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ABSTRACT

Using original source documents, secondary sources, and the author's personal knowledge, this ten-chapter monograph traces the development of the Illinois junior and community colleges from 1946 through 1980. While focusing on the characteristics, functions, and legislative mandates of the colleges in the 1940's, Chapter I also summarizes the highlights of the history of Illinois junior colleges since 1901. Chapter II discusses the planning and development activities undertaken by the colleges and the state during the 1950's in response to the post-World War II baby boom. Chapter III discusses the Illinois Board of Higher Education's 1964 Master Plan and its implementation through the Junior College Act of 1965. Chapters IV and V review the development of a statewide system of junior colleges, beginning with the formation of the Illinois State Junior College Board in 1965 and continuing through the early 1970's. Chapter VI considers site selection and building construction resulting from the Junior College Act of 1965. Chapter VII reviews curriculum and staffing trends. Chapter VIII discusses litigation introduced in 1968 to test the constitutionality of the Junior College Act of 1965. Chapter IX describes the Illinois Association of Junior Colleges and its successor the Illinois Association of Community and Junior Colleges. Chapter X presents summary conclusions. (JP)

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**ILLINOIS JUNIOR-COMMUNITY COLLEGE DEVELOPMENT
1946 - 1980**

**By
Gerald W. Smith**

October 1980

**With Concluding Summary
By
Fred L. Wellman**

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PREFACE

The preparation of "Illinois Junior College Development, 1946-1980" by Gerald Smith is the culmination of 50 years of work in the educational field in the State of Illinois, most of that closely associated with the public community/junior college movement. It is also the result of 10 years of writing this personal chronicle and memoirs of the forces and events that shaped the development of junior colleges in Illinois since World War II.

Gerald Smith became acquainted with the public junior college and community college movement in 1946 when he was employed as the first Dean of the Community College and University Extension Center by the Moline Board of Education. From 1960 to 1966 he also served as the "Executive Director" of the Illinois Association of Junior Colleges along with several other professional educational associations affiliated with the Illinois Education Association. From 1965 to 1970 Gerald Smith served as the first Executive Secretary of the Illinois Junior College Board; and since 1970, he has served as a consultant to the Illinois Junior College Board (in 1973 renamed the Illinois Community College Board) and to various community college districts in the state. During part of this time he also served on the staff of Illinois State University in Normal, teaching courses on community/junior colleges and serving as the University liaison with community college officials in the state.

Although Gerald Smith writes this history of the community and junior college movement from his personal knowledge of the actions, he also draws heavily on other documents associated with the public junior/community college movement in Illinois. He has included references from the document prepared by Dr. Coleman Griffith entitled "The Junior College in Illinois," as published in 1945 by the University of Illinois Press and the Office of the State Superintendent of Public Instruction; the 1957 report of the Illinois Higher Education Commission; the 1958, 1959, and 1960 reports of the Illinois Commission of Higher Education; the 1960 report issued by the University of Illinois entitled "Vocational and Technical Education in Illinois--Tomorrow's Challenge"; and the Illinois Board of Higher Education's 1964 report entitled "A Master Plan for Higher Education in Illinois."

Gerald Smith was associated with the public community and junior college movement in Illinois during the time of its greatest growth and development, starting with the post-World War II enrollment boom, continuing through the numerous legislative actions in the 1950's and 1960's, the master plan

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proposals in the early 1960's, the passage of the Illinois Public Junior College Act in 1965, and the early organization and operation of the Illinois Junior College Board in the last half of the 1960's. He served as the Executive Secretary of the Illinois Junior College Board during the establishment of 37 public junior college districts and numerous annexations. Gerald Smith is familiar, and worked closely with all of the junior college leaders in the State of Illinois since World War II.

He has captured within this document the excitement of engaging a new and important social movement within the State of Illinois and also some of the detailed information that historians will find of great interest.

We can be indebted to Gerald Smith not only for his work as a leader in the junior/community college movement in Illinois but for his willingness to document his knowledge of the growth and development of the public junior colleges in this state since World War II.

Fred L. Wellman
Executive Director
Illinois Community College Board
1970-1980

AUTHOR'S FOREWORD

The title for this work comes from my good friend, Dr. Elden Lichty, who, from his position as Professor of Education at Illinois State University for more than twenty years, was a leading teacher in the junior college field and a prime advocate of junior college development. Many of his contributions are included in my story. Dr. Lichty read my manuscript and wrote the following paragraph:

"I do not think I would call it a history of this period. In my judgment, history is written in the third person and you have entirely too much of the first person in it. I suggest you call it 'The Development of the Junior College'..."

My own references to the character of the document at various points in the text speak of it as a history or a chronicle. However it might best be classified, it is my account of junior (community) college development in Illinois for the period 1946-1980. It is written from my perspective. Other authors writing from different vantage points would undoubtedly give quite different emphasis to numerous aspects of events of the same period.

The stimuli for this book have been numerous. Among them are my own ego, with the resultant conclusion that my involvement in the Illinois scene since 1946 affords a vantage point from which to tell a story; encouragement, yes even prompting of a number of my colleagues to leave an account of this type based upon my personal and total participation in the restructuring of the Illinois community college system during the 1965-79 years; a desire to give recognition to many persons whose commitments and work merit recording; and a conviction that records of this type are valuable and useful historical documents.

My vantage points for involvement and observation during the period covered in this chronicle have been:

- . Moline Community College, founding Dean (1946-47) and Director (1947-53).
- . Superintendent, Elmwood Park Community High School District (1953-60) and also Elmwood Park Elementary School District (1955-60). It was during this period that I watched the work of two state commissions and was involved in the initial discussions that culminated in the establishment of Triton College.

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- . Recording secretary for the Illinois Association of Junior Colleges and Executive Director of the Illinois Association of School Administrators, at the office of the Illinois Education Association, 1960-66. These were the years of the writing of the Master Plan for Higher Education that brought forth the Illinois Junior College Act of 1965.
- . Executive Secretary of the Illinois Junior College Board during its initial five years, 1965-70.
- . Visiting Professor of Higher Education at Illinois State University, teaching graduate students enrolled in courses relating to the community college while also serving as coordinator for community college affairs at the University, 1970-76.
- . Serving in more than fifteen consultant roles on community college affairs for community college districts, the Illinois Community College Board, two universities, and a foundation since 1970.

Specific planning for the book began in 1970, at the time I moved from the Illinois Community College Board to Illinois State University. Actual work was first accomplished in 1976 when Dr. G. Ernst Giesecke of Sangamon State University invited me to share in a project through the Oral History Department of the University.

Dr. Giesecke proposed to make a historical record of community college development in Illinois by interviewing and putting on tape the memoirs of four persons whose work appeared to him to be interrelated and significant with regard to community college history in the 1950's and 1960's. The four persons were Dr. Elden Lichty, Professor of Education, Illinois State University; Dr. Richard G. Browne, Executive Director, Illinois Board of Higher Education 1962-65 and a charter member of the Illinois Community College Board 1965-1971; Dr. Robert Birkhimer, first full-time Junior College Specialist in the Office of the Superintendent of Public Instruction, 1959-65; and myself.

Dr. Giesecke and I tape recorded my portion of the work in the summer and fall of 1976. Eighteen Illinois community colleges helped with the transcription of the tapes. The tapes and a four-volume edition of the transcriptions entitled "Gerald W. Smith Memoir" were completed in 1977. They are in the archives of the Oral History Office, Sangamon State University, Springfield, Illinois 62708. Those of Dr. Lichty and Dr. Browne are complete and are also at Sangamon State University.

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Unfortunately Dr. Robert Birkhimer's death during the course of the project prevented the addition of his story.

This current chronicle, which is limited to the community college story, is quite different from the "Memoir." Dr. Giesecke involved each of us in something of a biographical sketch and so covered numerous other subjects. Eight of twenty-six tapes in my memoir deal with subjects other than the community college history. Furthermore, although faithful to the spoken word recorded on the tapes, the transcriptions were not edited for easy reading. Sentence and paragraph structure and punctuation are terribly faulty. This current work has been written for reading.

The list of deserving acknowledgments seems almost endless. These people have made very substantial contributions. My wife, Lelia, has typed, re-typed, read and re-read the manuscript. Mrs. Germaine (Gerry) Aikman (first secretary employed by the ICB in 1965) typed most of the documentary quotations in Chapters I and II. The following have read, edited, and criticized the manuscript through Chapter VIII: Richard G. Browne; Elden Lichty; Robert Poorman, President of Lincoln Land Community College; William Staerkel, President of Parkland College; Gil Renner, former Dean and President, Elgin Community College; Lee Dulgar, former Dean and President, Thornton Community College; Elmer W. Rowley, former Dean and President, Joliet Junior College; Fred Wellman, Executive Director, Illinois Community College Board; and G. Ernst Giesecke, whose earlier leadership on the Oral History has been noted. David Viar, Executive Director, Illinois Community College Trustees Association and Phil Bradley, Associate Director, have reviewed Chapter IX. Dr. Wellman also read Chapter IX.

Mention must also be made of the contribution of the Illinois Community College Trustees Association and the members of the ICCTA staff who made five copies of the complete manuscript for use by the readers. In addition, numerous other services have been given me by the staff during the course of my writing.

I am especially grateful to the staff of the Illinois Community College Board for assistance with searches for records from their files and archives as I did my research on various subjects. Special credit is due Dr. Charles A. Hempstead who served as the "answer man" about where to find the items I needed from the office files on district formation, site selections, building approvals, the work on annexations and disconnections, and other subjects.

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Thanks is due to Chris Merrifield, ICCB Publications Editor, for editorial assistance and supervision of the final manuscript production. Also thanks is due to Martha Kloppenburg and Wendy Washington who provided numerous hours typing the final manuscript.

Additional thanks is due to Dr. Fred Wellman, my successor as Executive Director to the IJCB. During many conversations he has urged that this account be made, has been one of the helpful critics of the manuscript, and recommended that the ICCB print and publish the book.

I deeply appreciate the services of the Illinois Community College Board as printer and publisher.

A few words about the use of the terms "junior" and "community" throughout the text are in order. They are used interchangeably with no effort on my part to distinguish between them. In 1946 I started with Moline Community College in an era when "junior college" was the more common name. The School Code used the term "junior college" in its text. The 1965 legislation brought forth the "Illinois Public Junior College Act." In 1973 that Act was amended to substitute the word "community" for "junior" throughout. However, Joliet still retains the name junior college. Fifteen of the Illinois districts include "community" in their names. Two refer to themselves as area colleges. Twenty-one have no reference to community, junior, or area.

Regardless of the assistance given me in the writing and publishing of the work, I remain solely responsible for its contents. My objectives have been to make the book interesting within the bounds of my limited literary and journalistic talents and experience, and as factual and accurate as possible. All failures to meet these goals must be charged against me.

Gerald W. Smith
Springfield, Illinois
June 1980

INTRODUCTION

Moline 1946

This chronicle begins with the author's entry into Illinois junior college activities at Moline in the summer of 1946. My first employment upon return from four years in military service during World War II was as assistant principal and dean of boys at Moline Senior High School. The contract for employment to begin in August was consummated in early May. However, a series of rapid developments at Moline changed the calendar of events so my work began in early July with the added duty of organizing and serving as dean of a "University of Illinois Extension Center" and "Moline Community College," to be opened in the fall of 1946 in conjunction with Moline Senior High School. Assignment to the "added duty" by Superintendent of Schools Alex Jardine on that July day in 1946 headed me in new and unexpected directions in Illinois junior college activities, which has continued for thirty years. This, then, is an account of Illinois junior college development since 1946, based upon my perceptions. It is a story drawn from experiences and observations by a participant in the scene rather than a typical history. The story opens in Moline, Illinois because that is where the author enters the scene. Let us start:

University of Illinois Extension Centers
1946

In the spring of 1946 millions of World War II soldiers returning to civilian life were seeking admission to colleges and universities. The feasibility of entering college for many was strongly supported by the Federal GI Bill, an educational benefit program providing funds for tuition, fees and sustenance.

In March 1946 the University of Illinois was faced with about twenty-three thousand applications for the fall term. Maximum capacity at Urbana (its only campus then) was sixteen thousand. The USA climate everywhere was for taking care of returning veterans. So, like many other institutions the University explored new ways to accommodate the overwhelming onrush of applicants. One of the explorations was the feasibility of using some of the larger Illinois high schools as extension centers. In response to this probe by the University, thirty-one high schools opened University of Illinois extension centers in the fall of 1946. Moline was among the group.

In its exploratory letter the University had suggested that some communities might find the extension program a good vehicle for establishing a community college. Moline did so immediately, as did Belleville. The Elgin and Danville Boards of Education converted their centers to community colleges in 1949.

A Brief History of the Centers

As stated earlier, the purpose of the centers was to help the University of Illinois enroll additional returning veterans in the fall of 1946. A great majority of the students served by the centers were veterans attending under the GI Bill.

The students at the centers were University of Illinois students, enrolled on forms provided by the University. They were registered in University courses with University catalog titles and numbers. University syllabi and text books were used. The students were promised admission at the Urbana campus following two years of satisfactory performance in their respective centers. A very minimal supervisory service was provided the centers by University personnel.

The schools operating the centers were responsible for total administration including finance, selection and employment of staff, determination of salaries, payrolls, tuition, collection of monies due under the GI Bill, student counseling, scheduling, physical facilities, and other necessary activities.

Most of the centers operated for two years, although a few continued a bit longer.

The Moline Center and Moline Community College

The rapid series of events in Moline mentioned above, which culminated in the simultaneous opening of the University of Illinois Extension Center and establishment of Moline Community College, came about in this way:

In 1946 the Moline education system was in a considerable state of ferment and had been so for two or three years. Following a very stable situation for forty years or more, election of Mr. Earl Beling, a very dynamic new board president, along with several new board members some two or three years earlier had served as a catalyst that brought forth many changes

in the school district. In the winter of 1946 the board employed Dr. Claude Reavis, University of Chicago, and a team of his colleagues to do a comprehensive evaluation of the school system. During his preliminary survey of the buildings, Dr. Reavis noted that the senior high school unit was overcrowded while at the same time the two junior highs serving grades seven, eight, and nine were not being used to their full capacity. He suggested that one facet of his study and evaluation might be consideration of a recommendation to move the tenth grade from the senior high to the two junior highs. He also suggested that thought might be given to establishing a junior college, thus changing the Moline system from a K6-3-3 to a K6-4-4 organization pattern. The extended day on which a junior college would operate would distribute the student load over a longer time period and thus avoid continuing the overcrowding during the daytime in the senior high building complex.

The remarks of Dr. Reavis, plus the letter from the University of Illinois regarding using the University extension center as the initial step for establishing a junior college stimulated Mr. Earl Beling, President, and the rest of the Moline Board of Education to act immediately. In mid-May 1946, without prior discussion with the faculty or community, the Board voted for reorganization to a K6-4-4 pattern and creation of a junior college program effective for the 1946-47 year, and also to apply for acceptance as one of the University of Illinois extension centers. The junior college was named Moline Community College.

Authorization for such action was in the Illinois School Code by virtue of legislation enacted in 1937 granting power to boards of education in districts with population over 25,000 to establish a junior college by resolution of the board.

So, during the closing weeks of school in the spring of 1946, the ninth grade students at John Deere and Calvin Coolidge Junior High Schools suddenly learned that their graduation plans were canceled and they would remain in their respective buildings an additional year. Likewise, a substantial number of teachers at the senior high were notified of their transfer to the junior highs. Junior high principals, counselors, and teachers found themselves hurriedly making new plans for their schools for the ensuing year. Many parents were dumbfounded at the surprise announcement that their children's ninth grade graduations were canceled and they were not sure they liked the idea of the tenth grade in the junior high buildings, a concern shared by a number of junior and senior high school faculty, especially those senior high teachers being asked to move.

Concurrent with all this the school system was receiving five new administrators--superintendent, senior high school principal, assistant principal, and dean of boys at the senior high school, principal at Calvin Coolidge Junior High School, and dean of girls at the high school. Both the superintendent and senior high school vacancies occurred after I was employed as assistant principal and dean of boys for the senior high school in May. So, at the beginning of July, Alex Jardine, the new superintendent, was faced with the task of immediately implementing the new Senior High--Community College--University Extension Center and four-year junior high schools. Furthermore, he was short a senior high school principal and one of two junior high school principals. Although my employment was scheduled to begin in mid-August, I had in fact been spending at least two days a week at the office during May and June on my own time to acquaint myself with the school and to make preparations for the fall. The new principal did not arrive until about September.

In early July, Superintendent Jardine met with several of his staff to discuss plans for the fall. He invited me to attend, inasmuch as I had been doing work and planning at the senior high school in the absence of a principal. He had been notified of an Orientation and Planning Meeting at the University of Illinois for mid-July regarding the extension centers. In the course of his meeting Mr. Jardine pointed to me saying, "We must implement this program and that is going to be your role, at least until a new principal is hired and on the job. You will begin by attending the meeting in Urbana." He also decided to recommend to the Board that I enter full-time employment immediately with the added duty as dean of the Community College and University Extension Center. Later, when Dr. Lloyd Ashby was employed he was given the title of Senior High School Principal and Director of the Community College.

My trip to Urbana was made with many questions and misgivings, feeling very uninformed and illiterate about the proposed center to be opened within two months. However the meeting was very reassuring because the discussion revealed that all of the group attending the meeting were at point zero and that all detailed plans and most questions were awaiting resolution, by both university and public school officials.

Decisions and actions fell into place rapidly following the July conference. Moline Community College opened on September 18, 1946 with an enrollment of two hundred twenty students. All were enrolled in the University of Illinois programs. Seventy-five per cent or more were World War II veterans attending under the benefits of the GI Bill. Almost all were men. Engineering attracted the greatest numbers.

Faculty had been recruited from the senior high school staff and the community. A few high school staff taught only a normal load divided among grade levels 11 through 14. However, during the initial year most high school faculty taught the college courses as an overload, receiving extra compensation. Other faculty were part-time. They were recruited from the professions, industry, other colleges and schools, and the community at large. Fortunately, the response to the call for applicants was excellent both in numbers and quality. As time went on, an increasing percentage of the full-time faculty related to the total 11-14 grade levels. However, during the opening year the high school juniors and seniors were very definitely one division and the college students another. Each day most of the high school students had completed their class schedules before the college classes began. Similarly, at the outset a majority of the high school faculty related almost exclusively to the high school students and the high school program.

Moline Community College visibility as distinguished from the University of Illinois Extension Center increased somewhat in the second half of the initial year through additional community college offerings separate from University courses. In the second year, more than half of the enrollment was strictly Moline Community College; and by the third year it was total.

In the second year, rapid progress was made toward realization of a comprehensive community college program encompassing liberal arts and sciences, occupationally oriented programs in technologies and business, adult education and community service. Integration of the total 11-14 grade unit also improved substantially through merger of faculty interests, interwoven class scheduling, increased interrelation between all members of the student body, less regimentation more in accord with the maturity of the student body and enrollment of high school seniors in college classes. My role also was changed from college dean and dean of high school boys to high school principal and director of the community college.

Beginning with the second year, the adult education program expanded rapidly. Adult homemaking courses, under the leadership of Miss Lela Adams, developed to dimensions that required both day and evening classes. Beginning, intermediate, and advanced sewing, tailoring, home decorating, house remodeling, and foods attracted enrollments of four to six hundred each semester.

Several interesting recreational, hobby, and personal interest programs were established in art, creative writing,

mathematics, science and the machine shop technologies, type-writing, and shorthand.

Excellent active working relations with other institutions, business, and industry came about immediately with the opening of the college. The following are a few examples:

- . The Community College and Augustana College set up mutually helpful arrangements for accepting one another's students in courses with small enrollments in languages and engineering and specialized mathematics. Cooperation between the two schools was excellent.
- . Moline Public Hospital asked the College to take over the teaching of its courses in science, psychology, and English for its nursing school. This arrangement allowed the nursing students to accumulate approximately thirty college credit hours.
- . International Harvester Company at the East Moline plant had a policy of offering its employees courses in a wide range of subjects at company expense for which there were enrollments of sufficient size (usually a minimum of ten). The College was asked to take over the teaching. Some of the classes were taught at the plant immediately following a work shift. However, many plant workers preferred attending evening classes at the College; and so both types of scheduling were arranged. Classes in English, mathematics, and economics tended to be most popular. There were a few classes in metallurgy.
- . Industry was quite interested in time and motion study during the late 1940's. Deere and Company offered leadership and expertise for the promotion of such courses at the Community College. People from several Quad-City industries attended these classes during a period of three or four years.
- . About the time the College was getting underway the Eagle Signal Company, manufacturer of traffic signals, was experiencing a continuous need for additional tool and die makers. Recruitment from outside was inadequate. An arrangement was made with the College to offer a program for upgrading Eagle Signal machinists and others to tool and die maker. This program was operated for several years.
- . One year International Harvester experienced a lengthy work stoppage. During the stoppage many "line

production welders" had moved elsewhere. When work resumed, substantial numbers of new welders were needed. The College was asked to set up a short, intensive eight-hour-per-day program to train new welders. It was summer and one welding shop was available, so the College was able to oblige.

- . On another occasion, plans were under way for several large Quad-City businesses, including Iowa-Illinois Electric Company, Deere and Company, J.I. Case, and Modern Woodmen of America Insurance Company, to convert to IBM accounting. IBM operated a computer accounting facility which was very adequate for teaching. However, IBM preferred that an educational institution take over the teaching function in preparation for the conversion. Moline Community College accepted the invitation to do the teaching. Each afternoon at five o'clock at the end of the IBM working day the College moved into the facility and operated classes until ten. Thus the initial training of personnel involved in the conversion was cooperatively accomplished.
- . Another and the last example of many that might be cited relates to a single course for teaching concrete testers. This program, which ran for about three years, opened during the second half of the College's first year. Concrete testers were needed in the construction field. Apparently few if any were available in 1946-47. In response to a request from construction groups, a course was developed in the College. It entailed the outfitting of a specialized concrete testing laboratory. Fortunately, a well-qualified engineer employed by the U.S. Government at the Rock Island Arsenal was available for teaching the class in the evenings. Students attended class three hours per week for a semester to qualify for employment as concrete testers. Full enrollments were maintained for two and one-half years.

This is probably an appropriate time and place to insert a personal editorial regarding the Moline seven year experience with the K6-4-4 organization.

As noted above, considerable progress occurred in unifying the Senior High School-Community College unit. However, numerous factors always restricted the achievement of full unity or integration. Some of these were:

- . To a considerable extent there were two separate student groups.

- . Only a small percentage of the college-going high school graduates continued in the Community College. This was especially true of the leadership group.
- . The interscholastic athletic activities were of necessity totally separate. Student and community interest focused on high school football and basketball.
- . There was a significant age differential between the high school students and a majority of those taking the college courses. A large number of the college students were Moline High School graduates, but from classes of two, three, five or more years prior. They had limited identity with the current high school juniors and seniors.
- . Many of the college students enrolled in less than a full-time program and their participation in campus affairs was limited mostly to class attendance, in contrast to the broader extra-curricular activities in drama, music, sports, and social events of the high school people.

The 11-14 grade level complex functioned very smoothly. From an administrative perspective it allowed flexibility and was easily managed. The educational environment was excellent. Faculty members felt challenged and enjoyed their work. Student relations were harmonious. Community acceptance of the Senior High School-Community College branch was favorable.

One minus factor was the short time the high school students were there. They came from the junior highs one year and graduated the next, at which time, as already noted, about ninety percent of them went elsewhere to school or to work. Two years always seemed a very brief period for faculty and students to get acquainted and for maximum leadership potentials to unfold.

The four-year junior high schools (grades 7-10) also functioned very well. Evaluations of them in terms of educational effectiveness were always good with regard to instruction and academic progress. For the most part the students appeared to accept the organization satisfactorily. However this was generally not true of faculty or parents. On their part, there were strong objections to having the tenth grade in the junior high schools. They preferred the three year (7-9) junior high and the three year (10-12) senior high arrangement. Such opinions persisted. When Dr. Reavis later returned to Moline

for a follow-up of his 1946-48 study, he recommended a return to the three-year junior and senior high schools to satisfy the wishes of the people. This was done in 1953. The Senior High School--Community College became a five year unit. Soon after, a new senior high school was erected. The community college remained at the older high school campus as a separate operation, and Moline then was re-structured in the K6-3-3-2 pattern. This arrangement continued until 1962 when Moline, Rock Island, and East Moline joined in the establishment of a separate community college district, now known as Black Hawk College. More will be said about this development at a later time.

Let us now leave Moline and discuss all Illinois junior colleges, also beginning with 1946.

CHAPTER I

ILLINOIS

THE 1940's

In the 1945-46 school year there were seven public school districts operating junior college programs. Their names, locations, dates of establishment, and parent districts in the order of their establishment were:

Joliet Junior College	Joliet	1901	Joliet Township High School District
Chicago Junior College	Chicago	1911	Chicago Public School District (Six Campuses)
LaSalle-Peru-Oglesby Junior College (LPO)	LaSalle	1924	LaSalle-Peru-Oglesby High School District
Morton Junior College	Cicero	1924	J. Sterling Morton High School District
Thornton Junior College	Harvey	1927	Thornton Township High School District
Lyons Township Junior College	LaGrange	1929	Lyons Township High School District
Centralia Junior College	Centralia	1940	Centralia High School District

Three colleges were added in the fall of 1946, namely:

Belleville Junior College	Belleville	1946	Belleville Township High School District
Moline Community College	Moline	1946	Moline Unit School District
Evanston Community College	Evanston	1946	Evanston Township High School District

In 1946-47 and 1947-48 Moline was also a University of Illinois extension center.

Two opened as University of Illinois Extension Centers and were later made junior colleges. They date their beginnings with the opening of the extension centers in 1946. The date shown below is that of formal conversion to a community college.

Danville Junior College	Danville	1949	Danville Community Consolidated School District
Elgin Community College	Elgin	1949	Elgin Unit School District

Each of the five was established by resolution of the school boards, pursuant to provisions of a 1937 Illinois statute.

Evanston Community College operated for six years. It closed at the end of the 1951-52 school year.

Illinois is prominently identified with early junior college history, both private and public. Dr. William Rainey Harper, founding president of the University of Chicago, divided the University into lower and upper division at its opening in 1882. He called the lower division the Academic College and the upper, the University College. In 1896 he changed the name of the Academic College to "Junior College." Throughout the 1890's and early 1900's Dr. Harper promoted the junior college idea as a practical and appropriate reorganization for the small liberal arts colleges and the upward extension of public high schools.

Influenced by Dr. Harper, Monticello Female Seminary, a private women's school at Godfrey, Illinois, changed its name to Monticello Junior College in 1898 and remained such until it sold its campus to Lewis and Clark Public Community College District in 1970.

Joliet Junior College, established in 1901, is the oldest public junior college in existence.

Chicago began its junior college program in 1911 at Crane Technical High School. By 1946, it was operating at Crane, Herzl, Wright, and Wilson High School, with evening branches also at Austin, Englewood, and Schurz High Schools.

According to the American Association of Junior Colleges Directory, there were seventy public junior colleges in the country by 1920. Joliet and Chicago had been among the first of these.

LaSalle-Peru-Oglesby, Morton, Thornton, and Lyons Junior Colleges were products of the post-World War I years when the decade of the 20's witnessed an enormously rapid expansion of high schools and a substantial increase in the number of public junior colleges nationwide. The national numbers were 70 in 1920 and 181 by 1930.

Centralia, which opened in 1941, completed the list of Illinois colleges established prior to World War II.

Characteristics

Noteworthy characteristics of the colleges as of 1946 include:

- . They were all operated by public school districts. All except Chicago were part of a township or community high school district.
- . All colleges except Wright College in Chicago were housed in high school campuses.
- . Enrollments were relatively small in comparison with 1970 standards.
- . All were moving toward a comprehensive curriculum. However, for the most part their largest enrollments were in liberal arts and sciences. Both the number and size of occupational offerings were limited. This characteristic later decisively influenced recommendations regarding reorganization of the Illinois Junior College System in the 1964 Master Plan.
- . Almost all the colleges operated on very modest budgets. Financial resources were quite limited. Only Centralia enjoyed the benefits of separate tax rates (authorized by law in 1943) apart from those for funding the elementary or high schools in their respective

districts. There were no state appropriations for junior colleges.

- . The administrative officer of the college was a "dean." The dean reported to the district superintendent.
- . In those colleges operating on a high school campus, a very substantial number of the faculty taught both college and high school classes.
- . The colleges had already established an "Illinois Association of Junior Colleges," whose membership included both private and public junior colleges. The private institutions outnumbered the public. The association was engaged in very active and significant leadership functions which included:
 - a. A minimum of two statewide college conferences per year. Program sections were organized for (1) faculty, (2) students, and (3) administrators.

Note: I found these meetings, which were well attended, both educational and stimulating for our staff, students, and myself as we began the Moline Community College in 1946. My participation with the organization then and later contributed greatly to my continuing interest and activities in leadership roles.

- b. Development and promotion of legislative proposals to strengthen junior college organization, faculty qualification, and finance.
- c. Participation in ongoing dialogue with the senior colleges and universities on behalf of articulation of programs, improving student transfers, support for new junior college development, and increasing acceptance in the "college family."
- . Junior college administrators, faculty, and students were committed and dedicated people on behalf of their junior colleges, the "junior college movement," and the promotion of strong junior colleges in Illinois.

Mention must be made of leaders during the period of the 1940's and 1950's, and in some cases even now, covered by this section of my chronicle. Hopefully the following order of presentation is somewhat chronological. Certainly it is not strictly so.

- Frank Jensen Superintendent, LaSalle-Peru-Oglesby Township High School and Junior College. Dr. Jensen was a tireless and effective proponent of the junior college. He devoted an enormous amount of his time and energy in support of junior colleges at both the local and state level until his death in 1947. /
- Oscar Corbell Superintendent, Centralia High School and Junior College. Oscar was an active leader and articulate spokesman in secondary education and junior college circles, including the Illinois Junior College Association. He was especially effective in arousing interest among legislators. Centralia Junior College came into being in 1941 under his leadership.
- George S. Olsen Superintendent, Lyons Township Junior College.
- Harold L. Bitting Dean, Lyons Township Junior College, LaGrange. Harold is another who figured impressively for more than twenty years serving both at Lyons and later at the College of DuPage.
- Harold White Dean, Morton Junior College, Cicero-Berwyn.
- Lee Dulgar Dean, Thornton Junior College, Harvey. Lee completed his active years as president of the college.
- F.H. (Phil) Dolan Dean, LaSalle-Peru-Oglesby (LPO) Junior College.

Leland Medsker Executive Dean, Chicago Junior Colleges. Dr. Medsker applied the same level of enthusiastic, effective junior college leadership in Illinois that he subsequently gave on the national scene as administrator, spokesman, and scholar.

These are some of the people on the junior college scene when I arrived in 1946 or who entered soon after. They laid much of the foundation on which the current junior college system stands. They were able educational leaders with commitment, vision, and faith. Six remained in active junior college work through much or all of the remaining period covered in this historical account.

Others who entered the Illinois picture about the time this story begins or soon after include:

Elmer W. Rowley Dean, 1947-1967 and President 1967-1970, Joliet Junior College. No person surpasses Elmer's identity among the tireless and enthusiastic junior college workers and leaders from 1947 to his retirement in 1970. Space here does not permit listing of his many junior college leadership roles at local, state, and national levels. His name recurs frequently in this story. He was also a 1929 graduate of the College.

Susan Wood Dean of Women, Joliet Junior College.

