to take education to them on terms they can afford and at a time convenient to their circumstances. As employed people they are already taxpayers. Any improvement in their earning ability has a direct and, in most cases, immediate effect on the contribution to the tax income of the State. Their education has paid. The State's economy and its tax income have been vastly strengthened because of the training offered in this System.

Because the institutions are nonresidential and because they have campuses and buildings which have considerable local tax support in both capital outlay and plant operation,

they provide the most inexpensive means for the education of large numbers of people in virtually all areas of the State.

The objective of state fiscal policy, therefore, should be to encourage the institutions to achieve the goals established by the State efficiently and with appropriate concern for the quality of instruction.

The formula under which state aid is transmitted to the institutions should be redesigned as needed to achieve equity in support among institutions, uniformity of treatment, a logical and supportive relationship to the quantitative and qualitative goals of the State, with due concern for the variety of needs of students and employment opportunities. The formula should also afford institutions important and necessary flexibility in the use of funds, so that as employment opportunities change in the community the institution may move promptly to provide the required instruction.

The authority of the State Board of Education to change the funding formula as needs and opportunities change should be reestablished by the General Assembly, so that maximal efficiency and achievement may be assured.

Articulation

Articulation is a necessary condition underlying each of the goals that have been discussed. Because the community college or technical institute is community-based, it must consider the needs and resources of its service area in planning for educational programs. Only through linkages with the community and other agencies can the local institution hope to establish the mechanisms for achieving its objectives.

Other agencies, such as the public schools, health services, businesses, agriculture, and public service organizations, should be included in program planning. In many cases this planning input could be carried over into greater articulation, particularly between the local community college or technical institute and the local public schools.

Articulation between educational systems should be extended and improved. Both the Public School System and the Community College System are administered at the state level by one Board of Education, a practice which permits and encourages extensive cooperation. To increase articulation, joint advisory committees should be appointed locally to serve the programs of the local public schools and the community college or technical institute. Such a committee should include professional educators, business leaders, and other lay leaders from the community, and would be consistent with State Board of Education policy. Improved articulation could lend continuity to educational programs and thus provide an avenue for students to progress through the stages of their education in a smooth and orderly pattern.

Articulation could lead to the sharing of resources. In cases where it would be economically impractical for the local institution and the public schools to support separate facilities and equipment for common programs, articulation would allow the sharing of those resources. Conceivably, situations could arise in which the community college or technical institute and the public schools could jointly use faculty and/or staff—for example, specialized professionals whose skills are needed by both. Such resource sharing would reduce expenses, and a thorough knowledge of programs at all levels could only help faculty and other staff to facilitate student learning, particularly in the area of occupational education and long-term learning needs.

Articulation within the Community College System should preserve autonomy. The main source of strength for each community college and technical institute is its close and responsive linkage with its community or service area. Thus, plans for system-wide articulation should consider the autonomy of the local institution as a necessary condition. Coordination and autonomy would be preserved if the State Department of Community Colleges retained its present service function.

Articulation within the Community College System should be increased. Every effort should be made to increase coordination and cooperation between institutions. Where possible, programs and course sequences should be so coordinated that a student may transfer from one institution to another with a minimal loss of time, money, and academic credit. Individual institutions should strive for internal coordination so that a student may change programs within a given institution with as little difficulty as possible.

The transfer of credit process should be simplified. Transfer of college credit from the community college to the senior institution is still a matter for concern. In 1965 the Joint Committee on College Transfer Students was established to improve the transition of students from one institution to another. That Committee's work has been extremely valuable in helping the community colleges develop commonly acceptable general education programs and in facilitating student transfer. It is recommended that the Committee be continued and supported in order to assure students of an uninterrupted educational career.

THE CHALLENGE AHEAD

In an era that is far from static, especially in the demands being made upon education, the people of North Carolina must become the masters of change, rather than victims of it, if they are to grow and develop socially, intellectually, culturally, and spiritually. Together, in a spirit of genuine partnership, the people of North Carolina can lead in the development of an unmatched system of education that bridges all gaps and vindicates the mighty vision set forth more than seventy years ago by Governor Charles B. Aycock when he proclaimed that it is the right of every individual to burgeon out all that there is within him. The hour is late, and the time is now, for the people of North Carolina to rededicate themselves to the full significance of this mighty vision and to plan to meet the challenges that the next twenty years surely hold for education in North Carolina.