Hal O. Hall Superintendent, Belleville Community High School and Community College.

Hugh Bonar Superintendent, Joliet Township High School and Junior College. Dr. Bonar enthusiastically addressed the problems of the junior colleges through the work of the Illinois Association of Junior Colleges and participation in a varied array of promotional activities.

- Kenneth L. Edwards Dean, Belleville Junior College, 1948-1966. President, Illinois Central College 1966-1976.
- Mary Miller Teacher and Assistant Administrator 1946-1949. President, 1965-1972, Danville Junior College.
- Gil Renner Dean, Elgin Community College, 1949-1966. President, 1966-1971.
- Charles E. Chapman Dean, Moline Community College 1948-1951, later Founding President, Cuyahoga Community College, Cleveland, Ohio, President AACJC.
- Peter Masiko, Jr. Executive Dean, Chicago Junior Colleges, 1952-1960, later President, Dade County Community College, Miami, Florida
- Elden Lichty Professor, educational administration, Illinois State University. In this setting Dr. Lichty, as early as 1947, was one of the first professors in Illinois to establish courses for the preparation of junior college teachers and administrators, provide consultative assistance to colleges, work with the Illinois Association of Junior Colleges, encourage senior institutions to take junior colleges seriously. His dedication to this crucial role over twenty years earned him the informal and respectful title, Dean of Community College Professors. Dr. Lichty was the only university professor on the Legislative Commission of the American Association of Junior Colleges which developed the 1960 "Handbook for the Establishment of Junior Colleges." The seven guidelines in this book set forth seven principles on which legislation was based for Illinois as well as several other state junior college systems.

Robert Birkhimer Teacher and administrator, Centralia Junior College, 1955-59. Specialist in Higher Education and State Junior College Consultant, Office of Superintendent of Public Instruction, 1959-65.

The 1940's In Retrospect

Highlights of the 40's include:

- . Establishment of five new junior colleges: Centralia, Belleville, Danville, Elgin, and Moline.
- . Active leadership by such people as Frank Jensen, Oscar Corbell, Hugh Bonar, Elmer Rowley, Harold Bitting, and others. They were articulate and effective spokesmen with the legislature, and the senior colleges and universities.
- . Enactment of limited but significant legislation, such as authority for separate tax rates for the junior college operation in 1943.
- . Increased enrollments.
- . Impact of the returning veterans of World War II on formation of new colleges and broadening the scope of the curriculum.
- . In spite of their enthusiasm, in some respects the junior college people often felt rather lonely in the 40's. They were few in number in comparison with the large number of high school districts. Their enrollments constituted a very small percentage of the total college population. Priorities for the junior colleges in their home districts were frequently at a relatively low ranking in relation to funding, board interest and attention, or total staff concern. They did not enjoy the high visibility of the local high schools.
- . They received minimal attention from the State Superintendent of Public Instruction, the Office of the Governor, and most members of the General Assembly. Faculty and administrators at senior institutions were generally poorly informed about them, and consequently frequently dismissed them as of little consequence. Only a few leaders from the senior colleges championed the junior college cause. "Junior College" legislation was found in Article 12 of the School Code but the colleges were not included in the definition of common

schools. In many respects, they were truly very much a group unto themselves.

A joint publication of the Superintendent of Public Instruction of the State of Illinois and the University of Illinois Press, Urbana, Illinois, entitled "The Junior College in Illinois" authored by Dr. Coleman R. Griffith, Provost of the University of Illinois, with assistance of Hortense Blackstone, dated 1945 adds a rich body of information regarding the Illinois Junior College prior to the time my story begins.

It is my hope that, when completed, my chronicle and Dr. Griffith's 1945 book will serve as complimentary documents for future scholars and other readers interested in Illinois junior (community) college development for the period beginning with the starting of Joliet Junior College in 1901 to the end of the 1970's. For this reason, as well as summarizing the history prior to 1946, several excerpts from Dr. Griffith's book are inserted here to connect that account with this one. (Here and elsewhere lengthy quotes are in smaller type to clearly distinguish the quotes from my narrative.)

Dr. Griffith begins his book with a preface saying:

At a meeting of the Executive Committee of the Board of Trustees on November 19, 1943, the President of the University of Illinois was "requested to make a recommendation looking toward a survey of the junior college movement in Illinois, to ascertain what steps the University should take to promote the proper development and guidance of the junior colleges." The Board of Trustees, upon receiving a favorable recommendation from the President appropriated the sum of \$3,000 for the study.

On December 20, 1943, and on January 6, 1944, the President directed the Bureau of Institutional Research to proceed with the study with the aid of the Advisory Committee to the Bureau.

This action was in line with previous policies of the President of the University. One of his first acts, after taking office in 1934, was to initiate a study of such problems insofar as courses and curricula at the University of Illinois are concerned. The College of Education had offered a course on the junior college for many years. Intensive studies of the question as a whole were begun by the Bureau of Institutional Research in 1936-37.

The Director of the Bureau spent several months studying the situations in California, Kansas, Texas, Iowa, and Illinois. In consequence of these studies the President of the University wrote, on December 29, 1938, and again on February 29, 1940, to the Illinois Legislative Council asking that further studies be made looking toward legislation suitable to the Illinois situation. In 1938-39, the University of Illinois accepted responsibility for one phase of the problem by creating a Division of General Studies in the College of Liberal Arts and Sciences. During 1941, Governor Green appointed the Leland Commission, from which a group, headed by Leonard V. Koos, was asked to study the need for the further development of junior colleges in the State of Illinois. This study was reviewed by a committee of the General Council of the six state-supported institutions in its report of May 3, 1943. Further studies were made by the Bureau of Institutional Research in connection with "An Act in relation to the establishment and management of junior colleges in certain school districts," approved May 31, 1937, and again in connection with "An Act to amend Sections 2 and 12 of An Act to establish and maintain the Southern Illinois University," approved March 6, 1869, as amended, approved July 15, 1943. Significant material has steadily come from the Illinois Junior College Association, from studies by the Colleges of Education at Illinois, Chicago, and Northwestern, and from other interested bodies.

In view of the above considerations, and in response to the action of the Executive Committee of the Board of Trustees as of November 19, 1943, it was recommended:

- A. That the University of Illinois proceed to the completion of the studies that have already been made on the problems of junior college education in the State of Illinois. (Under an Act of the 63rd General Assembly approved July 9, 1943, a commission was created to survey the higher educational facilities in this State.);
- B. That this study be conducted by a survey group composed of representatives from the Advisory Committee to the Bureau of Institutional Research, and of such other groups as might have an interest in, and be able to contribute to, a definitive program;
- C. That, with the support of such appropriation by the Board of Trustees as may be needed, this group be authorized to consult with agencies whose judgement might have a bearing on the problem, such as the State Department, the High School Principals' Association, the Illinois members of the Association of Junior Colleges, and the American Vocational Association;

- D. That the study be broad in scope, including (i) college preparatory courses at the junior college level as contrasted with vocational and subprofessional courses, whether terminal or continuational, and (ii) the extent to which the University of Illinois should actively participate in a specialized program of instruction at the junior college level, either at Urbana-Champaign or at Chicago, or both; and
- E. That on the basis of its findings, the group be empowered to make definite recommendations to the Board of Trustees through the President of the University and in the form of official statements concerning:
 - (a) The principles that might govern a distinctively junior college type of program at the University of Illinois,
 - (b) The principles suggested by demonstrated needs for, and locations of, junior colleges in the State of Illinois through appropriate legislative action, together with the necessary tax and population bases for these institutions, and
 - (c) the principles that might govern aid to and guidance of a state system of junior colleges by the University, or by other agencies, such as a State Board of Control.

This report is the result of the program as outlined above. The authors are indebted to Selmer H. Berg, Oscar M. Corbell, Frank A. Jensen, M. H. Detweiler, W. P. MacLean, William E. McVey, James L. Beck, Leland L. Medsker, Albert Nicholas, George Olsen, Ross Holt, and Lester R. Grimm for their counsel and helpful suggestions and to Oscar F. Weber for his editorial assistance. The authors are especially indebted to the Honorable Frank A. Jensen, Superintendent of LaSalle-Peru-Oglesby High School and Junior College and former member of the Board of Trustees of the University of Illinois, for his guidance and counsel. Mr. Jensen, an experienced junior college administrator, was the primary instigator of this study and is responsible for the suggested questions listed in Chapter Thirteen.

Coleman R. Griffith
Hortense Blackstone

The authors then include a short account of the formation of Illinois junior colleges throughout 1945, including some which were soon discontinued. Note: the authors use 1902 as the beginning date for Joliet. Early records leave some doubt, but Joliet Junior College catalogs and other historical accounts claim 1901.

It has already been noted that the first public junior college in the United States was established in the Joliet township high school district in Joliet, Illinois, in 1902, under the leadership of J. Stanley Brown, at that time the superintendent of the Joliet Township High School. The inspiration for this action doubtless came from the educational philosophy of Dr. William Rainey Harper. While at work on the creation of the University of Chicago, President Harper had argued that many weak four-year colleges with inadequate finances should give up the attempt to provide relatively expensive junior and senior work and should concentrate on effective freshman and sophomore work. It is the economic factor that played so large a part in the earlier history of the junior college movement.

The same factor has been operative in Illinois. But publicly supported units have, as noted above, a long history.

At the present time, there are twelve public junior colleges in Illinois---six in Chicago, counting the three evening junior colleges, and six outside the City of Chicago. The six public junior colleges in Illinois outside Chicago are: The Joliet Junior College at Joliet; the LaSalle-Peru-Oglesby Junior College at LaSalle; the Morton Junior College at Cicero; the Thornton Junior College at Harvey; the Lyons Junior College at LaGrange; and the Centralia Junior College at Centralia. A public junior college was organized in the Proviso township high school district at Maywood in 1935, but because of lack of sufficient financial support, it was discontinued after a year. The Maine Township Junior College was established in Des Plaines, but was discontinued in 1942 for the same reason.

All public junior colleges in Illinois outside Chicago were organized by township high school districts in connection with their high schools. None was organized in any of the unit school systems in downstate Illinois. The only school units that have had sufficient funds to support a junior college from regular tax levies are a few of the township high school districts in northern Illinois.

The tuition paid by junior college students has covered only part of the cost. It has been necessary to secure the remainder from tax collections based on the regular authorized high school tax rate. One public junior college, however, had made no tuition charge for students living in the school district in which it was organized.

The Centralia township high school district voted to levy a 25 cent tax on each \$100 assessed valuation for support of the junior college when it was organized by the district in 1940. This tax levy subsequently was declared illegal, as the outcome of a tax objection suit filed by two railroads. Until 1943 there was no legal authorization for such a tax rate. By 1937, the public junior colleges in Illinois outside of Chicago were organized and developed in the absence of any legislative sanction. Their development can well be attributed to the educational leadership in these township high school districts. They are the product of local planning and leadership, more or less standardized by accrediting requirements of the North Central Association of Colleges and Secondary Schools.

Dr. Griffith also describes the first Illinois junior college enactments which occurred: in 1931, pertaining to Chicago only; 1937, setting two procedures by which school districts of prescribed sizes could establish junior colleges; 1943, allowing districts to establish separate tax rates for the college operations. He also speaks about pertinent legal principles underlying the developments.

Illinois passed its first junior college law in 1931. This law permitted the Board of Education of Chicago to establish, manage, and provide for the maintenance of not more than one junior college, consisting of or offering not more than two years of college work beyond the four year course of accredited high schools, as a part of the public school system of the city.

The junior college branches in Chicago were established after the passage of the bill; Herzl, Wilson, and Wright branch junior colleges were opened in 1934. At Austin, Englewood, and Schurz, evening junior colleges were opened in 1938. The right of the Chicago Board of Education to maintain its junior college in branches was challenged, but the decision of Judge Jarecki of the Circuit Court upheld this practice.

On the other hand, the junior colleges maintained outside of the City of Chicago were without legal status until 1937. These junior colleges, and the dates of their establishment, are as follows:

Joliet Junior College.....	1901
LaSalle-Peru-Oglesby Junior College.....	1924
Lyons Township Junior College.....	1929
Morton Junior College.....	1924
Thornton Junior College.....	1927

These are all considered as publicly controlled and supported junior colleges, for some high school funds have been redirected into the channels required for their support.

In 1937, the following legislation was passed by the General Assembly, providing for the establishment of future junior colleges and legalizing the existing ones.

Section 1. The Board of Education in any school district maintaining and offering a four-year high school course of study and having a population of 25,000 but less than 250,000 inhabitants may, after seeking advice of the Superintendent of Public Instruction establish, manage, and provide for the maintenance of not more than one junior college in such district, consisting of or offering not more than two years of recognized college work beyond the four year course of recognized high schools, as part of the public school system of such district.

Section 2. The Board of Education in any such school district having a population of more than 10,000 inhabitants and less than 25,000 inhabitants may, after seeking the advice of the Superintendent of Public Instruction, provide by resolution that a proposition for the establishment, management and maintenance of such junior college be submitted to the legal voters of such school district at any general or special election held in such school district. Such proposition shall be submitted at the election provided for in such resolution, after notice of such election shall have been posted by the education authorities for such school district in at least ten of the most public places in such district for at least ten days before the day of such election; which notice shall contain the date of the election, the proposition to be voted upon and the hour of the opening and closing of the polls.

The ballot to be used for the submission of such proposition shall be in substantially the following form:

FOR the establishment of a junior college	
AGAINST the establishment of a junior college	

If a majority of the legal voters of such school district voting on the proposition vote in favor thereof, the Board of Education thereof shall be authorized to establish, manage, and provide for the maintenance of not more than one junior college in such district.

Section 3. Nothing contained in the Act shall affect the organization of any junior college established in any such school district and in actual operation prior to the effective date of this act, and all acts and proceedings done and performed by the Board of Education in any such school district are hereby validated.

It may have been noted that the law quoted above makes no mention of taxation for the support of the junior college. Therefore, in 1943, House Bill 401, enacted by the 63rd General Assembly, was approved, authorizing a district that is maintaining a junior college (other than Chicago) to vote for junior college purposes a special tax rate not to exceed 35 cents for educational purposes and a special tax rate not to exceed 15 cents for building purposes. However, the Centralia Junior College is the only one which has, to date, taken advantage of the 1943 law. The Centralia Junior College was established in 1940, after one unsuccessful attempt to establish a junior college prior to the taxation provision. The remaining institutions are still using the diverted high school funds for support.

In considering the legality of existing junior college legislation in Illinois or possible future legislation, it is important to note that the Constitution of Illinois is not a delegation of powers as is the Constitution of the United States. On the contrary, it provides for a limitation of powers in some cases and a mandate in a few others. All powers not granted to Congress by the Federal Constitution are reserved to the states; therefore, except as limited by the constitutions of the individual states, the state legislatures have almost unlimited powers.

The Constitution of the State of Illinois, Article VIII, Section 1, reads:

"The General Assembly shall provide a thorough and efficient system of free schools whereby all children of this state may receive a good common school education." In 1879, in a Supreme Court case, Richards vs. Raymond, that court established the principle that the above quoted constitutional provision is a mandate to the legislature or a limitation upon its action.

This limitation is, specifically, that the school shall be free and that they shall be open to all equally, the system applying uniformly to all citizens of the state who are similarly situated.

In *Richards vs. Raymond*, the principle was laid down that the definition of a "good common school education" is a matter of legislative determination, rather than of judicial construction. The Court said:

"No definition of a common school is given or specified in the Constitution, nor does that instrument declare what course of studies shall constitute a common school education. It is no part of the duty of the courts to declare by judicial construction what particular branches of study shall constitute a common school education."

At the time of the Constitutional Convention which formulated the Constitution adopted in 1870, there was some debate as to the extent of the common school system. One opinion was against the inclusion of any form of higher education: "...it is not contemplated that an academic education shall be taught in the common schools, or a collegiate education...Persons who wish to cultivate the higher branches ought to do so at their own expense."

However, the people's educational concepts have broadened considerably since 1870. At that time there was doubt about the feasibility of including high school education in the common school system. Frequently, however, since 1904, the courts have confirmed the doctrine that the high school is a legitimate level of education to be offered at public expense, but have not declared the junior college or adult education to be so. Several ideas may be included here, viz., Is the constitutional provision a limitation or a mandate? Because junior college education is offered in the high schools and is partially or wholly supported by taxation, is it necessarily common school education? This constitutional provision might have been interpreted as a mandate. If so, the General Assembly would be required to provide common schools which were free and open to all equally, but beyond this requirement the General Assembly would have free reign to provide any type or level of education desired. If this interpretation were used, there could be no doubts as to the constitutionality of provisions for adult education.

However, opinions in school law since 1870 have considered this constitutional provision to be a limitation. The logic of the argument lies in the determination of common school education. If a type or level of schooling is interpreted to be common school education, then it must be free and open to all on equal basis to be legal. This reasoning also entails a discussion of the meaning of the word children. Under this interpretation, then, the present junior college law in Illinois will be legal unless it contradicts the two limitations.

No mention is made of higher education in the Constitution of Illinois. The General Assembly, then, can make any provision it desires. It has, in fact, established the existing five Teachers Colleges and the University of Illinois. These are not parts of the common school system and have no relation to local administrative units and school districts. To date in Illinois, the junior college has developed, on the other hand, as part of the common school system. It is supported and controlled by the pre-existing school district, but the junior college could be established in Illinois as a system of regional institutes with no legal difficulties.

The Governor permitted the Junior College Act to become a law on July 1, 1937, without his signature. In the autumn of 1937, Attorney General Kerner was called upon to rule on the question of post-graduate work in the high school, and his opinion contained the following points of interest:

- . The word "children" as used in Section 1 of Article VIII of the Constitution was regarded as meaning persons under the age of 21 years.
- . The legislature is powerless to do more than provide the common school system contemplated by the constitutional provision and any such provisions should be limited by the constitutional mandate.
- . In the opinion of the Attorney General, no high school in the state had, in the autumn of 1937, any authority to teach college subjects. He questioned the validity of any act permitting free education above the high school grades.

These views of the Attorney General accept the strict interpretation of the Constitution as a limitation. The question for decision must be: Is the legislature powerless to do more than provide the common school system contemplated by the constitutional provisions? Could it not be interpreted that, remembering that all powers not

delegated to the Congress of the United State are reserved to the states and that constitutions exist only as specific limitations, or mandates, the General Assembly has the power to institute any system it so desires?

The Griffith-Blackstone book concludes with a section containing an interesting mixture of historical narrative and editorial observations and questions on topics of tuition, taxation, district patterns for the future, legal problems and prerogatives of the legislature. My chronicle reports subsequent decisions on every one of their topics.

Certain junior colleges existed in Illinois, as public institutions, prior to the passage of the 1937 law. However, many of these junior colleges have tuition charges even for pupils residing within the district. This, of course, is a dubious practice if the junior college exists as part and parcel of the common school system. The 1937 law makes no provision for the charging of tuition, nor does it direct that the junior college shall be free. It is the opinion of those who take the liberal point of view on the powers of the legislature, that if the law were explicit in allowing or directing a tuition charge, it would be legal to do so. However, since the General Assembly has ignored the question in the 1937 act, the legality of the existing practice is questionable. The stand taken upon this matter is, of course, dependent upon one's social and educational thought.

Should two additional years of education beyond the high school level be offered at public expense to all who wish to avail themselves of the privilege? Is it the duty of the citizen to provide such education through the payment of taxes?

Do we reach the point of diminishing returns in education upon the completion of the senior year of secondary education? There is no doubt that the charge of tuition acts as a selective factor and is not consistent with the progressive philosophy of junior college education.

To date in Illinois, there have been no cases testing the validity of junior college taxation by local districts. In Centralia, prior to the passage of the 1941 amendment allowing the levy of 35 cents for educational purposes of the junior college, this school district attempted to tax itself at a rate of 25 cents. In a county court decision, objections to this rate by railroad interests were upheld. Since the passage of the 1943 amendment, however, there have been no further objections.

As previously stated, there was a tax objection suit in Chicago, following the establishment of the Chicago junior college in three branches, but the legality of the junior college in that municipality was upheld. Unlike the junior college in Chicago, the majority of the junior colleges in Illinois are supported by high school tax funds. Although this practice has been seriously questioned, the experience of the Joliet Junior College is applicable. Most of the high schools which are supporting junior colleges have hesitated to raise the high school tax rate, fearing a tax objection suit. Some years ago, however, the Joliet township high school district presented for referendum such an increase, and it was approved without question by the voters of the district, including the railroad and other interests of that community. The school board in Joliet interpreted this action as a go ahead for the junior college.

One of the greatest school problems in Illinois is the multiplicity of school districts and the dual system of elementary and secondary school districts. There has been, every few years, agitation for the consolidation of school districts, but the dual system makes consolidation of secondary and elementary attendance and administrative units difficult. The boundaries in a given section of the two units are seldom, in Illinois, coterminous. It seems unlikely, therefore, that any true reform in this direction will be possible with legislation that does nothing more than passively encourage consolidation.

Our present junior college law permits the growth of junior colleges as a part of the public school system of the state. This necessitates local, municipal districts, or similar unit control and spasmodic growth, haphazard throughout the state. Again, as in our elementary and secondary school system, we shall have rural weakness and urban strength. Throughout the country, the greatest development and most significant contributions of the public junior college movement have been in the popularization of collegiate education in locally organized and controlled institutions. As already noted, junior college districts differ in the several states. In California, under the 1921 law, a district may consist of a single high school district, a group of contiguous high school districts, a county, or two or more counties. In Mississippi the state has been carefully divided into junior college districts, some of which consist of four or five adjacent counties. Montana authorizes county junior colleges.

If we are to have junior colleges as a part of our common school system, must we necessarily follow the existing school district unit? It would be wiser to do so, for Illinois already has some 12,000 school districts. To follow the California plan of junior college districts would increase this number and would necessitate additional administrative machinery. The solution requires the usage of some of the 595 high school districts in the State of Illinois and perhaps some of the 336 unit districts. Consolidation of high school districts may be necessary in some sections of the state to facilitate support of a junior college. It is recommended that, if possible, some plan for vertical consolidation of underlying elementary districts with the existing high school districts, as well as horizontal consolidation of the needy high school districts be the subject for future legislation.

The junior college law that was passed in 1937 by the General Assembly of the State of Illinois provides that future junior college development in Illinois will take place in the existing high school districts. As the consensus of opinion favors integration of the junior college with the high school, the directive from the Illinois legislature has met with general approval, and it seems to furnish a sound policy for future guidance.

Due to elements in the Constitution of the State of Illinois, knotty problems regarding the legality of junior college provisions have been created. The Constitution reads: "The General Assembly shall provide a thorough and efficient system of free schools whereby all children of this state may receive a good common school education."

Since the junior college is to develop in the high school district, it may be assumed that it should be considered as common school education. The constitutional provision is, and has been, interpreted as a limitation upon the General Assembly; therefore, the junior college must be open to all equally and must be free. If, furthermore, the constitutional provision is considered as a limitation, the exact meaning of the word children must have further interpretation. Adult education could be prohibited under this interpretation.

Another interpretation of the Constitution has been suggested as follows: the federal Constitution is a delegation of powers; all powers not delegated to Congress are reserved to the states. But the state Constitutions are not delegations. Rather their provisions are either limitations or mandates.

If the educational provision of the Illinois Constitution is interpreted as a mandate, the General Assembly may be considered as having the freedom to act over and above its provision for common (in the 1870 sense of the word) schools, free and open to all children in Illinois equally.

In regard to higher education, the General Assembly is free to act in any direction. Several types of junior college growth have been suggested for Illinois. The first is the type now permitted by legislation, the establishment of junior colleges in existing high school districts. The second is the regional institute plan, and the third is the establishment "de novo" of junior college districts without regard to existing high school and other districts.

The first plan receives the greatest amount of approval in junior college literature, but the third idea has been proposed for Illinois in order to counteract the small area of some high school districts. Instead of forming new districts solely for junior college purposes and superimposing them on existing high school districts, immediate action for consolidation of districts is recommended. New school districts for Illinois should allow vertical integration as well as a broadened population base. The Supreme Court of Illinois has held that the General Assembly has unlimited powers over school district organization. *

As you have probably noted Dr. Griffith gives an excellent account of legal development and underlying issues pertaining to Illinois junior colleges through 1943.

During the three additional biennial sessions of the 40's, namely 1945-1947-1949, only minor amendments were added to the junior college sections of the school code. However, after the initial legislative authorization in 1931 pertaining to Chicago, substantial and significant legislation was enacted during the 30's and 40's, including:

1937 - Authorization for establishment of junior colleges by board resolution in districts with a population between 25,000 and 200,000.

Establishment of junior colleges in smaller school districts by referendum.

Validation of all operating districts established prior to 1937.

1943 - Authorization to hold referendums to set separate tax rates to support junior college operation for both education and building funds.

Finally, at the end of the 40's all Illinois junior college development was within school districts and was almost universally in conjunction with a senior high school.

* All small type, pages 18-30 from "The Junior Colleges In Illinois", by Coleman R. Griffith, Provost of the University of Illinois, with assistance of Hortense Blackstone, Research Assistant, a joint publication of the Superintendent of Public Instruction of the State of Illinois and the University of Illinois Press, Urbana, Illinois 1945. Printed by permission.

In contrast to Coleman Griffith's observation in 1945 that outside Chicago junior colleges were operated solely by township or community high school districts, it may be noted that the colleges at Danville (1947), Elgin (1949), and Moline (1946), were in unit districts. However, these colleges were operated in conjunction with the district high schools.

State funding on behalf of junior colleges had not yet been achieved and was not to come about until 1955 at a level of "\$100 per pupil in attendance." More will be said about this in the next chapter.

CHAPTER II
PLANNING AND GROWTH
1950 - 1962

Seven new public junior colleges were established between 1955 and 1962, bringing the Illinois total to eighteen junior college districts. The following table shows name, location, date of establishment and the parent district of the seven additional colleges in chronological order.

Mt. Vernon Community College	Mt. Vernon - 1955	Mt. Vernon Community High School District
Bloom Community College	Chicago Heights - 1957	Bloom Township High School District
Canton Community College	Canton - 1959	Canton Public School District
Wabash Valley College	Mt. Carmel - 1960	Mt. Carmel Community Unit School District
Southeastern Illinois College	Harrisburg - 1960	Harrisburg Township High School District
Freeport Community College	Freeport - 1961	Freeport Unit School District
Olney Community College	Olney - 1962	Olney Community Unit School District

Chicago opened four new branches in high schools during this period. They were:

Amundsen 1956 (Northside)
Southeast 1957 (Southeast Vocational High School)
Fenger 1958 (Far South)
Bogan 1960 (Southwest)

These branches were housed in wings of high school buildings and operated mainly during evening hours. They were located in communities of the city rather distant from Crane, Wilson, or Wright.

Rock Island, Moline and East Moline joined to form Black Hawk College in 1961. This was the first junior college created separate from a public common school district. However,

since it included and replaced Moline Community College it did not add to the number of Illinois junior college districts.

The 1950's

A post-World War II population explosion, increased "college-going" rates, and profound technological changes contributed to escalation of educational planning in the 1950's.

By the end of the 40's the population explosion was causing overwhelming enrollments in the kindergarten--primary schools. For almost a decade the school districts worked frantically in a "catch-up" process of elementary building construction, equipment purchases, and teacher recruitment.

Secondary schools began to experience the impact of the population explosion early in the 1950's. It began first in the new suburban communities around the larger cities. By 1952 new high school districts were being created in all the Chicago area suburban regions. By 1953 at least six new districts had been established and several existing suburban township and community high schools were changing to multiple campus districts.

Need for post-high school education for new entrants and refresher or upgrading for practitioners in almost all technical and para-professional fields was rapidly becoming a fact of life in the 50's. Annual enrollment reports each fall were revealing a steady increase in the college going rate among both high school graduates and the somewhat older segments of the population.

These factors began to influence people's thinking. Educational leaders and speakers were talking and writing on the subject. Newspaper columnists and feature writers were addressing the phenomenon and attendant problems. Political leaders began to consider the future needs of higher education. Interest in potential junior college development heightened.

The Governors and members of the General Assembly were increasingly aware of a steady growth in the number and importance of matters pertaining to the universities, colleges, and junior colleges appearing on their agendas each succeeding biennium through the 50's.

The mid 1950's witnessed several activities in response to increasing concern regarding problems of expanding and

reorganizing higher education. Growing enrollments and new curricular needs were studied and discussed. Governance and management of the state system of post-high school education, including junior colleges, received special attention. This chapter speaks to the study and planning activities of the decade.

Actions included the successive creation (1954-1957-1961) of two commissions and a State Board of Higher Education. Reports of the two commissions which preceded establishment of the Board of Higher Education show the thinking and action of those years clearly and succinctly. In the next few pages I am letting the members of the commission tell the story for me through excerpts from several of their reports. All copy from the reports are in smaller print.

ILLINOIS HIGHER EDUCATION COMMISSION
SUMMARY OF REPORT
FEBRUARY - 1957
"Illinois Looks at the Future in Higher Education"

ILLINOIS HIGHER EDUCATION COMMISSION

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President, Museum of Science and Industry
Chicago

Richard G. Browne, Vice-Chairman
Executive Officer, Teachers College Board
Springfield

Daniel M. MacMaster, Secretary
Director, Museum of Science and Industry
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High School and Junior College

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COLLEGE-AGE POPULATION PROJECTS AND
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Summary of Report

LETTER OF TRANSMITTAL

State of Illinois
William G. Stratton, Governor
HIGHER EDUCATION COMMISSION

February, 1957

To Governor William G. Stratton and the
Members of the Legislature:

In April 1955, you established the Higher Education
Commission as a statutory body and instructed it to report
to the Legislature by April 1, 1957. The Commission sub-
mits a summary of its report herewith.

The Commission was instructed to "make a thorough
investigation, study and survey" of the problems facing

Illinois higher education, public and private, which will be occasioned by the great increase in enrollments expected in the next decade. The provision of adequate facilities for the higher education of its youth is one of the most important responsibilities of the State, and ways must be found to discharge this responsibility in the most economical and effective manner.

The Commission found its task to be one of large dimensions, and the present report does not provide a solution for many of the problems that the State will face in the years ahead. The Commission has, however, attempted to bring together basic data on which further studies may be based and has recommended certain action which may be taken now toward meeting some of the problems of higher education confronting the State.

Sincerely yours,

(Signed) L. R. Lohr

SUMMARY OF THE REPORT OF THE
HIGHER EDUCATION COMMISSION
TO THE GOVERNOR AND LEGISLATURE OF
THE STATE OF ILLINOIS

INTRODUCTION

THE BACKGROUND OF THE COMMISSION. The Higher Education Commission was appointed by Governor Stratton late in 1954 and was first known as "The Governor's Commission on Higher Education." It was composed of 16 persons appointed by the Governor. In April 1955, Senate Bill No. 260 was passed, creating a statutory body of 16 members appointed by the Governor, to be known as "The Higher Education Commission." This bill also appropriated \$60,000 to the Commission to enable it to carry on its work. Later the bill was amended to increase the membership of the Commission to 18. The terms of the members of the Commission legally expire on June 30, 1957.

Three subcommittees were appointed from among the members of the Commission to consider problems in each of three areas, namely, the extension of public junior colleges, state-wide scholarships and the coordination of publicly supported higher institutions in the State. A Technical Advisory Committee, drawn largely from the staffs of higher institutions in the State, was appointed to develop college-age population projections and enrollment estimates; a number of specialists were engaged to make studies for the Commission of special problems of concern to the Commission.

THE PHILOSOPHY OF THE COMMISSION. From its beginning, the Commission recognized that the task facing it--that is, how to provide the best program of higher education for the citizens of Illinois--could not be solved without acknowledging the necessity for coming to a consensus on certain underlying issues. Questions involving the basic reasons for the State's interest in higher education and the extent of the effort it should make in this area are fundamental to the determination of public policy.

In September, 1955, Dr. Morris and Dr. Browne were asked by the Commission to draw up a statement reflecting the views of the Commission on basic issues which could be adopted as its philosophy. Such a statement was drawn and, after careful consideration, was adopted by the Commission. The statement is as follows:

The general increase in population and the new social and economic demands for educational service in the immediate future will place an unprecedented load upon all institutions of higher education. The State of Illinois is confronted with the necessity for planning immediately the proper development of adequate resources for higher education.

Through education, man maintains a stature above that of other creatures. The degree of man's educational enlightenment determines the degree to which that stature is higher; ultimately it determines the permanence of his society as well.

These United States are predicated on the individual dignity of each person, as it is enunciated in the Declaration of Independence. This dignity, and the rights inherent therein, are our moral and spiritual heritage. To use this heritage to best advantage requires the enlightened, full and free participation of the individual in the affairs of his society; a strength of democracy is the strength of each man shouldering responsibility for all.

To participate to the limit of his own power and to assume his share of the total responsibility, every individual in our American society must have an opportunity to develop all his native talent. We as a people have a heritage of deep belief that through education the bright promise of each of us can be realized. The American faith in education has never been limited to striving simply for literacy; as our progress has quickened, our goals have grown. At each step, our faith has been fulfilled by ever-widening horizons of knowledge, understanding and moral strength.

Culminating our educational vision, our colleges and universities willingly assume leadership in advancing the frontiers of thought through research. In an ever-widening circle, exploration follows discovery and continues to expand the accumulated wisdom of man; skillful, creative teachers impart this wisdom to quick minds. Through service, the resources of American colleges and universities play an immediate, vital role in the progress of community and society. American higher education recognizes its responsibility to share in meeting society's complex needs for technological, vocational, liberal and scientific learning, thus insuring measurable benefit to business, industry and the professions, as well as

to society in general. In turn, there results for each individual a higher standard of living, an increased potential of personal development and a share in the progress of all.

The American people believe in education; we have always sought to provide increasing educational opportunity for our youth. Basic to our democratic philosophy is the conviction that each of us, regardless of economic status, should have access to higher education to the limit of individual capacity.

Both public and private higher institutions welcome the challenge to contribute to the growth of the democratic ideal; to insure for all our people the best education possible through pioneering in research, wise teaching and dedicated community service. In order to achieve these goals, we are committed to an unceasing search for constructive answers to our educational problems.

The Commission, therefore, believes that:

1. The opportunity to study in institutions of higher education should be available to all young people who may reasonably be expected to benefit from such study.
2. Society suffers a substantial loss because large numbers of qualified young people do not now enroll in colleges and universities.
3. Able students who could not otherwise attend institutions of higher learning should have the opportunity to qualify for financial assistance from the state.
4. In addition to providing direct benefits to students, higher education also contributes positively to the welfare of all the people of the state.
5. Because of the expanding need for persons with professional and technical skills, and the continuing need for general (liberal) education for all citizens, the state should plan for a larger proportion of youth attending colleges and universities than is now the case.
6. It is essential that the principle of free choice by the student among the various institutions, large or small, public or private, be maintained so far as

consistent with admissions policies and effective use of available resources.

7. Substantial benefit to the state will result from expanded programs of adult and specialized education.

8. The state should assume the responsibility of establishing basic standards for all post-secondary educational institutions which it licenses, certifies or charters.

9. It is important that the effectiveness of higher education in terms of cost be continuously improved.

10. There are advantages that result from the presence in our society of both publicly and privately controlled institutions; each type of institution has made and is making distinctive contributions to social progress, providing a wide range of educational opportunity for varied individual needs.

The Community-Junior College

It is now generally recognized that the junior college (the first two years beyond high school) is an institution which is rapidly becoming an integral part of our system of free public education. It is, in reality, an upward extension of our program of secondary education, providing general, semi-professional and technical terminal education, as well as preparing the student to continue his education in a four-year institution. The public junior college usually is locally controlled and, therefore, sensitive to the educational needs of the particular community in which it is located.

The junior college movement in the United States has grown from eight junior colleges with one hundred students in 1900 to 581 institutions with over 690,000 students in 1956. Illinois enacted the first legislation permitting the establishment of junior colleges in 1931, broadened the legislation in 1937, 1943, and 1951, and in 1955 provided state aid in the amount of \$100 per student.

The Commission has reviewed a considerable amount of literature relating to the function and purpose of the junior college out of which has come a conviction that the junior college offers an effective and feasible means of providing, in part, for the future needs of the state in higher education. There are many reasons supporting this

conviction, most of which may be grouped under seven headings:

1. The junior college can provide additional educational opportunities for all high school graduates in the state. The development of a system of community-junior colleges over the state, so that all high school graduates may be within commuting distance of either a junior college or other higher educational institution, appears to be necessary if we would advance the principle of equal educational opportunity.

2. The junior college relieves freshman and sophomore congestion at four-year colleges and universities. In 1954-1955 the junior colleges of the United States enrolled almost 190,000 freshmen and over 85,000 sophomores. Keeping in mind the increases forecast for the next decades, it is readily apparent that the junior colleges are carrying a load of considerable size which might otherwise have to be borne by the four-year institutions.

3. The junior college reduces state costs for the first and second years of higher education. As the state faces increasing competition for its tax dollar, it becomes more and more difficult to find funds to finance needed extensions in its program of higher education. Because junior colleges are financed largely from local funds, these institutions provide a promising means of extending educational opportunity throughout the state without a tremendous drain on the State Treasury.

4. The junior college helps reduce costs to the individual and the family for higher education. The junior college typically charges little or no tuition for local residents. This, plus the fact the student may live at home and even continue remunerative employment while in attendance, lowers the cost of higher education for the student and his family significantly.

5. The junior college provides a means of screening those not able to benefit from college work. The various types of curricula, some one year in length, some vocational-terminal in nature, along with those that prepare for transfer to other institutions, provide the student an opportunity to find himself while still living at home.

6. The junior college can encourage the enrollment of more of the top half of the high school classes who are not now continuing formal education. At present a large

proportion of the most able high school graduates do not continue their education in college for a variety of reasons. The low cost of attending a junior college and its proximity to the student's home encourage many to attend who otherwise would not.

7. The junior college meets the local needs of agriculture, business, and industry. The needs of agriculture, business and industry for manpower trained beyond the high school are not only increasing but also vary considerably from community to community. The junior college can be particularly sensitive to these local needs and is in a position to supply the manpower needed in the community.

If an extended program of junior college education is advocated for the state, one of the next questions is: How many locations are there in the state which could economically support a public junior college in addition to those which already have one? The Commission undertook a preliminary study of this problem by examining a number of areas in terms of their enrollment potential, their financial ability to support a junior college program and their proximity to other higher institutions, as well as some factors indicative of educational need.

The assumption has been made that a minimum expenditure of \$4,450 per student for operating costs is necessary to provide a tuition-free public junior college educational program of sufficient quality, depth and breadth to meet the needs of the students. It is recognized that a minimum enrollment of 100 is required for state approval and that 200 is a more desirable minimum enrollment. The enrollment potential of selected communities was estimated, and the financial resources have been estimated by applying the maximum legal levy to the assessed valuation of the areas. Unnecessary overlapping of attendance areas has been avoided, but the nature of programs of existing nearby private higher institutions has not been fully studied.

Based on the findings of this study, and subject to a consideration of the interests of private institutions which might be most directly affected, the evidence indicates ten locations where a junior college might be established under the present \$100 state aid plan:

- | | |
|-------------------|----------------|
| 1. Decatur | 6. Rockford |
| 2. East St. Louis | 7. Skokie |
| 3. Maywood | 8. Waukegan |
| 4. Peoria | 9. Winnetka |
| 5. Quincy | 10. Wood River |

If state aid were increased to \$200 per student, the following additional districts could be considered as possible locations for a junior college:

- | | |
|--------------------|-------------------|
| 1. Aurora | 7. Evergreen Park |
| 2. Blue Island | 8. Freeport |
| 3. Chicago Heights | 9. Galesburg |
| 4. Sterling | 10. Kankakee |
| 5. Downers Grove | 11. Wheaton |
| 6. Elmwood Park | |

Three other locations, Harrisburg, Olney, and Jacksonville, could be added to the list of possible locations if adjacent districts within commuting distance were stimulated to send their residents to junior colleges in these locations.

Additional studies of the areas in which the proposed junior colleges would be located were made--the percentage of high school graduates that went on to college, the percentage of adults who had from one to three years of college work, and the percentage of adults over 25 that had completed high school. The evidence from these studies shows that the areas where the proposed junior colleges would be located show a higher degree of educational need than other areas in the state. Further data relative to the occupational characteristics of each area were gathered to assist in interpreting the nature of the educational need existing in each.

Recommendations on Junior Colleges

1. Illinois should extend locally-controlled public junior colleges eventually to cover the state so that all high school graduates are within commuting distance of an institution of higher learning offering two years of education beyond high school.

2. Illinois should enact legislation to permit and encourage the establishment of operating junior college districts by contract or agreement between two or more high school or unit districts. It should study legislation to permit junior college districts composed of two or more complete high school districts.

3. Illinois should increase state aid to encourage extension of junior colleges, and for the 70th Biennium it is recommended that it be in the amount of \$200 per full-time student enrolled per year, as defined in Article 12-13.1 of the Illinois School Code.

4. To help meet the higher education needs of the next twenty years, Illinois should plan now to accommodate at least 25,000 to 30,000 college students in the public junior colleges of the state in addition to those now enrolled, and at least 10,000 of these should be in junior colleges outside of Chicago.

5. The Commission would like to see junior colleges in sufficient number to fulfill the requirements of the above recommendations. At the same time, it does not wish to see any colleges established where the financial base or the probable enrollment would not provide an adequate educational program, nor where another nearby community would be a more desirable location. Preliminary studies indicate that the following cities meet the criteria of adequate enrollment potential and financial resources, without seriously overlapping attendance areas, so that intensive local junior college surveys should be stimulated and encouraged in them. However, this does not preclude other cities from considering the need for a junior college.

Aurora	Freeport	Rockford
Blue Island	Galesburg	Skokie
Chicago Heights	Harrisburg	Sterling
Decatur	Kankakee	Waukegan
Downers Grove	Lincoln	Wheaton
East St. Louis	Maywood	Winnetka
Elmwood Park	Peoria	Wood River
Evergreen Park	Quincy	

Further study should be conducted to determine alternative methods of implementing the principle of local control and yet permitting and insuring an area of sufficient financial resource to tax itself for the support of a junior college in such areas as Olney, Litchfield, or Jacksonville.

6. The Commission recommends that public school districts maintaining a high school and within commuting attendance distance of a public junior college which exists now or which will be established be encouraged and stimulated to take action pursuant to Article 12-13.2 of the School Code to make tuition-free junior college education

available to prospective resident students who wish to commute to the accessible junior college.*

As noted above, the "Higher Education Commission" was first appointed by Governor Stratton in 1954. In April of 1955 the General Assembly made it a statutory body. The Commission was succeeded in 1957 by a new Commission known as "The Commission of Higher Education." This Commission continued until replaced by the Board of Higher Education in January of 1962. Three annual reports were issued by the Commission dated 1958, 1959, and 1960. Creation of the Board of Higher Education by the General Assembly in 1961 was the outcome of its work and recommendations. Let us look at selected items from three reports:

Annual Report
Illinois Commission of Higher Education
1958

COMMUNITY COLLEGES, BRANCHES
AND EXTENSION CENTERS

In order to support recent legislation which promotes the development of new and existing community colleges, the Commission recommends that no new branches of public institutions be established within the State of Illinois until such time as the communities listed on Page 149, Paragraph 5, of the Illinois Looks to the Future in Higher Education, report of the Higher Education Commission to the Governor and Legislature of the State of Illinois, 1957, have had an opportunity to make a thorough study of their need for the establishment of a community college. This Commission suggests that Springfield be added to the above list.

The Commission further recommends that general extension activities of an academic nature throughout the state should be continued on a year to year basis in those communities where their continuation is deemed appropriate by local authorities.

*All of the small print from Page 34 to the top of Page 46 are quotations from Illinois Higher Education Commission, Summary Report, February-1957, "Illinois Looks at the Future in Higher Education" material taken from file copies of the Illinois State Library, Centennial Building, Springfield, Illinois.

These recommendations are supported by the following material:

1. The Commission concurs with the recommendation of the previous Higher Education Commission that the local community should assume the responsibility for making higher education opportunities available to its residents, at least those of the thirteenth and fourteenth years of education.
2. The Commission believes that legislation passed by the 70th General Assembly is favorable to the establishment of new community colleges and the improvement of existing community colleges.
3. The Commission believes that the establishment of branch institutions and extension centers beyond those already in existence is not consonant with the development of community responsibility. The establishment of additional branches or centers should be deferred until such communities are able to demonstrate substantial need for, and inability to support, their own local community colleges. An advisory committee has been appointed to aid the Commission in this area (see Appendix D).

ASSISTANT SUPERINTENDENT OF PUBLIC
INSTRUCTION FOR COMMUNITY COLLEGES

The Commission of Higher Education recommends that the State Superintendent of Public Instruction, in cooperation with those advisory groups which he deems appropriate, give consideration to the appointment of a full-time, qualified specialist, who might be identified as Assistant Superintendent of Public Instruction for Community Colleges, to be responsible for the development of a coordinated program of public community colleges in the State of Illinois.

His office should assist local communities in the establishment of new community colleges. This assistance would include counseling on a financing program, provision of adequate plant facilities, selecting qualified staff, and other areas related to the organization and administration of a community college. These services would also be available to private two-year colleges.

The Commission firmly believes that the academic offerings of community colleges in the State of Illinois

must be along the lines of higher education and that the academic courses (as distinguished from technical-vocational course offerings) offered in the first two-years must be in proper alignment so that students can transfer to existing four-year institutions, at least those which are publicly-controlled, without local loss of credit.

To this end, it recommends that the office proposed herein be constituted of personnel whose experience has been in community colleges and higher institutions, who are thoroughly familiar with the higher educational qualities of community colleges, and who will make every effort to assure their establishment as institutions of higher education rather than as post-graduate high schools.

This Commission concurs with the previous Higher Education Commission that the community college represents one of the most efficient and economical ways of meeting the tremendous influx of students in the years ahead, and it believes that a qualified specialist can greatly enhance and facilitate their establishment.

ANNUAL REPORT
ILLINOIS COMMISSION OF HIGHER EDUCATION
1959

Review of State Funds Granted to Junior Colleges

The 71st General Assembly (1959) revised the support figure from \$200 per year per full-time equivalent student enrolled in public junior colleges to \$7.60 per credit hour computed at the middle of each term, including the summer term.

It also passed legislation permitting the establishment of public junior colleges in areas with a population of 30,000 and an assessed valuation of \$75 million dollars, permitting such areas to cross county lines. Representatives of the Illinois Junior College Association proposed and supported legislation of this nature, and their recommendation was supported by the Commission.

Assistant Superintendent of Public Instruction for
Community Colleges

In September 1959, the Superintendent of Public Instruction appointed Mr. R. O. Birkhimer, formerly Dean of Centralia Junior College, as full-time Junior College Consultant on the Superintendent's staff.

The functions of his office have been given as follows: (1) Assist in the development of new junior colleges, (2) provide assistance and direction in helping junior colleges gain recognition and accreditation by the North Central Association of Colleges and Secondary Schools, (3) serve as coordinating and clearing house for existing junior colleges, (4) concern itself with legislation - acquaint junior colleges with legislative status quo as well as consider legislation which is desirable, and (5) assist in the establishment of a minimum criteria to be used in evaluating a junior college program.* **

ANNUAL REPORT
ILLINOIS COMMISSION OF HIGHER EDUCATION
1960

Junior College Capital Funds

The Commission recommends an appropriation of \$10 million, or so much thereof as may be necessary, to the Superintendent of Public Instruction for a matching fund for junior college building purposes, and \$30,000 for the administration of the Act.

Establishment of New Community Junior Colleges

The Commission recommends 13 locations for the immediate establishment of new community junior colleges and seven other prospective locations to be further studied and approved by each community and the Superintendent of Public Instruction.

Enrollment projections for higher education institutions in Illinois and the expansion plans and abilities of public and private universities have indicated that existing Illinois institutions cannot possibly accommodate the enrollments anticipated in the next ten years. It is predicted that Illinois colleges will be called on to accept

*From the Minutes of the Meeting of the Illinois Association of Junior Colleges, October 26, 1959.

**All small print, beginning with Annual Report - Illinois Commission of Higher Education - 1958 as well as Tables 1 through 4 Pages 52-55 and the Roster of Commission Members Page 56 are taken from Illinois State Library, Centennial Building, Springfield, Illinois.

116,000 additional students over the present number by 1970¹ and the Commission estimates that 30,000 of these students must be accommodated in new institutions.

Considering how the state might meet this educational need, the Commission concluded that it could be met most economically and efficiently by the establishment of public community/junior colleges which could provide high quality educational programs at about one-half of the cost of such programs at four-year residential schools and which could accommodate those students for whom the community college program is most appropriate for financial, vocational, or academic reasons.

The Commission believes that the community/junior college should 1) provide terminal education of a technical-vocational nature, 2) provide the first two years of collegiate academic programs, and 3) attempt to satisfy the needs for adult education that are evident in the community. It also believes that such a community college should have an enrollment of 600 students to assure a high quality and efficient program and should be able to anticipate having its own physical plant.

According to Illinois statutes, junior colleges may be established by high school districts with a population of not less than 10,000 upon approval by the State Superintendent of Public Instruction and approval of the appropriate taxes by the voters.² In addition, legislation was enacted in 1959 permitting the establishment of junior college districts for the support of a junior college. These areas must 1) be contiguous and compact; 2) contain NO part of any district now maintaining a junior college or else must include ALL of such district(s); 3) have a population of at least 30,000 and not over 500,000; and 4) have an equalized assessed valuation of \$75,000,000.³

In order to identify those communities which could support such a community college, the Commission considered the requirements of the Illinois statutes as well as the

¹Potthoff, Edward F., "Protection of Total Resident Collegiate-Level Fall-Term Enrollments in All Higher Institutions of Illinois in 1959-60 to 1969-70," University of Illinois, May, 1959.

²Illinois Revised Statutes, Section 12-13.

³Illinois Revised Statutes, Section 12-16.5.

enrollment potential, unsatisfied educational needs, and the location of existing institutions of higher education. By these criteria, the Commission identified the cities listed in Tables 1 through 4 as having the most pressing needs and favorable locations for community colleges and suggested priorities for their establishment.

It should be noted that these tables present figures which were the most recent available at the time of the study. However, they may be regarded as minimal estimates because of the increases in population, assessed valuations, and high school enrollments which have taken place since the dates given.

In April 1960, the Commission sent letters to school and government officials and community leaders in each of the communities listed under Priorities A and B urging further assessment by local communities of their need and ability to support a community college. Guidelines for the establishment of junior college districts, prepared by the Office of the Superintendent of Public Instruction for this purpose, were sent to these officials. It is the understanding of the Commission that many have responded with local studies and applications to the Superintendent of Public Instruction for assistance in establishing such a college.

The Commission urges that other communities consider their need and ability to support such a college and contact the Office of the Superintendent of Public Instruction, the state universities, and the Commission for whatever assistance they require.

It emphasizes that many able students now are being deprived of higher education opportunities by the absence of colleges within commuting distances from their homes and that, unless the local communities take steps now to extend educational opportunities to the community college level, more thousands of students will be unprovided for within the next ten years.

TABLE 1
PROSPECTIVE JUNIOR COLLEGE LOCATIONS -- PRIORITY A

Cities & Townships	Latest Census	Combined Census	1957 A.V. (000's)	Combined 57 A.V. (000's)	Estimated J. C. Enroll ^c	Combined Est'd. Enroll ^c
1. Rockford		105,438		480,447		1,406
2. Twp. (Cook County)						
Northfield	24,678				422	
Maine	56,102				1,391	
Niles	82,739				968	
Wheeling	28,545				941	
Elk Grove	24,523	216,587 ^a		710,870	338	4,060
3. Waukegan		38,946		186,414		639
4. Peoria		111,856		480,549		1,321
5. Springfield		81,628		281,359		1,614
6. Decatur		66,269		235,723		1,082
7. Alton	32,550		111,070		629	
Wood River	10,190	42,740	44,031	155,101	263	892
8. Rock Island	48,710		157,399		599	
Moline	37,397		148,084		437(826) ^b	
E. Moline	13,913	100,020	47,380	352,863	411	1,836 ^b
9. Centralia	13,863		35,870		384(390) ^b	
Mt. Vernon	15,600		36,460		374(229) ^b	
Salem	6,159	35,622	15,085	87,415	203	822 ^b
10. Oak Park	61,326		196,144		757	
River Forest	10,823		67,135			2,155
Proviso Twp.	98,228	170,377 ^a	421,566	684,845	1,398	

^a1950 Census except Items 2 and 10 which use 1956 or later figures.

^bActual enrollment of already established junior colleges in parentheses;

^cFormula for estimated enrollment; one-fourth 1959 high school enrollment

TABLE 2
PROSPECTIVE JUNIOR COLLEGE LOCATIONS -- PRIORITY B

Cities & Townships	Latest Census	Combined Census	1957 A.V. (000's)	Combined 57 A.V. (000's)	Estimated J. C. Enroll	Combined Est'd. Enroll
1. Sterling	15,064		47,048		256	
Rock Falls	10,208		19,551		195	
Dixon	18,851	44,123	55,120	127,719	235	686
2. Galesburg		31,425		96,113		323
Knox Co.	54,366		199,039		740	
Warren Co.	21,981	(76,357)	111,815	(310,854) ^c	318	(1,058) ^c
3. Kankakee		27,908		87,067		303
Kankakee Co.	73,524		284,392		909	
1/2 Iroquois Co.	16,174	(89,698)	99,227	(383,619) ^c	258	(1,167) ^c

^aGalesburg & county census figures, 1950; all others 1956 or later.

^bFigures for combined counties in parentheses.

^cAssessed valuations and enrollments.

TABLE 3
PROSPECTIVE JUNIOR COLLEGE LOCATIONS -- PRIORITY C

Cities & Townships	Latest Census	Combined Census ^a	Assessed Valuation (000's) ^b	Combined A.V. (000's) ^b	Estimated J. C. Enroll ^c	Combined Est'd. Enroll ^c
1. Freeport Stephenson Co.		25,601 (41,595)		73,770 (136,591)		258 (517)
2. Mt. Sterling Rushville Brown Co.	2,246 2,682 7,132	4,928	3,811 4,982 19,780	8,793	76 112 80	188
Schuyler Co.	9,613	(16,745)	26,283	(46,064)	110	(190)
3. E. St. Louis St. Clair Co.		82,295 (205,995)		192,546 (876,360)		714 (2,489)
4. Robinson Newton Olney Lawrenceville Crawford Co.	7,020 2,780 8,612 6,328 21,137	24,740	17,829 5,223 22,349 11,401 84,935	56,802	151 167 195 140 337	653
Jasper Co.	12,266		72,019		173	
Richland Co.	16,889		48,455		242	
Lawrence Co.	20,539		108,257	(313,666)	282	(1,034)
5. Kewanee		16,821		36,905		179
1/2 Henry Co.	23,246		92,227		341	
Stark Co.	8,721		107,306		159	
1/2 Bureau Co.	18,822	(50,822)	143,984	(343,517)	247	(747)

^aCensus figures for 1950 except Freeport, 1957 and Robinson, 1958.

^bCities--1957 Assessed Valuations; Counties--1958 Equalized Assessed Valuations.

^cCities--Enrollment estimates based on 1959 H.S. enrollments; County estimates (in parentheses) based on 1958 H.S. enrollments.

TABLE 4
PROSPECTIVE JUNIOR COLLEGE LOCATIONS -- PRIORITY D

Cities & Townships	Latest Census	Combined Census ^a	Assessed Valuation (000's)	Combined A.V. (000's)	Estimated J. C. Enroll.	Combined Est'd. Enroll.
1. Park Forest	27,967		56,824		379	
Chicago Heights	28,942	56,909	83,560	140,384	(425)661 ^b	1,040
Cook Co.						
2. Wheaton	23,649		70,764		398	
Downers Grove	19,681		65,784		524	
Lombard	21,462		61,826		617	
Glen Ellyn	14,372	79,164	56,675	255,049		1,539
Cook Co.						

^aCensus figures for 1957 or 1959.

^bActual present enrollment for 1959 in Bloom Township Jr. College in parentheses. Estimate included in total.

Illinois Community
College Development

Recommendation for a Board of Higher Education

The highlight of the 1960 report of the Commission was a recommendation to establish an Illinois Board of Higher Education to "be responsible for coordinating the plans of all state controlled institutions of higher education and formulating a continuing statewide plan of development."

Members of the Commission of Higher Education making the recommendation were:

HERBERT C. DE YOUNG, Miller, Gorham, Wescott and Adams,
1 North LaSalle, Chicago.
WALTER E. HANSON, Hanson, Collins and Rice, 1227 South Sixth
Street, Springfield.
FRED W. HEITMANN, JR., Chairman of the Commission, Executive
Vice President, Northwest National Bank of Chicago,
3985 N. Milwaukee Avenue.
F. GUY HITT, Chairman of the Board, Bank of Benton, Benton.
WILLIAM J. KUHFUSS, President, Illinois Agricultural
Association, 43 East Ohio Street, Chicago.
WILLIAM MC KNIGHT, JR., Secretary of the Commission,
McKnight and McKnight Publishing Co., Towanda Avenue and
Route 66, Bloomington.
WALTER W. MCLAUGHLIN, Vice Chairman of the Commission,
120 Linden Avenue, Decatur.
DEL RUTHERFORD, Box 512, Mount Vernon; Benjamin Lewis Co.,
Chicago.
RICHARD STENGEL, Coyle, Stengel & Gilman, Cleavland Bldg.,
Rock Island.

Delegates to the Commission representing numerous segments
of public and private educational interests were:

FRED T. EHLERT, 201 W. 146th Street, Riverdale 27,
President, Thornton Township High School and Junior
College Board.
AXEL A. HOFGREN, Hofgren, Brady, Wegner, Allen and Stellman,
20 North Wacker Drive, Chicago, Member, Illinois
Institute of Technology Board of Trustees.
ROYAL A. STIPES, JR., 10-12 Chester Street, Champaign,
Chairman, Teachers College Board.
FRANCES WATKINS, 5454 South Cornell, Chicago 37, Member,
University of Illinois Board of Trustees.
VERNON WELSH, Kirkland, Ellis, Hodson, Chaffetz and Masters,
130 East Randolph, Chicago, Chairman, Knox College Board
of Trustees.
JOHN PAGE WHAM, 212 East Broadway, Centralia, Chairman,
Southern Illinois University Board of Trustees.

The recommendation of the Commission was implemented in 1961 by the General Assembly passing "An Act Creating a Board of Higher Education," which the Governor signed on August 22. The impact of this action on junior college development in Illinois is the principal subject of the remaining chapters of this chronicle.

Superintendent of Public Instruction

In addition to the work of the Commissions, the period under discussion in this section of my chronicle also witnessed significant support for junior college development from State Superintendents Vernon L. Nickell (1943-59) and George T. Wilkins (1959-63).

During Mr. Nickell's tenure, six colleges were established, the first substantial statutory authorizations related to junior colleges were added to the School Code, and the basis for financial support was achieved at both local and state levels.

In response to the recommendation of the Commission of Higher Education, George Wilkins appointed Robert O. Birkhimer to the first full-time position of Specialist in Higher Education and Junior College Consultant in the Office of the State Superintendent of Public Instruction. More about the work and influence of Bob Birkhimer appears later.

In 1958, Mr. Nickell initiated, and later Mr. Wilkins continued support of a study by Dr. William P. McLure, Director, Bureau of Educational Research, University of Illinois. The study with recommendations entitled "Vocational and Technical Education in Illinois--Tomorrow's Challenge" was published in 1960.

Dr. McLure began the report by saying:

At the request of the Office of Superintendent of Public Instruction, four staff members of the University of Illinois, Professors William P. McLure, M. Ray Karnes, Herbert M. Hamlin, and P. Van Miller agreed to accept responsibility for conducting the study and reporting their findings and conclusions to the Office of Public Instruction for public release. The study was planned as a two-year project, beginning September 1, 1958, and ending June 30, 1960.

The time of these members for study was made available by the University without charge. Former State Superintendent Vernon L. Nickell made available a grant of \$18,200 for employment of additional staff and for incidental expenses through June 30, 1959.

Upon succeeding Dr. Nickell, Superintendent George T. Wilkins continued the support for the first year and allocated a grant of \$23,400 to cover expenses of the second year.

Regional Structure for a Junior College System

The most promising method of organizing programs of technical education is through a statewide system of junior colleges. The state government offers a better chance for citizens to express their interests in education at the junior college level than the local school district because of the vastly greater scope of educational opportunity which can be organized and conducted by such a system.

Dr. McLure and his colleagues proposed an organization of ten regions formed around large centers of population with numerous subregions. "The regional center would serve as the location for (1) the central administrative headquarters and (2) the main institution operating all technical curricula for the territory adjacent to the center, and semi-technical curricula of small enrollment for the whole region. In addition there would be extension centers of instruction for semi-technical curricula which have sufficient enrollment to allow for economic operation.

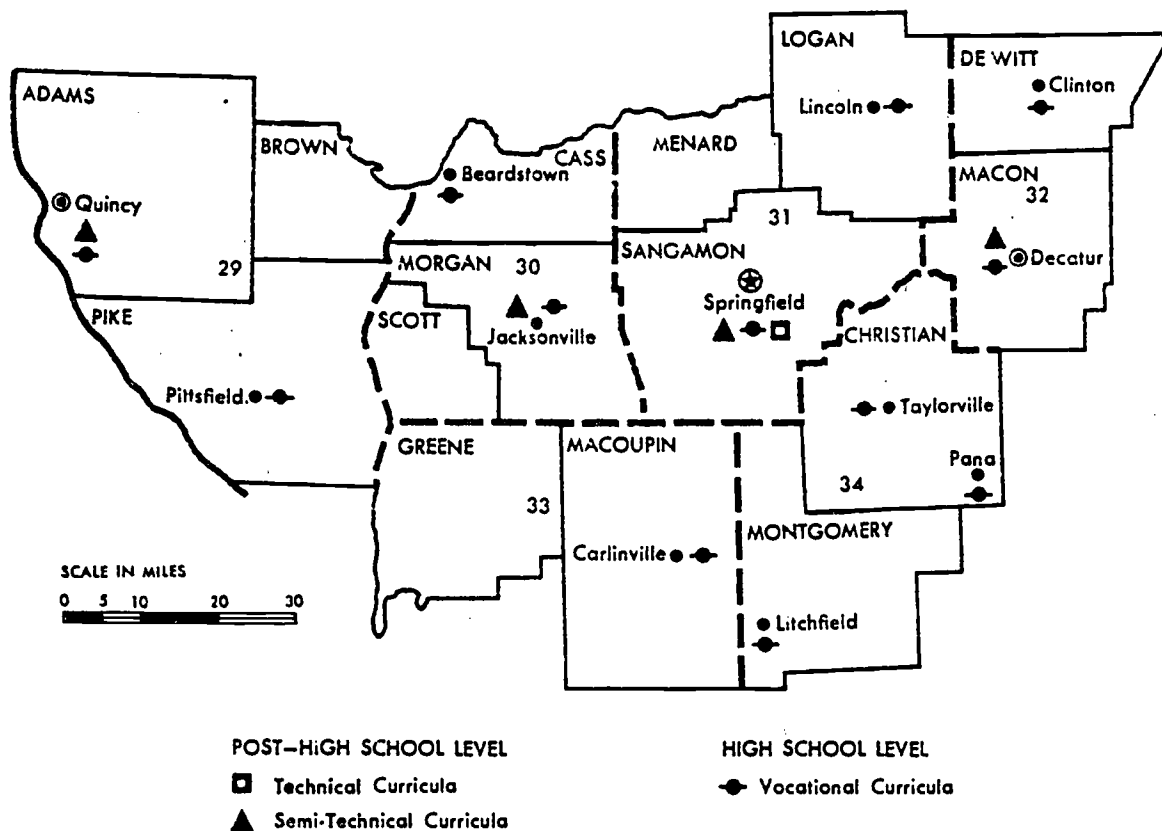
The study also discussed types and number of technical and semi-technical programs the members of the committee envisioned.