In compliance with a resolution offered by now Governor James B. Hunt, Jr., and approved by the State Board of Education in December, 1975, this Commission on Goals for the North Carolina Community College System has completed a *new examination of the Community College System's role in the total educational picture for approximately the next twenty years*. This Report of the Commission was prepared in the interest of the adult citizens of North Carolina, each of which sets his own goals and, through varied avenues, seeks to realize them in his lifetime.

Stemming from the thinking and deliberations of the Commission, six major goals have been suggested toward which the North Carolina Community College System should strive during the next two decades. Steps proposed for achiev-

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ing these goals encompass suggested actions to be taken by the Community College System, the State Board of Education, and the people of North Carolina. To implement these goals some hard choices and sacrifices will need to be made. But the ultimate rewards from their attainment are beyond calculation.

As the key to attaining the six major goals, the Commission unanimously recommends that:



- The Community College System continue to be administered by the State Board of Education as set forth in Chapter 115A of the General Statutes of North Carolina.
- The State Board of Education be given authority to change the funding formula as community needs and demands on the individual institution change.
- Community colleges and technical institutes continue to give first priority to the development and maintenance of a highly comprehensive and relevant manpower training program.
- Every avenue be pursued to achieve total articulation between the Community College System, the Public School System, the University System, and other state educational organizations and agencies.
- The System explore and utilize every conceivable means to extend educational opportunities to all North Carolina adults.
- The 57 community colleges and technical institutes wage an all-out educational campaign to eliminate adult illiteracy.
- Community colleges and technical institutes work with public and private universities and colleges, public schools, and other educational organizations and agencies to form a nexus for community education and the development of citizenship skills among the people.
- Each of the 57 community colleges and technical institutes join hands with all community groups in its service area to develop and promote a cultural renaissance.
- Each of the 57 community colleges and technical institutes strive to achieve standards of excellence in terms of a thorough knowledge of its service area and the quality of its programs, staff, and administrative management.

LOCATION OF NORTH CAROLINA COMMUNITY COLLEGES TECHNICAL INSTITUTES



UNIVERSITY OF CALIF.
LOS ANGELES

JUL 22 1977

CLEARINGHOUSE FOR
JUNIOR COLLEGES

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| <ol style="list-style-type: none"> 1. Anson Technical Institute 2. Asheville-Buncombe Technical Institute 3. Beaufort County Technical Institute 4. Bladen Technical Institute 5. Blue Ridge Technical Institute 6. Caldwell Community College and Technical Institute 7. Cape Fear Technical Institute 8. Carteret Technical Institute 9. Catawba Valley Technical Institute 10. Central Carolina Technical Institute 11. Central Piedmont Community College 12. Cleveland County Technical Institute 13. Coastal Carolina Community College 14. College of the Albemarle 15. Craven Community College 16. Davidson County Community College 17. Durham Technical Institute 18. Edgecombe Technical Institute 19. Fayetteville Technical Institute 20. Forsyth Technical Institute 21. Gaston College 22. Guilford Technical Institute 23. Halifax County Community College 24. Haywood Technical Institute 25. Isothermal Community College 26. James Sprunt Institute 27. Johnston Technical Institute 28. Lenoir Community College | <ol style="list-style-type: none"> 29. Martin Community College 30. Mayland Technical Institute 31. McDowell Technical Institute 32. Mitchell Community College 33. Montgomery Technical Institute 34. Nash Technical Institute 35. Pamlico Technical Institute 36. Piedmont Technical Institute 37. Pitt Technical Institute 38. Randolph Technical Institute 39. Richmond Technical Institute 40. Roanoke-Chowan Technical Institute 41. Robeson Technical Institute 42. Rockingham Community College 43. Rowan Technical Institute 44. Sampson Technical Institute 45. Sandhills Community College 46. Southeastern Community College 47. Southwestern Technical Institute 48. Stanly Technical Institute 49. Surry Community College 50. Technical Institute of Alamance 51. Tri-County Technical Institute 52. Vance-Granville Community College 53. Wake Technical Institute 54. Wayne Community College 55. Western Piedmont Community College 56. Wilkes Community College 57. Wilson County Technical Institute |
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