The chart on the next page illustrates the structure of a proposed region.

Lively dialogue followed publication of the study. Dr. McLure and his fellow committee members appeared before many groups, both lay and educational, to discuss their proposals. Reaction was varied, but in general I think it is accurate to say most people considered the proposed system to be rather theoretical and complex. Illinois citizens were skeptical and apprehensive about any plan that appeared to impose a statewide educational structure from the state level as they tended to envision this plan. However, the document was very valuable as a catalyst for stimulating thought and debate. Its emphasis on technical-vocational education was refreshing. In my opinion later developments reflect significant impact of the study and the discussions it generated.

PROPOSED REGION VIII

Estimated Population in 1965
622,275



Robert O. Birkhimer

Before ending observations regarding activities in support of junior colleges by Superintendents of Public Instruction, more needs to be said about the work and influence of Robert Birkhimer, who served as the Specialist for Junior Colleges (1959-65) under two Superintendents (George Wilkins and Ray Page).

Bob had been on the staff at Centralia Junior College for six years prior to accepting the invitation of George Wilkins to come to the State Office. In the fall of 1959, he came into the office with an air of great excitement about the junior college and its prospects for expansion in Illinois. Bob was a person who exuded enthusiasm in everything he did. He was a tireless worker and one who was inclined to the direct approach

to problems. He immediately brought his excitement, enthusiasm, personal drive, and direct approach to bear on junior college matters all over the state. Bob joined with many communities and regions of the state that had been suggested by the Higher Education Commission as potential junior college sites in doing feasibility studies regarding the possibilities for action.

In support of this effort he organized and directed an Illinois Inter-University Bureau for junior college surveys which conducted and stimulated over fifty surveys as communities and areas considered their prospects for the establishment of a junior college. Many of these studies became valuable resources during the period of rapid junior college expansion during the period 1965-68.

The Commission of Higher Education called upon him as counselor and resource person as it completed its 1960 recommendations.

While Dean of Centralia Junior College, Bob had been very active in the Illinois Association of Junior Colleges (IAJC), a role he continued from his position in the State Office.

Much of the legislation enacted between 1957 and 1965 carried the imprint of his thinking and editorial input.

He was also active on the national scene where he served on the Legislative Commission of The American Association of Junior Colleges and helped write The Handbook for the Establishment of Junior Colleges, published by the Association in 1962. This work influenced the structure of many state junior college systems including the Illinois Junior College Act of 1965, a statute which Bob helped edit at its final passage stage.

Bob moved to Iowa in 1965 as a Junior College Specialist in the State Office of Education and was, therefore, out of the state during the 1965-68 years when Illinois experienced mammoth junior college reorganization. Much of the groundwork had been completed through his leadership during his 1959-65 years in the Office of the State Superintendent. It is important that the credits due him be noted here.

Legislation in the 50's

Five landmark legislative actions of the 1950's reflect an increasing interest in junior colleges.

Two affected junior college district organization:

- . In 1951 the General Assembly enacted a general law setting forth standards and procedures for establishing junior colleges in school districts by referendum. At that time, the 1937 statute allowing Boards of Education in districts over 25,000 population to create a junior college by board resolution was repealed. From 1951, formation of all junior colleges required a referendum.
- . In 1959, separate junior college districts were authorized for the first time. This law allowed any compact and contiguous territory to be organized as a junior college district, to be governed by an elected Junior College Board of Education with authority to maintain and operate the college and to levy taxes for support of the college. Many of the basic provisions in the 1959 law remained in the Junior College Act of 1965, under which the current state system of community colleges has been established. Rock Island, Moline and East Moline were the communities which first joined forces to organize a community college district under the 1959 legislation. In 1961 they established Black Hawk College, which began operation on July 1, 1962. Moline Community College was absorbed into the new district.

A third action was related to the common school status of junior colleges:

- . In 1951, as a prelude to state funding, junior colleges were statutorily defined as part of the public common school system in an amendment to Section 2-27 of the School Code dealing with the powers and duties of the State Superintendent of Public Instruction regarding standards for schools, in the following language...

...to determine for junior colleges, as a part of the public common school system, the standards for their establishment and their proper location in relation to existing facilities for general education including pre-professional curricula and for training in occupational activities, and in relation to a factual survey of the possible enrollment, assessed valuation, industrial, business, agricultural, and other conditions reflecting educational needs in the area to be served; but provided that no public junior college

may be considered as being recognized, nor may the establishment of any public junior college be authorized, in any school district which, on the basis of the evidence supplied by the factual survey, shall be deemed inadequate for the maintenance, in accordance with the desirable standards thus determined of a junior college offering the basic subjects of general education, and suitable vocational and semi-professional curricula terminal in character.

Note: Leaders in the Association of Junior Colleges had been seeking state funds for the colleges since the mid 40's or before. By 1950, legislative leaders were responsive to the idea but felt common school status was necessary to validate such funding. The Association therefore promoted the 1951 bill. It may also be noted that the standards quoted above have been retained as basic guides in subsequent legislation.

The fourth event was a series of actions on state funding:

- State apportionment for junior colleges began in 1955, effective for the 1954-55 school year. The biennial appropriation was \$2,250,000 with a stipulation that not more than half of the dollars could be spent in the first year of payments. The formula provided for \$100 for each resident pupil in attendance. Pupils in attendance were computed by taking the total number of semester hours of work in which all junior college students were registered as of November 1 and March 1 in any school year and dividing by 30. Payments were paid annually by September 15 following a school year.

In the next biennium, 1957-59, the level of payment was raised to \$200 per full-time student. The appropriation was \$4,300,000 with a limitation of not more than half be expended during 1957-58.

In 1959 the apportionment formula was changed from \$200 per full-time student to read:

...\$7.60 for each semester hour in a course completed...The term semester hour completed means for the purpose of such claim, actual student participation during half or more of the session such course is offered...

State apportionment for courses offered by television was also authorized with the following provisions:

...reimbursement as herein provided shall include courses regularly accepted for graduation and such courses may be given by television provided such courses meet the standards of the Superintendent of Public Instruction for teacher contact, examinations, and such other matters as the Superintendent of Public Instruction shall deem necessary to insure that the program shall, to the extent practicable, be comparable to junior college programs for students in regular actual attendance; however, such reimbursement shall not exceed one-half of the costs to the district for the television programs.

Chicago was the principal beneficiary of the television provision. By 1959 the college was using the local educational T.V. Channel 11 (WITW) to offer instruction.

It may be noted that the apportionment level of \$7.60 per semester hour established in 1959 remained unchanged until 1965.

The fifth item established the principle of local tax support for junior college attendance regardless of residence:

- Legislation was passed in 1951 which authorized any unit or high school district (including the non-high school districts of the counties) to provide for a tax to pay tuition for residents of their respective area for junior college attendance. The Act said in part: "The Board of Education of any non-high school district or of any school district maintaining grades nine through twelve inclusive, which does not operate a junior college may provide by resolution, that a proposition for the levy of an additional tax not to exceed .175 percent of full fair cash value for junior college educational purposes for payment of tuition for any graduate of a recognized high school or pupil otherwise qualified to attend a junior college." The chief importance of this action lay in the principle of universal opportunity of local public tax support for junior college attendance.

Actually, only two school districts ever took advantage of the law. They were Lockport Township High School in Will County whose residents were interested

in Joliet Junior College and Lebanon Community High School in St. Clare County, a neighbor of Belleville Community College. Full application of the principle came about with passage of the Junior College Act of 1965. More is said about this when that legislation is discussed.

In addition to the five "Landmark Actions" (my terminology) just discussed, numerous other legislative changes occurred during the 50's on such subjects as Junior College Teacher Certification, allowing referendums for the establishment of new community unit districts to include additional education and building fund rates for junior college operation if a junior college was already in the area of the proposed new district, refinements to the sections regarding organization of districts, and several editorial bits designed to clarify the language.

Another interesting though ineffective legislative action occurred in 1957. A bill authorizing "Joint Junior Colleges" was enacted. Provisions were established permitting districts operating junior colleges to enter into written agreements for joint operation of two or more junior colleges by creating a joint committee of the Boards of Education to supervise the management and operating of the joint college. Boards of the participating districts acting jointly were given the same powers as provided them in their several capacities.

No such joint agreements were ever entered into and the law was repealed in 1963.

Enrollments in the public junior colleges grew every year except one during the 50's and early 60's. Headcounts, percent of state totals, and number of college districts shown in the annual report of "Enrollments in Institutions of Higher Learning in Illinois" by the Bureau of Institutional Research, University of Illinois-Urbana were:

<u>Fall</u>	<u>Headcount</u>	<u>% of State Total</u>	<u>No. College Districts</u>
1951	13,352	10.56	11
1952	13,709	10.61	11
1953	12,529	10.62	11
1954	15,958	11.50	11
1955	18,360	12.02	12

<u>Fall</u>	<u>Headcount</u>	<u>% of State Total</u>	<u>No. College Districts</u>
1956	21,067	12.93	12
1957	22,011	13.05	12
1958	25,854	14.30	13
1959	27,856	14.96	13
1960	31,963	15.97	14
1961	38,022	17.54	16
1962	42,698	18.45	17
1963	44,450	18.22	18
1964	52,518	19.62	18

A few observations about enrollment:

- Chicago junior colleges accounted for two thirds of the Illinois enrollments throughout the fifties.
- Total downstate junior college enrollments did not equal those in Chicago until well into the 60's. In 1960 the Chicago-downstate ratio was 65-35. By 1965 it had changed to 56-45. In 1966 it was 50-50 and by the end of the 60's had become 30-70.
- In the decade of the 50's, enrollments for all colleges, public and private, increased 158%. All public institutions grew by 210%. The public junior college sector expanded by 241%.

	<u>1950*</u>	<u>1960</u>
Belleville	(not avail.)	1,759
Bloom (Chicago Heights)		561
Canton		177 (1st yr.)
Centralia	100	416
Chicago		
Amundsen		2,737
Bogan		1,044 (1st yr.)
Crane		1,922
Fenger		990
Herzel	1,119	Branch Closed
Southeast		1,488
Wilson	3,314	1,731
Wright	4,734	7,937
Danville	87	457
Elgin	150	931
Evanston	125	College Closed
Joliet	438	1,781
L.P.O. (LaSalle)	219	381
Lyons (LaGrange)	301	766
Moline	132	921
Morton (Cicero)	608	1,398
Mt. Vernon		281
Thornton (Harvey)	300	1,285

*Blank indicates college or Chicago branch had not yet been established.

Curriculum

Curriculum development made only modest progress during the 50's and early 60's.

The concept of the comprehensive program encompassing baccalaureate, vocational-technical, adult and continuing education, and community service was generally accepted by junior college deans, other administrators, students, and advocates of the junior college idea. However, the proportions of programs offered and enrollments tended heavily toward the baccalaureate. Statewide, and in a majority of colleges, eighty to ninety percent of the semester hours generated were in the traditional academic disciplines. Vocational offerings and enrollments were frequently in programs that favored the more typically academic types of courses such as education. In fact, prior to the time elementary and secondary teacher certification required a Bachelor's degree, junior colleges gave very strong emphasis to teacher education.

It must be noted that numerous factors contributed to the limited curriculum and curriculum development throughout the 50's. As the author saw them they included:

- . Limited financial support. Almost all colleges shared the same local tax revenue that financed the high schools of which they were a part or of both elementary and high schools if they were in a unit district. State funding did not begin until the middle 50's.
- . Facilities were inadequate for development of most vocational fields requiring specialized shops and laboratories. The inadequacy could be measured in these dimensions: a) they were usually designed and equipped for the high school programs, b) the junior college had limited access to them, and (c) limited financial resources in the district usually precluded construction and equipping of such facilities for the junior college or the employment of adequate staff.
- . The junior college was, in fact, something of an add-on function of most school districts operating them. Primary attention was directed to the elementary and high schools.
- . Student response to vocational-technical program offerings was frequently disappointing.

The Junior College Association

Any account of Illinois junior colleges in the 50's would be woefully incomplete without a record of the leadership, work and influence that came through the Illinois Association of Junior Colleges.

Some of the key people were:

Elmer W. Rowley	Dean	Joliet Junior College
Peter Masiko	Executive Dean	Chicago Junior Colleges
Turner (Bud) Trimble	Dean	Amundsen, Chicago
F. H. (Phil) Dolan	Superintendent	LaSalle-Peru-Oglesby High School and Junior College
James Logsdon Lee Dulgar	Superintendent Dean	Thornton High School and Junior College
Harold Bitting	Dean	Lyons Twp. Junior College, LaGrange
Harold White	Dean	Morton Junior College, Cicero
Robert Birkhimer	Dean	Centralia Junior College
Elmer Rawlinson	Dean	Mt. Vernon Community College
Eugene McClintock	Dean Superintendent	Moline Community College Centralia High School and Junior College
Kenneth Edwards	Dean	Belleville Community College
Mary Miller	Dean	Danville Junior College
Gil Renner	Dean	Elgin Community College

Harold Metcalf	Superintendent	Bloom Community College, Chicago Heights
Albert Martin	Dean	Bloom Community College
James A. McCallister	Dean	Herzl, Chicago
Clifford Erikson	Dean	Wright, Chicago
Turner Trimble	Dean	Wright, Chicago

Under the leadership of the above list of people (and others whose names have undoubtedly been overlooked) the Association was an energetic, enthusiastic, tireless, and effective force in all that happened in the junior college domain. That record is well attested in the reports of the two higher education commissions, the records of the Superintendent of Public Instruction, and legislative action.

Active legislative programs were promoted during every biennium. Member colleges voluntarily paid into a separate fund to help finance legislative work during sessions of the General Assembly. Most of the money was used to reimburse travel expenses of individual members of committees spending time in Springfield, supporting or opposing bills in behalf of the Association. Most of the people listed in earlier sections shared in the visits to the Legislature. Number one among them over a long time period was probably Bud Trimble of Chicago. He spent many days at the Legislature--in Springfield--during numerous biennial sessions. Bud was a respected, effective, and tireless lobbyist on behalf of the junior colleges in the 50's and 60's.

The Association also worked with two other groups, namely, the Council of Public University and College Presidents and the Illinois Association of Independent Colleges. This consortium met annually at Allerton House, Monticello, Illinois. The purpose of the annual "Allerton House Conferences" was to discuss subjects of mutual interest. Each of the three groups in the consortium accepted responsibility in turn as host and arranger of the annual conference. A program committee of delegates from the three groups set the agenda. Many matters of mutual interest, especially in the area of articulation, were effectively dealt with through discussion and common agreements by participants of the groups at their meetings. Two examples are the matter of a maximum number of junior college credit hours transferable to a senior institution, and the teacher education curriculum appropriate for junior colleges.

This latter item became one of special significance when Illinois Teacher Certification laws were changed to require a Bachelors Degree as a minimum teaching credential. After passage of this requirement, senior colleges moved most of their professional education course offerings for teachers to their upper divisions. Working agreements were hammered out in work sessions at Allerton, especially in the "Committee on Cooperation." ably chaired by Raymond Dooley, President of Lincoln College an independent junior college at Lincoln.

Attendance at the Association of Junior College's annual conferences grew throughout the decade. The Association achieved significant recognition as a responsible and articulate voice for the junior colleges. Its counsel was sought and listened to on most matters affecting junior college welfare.

CHAPTER III

1962-65

THE BOARD OF HIGHER EDUCATION

THE MASTER PLAN

AND

THE JUNIOR COLLEGE ACT OF 1965

Since this chronicle presents an account of junior college history from the author's perspective, let the record show from what vantage points I viewed the scene under discussion.

From 1960 to 1966 I was on the staff of the Illinois Education Association (IEA), working under two titles. They were: Executive Director, Illinois Association of School Administrators (IASA) and Administrative Relations Director, Illinois Education Association. Half of my time was allotted to the role of Executive Director for the IASA. In the other role, I worked with seven other Illinois school associations affiliated with the IEA. One of these was the Association of Junior Colleges. My function with the junior college group was to provide a limited state secretariate. The members frequently labeled me their "Executive Director." However, such label was exaggeration. In any event, I was an active participant in all activities of the association and clearly identified with it--attending all board meetings, assisting with planning and administration of its conferences, frequently serving as a spokesman on its behalf, and keeping all minutes and records.

I served as a member of the Board of Higher Education's Master Plan Study Committee for vocational-technical and adult education.

My responsibilities also included work with the members of the Legislature on educational matters of concern to all of the associations. Now let us continue with the chronicle.

In accordance with recommendations of the Commission of Higher Education, "An Act Creating a Board of Higher Education" passed by the General Assembly was signed by Governor Kerner on August 22, 1961. Responsibilities of the Board included making comprehensive studies on higher education needs, development of information systems, approval of new units of instruction, research or public service in all public colleges or universities, budget review of public colleges and universities,

with recommendations to the Governor and General Assembly, approval of all capital improvements, surveys and evaluation of higher education, and preparation of "a Master Plan for the development, expansion, integration, coordination and efficient utilization of the facilities, curricula, and standards of higher education in the areas of teaching, research and public service." The Board was directed to "formulate" the Master Plan and prepare and submit to the General Assembly and Governor drafts of proposed legislation to effectuate the plan. Furthermore, such planning was to be a continuing process.

As might be expected, there was much public discussion with widely divergent views and reactions regarding the proposed new top level planning, coordinating, and regulatory body during the period it was before the Legislature.

Reference to the new agency as a "state super-board" by some of the press contributed to nervousness on the campuses of the University of Illinois, Southern Illinois University and the state teachers colleges. Presidents and other administrators, faculty and some trustees were uncertain and apprehensive about the implied or potential threat to their autonomy.

Although junior colleges were legally part of the "common" school system under the jurisdiction of the Superintendent of Public Instruction, there were many questions about the import of a section of the Board of Higher Education Act which said, "In the formulation of a Master Plan of Higher Education and in the discharge of its duties under this Act, the Board shall give consideration to the problems and attitudes of junior colleges, (emphasis supplied) private colleges and universities, and of other educational groups, instrumentalities and institutions and to specialized areas of education as they relate to the overall policies and problems of higher education."

Only time could tell what impact the State Board was going to make on the institutions, how assertive it was going to be, the nature and character of its operating processes or areas of principal emphasis and focus. One thing was definite. The new board was mandated to prepare and formulate a "Master Plan."

Members of the new board represented several categories of people. One group consisted of the chairmen of the state boards of public colleges and universities, plus an alternate to serve in the absence of the chairman. In 1961 these were the University of Illinois, Southern Illinois University and, the State Teachers College Boards. Twice as many public

members at large as institutional chairmen, plus the board chairman, were appointed by the Governor. The Superintendent of Public Instruction completed the roster; thus the original board numbered eleven members, plus three alternates.

Governor Kerner named Ben W. Heineman, a Chicago attorney and Chairman of the Chicago and Northwestern Railroad, as the first chairman. The Board began its work in January 1962.

Dr. Richard G. Browne was selected as Executive Director for the Board. His prior experience had included high school teaching in Marion and Chicago Heights, Illinois; twenty-three years on the faculty at Illinois State Normal University; Research Director of the Illinois Legislative Council (a research arm of the Legislature); and Executive Officer of the Illinois Teachers College Board. In addition, he had served as Research Director of the Illinois School Finance and Tax Commission, the Illinois School Problems Commission, as a Research Associate to the Illinois Revenue Laws Commission, and as Vice Chairman of the Higher Education Commission.

Dr. Lyman A. Glenny from the faculty of Sacramento State College, California, who had national experience and reputation in planning and conducting studies for higher education, was added to the staff as Associate Director.

Within a few months, work on the Master Plan was in full swing. Conduct of the Master Plan study is so well summarized in pages 6-10 of the original Master Plan document of July 1964, that I am inserting those pages in-toto.

The Study

The Board of Higher Education embarked upon the preparation of the Master Plan within weeks after it was established. It employed an Executive Director with extensive experience in higher education in Illinois and an Associate Director with national experience and reputation in the planning of higher education by the various states.

In October 1962, the Board adopted the following basic assumptions:*

*These statements are similar to, and taken in part from, policy statements of the two most recent Illinois study commissions.

1. The opportunity to study in institutions of higher education should be available to all young people who may reasonably be expected to benefit from such study. The master plan study scheduled for completion in 1964 will provide for such opportunity.*
2. Society suffers a substantial loss because many qualified young people do not now enroll in colleges and universities and many others drop out of college before completing degree or certificate programs.
3. Able students who could not otherwise attend institutions of higher learning should have the opportunity to qualify for financial assistance from institutional sources or from the state or nation.
4. In addition to providing direct benefit to students, higher education also contributes positively to the cultural and physical well-being of all the people of the State.
5. Because of the expanding need for persons with professional and technical skills, and the continuing need for general (liberal) education for all citizens, the state should plan for a larger proportion of youth to attend colleges and universities than is now the case.
6. It is desirable that the principle of free choice by the student among the various institutions, large or small, public or non-public, be maintained so far as consistent with admissions policies and effective use of resources within the state.
7. Substantial benefit to the State will result from expanded programs of adult and specialized education.

*Until governmental action can be taken on its recommendations, the Board recommends that in the event a State-supported university finds it necessary to limit enrollments (because of limited physical facilities, lack of financial support, or other reasons), those students with the best high school records and highest ability test scores be accepted.

8. It is important that the effectiveness of higher education be continually appraised and improved and that the lowest possible costs, consistent with excellence and high quality, be established.
9. There are advantages that result from the presence in our society of both public and non-public institutions; diversity among institutions has made and is making distinctive contributions to social progress, providing a wide range of educational opportunity for varied individual needs.
10. The State will profit by a planned and orderly development of all new programs and new institutions in the public sphere, being mindful also of the programs and aspirations of the nonpublic institutions.

Study Committees. Also in October the Board authorized the creation of ten study committees as follows:

- A. College Enrollments
- B. Admission and Retention of Students
- C. Faculty Study
- D. Collegiate Programs
- E. Research
- F. Two-year Colleges
- G. Extension and Public Service
- H. Vocational-Technical and Adult Education
- I. Physical Facilities
- J. Illinois Financing of Higher Education

Each committee was composed of scholars from one or more of the state universities, one or more of the non-public institutions, and citizens representing the general public. On each committee were technical experts in the subject area of committee concern. The Board defined the committee task and provided a series of questions to be answered. Committee members served without compensation.

All of the committees gathered extensive data about the current practices of Illinois colleges and universities and made projections of future needs. While all Illinois institutions of higher education were included in the studies, the more burdensome questionnaires were not sent to certain nonpublic institutions. Although omitted from full statistical consideration and detailed analysis, the services rendered to society by these specialized institutions were not ignored in drawing final conclusions by the various committees.

Each study committee presented a preliminary report to the Board during 1963, copies of which were sent to all the colleges and universities as well as to members of the other committees. Following the reactions resulting from preliminary reports, the committees conducted further studies and prepared their final reports. These ten reports contain a total of 115 recommendations. The recommendations, as well as the other features of the reports, represent independent decisions of the committee members and were not necessarily the views of the Board or its staff.

Advisory Committees. The Board also authorized the creation, during 1963, of three over-all advisory committees. One of these consisted of a score of distinguished citizens of the State, none of whom was directly connected with any of the state universities. Another consisted of 21 faculty members from both public and non-public institutions (including the two-year colleges), who were elected by their colleagues to express the views of the teaching and research faculty members. The third committee was composed of 16 college and university presidents. (This was the standing Committee on Cooperation of the Illinois Conference on Higher Education and represents the state universities, non-public colleges and universities, and the public and non-public two-year colleges.)

These committees, unlike the study committees, engaged in no research projects. Instead they considered the reports of the ten study committees, along with their recommendations, and also discussed a series of 23 basic policy questions relating to the Master Plan which were prepared by the Board staff. Following a number of meetings devoted to such discussion, each advisory committee, acting independently of the Board and its staff, presented its own recommendations.

Board Consideration. The Board of Higher Education was kept informed of the work of the above committees and for a full year devoted the major part of each Board meeting to preliminary discussions of the findings and their implications. At each of the Board meetings in April, May, June, July, and September of 1963, two study committees presented orally, and in writing, their preliminary findings. In October, November, and December the Board discussed extensively the same 23 basic policy questions already considered by the three advisory committees.

In January 1964, the Board considered the final recommendations of the 10 study committees and in February those of the three advisory committees. With this extensive background the Board was ready to receive and act on staff recommendations for a provisional Master Plan. On March 3, 1964, the Board adopted the Provisional Master Plan.

Public Discussion. The public at large has been involved throughout this arduous enterprise. All of the reports, preliminary and final, have been circulated to the press representatives and the wire services. The public members of the various committees have been encouraged to disseminate the findings and views of all of the committees. Committee members, Board members, and members of the Board staff have discussed the enterprise at numerous organization and public meetings. The staff members have spoken one or more times at each of the state universities as well as at a great many non-public institutions.

Furthermore, the Board held public meetings during April, May, and June of 1964 throughout the state on the Provisional Master Plan. This permitted the Board members to weigh further public reaction before preparing the final plan.

This extensive study program would not have been possible without the cooperation of the colleges and universities and the generosity and diligence of some 150 committee members.¹

A provisional Master Plan had been released in March 1964 and used as the text for public hearing during April, May, and June throughout the state. The Illinois Association of Junior Colleges, meeting in Normal on March 4, 1964, went on record in support of the Master Plan and began a study regarding implementing legislation. Many representatives of the public and private colleges and universities, public schools, educational associations, other interested organizations, as well as some

¹Illinois Board of Higher Education "A Master Plan for Higher Education in Illinois", July 1964.

individuals, attended the hearings to present points of view and offer suggestions and recommendations regarding the plan.

Following the hearings the final draft was published in July 1964.

A few highlights gleaned from the discussions at the hearings had been that many junior college administrators, and some boards of education in the existing districts, were disturbed by the proposal regarding the continuance of their colleges and the requirement of certain procedures for transition to the new state system. They pleaded for some type of "grandfather clause" to accept them as they were, with full standing along with new colleges to be organized under the provisions of the Master Plan. Some felt that Dr. Glenny's comments and remarks had been unduly harsh and sharp about their "shortcomings" in areas of vocational curricula, finances, faculty, and governance, during the course of the Master Plan study. They were especially sensitive to the observations on these points in the comment section of the report. This concern and attitude persisted throughout 1964-65 during discussion of the Plan, the subsequent legislative process, and even into the early stages of implementation of the new Junior College Act in 1965-66.

A proposal for payment of tuition for out-of-district junior college students requiring county superintendents of schools to divert state apportionment funds appropriated for public school districts was also a matter of some contention at the hearings. I was very much involved on this point during the hearings and subsequent legislative process. My reaction to the financing plan was formulated from three vantage points--personal opinion, as executive director of the Illinois School Administrators Association, and as a representative of the Illinois Junior College Association. My arguments were:

1. The General Assembly should establish a specific tax source to pay the out-of-district student tuition. I suggested use of a tax similar to one used in earlier years to support high school attendance for students living outside high school district.
2. Even at the outset, state aid funds to a few high school districts would be insufficient to cover the tuition costs; and as enrollments grew, the shortages would escalate.
3. Diverting funds appropriated to high schools (Common School System) to junior colleges (to be a part of the Higher Education System) was wrong in principle.

Dr. Browne and I did not agree on this point. He felt that since the residents of school districts had legal authority to set a separate tax by referendum for payment of junior college tuition, they therefore had adequate remedy to the problem if needed or desired. More about this later.

Junior College Status
January 1965

Just before the Illinois General Assembly convened in January 1965, Robert Birkhimer, Junior College Specialist, in the Office of Ray Page, State Superintendent of Public Instruction, published a report entitled "Illinois Junior Colleges and the Master Plan." The report included a map and commentary, which is inserted at this point because of its relevance to the story of later developments. The report:

As the 74th General Assembly convenes to consider the needs for new laws and new appropriations for the betterment of the State, many school problems loom.

Facing the General Assembly are three areas in critical need of consideration. There are representative reapportionment, revenue reform and a "Master Plan for Higher Education."

The Master Plan is a creature of the General Assembly, through the efforts of the Board of Higher Education. Four years of ardent effort and careful study have fulfilled the mandate of the 72nd (1961) General Assmibly that the Board present such a Plan.

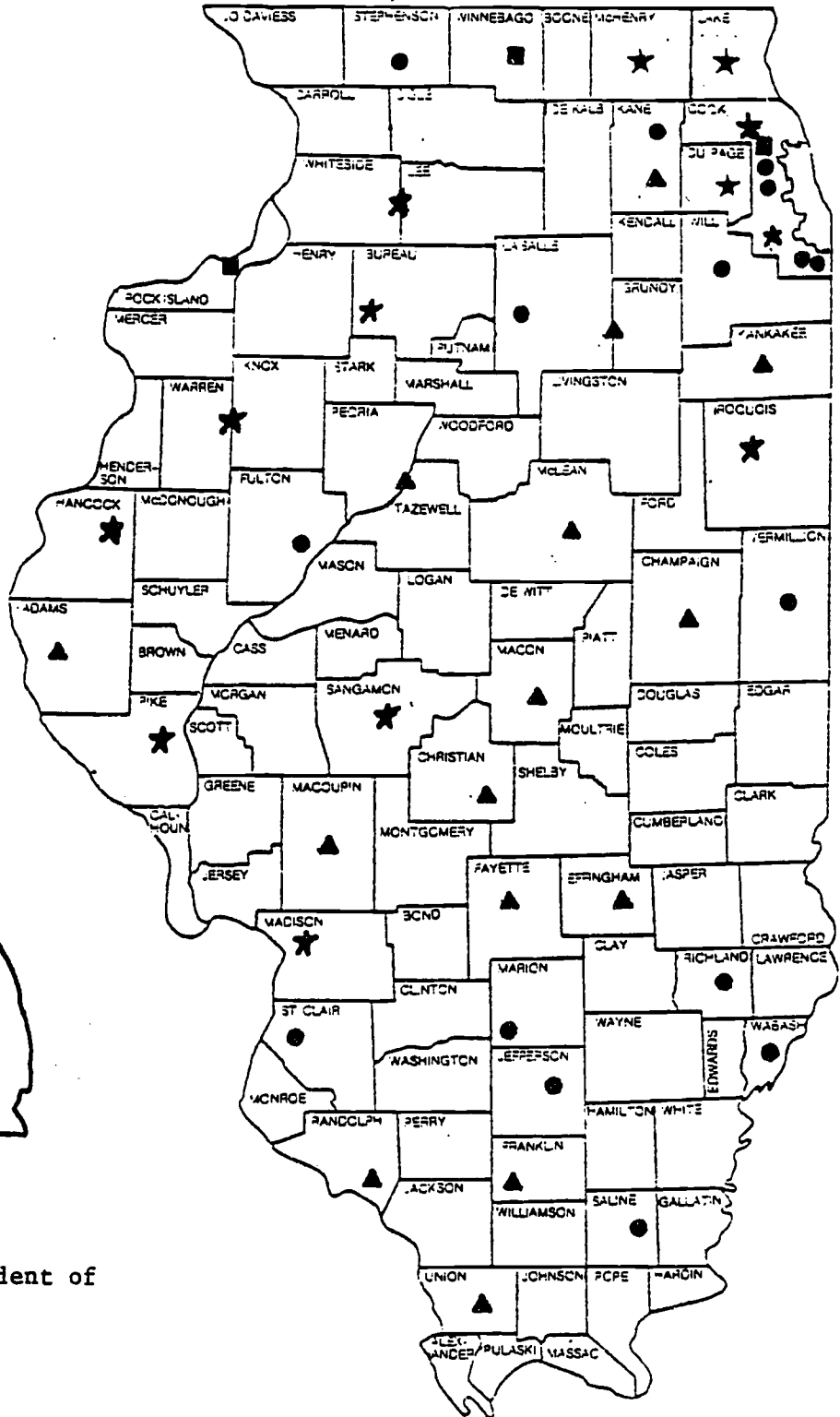
Keystone to the Master Plan is the "commuter college." The Plan suggests the two-year public college as the basis for provision of commuter education on a vast scale. In Illinois, this institution is called, in the statute, "THE PUBLIC JUNIOR COLLEGE."

Beginning with Joliet in 1902 or thereabouts, twenty high school districts in Illinois formed junior colleges in the years through 1962. Of these, 17 still operate.

In 1959 law provided for "Area Junior Colleges." The statute calls them "JUNIOR COLLEGE SCHOOL DISTRICTS." Four have been voted. Three exist. One succumbed to quo warranto procedure. In 1964-65, twenty districts operate 25 junior colleges. Chicago operates eight; two will begin operation in 1965.

**"AREA" JUNIOR COLLEGE PICTURE
ILLINOIS
JANUARY 1965**

- "AREA" JUNIOR COLLEGES
- EXISTING JUNIOR COLLEGES
- ★ SURVEYS COMPLETED
- ▲ ACTIVITY AND INTEREST



STATE OF ILLINOIS

Office of the Superintendent of
Public Instruction

SPRINGFIELD

RAY PAGE
SUPERINTENDENT
(BIRKHIRER)

1-65-500

If the public junior college is proposed as a key to the solution of some of our most perplexing problems in higher education during the years ahead, we ought to know what status it now has.

The Current Picture

Almost no area can be found in Illinois where some current effort does not exist for the purpose of determining the feasibility of establishing "Area Junior Colleges" (Junior College School Districts).

The Master Plan urges all public junior colleges now in operation to expand to such junior college districts. The administrations of all of them are now giving serious consideration to such a move. In most cases citizens committees are involved.

The Plan urges new establishments in all population-concentration areas. There is activity toward such establishment in all of them.

The 73rd General Assembly provided a means to establish separate local tax rates in districts now operating junior colleges. Most of those which did not have tax rates have made some move toward implementing the law.

MEANWHILE, BACK AT THE RANCH

Referring to the attached map, one finds action in 48 communities. This is a look at them, reading the map left-to-right and top-to-bottom as reading a newspaper.

1. Freeport Unit District 145, in Stephenson County, established a junior college in 1961. The Citizens Committee viewed this as a first step in an eventual junior college school district for Northwestern Illinois. The district or Area Junior College might encompass Stephenson and Jo Daviess Counties, with parts of Carroll and Ogle Counties. Already, land has been acquired west of Freeport, for a new campus. It is being held by a foundation. The junior college now enrolls 540 students in late afternoon and evening programs. Curriculums include occupational and technical.
2. Winnebago and Boone Counties, 1964, were organized into a junior college school district. The combined population is nearly one-third million and the assessed valuation nearly \$1 billion. The proposed curriculum is broadly comprehensive.

3. McHenry County was surveyed for junior college establishment and a referendum was held for that purpose in 1963. It did not carry. The population, nearly 90,000, will grow to 350,000 by 1980. Assessed valuation is about \$400,000,000 now.
4. A Lake County proposal was lost in a referendum in 1964. About 90% of the county was included in the proposal. There are current efforts to reorganize for another referendum. The action of the 74th General Assembly will influence such activity. Assessed valuation of the area proposed was \$3/4 billion.
5. Elgin Community College has been operated by Elgin U., D. 46 since WWII. It enrolls 2372 students. Citizens committees, advisory committees and the board and administration are making careful study of feasibility and methods to establish a wide area junior college school district. Formal survey has not been begun.
6. A referendum to establish a district encompassing Arlington Heights, Palatine, Glenbrook and Niles in Cook County was lost in 1964. The population was about 350,000 and the assessed valuation \$1.2 billion. New efforts are current to establish a district for Arlington Heights and Palatine. Petitions are being circulated. Referendum may occur early in 1965. Population 150,000, A.V. \$600 million.
7. In South Kane County, particularly at Aurora, interest in a junior college district has sharpened recently. Committees are meeting regularly.
8. In DuPage County, a survey has been completed, citizen committees are at work, and petitions may be circulated soon. A referendum may be held early in 1965. All ten high schools are included in the territory proposed: approximately the county. Population, over one-third million; A. V., \$1 billion plus.
9. A new junior college school district in West Cook County encompasses the Leyden, Proviso and Elmwood Park High Schools. The district has a population of one-third million people and a billion dollars assessed valuation. Planned curriculum is broadly comprehensive. Classes will begin in 1965. The student body will be several thousand.

- 10-11. In Cook County, Lyons Township Junior College (LaGrange) and Morton Junior College (Cicero) have been in operation since 1929 and 1924 respectively. The administrations and committees in both are studying "next steps" in planning greater, more comprehensive operations. Several other West Cook County communities are studying with them. These colleges combined now enroll approximately 3850 students.
12. A South Cook-Northeast Will County proposal was lost in 1962. Ten high school districts were involved in survey. Current interest is not in sharp focus. The community has been involved in ongoing study since 1945. This area has a population approaching half a million and assessed valuation in excess of \$2 billions.
- 13-14. Two junior colleges in South Cook County, Thornton (Harvey) and Bloom (Chicago Heights) were established in 1927 and 1957, respectively. Together they enroll 2470 students. Each is increasing the comprehensiveness of curriculum, and both are studying future possibilities. "Area" planning, if feasible, might include Thornton Fractional, Homewood-Flossmoor, Crete-Monee and other school districts.
15. The greater community around Sterling, Rock Falls and Dixon, in Lee, Whiteside and other counties (Northwest Illinois) has completed a survey for district establishment. Careful, methodical planning points to a target date early in 1965 for referendum.
16. Black Hawk College was established in Moline, Rock Island and East Moline in 1961. It is "growing" by annexation. It enrolls 2025 students. It used and is using a nucleus of staff, facilities and equipments of Moline Community College (which furnished the basis of its creation), operated in Moline since WWII. Black Hawk College District is the first junior college district in Illinois (1961).
17. In Stark, Bureau and Henry Counties a survey was completed in 1959 in the area surrounding Kewanee. A referendum was unsuccessful. Later efforts have been directed toward the formation of a Joint Junior College.

18. La Salle-Peru-Oglesby Junior College, in La Salle, enrolls 1700. Interest in a wide-area junior college waxes and wanes but remains active. Studies might (may) involve parts of Bureau, Putman, Marshall, La Salle and other counties. La Salle-Peru-Oglesby curriculum is broadening dramatically.
19. In Streator, Ottawa and other parts of La Salle, Kendall, Grundy and Livingston Counties, interest is increasing. Necessarily, the planning here and that at La Salle involve and will influence each other.
20. America's oldest public junior college with 60-plus years of planning and experience, is involved in discussions and studies of how it may best serve Joliet, Will County and its neighbors. A student body of 2680 is enrolled in a broad, comprehensive program of transfer, technical and occupational-related studies. The Lockport district taxpayers support their students who attend Joliet Junior College.
21. In Kankakee a long-term interest continues, in the feasibility of a district involving Kankakee County and parts of Ford, Livingston, and Iroquois. No official current procedures are known to the Superintendent of Public Instruction.
22. Iroquois County surveyed and voted on a proposal for an Iroquois County Junior College. The effort was unsuccessful in 1962, but interest continues.
23. A survey in Knox and Warren Counties was completed several months ago, but the citizens' committees have not petitioned for a referendum.
24. "Peoriarea", including Peoria, Tazewell and Woodford Counties, is the arena of intense and continuing scrutiny by boards, administrators and committees. The potential here seems great. Pekin, in 1962 lost a referendum to establish a Pekin Junior College, by a microscopic margin. The administration there is waiting for the developments in the larger area to come into focus.
25. Bloomington-Normal community has Illinois State University and Illinois Wesleyan. Nonetheless, boards, administrators and lay committees are eying long-range plans for junior college district organization.

26. In Hancock, Henderson, McDonough, Schuyler and Adams Counties, interest in a junior college district continues, despite a referendum defeat in 1964. Carthage College campus is still up for sale.
27. In Fulton County, Canton Community College enrolls 1180 students in a broadening program of transfer, technical and occupational studies. Current investigations and discussions involve four surrounding secondary school districts in a suggestion for a feasibility study.
28. In Adams County, where Quincy College exists, interest is mild and unhurried. School men and laymen, however, continue to study the efforts of their neighbors and to question themselves about a future Far-Western Illinois Junior College District.
29. People in Champaign-Urbana are moving into study of the feasibility of proposals to establish a junior college (district) with a strong technical education emphasis.
30. At Danville, the pot is boiling. The hottest issue in the community is Community College. Many sub-issues make clear vision difficult. Urban renewal, North Central Accreditation, the Master Plan, new tax levies, new breadth of curriculum, recent land acquisition and a Foundation to raise hundreds of thousands of dollars --- all have combined to make a sense of direction difficult. Out of it all will most certainly come a junior college school district within the next few months. The Community College, now operated by District 118, enrolls about 1000 students. It has operated since WWII.
31. Around Pittsfield, in 1963, a referendum established a junior college district in Pike, Calhoun, Scott, Morgan, Cass, Brown and Adams Counties: All of 3 counties and parts of 4. It did not survive a quo warranto procedure. The Superintendent of Public Instruction has been advised of a new petition to repeat the effort.
32. In 1961, Springfield School District 186 lost a referendum to establish a junior college under Section 12-25 (Now 13-25) of the School Code. Some interest exists for a junior college, but most of the city leaders are occupied in efforts to get a four-year college located in the state's Capital City.

A proposal for a Sangamon County-Menard County Junior college has gained some support.

33. In Decatur, at least four studies have been done in regard to a junior college. Currently, an "Area" junior college is being discussed by lay committees. Early "surveys" were prior to 1960.
- 34-35. Various groups have been active in Christian, Montgomery and Macoupin Counties over the past five years, in discussing junior college establishment. Current interest is widespread, but not focused.
36. East Alton-Wood River High School District, in Madison County, made unsuccessful efforts in the late 50's to establish. Current interest in Madison County extends from Collinsville to Alton, but is not intense.
- 37-38. Two areas of activity, neither in conflict nor in cooperation, center around Fayette and Effingham Counties. Proposals for districts, quite large geographic extent, have been under discussion since 1960. No official steps have been taken.
39. Belleville Junior College, established in 1946 enrolls more than 3200 students in programs of transfer, technology, nursing and adult education. In 1965 it will occupy a new campus. There is a definite and deliberate plan by the board and the administration to create a junior college school district.
40. In 1940, Centralia Township High School District established the first junior college under specific law. It now enrolls 618 students. A Kaskaskia College Foundation was created in 1964 to promote a Kaskaskia College (a junior college district) in Marion, Clinton and Washington Counties. A survey is beginning.
41. Olney established a Community (junior) College in East Richland District, opening in 1963. It now enrolls 263, and plans are under way to create a district in Richland and neighboring counties. A campus was provided by an oil company.
42. Mt. Vernon Community College, established in 1956, enrolls 718 students. It occupies new facilities and is broadening curriculum. Survey is under way for a district in Jefferson, Wayne, Hamilton and Franklin Counties.

43. Wabash Valley College, Carmel, enrolls 550. It was established in 1960. Programs include electronics technology. Discussions have begun on the subject of involving Wabash, Lawrence, Edwards and White Counties in a district. No official steps, yet.
- 44-46. Recurring and periodic surges of interest in Randolph, Franklin, Williamson and Union Counties have resulted in no official action to date.
47. Southeastern Illinois College, established 1960 in Harrisburg, enrolls about 350. The first studies proposed a junior college district for Saline, Gallatin, Hardin and Pope Counties. New interest is again suggesting that. Curriculums at Southeastern include several federal programs, and a nursing program conducted from the opening of the college.

48. CHICAGO CITY JUNIOR COLLEGE

As Chicago City Junior College goes, so go the statistics, the trends, the efforts and the patterns of post-high school effort in Illinois in the next generation.

These trends, patterns, efforts and the changes in nature of statistics have begun. Decisions at top-administrative and board-level may catapult the junior college into building programs, new technologies and occupation-related curriculums on a scale only hoped-for until recently.

Factors such as the Master Plan, the Vocational Education Act of 1963, the Higher Education Act of 1963 and the new experimental and pioneering programs spurred by foundation grants, combine to create an atmosphere in which the City Junior College may move with acceleration toward serving the tremendous needs of post-high school-age citizens of its complex metropolis.

Operating 8 branches on 9 campuses, the college enrolls 33,284 students in a wide variety of programs geared to the needs of the city.

T.V. College, pioneer in television instruction has become an integral part of Chicago City Junior College and reaches scores of thousands with college instruction.

The Junior College Act of 1965

The next major step in implementing the recommendations of the Master Plan was initiated by Governor Otto Kerner in early 1965. The Governor decided to exercise responsibility for sponsorship of legislative proposals regarding the Master Plan recommendations. He formed an advisory committee composed of: 1) members of the General Assembly--Senator David Davis; House Speaker John Touhy; Representative Clyde Choate; and Representative Charles Clabaugh; 2) members of the Board of Higher Education--Ben Heineman, Chairman; Richard G. Browne, Executive Director; and Lyman A. Glenny, Associate Director; and 3) at least one person from the Governor's staff--Ms. Dawn Netsch.

The advisory group was never formally structured. It is possible that some names of the advisory group are missing from my list. No minutes were recorded. However, agreements were reached on numerous issues prior to having a bill drafted.

With regard to the proposed state system of junior colleges, the committee was in agreement on the basic plan and structure described in each of the recommendations. Specific items generating notable discussion were:

- The proposal that tuition not be charged to any Illinois resident.

The committee, like the Board of Higher Education, divided sharply and rather evenly on this subject. A poll of existing junior colleges revealed similar contrasting stands. In general those charging tuition favored continuing the practice. Those operating without such a charge preferred the recommendation that there be no tuition. Public opinion was also varied. Those who favored tuition charges argued that since the plan was to make the junior colleges a part of the State Higher Education System it was reasonable and logical that junior college students pay tuition as required by those attending public senior institutions. Arguments in support of no tuition tended to emphasize the accessibility role and function of the junior college. A vote for tuition by the Board of Higher Education drew a tie which was broken by Chairman Ben Heineman in favor of tuition.

The matter was ultimately settled through a compromise. The committee agreed that the legislation should allow the junior college districts to decide. Tuition or no tuition was to be a local option, but with the already existing statutory limitation of not more than one third per capita cost.

- Arriving at a decision on the dollar amount per credit hour for state apportionment that would generate approximately one-half the average operating costs of the colleges.
- The absence of anything approaching uniform accounting practices among the existing colleges made it almost impossible to analyze the current unit costs to a very reliable degree. In some districts the accounting for the high school and junior college operations were almost completely intermixed. In others, only selected costs, such as faculty, supplies, and new equipment for the junior college, were separated for accounting and reporting purposes. A few districts provided total separate accounting for the junior college including staffing, equipment, utilities, janitorial services, telephone, and other items related to the junior college operation.
- The proposal to provide state operating funds for the newly established colleges at a higher level than for the existing schools.

The existing colleges were not happy with this element in the plan; in the end the proposal was modified in favor of equal level of state apportionment for all colleges for 1965-66 and a differential thereafter.

- The plan and procedure for funding capital construction for the new junior college system also required special attention by the committee and the governor.

Governor Kerner decided that the capital funding would be handled through the Illinois Building Authority (IBA). The IBA was a quasi-public agency created by the state to raise money by bond sales for building construction and for improvements and land acquisition. The IBA acquired property, constructed buildings, and then leased the properties to the designated state agencies for an amount sufficient to pay interest and principal on the bonds and cover its own administrative costs. When the bonds were all

retired, the IBA transferred title of the properties back to the appropriate state department, agency or board. The IBA program was designed to circumvent the constitutional limitations on the amount of bonded indebtedness that could be incurred by the state. Development of the specific details for this program delayed the completion of the committee's work and final drafting of a bill until quite late in the legislative session.

Those of us on the sidelines in the spring of 1965 grew quite restless waiting for the bill to appear in the Legislature. However, the Governor's Office did in due time select an attorney to draft a bill. Representative Eugenia Chapman of Arlington Heights was selected as principal House sponsor of the proposed Junior College Act designated House Bill 1710. For many months to come the Act was to be as well known by that number as its title. Many members of the House added their names as sponsors. The bill moved rapidly in the House and was given a unanimous vote. In the upper chamber Senator David Davis, Bloomington, chairman of the Senate Education Committee, steered the proceedings on the bill. Here the final vote was also unanimous.

The Structure of H. B. 1710

"An Act in relation to the establishment, operation and maintenance of public junior colleges...this Act shall be known and shall be cited as the Public Junior College Act."

The Act contained six articles. They were:

- Article 1. Definitions: Names of boards, a comprehensive junior college, boards, kinds of districts.
- Article 2. State Junior College Board: membership, qualifications, powers and duties.
- Article 3. Class I Junior College Districts - organization - boards of trustees - powers and duties. This section addressed the characteristics, organization and operation of the comprehensive public junior college district, envisioned in the Master Plan for the proposed Illinois Junior College System.
- Article 4. Class II Junior College Districts. This section dealt with the existing junior college districts,

their continuance, provisions for conversion to Class I and other matters pertinent to them.

Article 5. Building Programs.

Article 6. Tuition - annexation and disconnection of territory - taxation.

While the bill was in the House, committees of the Association of Junior Colleges engaged in a thorough review of its language and became convinced that many revisions were needed to make the new system workable. The original drafter of House Bill 1710 had not been given all the details needed for his task nor allowed sufficient time to seek careful review of his draft. Therefore, the bill had been introduced without some very important refinements. It was the judgment of the members of the association, with concurrence by Dr. Browne and Dr. Glenny, that a thorough amendment procedure was necessary before final passage of the Act.

The Association employed Allyn Franke, a Chicago attorney well versed in school legislation, to assist in a very detailed rewrite and refinement of the bill. Eventually the Association spent \$5,000 on this effort. Action in the Senate was put on hold during the rewrite period.

Several days and evenings were spent in the offices of the Board of Higher Education addressing the precise language of the Act line by line. Participants included more people than I can recall or list here. In addition to Dr. Glenny and Attorney Franke, the principal editors were such advisors as Robert Birkhimer, Office of the Superintendent of Public Instruction; myself for the Junior College and School Administrators Associations; numerous junior college deans; and others. The deans included Gil Renner, Elgin; Turner Trimble, Chicago; and Kenneth Edwards, Belleville. James Broman, Legislative Secretary for the Illinois Chamber of Commerce, also shared in the work. Continual liaison was maintained with such legislative leaders as Mrs. Eugenia Chapman, chief sponsor and contact person with the Governor's Office; Representative Charles Clabaugh, of the School Problems Commission, a tireless worker and veteran expert on school legislation; and Senator Davis, who was managing the bill in the Senate. Of course Dr. Browne was in constant touch and was overseer of the whole procedure.

The point needs to be emphasized that in the revision process no changes were made in the Act's format. The substance of the bill was in accord with the Master Plan recommendations as modified by the Governor's committee. The rewrite was a careful and detailed revision of language to make the act consistent with other matters of school law and one that could be implemented effectively and quickly once the new

system was in existence. Prior to the final amendatory action in the Senate, a hearing was held jointly by the House and Senate Education Committees.

The Junior College Association and the School Administrators organization delegated me to make the presentations of their points at the hearing. This gave me an opportunity to speak in favor of my proposal for changing the section dealing with the source of revenue for payment of tuition for those living outside a junior college district. The bill was still carrying the same provisions as proposed in the original Master Plan.

I submitted the same arguments as previously made to Dr. Browne and the Board of Higher Education regarding what I considered both undesirable and inadequate elements of the Plan. My recommendation was for a system of taxation and payment modeled on the prior non-high school tax program.

The House and Senate Education Committees accepted my proposal and requested an amendment be prepared in the general mode of the former non-high school tax.

The amendment as finally drafted and included in the Act authorized school boards in high school or unit districts outside a junior college district to levy a tax above and beyond their other school taxes to be used solely for the payment of tuition for attendance of residents of their districts at an Illinois public junior college. The amount for which the income from this tax could be obligated was the remainder of per capita operating costs after deducting state apportionment and any student tuition which a junior college regularly charged all individual students.

Let us add one anecdotal note regarding the permissible tax rate for the non-junior college areas. The original draft of our amendment said the school district boards could levy a tax "sufficient to pay" the tuition charges. Just prior to final action on the Junior College Act, Senator Davis came to me with concern about objections from Maurice Scott, Executive Director of the Taxpayers Federation of Illinois, regarding the term "tax levy sufficient to pay." Mr. Scott said the Federation favored express ceilings on tax authority rather than the indefinite language of "sufficient to pay." Senator Davis suggested a specific maximum rate be set. We had no experience or other base for estimating the immediate maximum need, so we picked a figure "out of the air." We concluded that such costs should not be too overwhelming before the next legislative session and decided to replace the "sufficient to pay" with a maximum rate of three cents of each one hundred dollars

assessed valuation. This satisfied the objections, and the amendment was made. By 1967, just two years later, it was clear that the three-cent rate was inadequate for several areas of the state. Riverside-Brookfield High School District, for example, required a rate of at least eighteen cents. We proposed a maximum rate of twenty-one cents and submitted such an amendment. Immediately following introduction of the amendment, Maurice Scott of the Tax Payers Federation called about his concern over the large increase from three to twenty-one cents and asked if we would agree to their submitting an amendment to read "a tax sufficient to pay." We concurred and it was done.

Upon completion of the rewrite and several last minute revisions, House Bill 1710, the Junior College Act of 1965, passed the Senate without a negative vote. The House concurred. Governor Kerner signed it on July 15, 1965.

Several comments and observations now complete this chapter. The Act provided for the establishment of a system of locally initiated and administered comprehensive junior colleges as institutions of higher education. State level planning and coordinating functions were assigned to a new Illinois Junior College Board whose relationship to the Board of Higher Education was to be the same as the governing boards of the several state universities.

In summary, the Act:

- . Removed the junior colleges from the common school system, making them a unit in the Illinois Higher Education System.
- . Provided for establishment of a system of locally initiated and administered comprehensive Class I junior college districts.
- . Mandated that on August 1, 1965 all junior colleges operating in school districts where separate educational and building fund tax levies had been established for the college become separate junior college districts, classified in Article IV of the Act as Class II junior college districts. The boards of education were directed to constitute themselves as a board of the Class II junior college and perform their junior college governance role in accord with the Junior College Act.
- . Allowed such districts to continue indefinitely.

- . Provided that school districts operating a junior college without a separate tax could continue to maintain the program as grades thirteen and fourteen "in accordance with the provisions of the School Code."

Our arduous rewrite efforts still left the language of the Act regarding these schools somewhat ambiguous. In practice they were treated the same as Class II districts as nearly as possible. No legal challenges were ever raised with regard to this procedure. As will be related later, all the districts in this group moved quite promptly to establish tax rates and reorganize as Class I districts or to join a Class I district.

- . Set forth procedures for converting Class II districts to Class I.
- . Created a legal base for the establishment of public comprehensive community college districts with locally elected boards in a system coordinated and regulated by a State Junior College Board, which in turn related to the State Board of Higher Education the same as the governing boards of the other public state colleges and universities.
- . Set forth powers and duties of the Board of Higher Education, the State Junior College Board, and the boards of the several junior college districts regarding the establishment, operation, and governance of junior colleges both as individual entities and in relation to one another and certain other pertinent state agencies.
- . Included provisions regarding local-state sharing of capital funding, acquisition of sites, operational funding, annexations and disconnections, and certain special operational provisions peculiar to Chicago.
- . Made local and state financial support for junior college attendance applicable to all Illinois residents whether they lived in or out of a junior college district.

Credits

Support for the Public Junior College Act was so nearly universal that one might cover the subject of credits by saying the list is endless. Without any effort to be exhaustive and with full awareness that the following notes are incomplete and

perhaps even unfair because of certain omissions, let these credits be representative of the enthusiasm and broad level of supportive participation by many people and groups.

- Dr. Richard Browne, Executive Director, Board of Higher Education. His enthusiastic interest for a strong junior college system and his wise, able and effective leadership entitle him to the title "Father" of the Junior College Act of 1965.
- Dr. Lyman Glenny, Associate to Dr. Browne. His ability to analyze, make judgments, speak and write forcefully and effectively in the development of the Master Plan and the writing of the Act made a profound impact on the soundness of the Junior College System.
- Governor Kerner's sincere and effective support and leadership.
- Unanimous support by the membership of the General Assembly.
- Untiring and dedicated work of the leadership in the Illinois Association of Junior Colleges.
- Many leaders of the universities and colleges.
- Superintendent of Public Instruction with special focus on Robert Birkhimer.
- Support and participation of:

Illinois Education Association
Illinois Association of School Administrators
Illinois Association of School Boards
Illinois Association of County Superintendents of
Schools
Illinois Parent Teachers Association
Illinois Chamber of Commerce
Illinois Association of Agriculture
Illinois Federation of Labor

Questions and Concerns

Quite understandably, a number of questions and concerns were present regarding the new Act. These included the following:

1. Would Illinois citizens approve referenda for new junior college districts with the attendant requirements of additional local taxes for operation and construction? Dr. Browne was confident they would. Many others shared that opinion. However, there were skeptics who doubted that much would happen.
2. Would future governors and legislatures meet the commitments for the state share of operational and capital funding inherent in the Master Plan and Act? The Act contained an operational funding provision in dollars per semester hour credit with no reference to fifty percent of average cost proposed in the Master Plan. On the other hand, capital funding was set at a seventy-five percent state share with no mention of subsequent reduction to the fifty percent suggested in the Master Plan. What would happen in the levels of state funding?

Note: During the next five years when I was serving as executive secretary of the State Junior College Board, those questions on funding were put to me many times at public meetings of citizens interested in establishing new districts, by junior college board members, by the new college presidents, and also in numerous private conversations. My answer was always the same. It was my observation that historically the record of Illinois Governors and General Assemblies with regard to continuous support of state commitments was excellent. I did always point out that changing times and conditions modified specific actions from period to period, but my confidence in the integrity of the Legislature and governors with regard to their faithfulness to continuing support of major state programs was in accord with the history of Illinois performance. My confidence remains unshaken.

3. A considerable number of existing junior colleges were quite concerned and a few very unhappy with the provisions dealing with their continuance. The concerns centered on these items:

The Class II designation--Although the legislative intent was solely to distinguish existing colleges from the newer districts, designated Class I, the Class II label was almost immediately interpreted to be "second class."

The differential in the state apportionment formula--The Act set the figure at \$11.50 per semester credit hour for Class I districts and \$9.50 for Class II. Arguments on this subject were so heated during action on House Bill 1710 that an amendment was made allowing the \$11.50 figure for both classes during the 1965-66 school year but restoring the two dollar differential for the following year.

Omission of any state capital funding for Class II districts--The Class II districts argued that these differentials could hardly be viewed as "retaining their existing status without penalty," as stated in the Master Plan.

Note: It is my opinion that the authors of the Master Plan intended the phrase "without penalty" in Recommendation Thirty-two to mean that the existing colleges should not lose any legal authority or benefits they enjoyed prior to the new law. It should be further noted that sub-paragraph (d.) in Recommendation Thirty-two said, "Existing Junior Colleges be encouraged to become part of the state system whenever they find it possible and advisable to do so." The funding differentials were potent encouragement. In most districts action for conversion began almost immediately. The last Class II college disappeared on June 30, 1968!!

The First Steps

On July 15, 1965 the Junior College Act became effective and on August 1 the school boards of districts operating junior colleges with separate educational and building rates became the boards of their newly constituted Class II junior college districts, "...a body politic and corporate..." They were now units in the Illinois System of Higher Education.

In mid-August of 1965 Governor Kerner completed appointments for the new State Junior College Board. The people were:

Chairman:

Frank F. Fowle, Winnetka, an Attorney in Chicago

Members:

Richard G. Browne, Normal, Immediate Past Executive
Director, Board of Higher Education

John K. Cox, Bloomington, Legislative Secretary,
Illinois Association of Agriculture

Lee O. Dawson, East Moline, Retired Superintendent of
United Township High School, East
Moline; Former Member and Chairman,
Black Hawk Community College, Moline.

Mrs. Gertrude C. Kahn, Pekin, Civic Leader, and
Housewife

Newton C. Minow, Chicago, Attorney and Former Chairman,
Federal Communications Commission

Maurice B. Mitchell, Lake Forest, President,
Encyclopedia Britannica

Mrs. Annabel C. Prescott, Brookfield, Retired School
Administrator in Chicago

Ray Page, Springfield, Superintendent of Public
Instruction (was by statute an ex-officio
voting member)

Let us now move to another chapter of the chronicle.

CHAPTER IV

1965 - 1970

A NEW STATE SYSTEM BEGINS

Getting Underway
September 6, 1965

The organizational meeting of the Illinois State Junior College Board was convened in the office of the Board of Higher Education in Springfield on September 6, 1965 (Labor Day).

No luxury of time for orientation to the new law, planning for the onset of their duties, or getting acquainted with one another was afforded the members of the new State Board. All of these necessary and important features relating to getting underway had to be addressed simultaneously with immediate discharge of urgent business.

Representatives from DuPage County filed a petition for the establishment of a new Class I district at the September 6 meeting. Officials from Centralia came asking about next steps on a referendum for a new district in their area. Correspondence had accumulated. Mr. Fowle, Chairman, was receiving numerous questions via the phone. The press of business was so strong that at the end of the Monday session the Board recessed for a continuation of the meeting on Friday of the same week.

At their initial meeting on that Labor Day afternoon each of the Board members was meeting several other members for the first time. Dr. Browne was probably acquainted with the largest number of the group, but not all of them. Dr. Browne was best informed about the new Act, the responsibilities of the Board, and necessary procedures for its implementation. His appointment to the Board had been a fortunate and wise action by the Governor. Having no time to study and prepare before entering upon the discharge of its duties, the Board found Dick's knowledge and experience an immeasurable resource.

The Junior College Act stipulated the appointment of an executive officer and secretary of the Board. At its organization meeting, the Board decided that selection of such an officer must be accomplished without delay. Attention was therefore given to the matter. A plan to seek an interim Executive Secretary was arranged. My name was among those on the list of possibilities for the interim role.

The Board also agreed that it should be made clear that this appointment was temporary. A permanent officer would be a matter of business at a later date following development of a job description, establishment of criteria on credentials, and an opportunity to review a number of candidates.

Dr. Browne was instructed to contact me regarding availability and interest for the interim role on a part-time and temporary basis. This he did on Labor Day evening. My response to the question on interest was "yes," but on the item of availability the answer would have to be sought from my two employers, the Illinois Education Association and the Illinois Association of School Administrators. This was done immediately. Both groups agreed that priority should be given to the urgent needs of the new State Junior College Board and, therefore, they were amenable to consideration of some type of proposal. At its Friday session, September 9, 1965, the Junior College Board decided to pursue the subject of my employment and empowered Mr. Fowle and Dr. Browne to complete negotiations. The two came to Springfield the following Tuesday, September 14. An agreement was completed for me to serve as executive secretary to the Board beginning Thursday, September 16. The arrangement was for me to give seventy-five percent of my time to the Junior College Board and twenty-five to the Association of School Administrators. Roy Baker, an associate with me in the IEA offices, agreed to pick up my other duties during the period of my employment with the Junior College Board, which was to run from September 16, 1965 to June 30, 1966.

The agreement stipulated that upon employment of a permanent executive officer sometime during the year, my position would convert to deputy for the balance of my time with the Board. Thus we began an interesting, exciting, and rewarding association that continued five years instead of the nine months originally planned.

In order that appropriate attention might be given to my two jobs during the interim, I spent the first two hours each day starting at 8:00 a.m. in the IASA office, then moved to the IJCB headquarters at 10:00 a.m.

Another item of business associated with my employment and the Board "getting underway" was the selection of a legal advisor. In the course of conversations with Mr. Fowle and Dr. Browne about my employment, I noted the need for a source of ready legal advice and assistance in the implementation of the new Junior College Act. Both agreed that such services would be required. I was authorized to seek the services of an attorney. Dr. Browne and I both suggested Mr. Kenneth Lemmer

of Havana, Illinois as a possibility. He had been legal counsel to the Superintendent of Public Instruction 1959-1963, was currently advising the Illinois School Problems Commission, and was serving several public school districts. Mr. Fowle agreed that his credentials appeared to merit consideration. Mr. Lemmer was interested, the Board concurred in my recommendation, and he served as legal counsel and hearing officer for the Board well into the early 1970's.

My first meeting with the Board was on Friday, September 17, the day following the effective date of my employment. The Board had been in business eleven days. Business was piling up rapidly as evidenced by subject matter before the Board that Friday.

Cook County Junior College District 301, (Franklin Park, Elmwood Park, Maywood, etc.), now known as Triton, was there with a request to be reorganized as a Class I district. Petitions were submitted for the organization of new districts in the LaSalle-Peru-Oglesby area and in the Peoria region. Freeport was seeking money for a feasibility study. Rock Falls, Sterling, and Dixon representatives were making inquiries about certain matters relevant to their new college district (later named Sauk Valley). The Effingham Chamber of Commerce announced an eight-county feasibility study it was starting with help from Eastern Illinois University. DeKalb County was getting active. The Board was invited to a planning conference in the Palos-Wirth area, South Cook County.

The Board recessed to the next Tuesday, September 21, to act upon the report of the Board of Higher Education on the DuPage petition. At that session a date of October 8 was set for a public hearing. Mr. Lemmer was approved as legal counsel.

Further evidence of widespread interest in junior colleges in the state and the almost overwhelming speed of developments may be seen in these two exhibits from the October 1 Board meeting.

ILLINOIS JUNIOR COLLEGE BOARD
Meeting
October 1, 1965, 1:00 P.M.

Sherman Hotel
Bal-Tabaran Parlors
Sixth Floor

Chicago, Ill.

AGENDA

1. Call to order.
2. Roll Call.
3. Minutes of previous meeting.
4. Communications
5. Introductions of representatives of Tri-County Junior College Study
6. Report on status of junior colleges
 - a. Districts without separate tax rate
 - b. Districts with separate tax rates
 - c. Area junior colleges
 - d. Proposed districts cleared for referendum
 - e. Petitions pending
 - f. Studies and area action
 - g. Petitions for Class I
 - h. Requests for grants under Section 4-9
7. Appointment of hearing officer DuPage, Cook, Will County districts October 8, 1965. Rules on hearing.
8. Committee reports
9. Report of Executive Secretary:
 - a. Office
 - b. Secretary (Mrs. Germaine H. Aikman)
 - c. Attorney (Mr. Kenneth H. Lemmer)
 - d. Assistance of Dr. Lichty and Mr. Sam Bishop
 - e. Discussion of additional staff
 - f. Request for authorization to purchase office equipment
 - g. Tentative budget
 - h. Discussion of procedure for area studies
 - i. University Civil Service
 - (1) Conference with office September 27
 - (2) Employee benefits - Resolution
 - (3) Executive officers
 - j. Tuition charges and chargeback

10. Discussion of future calendar:

- a. Guides for action on applications of Class II colleges to become Class I - October 15th??
- b. Guides for procedures and action on petitions for districts - October 15th??
- c. Action on applications for Class II colleges to become Class I - November-December??
- d. Policy on feasibility surveys for new colleges - October 15th??
- e. Action on DuPage, Will, Cook County if petition of hearing completed and report received - October 9th??
- f. Plan for receiving and acting on initial applications for recognition.

11. Other

The following is excerpted from the minutes of the above noted meeting:

STATUS OF
JUNIOR
COLLEGES

Mr. Smith reported on the status of junior colleges as follows:

1. Written report showing roster of existing colleges and their classification under the definition in House Bill No. 1710, and the names of certain administrative officers.
2. Districts cleared for referendum - Centralia.
3. Petitions on file:
 - (a) Ottawa and surrounding area.
 - (b) Illinois Valley (LaSalle, Putnam, Bureau Counties and others).
 - (c) Tri-County Junior College (Peoria, Tazewell, Woodford Counties).
4. Studies and area action: A brief oral report was made describing studies for area junior colleges in progress throughout the state.
 - (a) Freeport area, Stephenson, Jo Daviess, and Carroll Counties
 - (b) DeKalb and vicinity

- (c) Aurora and vicinity, including portions of Kane, DeKalb, Kendall Counties.
- (d) Joliet, including most of Will and portions of Kendall and Grundy Counties.
- (e) Kankakee, including all of Kankakee County plus all of Will, Grundy, Livingston, Ford, and Iroquois Counties.
- (f) Galesburg and Monmouth, including most of Knox and Warren Counties and possibly a portion of Henderson County.
- (g) Champaign, including all of Champaign County plus portions of Ford and Iroquois Counties.
- (h) McLean County centering around Bloomington-Normal.
- (i) Eight-County study is the area of Effingham, Mattoon, Charleston. Some of the counties included are: Effingham, Cumberland, Clark, Edgar, Coles, Douglas, Moultrie and Shelby.
- (j) Olney, a study of a possible extension of the Olney Junior College to include all of Richland and areas in Clay, Jasper, Crawford, and Lawrence Counties.
- (k) Mt. Vernon, a study under the name of Rend Lake for a college to include portions of Jefferson, Wayne, Hamilton, Franklin, and Perry Counties
- (l) Four-County Study, a study of the feasibility of a college to include Williamson, Jackson, and portions of Franklin and Perry Counties.
- (m) Six-County Study, a study of an area between Belleville and Carbondale including Monroe, Randolph, and portions of St. Clair, Washington, Perry and Jackson Counties.
- (n) Harrisburg, a study is just getting underway concerning the feasibility of expansion of Southeast Junior College at Harrisburg.

The studies referred to above are at varying stages of development. Some are well advanced and some are just getting underway.

The Executive Secretary's office is in communication with the leaders of each of the studies referred to above.

5. Application for Class I are on file from: Black Hawk College, Moline, Rock Valley College, Rockford, Triton College and District 301, Palatine.
6. Application for a grant of \$100,000 from Black Hawk College is on file. The Executive Secretary was instructed to process this request and arrange for the payment when the application is in proper form.

(End of excerpts from IJCB meeting on October 1, 1965)

Initial office arrangements and staffing noted in the above October 1 agenda deserve comment. The first office was two rooms on the sixth floor of the House of Representatives wing of the State Capitol, made available by the House Speaker. We were at that address until mid-December when we moved to 223 1/2 East Washington Street where we stayed until 1967.

Mrs. Germaine (Gerry) Aikman, the first office secretary, began work about September 23. Mrs. Marjorie Keller came on board in mid-October to handle the financial records, purchasing, inventory, and other secretarial work. We three were the paid staff until December when Everett Belote, Dean of Instruction at Black Hawk College, Moline, joined us as Associate Secretary.

Mention must be made of the splendid services provided by what may appropriately be referred to as "augmented staff." Ray Page, Superintendent of Public Instruction and ex-officio member of the State Junior College Board, offered the services of Dr. Eldon Lichty of his staff. Dr. Lichty, Professor of Educational Administration, Illinois State University, was on a 75% leave of absence from the University to work for Mr. Page on matters of higher education, especially junior colleges. During our first year, Dr. Lichty probably devoted as much or more time with us as with Mr. Page's office. His expertise, advice and counsel, plus direct administrative work were a tremendous help. In the early months, he was truly not only my "right hand" but more often a whole additional person.

Then there was Sam Bishop. Sam was a researcher on the staff of the Illinois School Board Association. He had previously been a county superintendent of schools and worked in the State Office of Education. He and his boss, Robert Cole, Executive Director of the School Board organization, were very supportive of the Junior College Act. With Bob's approval Sam wrote a technical guide and handbook for school boards and

citizen study groups, outlining the steps involved in organizing junior college districts or annexing territory under the new Junior College Act. Thousands of copies were printed and distributed. Sam also gave us personal assistance in the opening months of our operation. His sudden death of a heart attack robbed us of a true friend and colleague.

The Illinois Chamber of Commerce and its Legislative Secretary, James Broman, also made a timely and important contribution. Following passage of the Junior College Act, the Chamber published and gave wide distribution of a very attractive and well written brochure describing and explaining the new law.

The two publications gave us excellent materials with which to answer many questions in response to the flood of inquiries pouring in. They were all the more timely and important because we had neither time nor resources to write and edit such documents in those first months when we were overwhelmed with the demanding task of "getting underway."

I am certain that all the members of that original Illinois Junior College Board join me in one more word of recognition and thanks to Ray Page, Eldon Lichty, Bob Cole, Sam Bishop, James Broman and other deserving, but unlisted people, who were there to help in an hour of urgent need.

The State Board formed itself into a well disciplined and smooth functioning team within a remarkably short time. Much attention was given to the respective roles of the Board, its executive officer, and staff during the formative months of operation. Mr. Fowle was a very able chairman. The Board worked as a unit, as a committee of the whole, on the many tasks, issues, and problems attendant to the rush of business confronting it. The members were talented and reliable people. Although Frank Fowle, Newton Minow, Maurice Mitchell, Lee Dawson, Mrs. Gertrude Kahn and Mrs. Annabel Prescott had not been involved in the writing of the Master Plan or drafting of House Bill 1710, they, along with Dick Browne, John Cox, and Ray Page who had been involved, were immediately devoted, committed, and enthusiastic champions of a sound and effective junior college system for Illinois.

Perhaps their team work and productivity is best summed up in these excerpts from the First Biennial Report to the Governor and General Assembly. The period covered is sixteen months (September 6, 1965 - December 31, 1966).

LETTER OF TRANSMITTAL

To Governor Otto J. Kerner and Members of the Illinois
General Assembly:

I have the honor to submit the First Biennial Report of the Illinois Junior College Board. This report covers the Board's work during the years 1965 and 1966. The Board was created by House Bill 1710 of the Seventy-fourth General Assembly, approved July 15, 1965. The Board held its organizational meeting in the offices of the Board of Higher Education on September 6, 1965. In addition, seven meetings were held during 1965 and eighteen meetings were held during 1966, as follows:

September 6, 1965	Springfield
September 10	Chicago
September 17	Chicago
October 1	Chicago
October 15	Chicago
November 5	Chicago
November 19	Chicago
December 21	Chicago
January 7, 1966	Chicago
January 28	Chicago
February 11	Chicago
March 11	Chicago
March 21	Chicago
April 11	Chicago
April 22	Carbondale
May 13	Chicago
June 10	Chicago
July 15	Chicago
August 12	Chicago
September 1	Chicago (Special)
September 16	Chicago
October 14	Chicago
November 11	Normal
November 28	Chicago (Special)
December 9	Springfield
December 28	Chicago (Special)

At each meeting a quorum was present and regular business was transacted.

Board offices are located at 233 1/2 East Washington Street, Springfield. The staff consists of six professional persons, a legal consultant, and five secretarial personnel. Special staff reports on a wide range of subjects pertinent to Board work have been presented at

regular meetings. In addition, the Board has received, listened to, and conferred with more than thirty delegations of Illinois citizens at meetings throughout the State...

Throughout the eighteen months' work of the Board, I have been impressed by the devotion of its members, the diligence of its staff, and the favorable reception by the public of the Public Junior College Act.

Respectfully submitted,

Frank F. Fowle, Chairman

The report continues:

On July 15, 1965, Governor Otto Kerner signed a series of bills implementing the recommendations set forth in the Master Plan for Higher Education in Illinois with regard to the establishment of a statewide system of junior colleges. Among these, the basic bill was House Bill 1710, the Public Junior College Act. This act incorporates all seven of the basic principles as set forth by the Legislative Commission of the American Association of Junior Colleges and approved by it in 1962. These are:

1. A state survey of higher education needs - our Master Plan.
2. A subsequent local survey in accordance with the state plan.
3. The authority and responsibility of a state agency in approving local proposals - our State Junior College Board.
4. Local control of junior colleges.
5. A pattern and formula for financial support.
6. Comprehensive programs in junior colleges.
7. Institutional identity of the junior college.

Since its organizational meeting on September 6, 1965, through February 1, 1967, the State Board has:

1. Received, studied and evaluated in terms of State and local needs, processed according to the requirements of the Public Junior College Act and given its approval to:

- a. Applications of eleven Class II colleges for organization as Class I colleges.
 - b. Petitions for the establishment of nineteen new Class I districts to or through the referendum stage.
 - c. Petitions for the establishment of three additional Class I districts to the public hearing stage.
2. Received and has under study for future action, seven petitions for new Class I districts.
 3. Received, considered, and granted 15 petitions for annexation and one petition for disconnection.
 4. Formulated, adopted and circulated:
 - a. "Standards and Criteria for the Evaluation and Recognition of Public Junior Colleges."
 - b. "Guidelines Regarding Tuition and Other Charges for Illinois Public Junior Colleges."
 - c. "Standards and Criteria for the Determination of State Building Grants."
 - d. "Standards and Criteria for the Evaluation of College Sites."
 5. Received, reviewed, and acted favorably upon "Applications for Recognition" from all the Public Junior Colleges in the state for the 1966-67 school year.
 6. Participated extensively in the establishment of articulation procedures to promote maximum freedom of transfer among junior colleges and between junior colleges and degree granting institutions.
 7. Served as a clearinghouse for submission of legislative proposals for the 75th session of the General Assembly and arranged for the Legislative Reference Bureau to draft the appropriate bills.
 8. Attended and participated in two meetings of the Illinois Association of Junior Colleges.
 9. Attended the 1966 Convention of the American Association of Junior Colleges in St. Louis.
 10. Sponsored a Statewide Conference in Springfield on the theme "The Mission of the Comprehensive Junior College."

11. Received and processed according to the requirements of the Act requests for initial grants each in the amount of \$100,000 from 13 new Class I districts.
12. Approved payment of State Apportionment Funds for the summer of 1965 and all of the 1965-66 school year in the amount of \$14,595,899.06.
13. Prepared forms, received, processed and approved state building grants to six colleges for \$20,500,000. Federal and local funds added to this amount brings the total approved building projects to slightly more than \$35,000,000.
14. Prepared and submitted to the Board of Higher Education:
 - a. Recommendations for State Apportionment for the 75th Biennium - \$44,000,000.
 - b. Recommendations for building funds for the 75th Biennium - \$180,000,000.

One of the quotes from Mr. Fowle's above Letter of Transmittal refers to the size of the staff. Note had already been made about four of them. During 1966 four more associates were added. They were:

E. L. Ihrig (Gene) 1966-67: He processed petitions for organization of new districts, annexations, disconnections, requests for approval to purchase sites, set up and managed public hearings, and served as office manager. Gene had been a high school principal, superintendent of schools and, just prior to coming with the IJCB, had been Dean of Men at Robert Morris Junior College in Carthage, Illinois, a new independent school.

Dr. James L. Spencer: Jim was in charge of the recognition program and handled the applications for building grants. He developed the initial criteria for both programs. He had been a superintendent of schools at Knoxville, Illinois. However, he was finishing his doctoral work in Educational Administration at the University of Illinois at the time he joined IJCB. Two years later Jim was selected as the organizing president of Olney Community College. That college district was later expanded as a multiple district and his title was changed to chancellor. He is still there at the time this is being written. More of his work will be mentioned later.

Dr. G. Robert Darnes: Bob's role was in the areas of curriculum and articulation. He also edited the "Junior College Bulletin," an IJCB publication. He was in charge of the overall curriculum functions of the office and specialist in the liberal arts oriented programs. Bob joined the staff in the fall of 1966 and remained with the IJCB until retirement in 1978. Prior to joining the IJCB staff, he had been organizing Dean at Olney Community College (1963-65) and Dean of Instruction, Triton College (1965-66).

Albert Martin: Mr. Martin came late in 1966 to complete the roster of full-time professional staff, consisting of an executive and five associate secretaries, a pattern that held for five years. Al was responsible for the area of continuing and adult education programs and the IJCB Library. He had been Dean of the Bloom Township Community College, Chicago Heights, before it was reorganized as a Class I district in 1966. He was serving as President at the time he came to IJCB. Mr. Martin later returned to the Chicago Heights area as a Vice President for the newly established Governors State University in Park Forest, where he remained until retirement in 1978.

A few words need to be added about Everett Belote to complete these sketchy remarks about the associates on the staff. As mentioned earlier, Everett was Dean of Instruction at Black Hawk College when he joined the staff as its first associate in December 1965. During the first year he devoted much of his time to the general administrative functions of the office. He spent a majority of that time assisting me in responding to the enormous number of requests to meet with groups all over the state to discuss organization of new districts and reorganization of existing colleges. As that pressure eased and more staff was added, Everett devoted an increasing amount of his time and energy toward developing occupational-technical oriented curricula in the colleges.

In the fall of 1968 he moved to Ferris State University, Big Rapids, Michigan, as Dean of the College of Engineering, Technology and Vocational Programs. He returned to the IJCB in 1970, then went to Richland Community College, Decatur, in 1972, for five years. As of this writing he is Vice-President for Instruction at Carl Sandburg College.

Please note that three of the five associates were responsible for curriculum development. We did this because we felt that ultimate success or failure of the State Junior College System would be measured in the strength of its programs. Hence, we placed strong emphasis on staff resources for assistance to the colleges in curricular programming.

Credit is also due to Dr. Parmer Ewing, professor at Southern Illinois University and part-time member of State Superintendent Ray Page's staff. Parmer worked with Elden Lichty as a representative for Mr. Page in the area of higher education. He devoted an enormous amount of time to the needs of the State Junior College Board, bringing knowledge and wisdom gained through a rich experience in school administration and college teaching in Illinois and New York.

A few comments about the initial staff of secretaries is in order. Mrs. Aikman, first on the list in order of employment, remained until retirement in 1975. Marjorie Keller stayed with the Board until the summer of 1979. Edith Wilson came January 1, 1966 and retired in 1971. Mrs. Wilson was the specialist for all secretarial work related to new district organization, reorganizations from Class II to Class I, annexations, disconnections, and site approvals. Since Mrs. Keller left in 1979, the senior member of the office force is Mrs. Velma Sprinkel who has been in charge of office printing and mailing since 1967. Mrs. Mary Andruczk, although not among the very earliest list of secretaries, came to the office in 1967. She retired December 1, 1979, after serving as secretary to the Executive Director from 1975-1979.

The office has been well served by these very capable and devoted people and, of course, by numerous others who have come and gone during the first fifteen years of the IJCB.

CHAPTER V

THE STATE SYSTEM DEVELOPS

In September 1965 the State of Illinois was on the verge of an explosive era in higher education. Twenty-two public junior college districts existed at that time, but as indicated in the previous chapter there was considerable ferment about the state. There was a readiness for action far exceeding the expectations of everyone. All areas of the state were to be alive with plans or action within a matter of weeks. That story is the subject of this chapter.

We begin now with a roster and the status of the twenty-two existing colleges as of September 1965. They are listed in the order of their establishment. At that time each was classified either as a Class II district (having separate tax rates for the operation of the college) or the 13th and 14th year of their high school (there being no separate tax rate for the college operation). Every college was destined for change. A new state system was about to emerge. Some form of action was necessary if any of them were to be re-organized as a Class I district. These actions unfold as the chapter progresses.

Joliet (1901)

Thirteenth and fourteenth years of
Joliet Township High School

Chicago (1911)

Class II

Campuses

Crane (1911)
Wright (1934)
Wilson (1934)
Amundsen-Mayfair (1963)
Southeast (1957)
Fenger (1958)
Bogan (1960)

LaSalle-Peru-Oglesby (L.P.O.) (1924)

Class II

Morton (1924) at Cicero

Thirteenth and fourteenth years of
J. Sterling Morton High School

Thornton (1927) at Harvey

Thirteenth and fourteenth years of
the Thornton Township High School

Lyons (1929) at LaGrange
Class II

Centralia (1940)
Class II

Belleville (1946)
Thirteenth and fourteenth years of
Belleville Community High School

Danville (1946)
Class II

Elgin (1946)
Thirteenth and fourteenth years of
Elgin Unit School District

— Mt. Vernon (1955)
Class II

Bloom (1957) at Chicago Heights
Class II

Canton (1959)
Class II

Wabash Valley (1960) at Mt. Carmel
Class II

Southeastern (1960) at Harrisburg
Class II

Freeport (1961)
Class II

Olney (1962)
Class II

Black Hawk (1961) at Moline
Class II (This college had started
as Moline Community
College in 1946. Black
Hawk District had been
created in 1961 under
the 1959 law by referen-
dum and included Moline,
and Rock Island school
districts and the City
of East Moline.)

Triton (1964) at River Grove
Class II (Ready to open 1965-66)

Rock Valley (1964) at Rockford
Class II (Ready to open 1965-66)

William Rainey Harper (1965) Northwest Cook County
Class II (Not ready to open 1965-66)

Sauk Valley (1965) Dixon-Sterling Area
Class II (Not ready to open 1965-66)

The last four colleges had been established under the provisions of the 1959 law for organizing junior college districts. Recommendations of the Higher Education Commission (1957), the Illinois Commission for Higher Education (1957-62), leadership by local citizens, support and assistance by Robert Birkhimer, and publication of the Master Plan (1964) had all contributed to the decisions for action in these communities.

All except two of the twenty-two districts listed in the foregoing were units on or around which subsequent Class I districts were established. The two are Lyons and Wabash Valley. They annexed to neighboring districts. All except Chicago and Morton were destined for substantial territorial expansion. Before this story is completed nineteen additional new districts will be added to the list.

By July 1, 1969, all of the twenty-two existing districts had attained Class I status or become a member of such a district by one of three procedures, namely, (1) reorganization from Class II to Class I, (2) establishment by referendum of a new Class I district the area of which included the existing district, or (3) annexation to a neighboring district. Between the fall of 1965 and July 1968 action on reorganization of existing districts and establishment of totally new districts was intermixed. Class I districts were assigned numbers by the State Board in the chronological order of their establishment, regardless of the procedures used to achieve that classification. A 500 series number was used beginning with 501 for all Class I districts. Thus the district numbers reflect the sequence in which actions for their establishment as Class I were completed.

Several formats are possible for telling the organization-reorganization story. The one selected is:

1. Disposition of all existing colleges in this order:
 - a. Reorganization within existing boundaries of five Class II districts established as separate junior

Illinois Community College Board

ILLINOIS PUBLIC JUNIOR OR COMMUNITY COLLEGE DISTRICTS
as of August 1, 1965

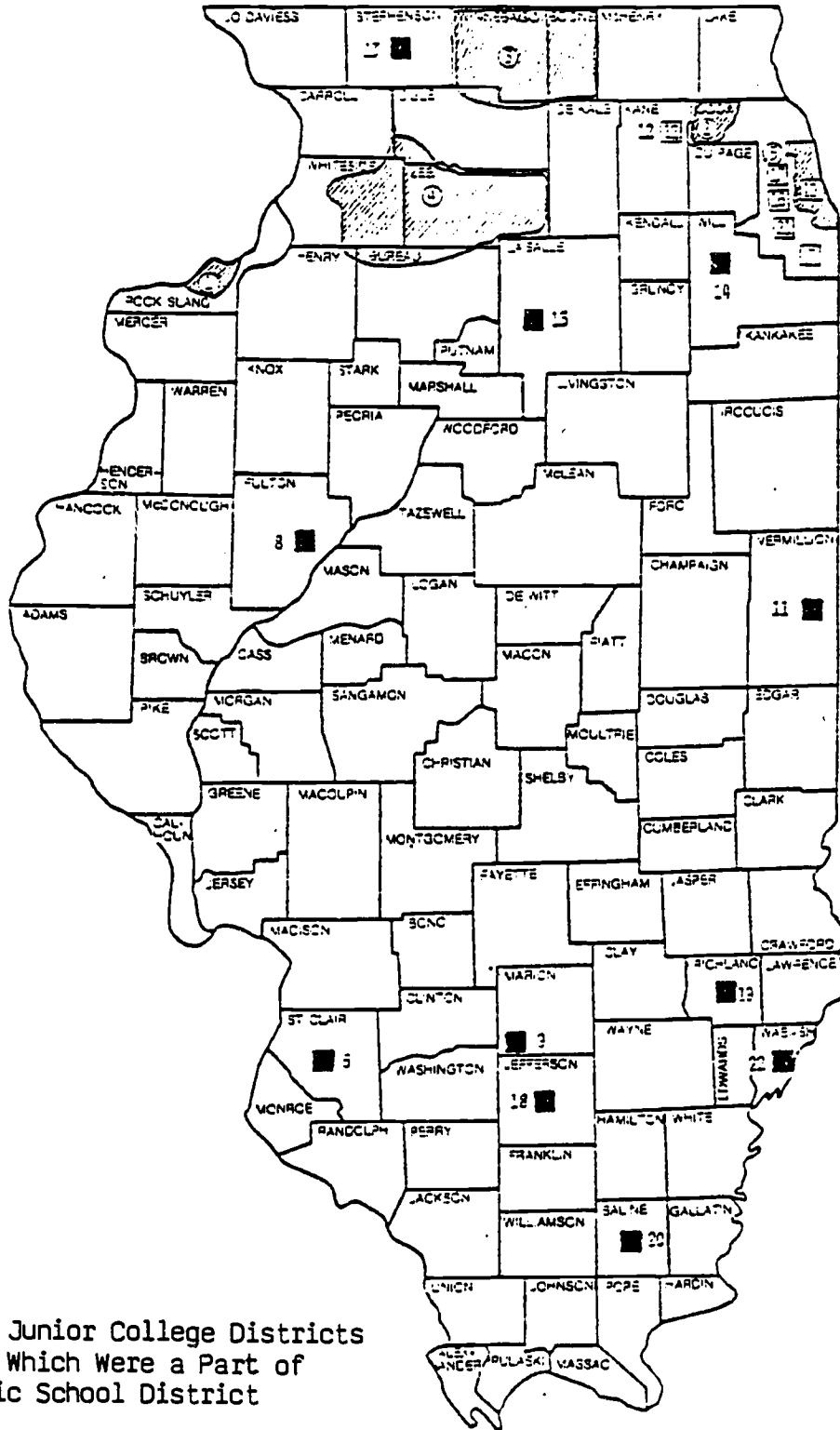
Separate Junior College Districts
(Organized under 1959 Illinois Statutes)

- ① Black Hawk College (Moline) - Offering classes in 1965
- ② William Rainey Harper College (Palatine) - Began offering classes September 1967
- ③ Rock Valley College (Rockford) - Began offering classes September 1965
- ④ Sauk Valley College (Dixon) - Began offering classes September 1966
- ⑤ Triton College (Leyden - Proviso Townships) - Began offering classes September 1965

Colleges Which Were a Part of a Public School District (offering classes in 1965)

- ⑥ Belleville Junior College
- ⑦ Bloom Community College (Chicago Heights)
- ⑧ Canton Community College
- ⑨ Centralia Junior College
- ⑩ Chicago City Junior College
 - Amundson Branch
 - Bogan Branch
 - Crane Branch
 - Fenger Branch
 - Loop Branch
 - Mayfair Branch
 - Southeast Branch
 - Wilson Branch
 - Wright Branch
- ⑪ Danville Junior College
- ⑫ Elgin Community College
- ⑬ Highland Community College (Freeport)
- ⑭ Joliet Junior College
- ⑮ Illinois Valley Community College (LaSalle, Peru, Oglesby Junior College)
- ⑯ Lyons Township Junior College (LaGrange)
- ⑰ Morton Junior College (Cicero)
- ⑱ Mt. Vernon Community College
- ⑲ Olney Community College
- ⑳ Southeastern Illinois College (Harrisburg)
- ㉑ Thornton Junior College (Harvey)
- ㉒ Wabash Valley College (Mt. Carmel)

Illinois Public Junior or Community
College Districts as of
August 1, 1965



colleges under the 1959 law. They are: Black Hawk, Triton, Sauk Valley, Rock Valley, William Rainey Harper.

- b. Reorganization within existing boundaries of six Class II districts, formerly a part of public school districts, to Class I. They were: Danville, Chicago, Elgin, Thornton, Bloom, Morton.
 - c. Creation of nine new Class I districts by referendum in which an existing college formerly a part of a public school district was the nucleus. Nucleus district is shown in parenthesis: Kaskaskia (Centralia), Illinois Valley (L.P.O.), Highland (Freeport), Rend Lake (Mt. Vernon), Belleville (Belleville), Joliet (Joliet), Olney (Olney), Southeastern (Southeastern at Harrisburg), Spoon River (Canton).
 - d. Annexation of two districts formerly part of a public school district to a neighboring Class I district (Lyons at LaGrange and Wabash Valley at Mt. Carmel).
2. Creation of nineteen new districts in territories wholly outside an existing district (1965-1974). These will be listed in the order of their establishment.

Space and reader's endurance permit only sketchy accounts of each development and action. Resource material for the researcher is listed in the bibliography. Again, the reader is reminded that this record is written from the author's perspective.

Reorganization Within Existing Boundaries

Eleven Class II districts were converted to Class I by this method. The steps were:

1. Filing an application with the State Board for reorganization as a Class I district.
2. Submission of evidence that the college met the standards required of Class I districts.
3. Approval of the application by the State Board and adoption of a resolution authorizing reorganization as Class I.

4. Concurrence by the IBHE.
5. If the local board was also the board of the parent school district, the county superintendent of schools was ordered to conduct an election for a new junior college board.
6. The original board and the new board were required to arrange for the transfer of duties and records. They also arranged for the transfer of physical properties and monies belonging to the college.
7. The Class I college status became effective on the date of the organizing meeting of the new board.

Note: There was one variation in the procedure for the five colleges listed below established as autonomous districts under the 1959 law. That difference was that no election of a new board was required. Upon receiving approval of its application by the State Board the existing board held a final session as board of the Class II district and immediately convened to organize itself as the board of the Class I college.

Five Districts Established Under the 1959 Law

Black Hawk College (503)

As denoted by its number, Black Hawk was the third district to attain Class I status under the 1965 Act. It was the first of the existing colleges to complete reorganization to Class I without a referendum. As noted earlier, Black Hawk had been established in 1961 under the 1959 law to include the Rock Island and Moline school districts and the City of East Moline. East Moline was a part of United Township High School district, along with several neighboring communities. The outlying communities that comprised the high school district had not elected to become a part of the college district. Black Hawk first began operation for the 1962-63 school year. Its campus was on 16th street in Moline, the former Moline Senior High School building and the site of its predecessor, Moline Community College (1946-62). Headcount enrollment in the fall of 1965 was 2,287. The full-time equivalent (FTE) was 1,646. Dr. Richard Whalen had been its first president (1962-1965). Lee Dawson, member of the State Board and former long-time Superintendent of United Township High School, East Moline, had been on the original Black Hawk board, serving as chairman of that body for at least its first two years.

After studying the initial application for acceptance as a Class I college, the members of the IJCB were in doubt about the commitment of the Black Hawk people toward the development of a strong comprehensive program. Offerings and enrollments in baccalaureate oriented courses appeared to be predominant. Little, or at best, only weak evidence of any plans for change for an improved balance in the college program was found in the application. The application was returned with a statement of the State Board's concern and a request for clarification. The Black Hawk board reviewed its position, adopted some clear cut policies in support of a strong comprehensive program and initiated an in-depth community survey regarding occupational, technical educational needs. On the basis of the board's actions and strong assurances of commitment to a comprehensive community college, the IJCB approved their application on February 11, 1966. Reorganization as a Class I district was completed on February 19, 1966. In the meantime, Dr. Alban Reid, President of Palo Verde College in Blythe, California, assumed the presidency. The college moved rapidly on the implementation of a well-balanced curriculum.

Triton College (504)

Discussions about the feasibility of founding a junior college in the Elmwood Park, Franklin Park, Maywood (Leyden and Proviso Townships, Cook County) regions were stimulated by the 1957 report of the Higher Education Commission which named both Maywood and Elmwood Park as potential locations for junior colleges. Wade Steel, superintendent of Leyden Community High School, Franklin Park, suggested that a group of Leyden Township superintendents, principals, and school board members, who met regularly to discuss and offer leadership on educational issues, engage in a study of the Commission Report. Thus, by the late 1950's some basic consideration for a college was underway. Being superintendent of schools in Elmwood Park (1953-57) afforded me an opportunity to participate in those early discussions.

Passage of the 1959 law authorizing creation of junior college districts encompassing any compact and contiguous territory as self-standing units added impetus to the discussions about forming a junior college district. Publication of the Master Plan by the Board of Higher Education in 1964 was the final stimulant for action. The college was established by referendum in 1964. Within the following year Dr. Herbert Zeitlin, Dean of Instruction, Southwestern College, Chula Vista, California, was selected as president; and plans were completed for starting classes in September 1965 during late afternoons and evenings at the West Leyden High School building.

Thus, the college was in place and ready to open as the new 1965 Junior College Act became effective and the State Board began functioning that fall. Opening enrollments were 1,243 headcount and 779 FTE.

Conversion to Class I was sought immediately. Favorable action was completed by the IJCB on February 11, 1966. The local board reorganized as Class I on February 23. The college grew quickly to one of the large and impressive comprehensive colleges of the country.

Wade Steel, who started discussions that culminated in the creation of the college, continued in leadership roles for more than a decade. He was a member of the first board of trustees, served as chairman of the board for a period of time, helped select the permanent site, participated in campus planning, contributed to curriculum development, and was very active in statewide affairs among trustees and other junior college leaders. The college recognized his services by giving its science building his name.

Sauk Valley College (506)

The 1957 report of the Higher Education Commission listed Sterling as a potential junior college site. In 1960 the Commission on Higher Education presented more detailed consideration of possible locations in two lists labeled priority "A" and "B." The Dixon, Sterling, Rock Falls region was on the "B" roster. Professional and lay education leaders from those three school districts, plus other communities, decided to pursue the feasibility of establishing a college.

Publication of the 1964 Master Plan and obvious general statewide support for its implementation spurred the leaders and citizens of the area to early action. The proposal went to a referendum in 1965 under the 1959 procedures and received voter approval before action on the new 1965 Junior College Act was complete. Dr. Edward Sabol, an experienced junior college administrator from New York, was selected as president.

Thus, this new institution was an existing college classified as a Class II district under the 1965 Act. Documentation in the request for acceptance as a Class I college was based on facts revealed in the feasibility study completed prior to referendum for its establishment and plans for its operation when it would open in the fall of 1966. The IJCB acted favorably on February 11, 1966. The local board completed the action February 28.

A site on the north side of Rock River about midway between Dixon and Sterling had already been acquired. A steel building was erected as an interim facility which included classrooms, shops, labs, library, and offices and made ready to serve college functions. The college opened in September 1966 with an initial enrollment of 651 headcount and 430 FTE.

As at Black Hawk and Triton, a secondary school administrator was among the prime movers for establishment of the college and a member and chairman of its board in its formative years. Forrest L. Tabor, Superintendent, Rock Falls Township High School, was sixth at Sauk Valley.

Rock Valley College (511)

One of the very successful 1946 University of Illinois centers was in the Rockford Senior High School. Some thought was given to establishing a junior college at that time. Several factors negated such a move. However, the feasibility and possibility of such a development was always apparent just below action level throughout the 1950's and early 60's. The idea was always simmering on the "back burner." Like many others in Illinois, citizens of Rockford and neighboring Winnebago County communities were stimulated by the reports of the two Commissions on Higher Education which advocated junior college development and listed their region as a prime site. They were also encouraged by the work and leadership of Robert Birkhimer, and developments of the IBHE Master Plan. So in 1964 enough forces came together for action. The district was approved and a governing board elected. Dr. Clifford G. Erickson, Executive Dean, Chicago Junior Colleges, and an active worker in Illinois junior college affairs, assumed the presidency on July 1, 1965. The college opened in downtown Rockford in rented facilities that fall. Opening enrollments were 1,042 headcount and 723 FTE.

The College immediately sought acceptance as a Class I district. As was the case with Black Hawk, the IJCB was at first uncertain on one policy item about the intent of the local board. It had to do with open-door admissions. In response, the Rock Valley board adopted a clearly stated policy statement in accordance with the Junior College Act. The college was accepted for Class I status on February 11, 1966. Action was completed on April 18, 1966.

William Rainey Harper College (512)

The North Shore and northwest Cook County townships and communities were the subject of numerous junior college studies in the 1950's and 60's. One comprehensive study was managed by Dr. Eric Johnson of Illinois State University, under the Illinois Inter-University Bureau for Junior College Survey which Bob Birkhimer had organized. The report of this work, published under the name Survey Report, North Suburban Cook County Junior College Survey 1963, suggested several combinations of areas, principally of the large high school districts in that region, for establishing junior college districts.

Leadership for action first originated in the western arm of north Cook County, centering in Elk Grove, Palatine, Schaumburg, and Wheeling townships. A district was established by referendum in 1965. William Rainey Harper, first president of the University of Chicago and "father" of the junior college movement, is memorialized in the college name.

Dr. Robert Lahti, President, Lake Michigan Community College, Benton Harbor, Michigan was named president of the new college. Dr. Lahti and the board immediately began the selection of key administrative personnel and entered into a year and a half planning program in preparation for opening in 1967. Initial enrollments were 1,728 headcount and 1,141 FTE. Without question, this college benefited from the longest and most intensive planning prior to opening of any of the Illinois group established in the middle 1960's.

The board presented its case for acceptance as a Class I district in the fall and winter of 1965-66. Approval by IJCB was granted on February 11, 1966. The district board completed the action on April 14, 1966.

Mrs. Jessalyn Nicklas was one of the local promoters of Harper. She was elected to the original board of trustees, where she served for fourteen years. From that base, Mrs. Nicklas deserves credit for her outstanding contributions to community colleges at home, in the state, and on the national level.

Thus, all five schools established under provisions and procedures of the 1959 law were reviewed by the IJCB between September 1965 and February 1966. All were granted authority for reclassification by IJCB on the same day, February 11, 1966. By April 1966 final action for reorganization as Class I districts had been consummated at each institution.

Conversion of the five colleges was a relatively routine operation. No major problems were encountered. Criteria and

standards in the 1965 Act for the establishment of Class I districts was very similar to those of the 1959 Act. In fact, much of the language had been borrowed in-toto from the 1959 statute. The primary judgments required of IJCB and the Board of Higher Education in passing on their applications were focused on whether the district boards and staffs appeared committed to the concept of strong comprehensive programs and to admission policies in accordance with the letter and spirit of the Act. They already had the capacity to be very strong institutions, although Black Hawk and Rock Valley were both supported by marginal local tax rates. Subsequently, both institutions were to feel a financial pinch for want of local tax revenue before their problems were eased by successful tax referenda.

Reorganization of Six Colleges Within the Boundaries
of Their Parent Public School Districts

Danville Area Community College (507)

The College began in 1946 at the Danville Senior High School as one of the University of Illinois Extension Centers. It was established as Danville Junior College by resolution of the Danville Board of Education in 1949. Russell Duffin, high school principal, was director the first year. He was succeeded by Ed Milhon. Both men were active supporters of the junior college program. However, it is Mary Miller whose name came to be synonymous with the life and fortunes of the college during its first twenty-five years--as faculty member (1946-47), assistant director (1947-49), dean (1949-1965), and president from 1965 until her retirement in 1972. She was then made President Emeritus and chairman of the Danville Junior College Foundation. She continues active with the Foundation at the time of this writing.

Enrollments were quite satisfactory during the first years of the college. However, when the wave of World War II veterans had passed by, the college experienced a drastic fall-off of students. In the early 1950's enrollment dropped to only slightly over fifty students, and the board of education was considering dissolution of the program. Miss Miller presented a proposal to the principal and superintendent for creation of a citizen's committee to promote increased enrollments. The recommendation was carried to the board of education and approved. A select committee was chosen. Resultant promotional work by the committee immediately reversed the downward enrollment trend. The numbers of students, though still small, represented a 100% increase the following school year. The upward swing persisted throughout the remainder of the 50's and into the 60's. By 1960 the college headcount was 997 with an FTE of 740.

Dedication to the Danville Area Community College grew among the members of the citizen's group as they worked with Miss Miller on the promotion of enrollments. They decided to seek broader community interest and support through a college foundation. One was created and people of Danville responded to a drive for funds by subscribing a million dollars to the foundation. Such generous support of the public institution through private contributions was especially exciting because it occurred simultaneously with a period of time when the citizens were soundly defeating a series of referendums for much needed increased funding of the elementary and secondary schools. In due time, monies on the foundation were to play an important role in the funding program for campus development. This will be explained later.

In 1963-64, news of plans by the officials of the U.S. Veterans Hospital to vacate land and several buildings on the north end of the hospital site was made public. Action was immediately started to acquire the grounds and buildings for the college through the federal government's Surplus Property Act. The effort was successful. In 1965 the college moved to the new site, with possession of sixty-five beautifully landscaped acres and seven buildings.

With the benefit of such history and development, the college applied for authority to reorganize as a Class I district.

The population and assessed valuation of the college district were marginal as measured by the standards for Class I districts in the Junior College Act and in comparison with most other colleges seeking reorganization within existing boundaries. However, the IJCB was convinced that the splendid record of the school, evidence of solid community support, enrollment, and almost certain prospects for immediate or early annexations of neighboring communities warranted acceptance of the college as a Class I district. The Board of Higher Education concurred. Action was completed by the IJCB on April 11, 1966. The county superintendent of schools set an election for a new college board in May. Organization of the board was accomplished on May 28, 1966 and, as anticipated, annexations began at once.

Chicago City Colleges (508)

As related earlier, the Chicago Board of Education had operated a junior college program since 1911. The history from 1911 to 1965 is too long and varied for me to cover in very much detail. Classes were held at numerous sites at various times. Statutory authority for operation was first enacted by the Illinois General Assembly in 1931. Between 1931 and 1965 several beneficial additions were put into the School Code. Although the law stipulated that the Chicago board's authority was limited to one junior college, operation of branches at several locations was a regular practice. During the economic depression in the thirties, the members of the board at one time considered closing the college operation. But civic leaders persuaded them to keep the classes going. Numerous distinguished citizens would later attest to the importance of that action to their lives by noting that it was the presence of a tuition-free junior college that made college attendance possible for them during the great depression.

In 1965, Chicago Junior College was operating on eight campuses:

<u>Campus</u>	<u>Head- count</u>	<u>FTE</u>
Amundsen (1956)-Mayfair (1962)	3,418	2,216
Bogan (1960)	4,499	2,118
Crane (1911) Original Chicago J.C. Site	2,263	1,123
Fenger (1958)	1,705	615
Loop (1962)	6,269	3,078
Southeast (1957)	3,242	1,922
Wilson (1934)	4,938	3,288
Wright (1934)	8,473	5,943
All Campuses	<u>34,807</u>	<u>19,387</u>

The dates in parentheses indicate the year when the site had been opened. Amundsen, Bogan, Crane, Fenger, and Southeast campuses were housed in sections of high school buildings. The Mayfair building had been set aside in 1962 by the Chicago Board of Education solely for use by the junior college. Amundsen-Mayfair operated as a unit. Day classes were conducted at Mayfair and night classes at Amundsen. Lighting in Mayfair was inadequate for night use.

Wright, housed in a former elementary and junior high school building, had been a separate junior college campus for many years.

In 1965 the Wilson campus was using an old converted railroad-office building and the Chicago Teachers College building. The Teachers College had shared space with Wilson since 1934.

The Loop campus had been purchased from DePaul University.

Oscar Shabat, Assistant Superintendent, Chicago Schools, was in charge of the Chicago Junior College operation.

Much of the Illinois School Code related to Chicago is in separate sections designated for cities over 500,000. Some items, such as dates of fiscal year, appointment of board members by the Mayor, tax levy by City Council, and certain others, required special attention in the process of converting the college from Class II to Class I.

An effort had been made by the drafters of the 1965 Junior College Act to provide for the special situations that applied to Chicago Junior College as a unit of the Chicago Public Schools. Chicago had no separate tax rate for its junior college prior to passage of the 1965 Junior College Act. Rates were set in the Junior College Act which applied to cities over 500,000. The Act stipulated that upon acceptance as a Class I district, a new board would be appointed by the Mayor subject to confirmation by the City Council.

Following some hesitancy by Or. Benjamin Willis, General Superintendent of the Chicago Schools and the Board of Education, a decision was made to separate the college from the city school system as a Class I district. A few problems developed during consideration of the application for reorganization. Although the Junior College Act clearly included the basic requirements regarding separate tax rates, appointment of a separate board, and certain other needs for making the Chicago College a Class I district by the same procedure as other colleges, there were several significant omissions related to the ongoing operation of the college after reorganization. In due time a plan for handling the problems was agreed to between the Chicago authorities, the IJCB, and the IBHE.

Chicago was accepted for reorganization on April 11, 1966. A new board appointed by the Mayor held its organization meeting on June 17, 1966.

In most situations, organization of the new Class I board automatically transferred all college operations to that board. It was not so in Chicago. Negotiations between the new College Board and the Chicago Board of Education regarding cash

assets, building rents, and the transfer of property and equipment required considerable time.

The Junior College Act stated "The Class II junior college board or common school board of education shall continue to govern and administer any junior college in the district until such time as the Class I junior college board is ready to begin the operation of its program of studies and thereafter the Class II junior college board or common school board of education shall cease to operate the college...." The Act also provided for division of funds and other steps in the transfer process.

On July 1, 1966, the Class I board took over management of the college under arrangements with the Chicago Board of Education as follows:

- The Chicago Board of Education would provide all buildings rent-free until January 1, 1967.
- The Chicago Board of Education would pay all salaries and other regular operating bills through December 31, 1966. Note: The Chicago Board of Education budget for calendar year 1966 included operational costs of the junior college. A tax levy based on the 1965 Junior College Act had been levied for the college in the name of the Chicago Board of Education. The School Board preferred this method of dividing finances over the transfer of funds.
- On January 1, 1967 responsibility for all financial operations of the college would shift to the college board.
- In the interim between July 1 and December 1966, negotiations would be completed between the two boards regarding future use of buildings, rentals, potential transfer of buildings, equipment, library resources, and other necessary matters.
- Full-time college faculty and staff were transferred to the new district. Oscar Shabat was immediately named Executive Director. In December his title was changed to Chancellor. As of this writing, he continues in that position.

Problems regarding finances for the college became matters requiring special attention in preparation for the turnover of those obligations to the new board as of January 1967. The Chicago Board of Education said there would be no cash balance

for transfer at the end of 1966, from either local taxes or state apportionment funds. Accordingly, the new board would be assuming responsibility for all financing of the college on January 1, 1967 with a zero dollar balance. Therefore, cash and cash flow problems had to be addressed and resolved before January or the college would have to close.

A three-faceted program and procedure was developed as an answer: (1) The fall semester state apportionment claim scheduled for usual payment in March was remitted to the Class I board during the last week of December. This gave the college enough money to meet payrolls and other basic bills for about two and one half months. (2) The IJCB recommended three important pieces of legislation. One bill added an Article Seven to the Junior College Act dealing with fiscal operations applicable to Chicago. This bill covered the omissions in the initial Junior College Act. Another bill advanced \$3,000,000 to the college in anticipation of its state apportionment claims for the 1967-69 biennium with a proviso that the state would withhold portions of each claim as they came due during the two year period until the full \$3,000,000 had been accounted for. (3) A third bill authorizing creation of a working cash fund (applicable to all Illinois junior colleges) was introduced. This bill allowed college districts, without referendum, to sell bonds to establish a working cash fund up to seventy-five percent of the potential annual local property tax income. Money could then be borrowed from the cash fund in anticipation of taxes. When the tax money came in, the working cash fund would be replenished. Such a fund in fact provides a perpetual money source from which to borrow.

Implementation of the recommendations with the Legislature and Governor became my responsibility. All three bills moved speedily. Leaders of both parties in the House and Senate endorsed the plan and promoted the bills without delays. Representative Richard Walsh handled the bills magnificently in the House, especially the one that added Article Seven which involved much technical language regarding budgeting and finance. The General Assembly convened in the second week of January. Six weeks later, on February 16, Governor Kerner signed all three bills. In this way, an uninterrupted flow of cash was made available to the new Class I district in Chicago.

Elgin Community College (509)

Elgin Community College began in 1946 as an extension center of the University of Illinois. In 1949 the Board of Education of the Elgin school district, by resolution, established the community college, thereby continuing the program

originally started through the University Extension Center. The college shared facilities with the high school. By 1957 enrollment was about 600. In 1965 the headcount was 1,801 and the FTE 1,049.

Board members and college staff believed the college and college district complied with standards required for reorganization as a Class I district. The college had already completed a study in cooperation with nearby districts for forming a new district, which would include many or all of them, when the new state plan became a reality. It was decided by all concerned that, rather than start over with the formation of a new district, the existing college would seek to be reorganized to Class I within present boundaries, and then expand later by annexations. No separate tax rates had ever been authorized for the college. In preparation for making application to the IJCB for acceptance as Class I, the Board established tax rates by the resolution and backdoor referendum process. (A provision in the School Code grants authority to certain boards to adopt and publish such a resolution and allow voters a specified period of time to petition for a referendum on the matter. In the absence of a petition, the board action takes effect at the end of the waiting period.) Elgin district voters allowed the proposed tax rates to become effective without a referendum. The Elgin School Board organized itself as the board of the Class II Junior College District, made a tax levy immediately, and submitted an application to the IJCB for approval to reorganize the Class II district to Class I. The application was approved by the IJCB and the IBHE without any difficulties. An acceptance resolution with order for election of a new board was adopted by the IJCB on April 11, 1966. Board elections were completed promptly and the new board held its organization meeting June 8, 1966.

Dr. Orrin G. Thompson, Superintendent of the Elgin School District, and Gil Renner, Dean of the College since 1950, guided the reorganization program. After the college was separated from the Elgin School District, the new board named Gil Renner as president, a position he held until retirement in 1971.

The prompt tax levy and the transfer of monies previously designated for the junior college, along with the transfer of all equipment, furniture, library resources, etc. that had been purchased for the college since 1946 by the Elgin School Board, put the new college board in an excellent financial position.

Thornton Community College (510)

Thornton Junior College had been operating as part of the Thornton Township High School since 1927. During the years 1957-65, its headcount enrollment grew from 909 to 2,351. In 1965 the FTE was 1,514. The high school board and administration were strongly committed to the college. Separate space in the high school building had been set aside exclusively for a considerable portion of the college activities. These included a library, classrooms, some shops and labs, and student services areas. Dr. James Logsdon was superintendent of the high school and college. Lee Dulgar had been dean for several years. Both men were active in the State and National Junior College Associations.

During the state Master Plan study and subsequent drafting of the 1965 Junior College Act, Dr. Logsdon had been a strong, persistent and vociferous advocate for automatic acceptance of the existing junior colleges into the Class I system by "grandfather clause." Dr. Glenny's appraisal of deficiencies in the existing colleges angered him. He felt the positions of Dr. Browne and Dr. Glenny were unfair to the institutions, their boards, administrators, and faculties. He was very displeased with the statements about the existing colleges published in the "Comments" section of the Master Plan. Later he went through reorganization of Thornton from Class II to Class I, complaining at every step that the procedure was entirely uncalled for and in fact, a slap in the face for those who had been carrying the junior college banner in Illinois.

Thornton was another of the colleges without separate tax rates. The board resolution-backdoor referendum process was successfully used to establish the rates.

It should be noted that the colleges without tax rates could have been accepted for reorganization as Class I prior to such action. In that event the county superintendent would have conducted a referendum to set rates. This procedure was never used in the conversion process. Each college seeking approval made taxing power certain prior to reorganization.

Thornton received IJCB and IBHE acceptance for reorganization by March 11, 1966. Board elections were completed in early June and the new board was seated June 17. This was the only one in the entire series of reorganizations in which there were only seven candidates for the new Board, exactly the number of seats to be filled.

Dr. Logsdon was chosen as first president of the restructured college. He also continued as superintendent of the high

school district. Lee Dulgar was retained as dean and, upon retirement of Dr. Logsdon, was named president. He continued in that position until his retirement.

Bloom Community College (515) Prairie State College

Bloom Township High School, Chicago Heights, was the site of one of the University of Illinois extension centers in 1946. That program, however, did not lead to an immediate decision for a junior college. However, by the mid 1950's community interest was heightened by the continuing discussion about further junior college development in the state, stimulated in part by the work of the Higher Education Commission. Chicago Heights was listed in the Commission's suggestions for potential locations of new colleges. In 1957 Superintendent Harold Metcalf and the members of the Bloom Township High School board felt it was time for action. A proposal for a junior college as a part of the high school district was favorably received by the voters. A proposal to construct a building on the high school campus for the college program was also approved. The Bloom Community College building, erected across the street from the main high school building, was the first ever constructed in Illinois expressly for a junior college. Mr. Albert Martin, on the faculty at the high school, was appointed dean.

Classes were first held in 1958 with an opening enrollment of 152 headcount. The college grew in each successive year. By 1965 the numbers were 1,377 headcount and 971 FTE.

Request for acceptance as a Class I district was given final approval by IJCB on June 10, 1966. A new board was elected and seated August 8, 1966. Albert Martin, dean of the college, was named president. He served in that role for only a few months when he accepted an invitation to join the IJCB staff in Springfield as an associate secretary. The next president was Richard Hostrop.

Morton College (527)

A junior college program was started in connection with J. Sterling Morton High School (Cicero-Berwyn) in 1924. By the mid-1950's its headcount enrollment was about 900. In 1965, the headcount was 2,046 and FTE 1,495. Dr. Walter L. Cooper was district superintendent and Harold White was dean. Prior to 1965, a separate tax rate for educational purposes had been approved for the college, but none had been set for a building fund. The Illinois Public School Code required the two funds

for the common school districts. The junior college statute also contained an identical stipulation for both Class II and Class I college districts.

Dr. Cooper, like his neighbor Jim Logsdon at Thornton, was annoyed that his college had not been "grandfathered" into the Class I group. Therefore, he was reluctant to accept the fact that a building rate had to be approved either by resolution of the board and the backdoor referendum process or by a special referendum. We engaged in considerable correspondence and numerous telephone and personal conferences on the subject. In due time the resolution-backdoor procedure was used and accepted by the citizens without referendum.

With that single obstacle out of the way, the balance of the conversion process was uneventful. IJCB and IBHE actions were finalized by March 10, 1967. Board elections were then conducted by the county superintendent and the new board was seated in April. Dr. Philip Dalby, a dean at Cuyahoga Community College, Cleveland, Ohio, was selected as president.

Nine Existing Colleges Included in a Referendum
To Establish a New Class I District

Centralia (501) Kaskaskia College

Centralia Township High School added a junior college to its program by referendum in 1941. Superintendent Oscar Corbell was an enthusiastic advocate of the junior college idea. In addition to his work for the Centralia college, he was an active and effective leader at the state level. The 1957 enrollment was 391 headcount. By 1963 it was 496. In 1965 the figures were 750 headcount and 652 FTE.

Eugene McClintock, formerly dean at Moline Community College, became superintendent of the high school and community college in the early 1960's. Virgil Bolerjack was dean.

Stimulated by the progress of the Master Plan and the work of Bob Birkhimer, junior college specialist for the State Superintendent of Schools, who had previously been dean of the college, a number of people began serious consideration of creating a larger junior college district independent of the high school under the authority of the 1959 statute. For a period of time, the neighboring communities of Centralia and Mt. Vernon explored the potential of a unified effort to merge their two colleges into one much larger district. In the end each decided to move unilaterally for separate institutions.

Centralia completed its feasibility study in 1964 and filed a petition with the Superintendent of Public Instruction. By September 1965, their proposal had been approved by the State Superintendent and a public hearing had been completed. The 1965 Junior College Act stipulated that a proposition which had passed the hearing stage prior to organization of the new State Junior College Board, should be moved to a referendum without further consideration. Creation of the district was approved by the voters of the area in October 1965. The new district became effective December 16, 1965, with organization of the board.

This was the first district to achieve Class I status under the 1965 Junior College Act. In accord with the decision of the State Board to number Class I districts chronologically in the order of their establishment as such, using a 500 number series beginning with 501, Centralia, later named "Kaskaskia," was assigned number 501.

Let it be noted for the second and last time in this record that the number sequence of colleges reflects the order in which districts achieved Class I status regardless of their prior history, age, or method of becoming Class I.

Dr. McClintock was named president of the new district and Virgil Bolerjack was retained as dean. Dr. McClintock resigned as superintendent of the high school to devote full time to the college.

Several of the persons elected to the board became active and influential leaders among their counterparts at the state level. One of these, Virgil Besant, was later very active in the Illinois Association of Junior Colleges and a prime mover for the creation of the Illinois Community College Trustees Association.

LaSalle-Peru-Oglesby (LPO) (513)
Illinois Valley Community College

LPO became a unit of the LaSalle-Peru-Township High School in 1924. The school was well served through the years by a continuous line of able and dedicated administrators and teachers. Mention has already been made of the splendid work of Frank Jensen during his years as superintendent. Like most junior colleges during the twenties and well into the fifties, its enrollments were small in comparison with the sixties era. The LPO headcount was 233 in 1957, but had grown to 1,336 by 1965 with an FTE of 864.

By 1965 the educational leaders of the district were of the opinion that it was desirable to create a larger population and tax base for the college of the future than was afforded within the existing boundaries of LPO. Therefore, the decision was made to establish a new district including Mendota and neighboring areas to the north, Spring Valley and Princeton to the west, and all of Putnam County east of the Illinois River to the south. In as much as Ottawa, the immediate neighbor to the east, was considering the feasibility of also organizing a college district no expansion was included in that direction. A referendum in the spring of 1966 was supported with a ninety percent yes vote. The board of the new district was organized on May 7, 1966 and began operation of the college in July. Illinois Valley was chosen for the college name. C. R. Vance, one of the charter members of the college board, became an active and influential worker with the State Junior College Association and later helped organize the state trustees association.

Dr. F. H. (Phil) Dolan, superintendent of LPO, decided against being a candidate for president. Dr. Kenneth A. Freeman, President of the Kansas City Metropolitan Junior College, Kansas City, Missouri was selected. R. Earl Trobaugh, Dean of LPO, remained dean with the new college and became president two years later when Dr. Freeman moved to a university professorship in Texas.

For want of enough support from its neighbors for a separate district, Ottawa subsequently opted to annex to the college.

Freeport (519) Highland Community College

Freeport Unit School District expanded its educational program in 1961 with the addition of a junior college. The first year enrollment in the fall of 1962 was 300 headcount. By 1965 the numbers had grown to 650 headcount and 529 FTE. David Ponitz was superintendent. Burton Brackney, was dean. During the 1965-66 school year, a sizeable citizens committee from all the school districts in Stephenson County, plus others from Carroll, Jo Daviess, and Ogle Counties studied the feasibility of organizing a substantially larger district encompassing all or parts of the four counties. Dr. Lyle Rachuy, of Stockton, and Mr. Glen Schwendiman of Freeport, were co-chairmen of the group. Dr. Ralph Belnap, Professor of Education, Northern Illinois University, directed the study which was done as a joint project of the university and the committee. (Note: Introducing Dr. Belnap for the first time in this chronicle affords me an opportunity to editorialize a bit about his help with feasibility studies. He was one of the masters at the art

of working with citizen's groups, and was involved with several. IJCB also employed him to do an outside study and make suggestions regarding alternative combinations of areas for junior college districts in the northeast corner of the state. His splendid contributions in those pressure years, 1965 through 1967, are illustrative of services by numerous enthusiastic and able people. Unfortunately time, space, along with my inadequate notes and memory, by-pass other deserving persons.) Feasibility study, public hearing and referendum on the Freeport Project were completed by October 1, 1966. A new board began its duties in mid-December. Dr. Rachuy, chairman, and others of the planning committee were members of the first board. Dr. Rachuy was first chairman of the college board. Mr. Kenneth Borland, assistant to the President, Delta Community College, in Michigan, was named the president.

Mt. Vernon (521) Rend Lake College

Mt. Vernon Junior College came into being as a unit of the Mt. Vernon Township High School by referendum in 1955. Enrollments were first listed in the University of Illinois Bureau of Institutional Report on Illinois Colleges for the fall of 1957 as being a headcount of 207. With only one exception, the number increased steadily but moderately through 1963. The college experienced a twenty-two percent growth between 1963 and 1964 and forty-seven percent for 1965, bringing headcount to 620 and FTE to 534. Undoubtedly the 1964 Master Plan, 1965 Junior College Act, and discussions of a proposal for a larger district were among the influences on growth in those two years.

I had been executive secretary of the IJCB only a few days and still had not established an office when Lester Buford, superintendent of elementary schools and Dr. Curtis Parker, both from Mt. Vernon, appeared to present a tentative proposal for a district with a campus to be located near the village of Ina about ten miles south of Mt. Vernon on Rend Lake. At that time the Rend Lake project was still in a planning stage. They came with many graphs, charts, and maps of the proposed Rend Lake development. Several factors influenced their thinking about the future for the expansion of Mt. Vernon College. Centralia, to the north, was already holding a referendum for a district encompassing areas quite close to Mt. Vernon on the north and east. Therefore, the most viable open territory lay to the south, southwest and east. A campus at Rend Lake would be well oriented and probably more appealing to such communities as Pinckneyville, in Perry County; McLeansboro in Hamilton County; and Benton and possibly other school districts in southern Franklin County.

Furthermore, demographic projections appeared to favor the Rend Lake development as a likely area of population growth.

A citizens committee was formed to promote a Rend Lake Community College district, including the regions described above. The public hearing on the proposal was held in Sesser without benefit of air-conditioning on one of the hottest evenings of 1966. Nonetheless, it was well attended and the proposed college was solidly and enthusiastically endorsed.

General citizen response was equally supportive in the subsequent referendum in the fall at which an eighty-seven percent yes vote was tallied. Rend Lake College became a fact with the seating of the new board on December 18, 1966. Dr. James M. Snyder, from the staff of the Maricopa County Community College District, Phoenix, Arizona, was engaged as first president. Howard Rawlinson, dean at Mt. Vernon College, continued in the same role with Rend Lake.

Dr. Curtis Parker, Mt. Vernon, and Dr. Allen Baker, Pinckneyville, members of the organizing committee, served on the initial board. Dr. Baker later was active in the formation of the Illinois Community College Trustees Association in 1970. He served in numerous leadership roles of the association, including a two-year term as president.

Belleville (522) Belleville Area College

Belleville Junior College was established in the fall of 1946 by resolution of the Belleville Community High School Board. Classes were held in the high school building. Student response to the opportunity afforded them by the school was excellent. Hal O. Hall, superintendent during the school's early years, was an enthusiastic advocate both of the Belleville development and the concept for expansion throughout the state. Kenneth Edwards, who was named dean in about 1948, gave the college magnificent leadership. He was also a tireless and effective worker in the State Junior College Association on behalf of curriculum development, legislation, and the drafting of the 1965 Junior College Act. H. J. Haberacker succeeded Dr. Hall as superintendent with a continuation of active interest and effort on behalf of the college. By 1957 the enrollment was almost 1,200 and in 1965 it had grown to a headcount of over 3,400 with an FTE of 2,600.

About the only "sour note" in the history of the college from 1946 to 1966 was the unhappiness of the local newspaper, Belleville Daily News Democrat, because the college had been

created by resolution of the Board rather than by referendum, and that it was financed from the high school tax rates. Editorially, the paper held to the position for twenty years that the citizens of the district should have voted on a proposition to create a college as a part of the high school district.

Without separate tax rates for the college, Belleville Junior College was one of those authorized by the 1965 Act to be operated as the thirteenth and fourteenth years of the high school. In view of the position of the local press the board did not consider it prudent to try for separate rates by resolution and the backdoor referendum route.

Support for organization of a Class I district encompassing Belleville and neighboring communities emerged rapidly in 1965-66. Residents of the school districts in St. Clair County except four bordering the Mississippi River (Lovejoy, East St. Louis, Cahokia and Dupo) joined in a proposal for a new district.

Several factors contributed to the omission of the four communities. Public opinion in Belleville was averse to including East St. Louis on several counts: political, economic, and social. The East St. Louis school district had a population more than twice the size of Belleville. Its tax base was very low, and declining. The general social climate in East St. Louis was quite different from Belleville or most of the other St. Clair County communities. Lovejoy was not contiguous without East St. Louis, and most of its characteristics, other than size, were similar. Cahokia was not interested in joining a junior college district in 1965-66. This was satisfactory with Belleville because the exclusion of all four districts along the Mississippi appeared to lessen the possibility of getting East St. Louis. More will be said on this subject later.

The referendum was held October 29, 1966 and was approved by more than eighty percent of the voters. A new board took office December 27.

H. J. Haberacker moved from the superintendency of the high school to president of the college. Kenneth Edwards continued as dean for only a few months when he took the presidency of the new Illinois Central Junior College district in the Peoria area.

Epilogue: On March 9, 1967, only about four months following the Belleville referendum, more than two thirds of the resident voters of the DuPo School District submitted a petition

for annexation to the Belleville College district. The 1965 Junior College Act granted the IJCB authority to order annexation without referendum on such a petition.

The Belleville "Daily News Democrat" saw the Dupo petition as a ploy by the IJCB to ultimately bring East St. Louis into the Belleville College district. The paper editorialized that it was its opinion that the members of the IJCB and its staff were conspiring to add Dupo, then Cahokia, and finally East St. Louis to the Belleville district whether or not they were willing. Such an idea had never been considered by the Board or staff. I met with several members of the "Daily News Democrat" staff in an effort to assuage their fears and apprehensions. Our visit appeared to satisfy them that the IJCB and its staff had no ulterior motives and had played no part in initiating the Dupo petition. However they were convinced that the Junior College Act granted excessive powers to the State Board regarding annexations and left receiving districts practically no effective means for fighting against the addition of unwanted territory. Legislation emanating from Belleville amending the annexation procedures in line with their concerns was introduced and passed in the 1967 legislative session. One significant portion of the amendment allowed the receiving district to vote, as well as the annexing area, in the event the population of the petitioning territory was equal to or greater than that of the receiving district. Thus, Belleville achieved defensive status if East St. Louis should seek to annex.

Annexation of Dupo to Belleville was completed May 1967 by order of the State Board. In 1968 Cahokia annexed to Belleville by referendum. East St. Louis never requested annexation.

Joliet Junior College (525)

In 1965 Joliet Junior College, the oldest existing public junior college in the country, had been a continuous part of the Joliet Township High School since 1901. Its founder was J. Stanley Brown, organizing superintendent of the township high school, which had been established in 1893. By 1965 the college enrolled a headcount of 3,630 with 2,766 FTE. William C. French was superintendent. Elmer Rowley had been dean since 1947.

In 1976 a short history of the college compiled by Susan Wood, a JJC faculty member for many years, was published entitled "Joliet Junior college - Its Past - Prologue For the Future." It is a splendid, concise record of the college from

its opening with six post-high school students in the winter of 1901, to life on a magnificent campus with 8,000 students by 1976. We will let these excerpts from Miss Wood's account tell the story from February 1901 to a Class I district in April 1967.

Joliet was a rapidly growing city when J. Stanley Brown became the principal of its high school in 1893. Founded in 1831 and incorporated in 1857, it had become, due to the impact of the Illinois-Michigan canal and the completion of an extensive railroad system, a key manufacturing and transportation center. Limestone quarrying, the opening of the steel mills and a large chemical plant, and a variety of other manufacturing concerns continued to attract newcomers to this thriving industrial city.

Visionary leadership - both professional and lay - during the 1890's paved the way for the educational progress of the twentieth century. J. Stanley Brown was active in the educational reform movement. This brought him into close relationship with Dr. William Rainey Harper, president of the University of Chicago, one of many educators who believed that the first two years of college belonged in the secondary schools. In Joliet, members of the board of education, faced with problems of rising enrollments and school costs, recommended the creation of a township high school. This proposal, which was to give the high school a strong tax base, was passed overwhelmingly. The increased income possible under this plan was undoubtedly an important factor in the success of Brown's great experiment of the twentieth century.

It was at a Baptist convention that J. Stanley Brown sat up all night with his friend and roommate, Dr. William Rainey Harper, discussing the means of implementing a program to make possible two years of college training for all who could profit by it. The six-year high school at Joliet was the result.

Six postgraduates enrolled for the second semester at Joliet Township High School in February 1901, according to the minutes of the board of education. Dr. Brown stated at a meeting in St. Louis in 1920 that Joliet Junior College started with "five or six postgraduates" in 1902, but since there were 22 enrolled that year, he must have had in mind those who entered in 1901.

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The Year -- 1916 -- A Turning Point

By 1916 Dr. Brown's experiment with postgraduate training was apparently well accepted by the citizenry. The Joliet Junior College emerged.

Some of the administrative duties connected with the operation of the College were turned over to the Junior College Committee.

Two Steps Forward in 1917

Joliet Junior College was accredited by North Central Association of Secondary Schools and Colleges. State Examining Board approved credits for teacher certification without examination.

Although many students completed two years of postgraduate work, there was no formal graduation ceremony until 1918, two years after the name Joliet Junior College became official.

Joliet Junior College -- A New Identity-1967

For the first time junior colleges were recognized officially as higher education with the passage of the Master Plan for Higher Education in Illinois in 1965. For JJC to qualify for the maximum benefits, it was necessary to sever its connections with JTHS, provide for a tax rate, and elect a board of trustees.

Kenneth Timm, JJC 1934, chaired a committee composed of representatives from 12 high school districts located in Will, Grundy, and portions of Kankakee and LaSalle Counties. Its purpose was to explore the practicality of a Class I Junior College District for the areas served for so many years. Questionnaires were sent to the following high school boards: Beecher, Braidwood, Coal City, Crete-Monee, Gardner, Joliet, Lincoln-Way, Lockport, Mazon, Minooka, Morris, Newark, Peotone, Plainfield, Wilmington and Yorkville.

A second step was taken when each board of education that expressed an interest in an expanded junior college district was asked to select one or more persons to represent their area and to serve on a central committee to organize the survey.

Highlights in Chronological Order

February 18, 1967	District 525 created
April 18, 1967	Seven-man board elected
August 14, 1967	Elmer W. Rowley elected president
August 28, 1967	Board severed its connection with District 204

The new expanded district included all of the school districts shown in Miss Wood's list to which questionnaires were sent, except Peotone and Beecher.

Elmer Rowley served as president until retirement in 1970. Miss Wood also remained with the college until retirement.

Olney (529) Illinois Eastern Community Colleges

Olney Community College had been operating only two years at the time the 1965 Junior College Act was passed. Olney Community School District had received a gift of land and buildings in Olney from the Pure Oil Company in 1961. The donors left the use of the property to the discretion of the school board. Under the leadership of Dr. Kent Wattleworth, board chairman and Superintendent Leslie Purdy, the board opted to seek voter approval for a junior college to be located on the Pure Oil property. A successful referendum was concluded in 1962. Classes began in 1963 with an initial enrollment of 154. In 1965 the headcount was 362 with 311 FTE. Leslie Purdy served as chief administrator. Dr. Robert Darnes, formerly at Oklahoma Womens College, served two years as the first dean. In 1965 he was succeeded by Gail Lathrop.

Potential future enrollment in the college was too limited by the district population to qualify the school for conversion to Class I status under the 1965 Junior College Act without more territory. Superintendent Purdy, the board, and community leaders immediately launched a promotional program with neighboring communities for establishment of a new Class I district. Responses were enthusiastic from school districts in much of Clay County to the west, Jasper County to the north, a large section of Lawrence County to the east, and the southeast section of Crawford County to the northeast.

Had not other circumstances intervened, the new district could have been established in mid or late 1966. However, there were numerous promotions for new college districts in southeastern Illinois in 1966. Wabash College to the southeast

of Olney also needed and wanted more territory and population to qualify for all the benefits of a Class I district. Their proposal included some of the same school districts sought by Olney. Leaders in Effingham to the northwest, and Robinson to the northeast, were also exploring the feasibility of being the centers for new districts, and were seeking the attention of some of the communities in which Olney was working. In the summer of 1966, petitions had been filed with the IJCB from Effingham, Robinson, Olney, Mt. Carmel, Harrisburg, and the Metropolis-Cairo-Vienna region each with proposed boundaries overlapping one or more of the neighboring petitions. The rivalry was quite intense. We held meetings with representatives of the competing groups in Charleston, Olney, Carmi, and Carbondale in an effort to resolve the boundary problems.

The IJCB contracted with Southern Illinois University to make a study of the southern third of the state and suggest guidelines for a pattern of districts. Dr. Kenneth Brunner directed the survey. The IJCB staff also attempted to develop a rationale for the Board's guidance. In the fall of 1966 reports of the conferences, the SIU study by Dr. Brunner, and a staff memorandum were the subject of consideration at a meeting of the IJCB. The Board then asked all the petitioning groups to use the guidelines suggested in the reports and studies, and attempt to draw petitions without overlapping boundaries. New petitions with boundaries free of overlaps were submitted in early 1967 by Olney, Mt. Camel (Wabash Valley), Harrisburg (Southeastern J. C.), the Metropolis-Cairo-Vienna area (Shawnee), and Carbondale-Marion region (John A. Logan). Effingham decided to join the new Lake Land College at Mattoon. Robinson delayed action for a time.

Thus it was spring 1967 before action for a referendum on the Olney petition could proceed. During the months of controversy over boundaries, Superintendent Purdy and the other Olney promoters had argued that the constituency within their proposed boundaries were unwaveringly supportive. In demonstration of the solid support claimed for the proposed district, approximately one thousand people were present at the public hearing on the petition, by far the largest attendance at any of the many held on the subject of a new district between 1965 and 1968. Furthermore, no opposing testimony was given! The yes vote at the referendum in September 1967 was ninety percent. Organization of the new board was completed December 5.

Dr. James Spencer, associate secretary of the IJCB, became the first president. Gail Lathrop remained as dean. Leslie Purdy, founding administrator of the initial college in 1962, and a tireless, effective promoter of the new Class I district,

elected to remain as superintendent of the Olney Community Unit School District. Conrad Bauer, one of the members of the initial board became very active in junior college activities at the state level. Dr. Wattleworth served the new college board until well into the 70's. One of the buildings on the Olney Central campus is named in his honor.

Southeastern Illinois College (533)

A junior college program was added to the Harrisburg Township High School district in 1960 and named Southeastern Illinois College. From the outset the college attracted students from neighboring communities. Three hundred ten students enrolled its opening year (1961). By 1965 the headcount was 462 and the FTE was almost 400.

By 1965 Harrisburg and several adjoining public school districts had merged as a community unit. The junior college had been included in the reorganization. Russell Malin, formerly superintendent of the Harrisburg Elementary Schools, became superintendent of the community unit district and junior college. John R. Murphy was dean.

In common with most of the southern Illinois region, the community unit school district lacked sufficient population and financial resources to generate adequate enrollment or financing for a strong Class I college. Therefore, efforts for reorganization were directed toward creation of a much larger district encompassing all of Pope, Hardin, Saline, and Gallatin Counties, a major portion of White, and smaller sections of Johnson and Hamilton Counties. Even then the population was only about 54,000. Minimum population of 75,100 to 100,000 was a much better base from which to generate enrollments sufficient to support well-balanced comprehensive programs. Of course, commuting time and distance had to be considered and weighed against an arbitrary enrollment standard. Southeastern Illinois College was caught in the 1966 southern Illinois controversy over boundaries with its neighbors and, like them, could not complete a satisfactory petition until 1967. The new district was approved at a referendum in October 1967, and a new board was in place in early 1968. Dr. Joe Deaton, Assistant Superintendent of the Harrisburg High School, was chosen president. John Murphy was retained as dean.

Canton Community College (534) Spoon River College

A junior college was established in the Canton school district in 1959 and began operating in the high school building in 1960. The opening enrollment was 177.

Under aggressive leadership of the board and its chairman, Dr. W. I. Taylor, Superintendent Harold Swartzbaugh, and Dean Philip Osborn, the college established strong programs in agriculture and business that attracted students from communities of considerable distance. Hence, by 1965 the school had grown to a headcount of 994 and an FTE of 813. Approximately three-fourths of the students came from outside the district. A very substantial number came from nearby Peoria. Many students took rooms in Canton. Contrary to the usual junior college commuter situation, Canton Junior College was a de facto residential school. During the period 1961-1967, the school benefited from the absence of junior colleges in central and west central Illinois, and the lack of programs in the curricular areas to which it gave special emphasis. The college engaged in an active recruitment program.

Rapid expansion of the public junior college system during 1966-1968 immediately began affecting Canton enrollments. A peak of 1,280 headcount and 1,114 FTE was reached in 1966. Thereafter the numbers declined steadily. New colleges at Peoria and Galesburg were operating by 1967, and one opened at Springfield in 1968.

The people at Canton were eager to retain their college. The Junior College Act permitted any existing college to continue as a Class II district, but receive a lower level of state operating funds and no construction money. The existing college did not meet population, enrollment, or financial standards for conversion to Class I within its existing boundaries. Projected enrollments based on the Canton school district population did not exceed four hundred.

Adequate expansion of the district was difficult. Canton was not only a relatively modest sized community, but was also poorly located geographically to serve as the center of a new district. The city lay too far to the east and northeast of the most viable new territory. Had the college not already been established, it would certainly have not been viewed as a likely site of a new college. Macomb was a larger city, better located in relation to surrounding colleges, and somewhat more accessible by state highways. However, most community leaders at Macomb were not interested in developing a new district. The local newspaper's editorial position was strongly anti-junior college. Schuyler County to the southwest was even smaller than Fulton County in which Canton lay.

The IJCB was reluctant to approve new districts which could meet only minimum statutory standards. Insofar as feasible, a minimum population base of 75,000 to 100,000 was sought. Fulton County had only 42,000 people. Hence, during 1965, 1966,

and 1967 many discussions were held on the Canton situation. All the time the Canton people were unswerving in their effort to form an expanded district. Although interested in maintaining adequate standards, the IJCB was also supportive of communities that had exhibited strong and effective junior college leadership. Ultimately, the IJCB and IBHE agreed to the formation of a district encompassing the major portion of Fulton County.

The district was established in March 1968 and named Spoon River College. Hearl C. Bishop was chosen first president. Dr. Taylor served on the first board. Dr. Taylor was also a member of the Board of Governors University System and for a short time, as chairman of that board was a member of the Board of Higher Education.

As anticipated enrollment continued to decline, by 1970 the headcount was 941 and the FTE 698. The 1978 headcount was 1,186 and the FTE 647. Six hundred to six hundred fifty has been the FTE range since 1971.

Canton was the twentieth and last of the twenty-two colleges existing in 1965 (time of passage of the Junior College Act) to be reorganized as Class I.

Two Colleges Annexed to Other Colleges

Lyons Township Junior College

Lyons Junior College was organized as a part of the Lyons Township High School, LaGrange in 1929. In 1965 its enrollment was 1,471 headcount with an FTE of 911. Dr. Donald Reber was superintendent and Harold Bitting the dean.

Upon passage of the 1965 Junior College Act, the Board of Education appointed a study committee of faculty and citizens to explore alternative directions for the school. Everett Belote, of our IJCB staff, met regularly with the committee as an advisor. Four courses of action were possible and potentially feasible: (1) Remain Class II; (2) Reorganize as Class I within existing boundaries; (3) Promote a new district encompassing neighboring school districts; or (4) Annex to a neighboring college district.

The Committee pursued its studies throughout the 1965-66 school year. Its recommendation was for annexation to the

newly established College of DuPage to the west. Committee members were of the opinion that their community had many things in common with the neighboring suburban areas of DuPage County, and that the advantages of a large suburban community college program were appealing. The recommendation was accepted and the annexation accomplished in time to join the College of DuPage for its opening in the fall of 1967. Harold Bitting was named a dean at DuPage. A significant by-product of the merger for the new College of DuPage was immediate membership in the North Central Association of Colleges and Secondary Schools. North Central decided to transfer the Lyons Junior College membership to the new district. Normally, full NCACSS membership takes about five years for a new institution.

Wabash Valley College

A junior college was opened by the Mt. Carmel Community Unit School District in 1961 with an initial enrollment of 143. By 1965 the numbers were 495 headcount and 391 FTE, and in 1967 they were 939 and 733 respectively. R. W. Bowen was superintendent and C. Edwin Pearson dean. The college was located on a thirty-five acre site at the northwest corner of Mt. Carmel. It was one of only two Illinois junior colleges for which a building had been specifically designed and constructed.

A population of only about 13,000 generated in-district enrollment of approximately 300 of the total 1967 headcount of 939. However, in its formative years the college attracted students from long distances, especially to its agriculture curricula. Citizens were encouraged to provide student housing. A few people remodeled their homes for housing service in expectation of permanency of the dormitory needs.

Upon passage of the 1965 Junior College Act, the people of Wabash Valley College turned their thinking/ and energy toward establishing a new expanded Class I district. They wanted to perpetuate the college site at Mt. Carmel. They also wanted the existing school to be the center of the expanded district. They were confronted by many problems. Location and demographics were unfavorable. No territory was available to the east because Wabash County bordered Indiana. To the northwest the people were more inclined toward joining Olney than Wabash Valley. Lawrenceville, county seat of Lawrence County, twenty-four miles to the north was strongly opposed to being in any junior college district because of their orientation to Vincennes College in Vincennes, Indiana, on an excellent highway only twelve miles away. Edwards County, to the west, was very small. The population of Albion, its county seat and largest city, was only 1,800. Total enrollment in the four-year high school serving the entire county was less than

500. The north half of Edwards County was closer to Olney than Mt. Carmel. Fairfield, county seat of Wayne County, the second county to the west, was thirty-five miles away and not very responsive to overtures from the Wabash Valley invitations. Carmi, county seat of White County, was thirty-three miles southwest. The Carmi people entertained some hope that all of the controversy in that area of the state might end with their community being a junior college center.

During the 1965-66 school year, support for an expanded Olney Junior College district grew stronger month by month. The Wabash Valley experience was just the opposite. Resistance to their proposed boundaries increased. Ultimately, a petition for an expanded Wabash Valley district was drawn by the district leaders encompassing all of the existing college territory; most of Lawrence County to the north, including Lawrenceville; the major portion of Edwards County; a sizeable section in Wayne County with Fairfield; the county seat; and Grayville, Crossville and Mills-Shoals in northern White County. The proposed boundaries did not encroach on those of any other existing or proposed college. They were quite generally in compliance with the suggestions and recommendations of the 1966 IJCB studies, but responses from Lawrenceville and Fairfield were negative and from some other areas less than enthusiastic. The petition was filed with the IJCB on January 9, 1967. The public hearing was convened at the college campus on May 10, 1967. Supporters' testimony was completed late that evening. Opposing witnesses used two additional evenings. The sessions were long, somewhat acrimonious and quite tedious with considerable nit-picking cross examinations. It was very difficult for the IJCB to arrive at a finding that "it was in the best interests of the schools of the area and the educational welfare of students therein that such a district be organized." However, the State Board concluded that in fairness to the Wabash Valley College leaders an opportunity for a referendum should be afforded them. The results were devastating. The proposition failed by a wide margin.

Disappointing and crushing as the outcome of their effort to form a new district was, the college leaders were undaunted in their objective of retaining the Wabash Valley College on the Mt. Carmel campus and achieving Class I status.

Immediately following the referendum, Superintendent Bowen came to Springfield to counsel with me regarding potential courses of action. During our visit my suggestions included: (1) continuing to operate as a Class II college and attempt to demonstrate that excellence did not depend solely on size or classification; or (2) maintain a holding and waiting action with the hope that at some future date their perseverance and

excellence might eventually be rewarded by acceptance as Class I, since they were the sole remaining Class II district. The suggestions interested Superintendent Bowen and the members of the board. However, whereas my thinking was toward some possibilities four, five or more years in the future, they began discussing a plan for legislative approval of such action almost immediately. On March 18, 1968, the Wabash Valley Board adopted a resolution seeking support of the IJCB and others for legislative action in 1969 to accept the college as Class I. Believing such a plan premature, I wrote a memorandum discouraging IJCB support. On June 24, 1968, the IJCB responded to Wabash Valley with the following resolution:

The Illinois Junior College Board has reviewed and carefully considered the resolution (Wabash Valley March 18, 1968). The State Board commends the Board and citizens of Wabash Valley College for the contributions to junior college education since its organization and establishment in 1960.

The State Board has sought to assist the citizens and leaders in Wabash Valley College in the establishment of a Class I district by approving a referendum for a proposed area junior college. The Illinois Junior College Board regrets the failure of the referendum and understands and appreciates the desire of the people within Wabash Valley to further seek the establishment of a Class I district based upon the existing college. However, the Illinois Junior College Board finds that Wabash Valley College, with a population of 13,000 and assessed valuation of approximately \$50,000,000.00 is far short of the minimum criteria for the establishment of a Class I district. Furthermore, it is the judgment of the State Board that the minimum criteria provided for in the Illinois Statute provided a marginal base for the operation of a comprehensive college as conceived in the Master Plan of 1964 and the Public Junior College Act of 1965.

It is the opinion of the Illinois Junior College Board that it would be unwise to establish a Class I junior college district with the population and potentially small enrollment inherent in the existing area encompassed in the Wabash Valley district. It is the opinion of the Illinois Junior College Board that the prospects for expansion of the district by annexation of surrounding territory are very limited. Therefore, the Illinois Junior College Board feels compelled to withhold support of the legislation proposed in the Wabash Valley resolution.

The Illinois Junior College Board recommends and encourages Wabash Valley Junior College to consider the annexation of the territory encompassed in the Wabash Valley district and other surrounding territory not now included in a junior college district to existing Class I districts.

The Illinois Junior College Board suggests consideration of the possibilities of annexation of Wabash Valley and surrounding area to Southeastern Junior College District #523, under a plan to operate a campus at Mt. Carmel as well as the campus now being considered by the Junior College Board of the Southeastern district, or that consideration be given to a similar plan with Olney Junior College District #529.

The Illinois Junior College Board recognizes that these proposals do not coincide with the full aspirations of the Wabash Valley district and may not be readily acceptable within the Class I junior college districts named. However, it is the judgment of the Illinois Junior College Board that such a plan merits careful consideration in order that Southeastern Illinois may enjoy the benefits of a stronger and more viable district organization for the administration of junior college education than is inherent in the existing district structure.

As might be anticipated, the members of the Wabash Valley Board were unhappy with my memorandum and the IJCB resolution. They invited me to meet with them. At the outset the conference was rather stormy. Several members of the Board felt that I had been less than fully supportive of their cause in the 1966 series of conferences and studies on the southern Illinois junior college boundary problems or during the public hearing on their petition. They considered my stance on their latest resolution as further evidence. In the course of the meeting considerable discussion focused on the recommendation in the IJCB resolution that thought be given to annexation to either the Southeastern or Olney districts under a plan to maintain the Wabash Valley campus. However, the board members expressed a wish to appeal to the State Board for reconsideration of its position regarding their March 18 resolution. Arrangements were made for them to make their appeal at the IJCB July meeting.

When the Wabash Valley representatives met with the State Board they came not with an appeal for support of their March resolution, but rather with a proposal for an annexation program that would preserve their campus and enhance the enrollment potential. They offered to lead a promotional effort for a program for annexation to Olney. They expressed

willingness and readiness to initiate discussions with the neighboring communities. The IJCB commended them and offered support of such an effort.

The response of their neighbors to their overtures for annexation to Olney Community College were positive and enthusiastic with the exception of Lawrenceville where desire to remain outside a junior college district continued. Action began immediately. At its September meeting the IJCB adopted the following resolution:

Subsequent to the passage of a resolution by the Illinois Junior College Board on June 24, 1968, concerning the potential of proposed legislation authorizing the recognition of Wabash Valley College as a Class I district, and the merits of considering a merger of the Wabash Valley district and other surrounding territories with existing Class I junior college districts, one meeting had been held between the staff of the State Board and representatives of Wabash Valley district at Mt. Carmel and representatives of Wabash Valley College have twice appeared before the Illinois Junior College Board. Discussions at these meetings have been constructive.

The board, staff, and other representatives of Wabash Valley College have given and are making a careful and objective assessment of the most desirable course of action for the future. Likewise these representatives are offering active leadership for the coordination of thinking between the leaders and citizens of Wabash Valley district, the neighboring communities outside a junior college district and neighboring junior college districts. The response is reported to be positive and constructive.

The Illinois Junior College Board commends the board, staff, and other representatives of Wabash Valley College for its leadership on study and consideration of future developments for junior college organization in southeastern Illinois. The State Board offers its assistance and that of its staff in the formulation of recommendations for action.

Concern has been expressed by Wabash Valley about the attitude of the State Board toward the continuation of a college campus within the territory of the present Wabash Valley district. The Illinois Junior College Board has consistently recognized and commended the progress which has been made in the establishment of a comprehensive junior college program in the Wabash Valley district. The Illinois Junior College Board will continue to support the

operation of a campus within the present Wabash Valley district under conditions which appear to assure enrollment and programs consistent with the standards and criteria for a comprehensive junior college.

The Olney Community College Board responded favorably and adopted a resolution setting forth certain procedural guidelines.

Petitions for annexation were circulated by regions. A referendum for annexation of Wabash Valley to Olney was successful in February 1969. Other annexation actions from Edwards County, Fairfield, and Mills-Prairie school districts were completed in March. All became effective July 1, 1969.

Thus, Wabash Valley Junior College, the last Class II district, went out of existence as a separate district on July 1, 1969, but continued as Wabash Valley College at Mt. Carmel, a unit and campus of a larger district. Later Robinson, forty miles to the north, joined the Olney-Wabash Valley combination with a campus at Robinson. The district was renamed "Illinois Eastern Community Colleges" and its three campuses were Olney Central, Wabash Valley, and Lincoln Trail.

Additional Colleges Established Totally Outside an Existing District

To date (1980), nineteen college districts have been added to twenty of the twenty-two existing in 1965. Fourteen were established in a two-year period (1965-67). Three were added in 1969, one in 1971, and one in 1974. As their numbers indicate, these new colleges came into being concurrently and intermixed with reorganization of existing districts. The following account deals with the new additional colleges that were not in existence prior to 1965, in the order of their establishment.

College of DuPage (502)

As noted earlier, a petition requesting approval for a referendum to establish a junior college encompassing most of DuPage County was filed with the Junior College Board at its organization meeting on September 6, 1965. Like their neighbors in the Triton and William Rainey Harper areas, DuPage County people were motivated by the Master Plan study and widespread interest and enthusiasm for junior college expansion. Spearheaded by County Superintendent Roy DeShane and a group of interested citizens, the management consulting

firm of Booz, Allen and Hamilton was contracted to conduct a feasibility study. This was followed by speedy circulation of a petition in the summer of '65. Action on this first petition filed with the State Board was expedited at a rate substantially faster than any that would follow. The State Board received it on September 6 and approved it on September 10. The Board of Higher Education gave its approval on September 14; and on September 17 IJCS set a hearing date for October 8, naming Attorney Kenneth Lemmer to be hearing officer. A referendum was held on December 4. Board elections were completed in late January, and the organization meeting of the board was on February 3, 1966. Classes were first held in 1967.

Dr. Rodney Berg, President of Everett Community College, Everett, Washington, was selected president. W. A. Johnson, former superintendent of Bensenville schools, was a charter board member and devoted much of his retirement time working for both the new college and in statewide activities.

Parkland College (505)

Interest in formation of a vocational-technical college or institute preceded action for a junior college in Champaign-Urbana and surrounding communities. A sizeable group of citizens and educational leaders, for whom Dr. Lowell Fisher (faculty member at the University of Illinois and chairman, Illinois North Central Committee of Colleges and Secondary Schools) was chairperson. The group secured funding for the employment of an educational consulting firm to make an in-depth feasibility study for a post-secondary vo-tech school. The group was hoping to take advantage of substantial federal funding for vo-tech education that appeared to be forthcoming in the early 1960's.

Planning and promotion for the vo-tech school were well underway when passage of the 1965 Junior College Act to establish a statewide system of comprehensive junior colleges with strong emphasis on vo-tech programs and substantial capital funding from state revenue caused the committee to consider going the route of a Class I college district. Such a decision was made. The feasibility study for a vo-tech institution was supplemented to include a comprehensive college, district boundaries were drawn, and a petition was placed before the IJCS.

Tremendous support for the proposed district was manifested at the public hearing. Witnesses representing interests in general education, allied health programs, electronic

engineering, construction fields, mechanical trades, and basic and continuing education presented impressive supportive testimony.

The college came into being with a five-to-one favorable vote on March 12, 1966. Its organization was completed with the seating of a board on May 11.

Dr. William Staerkel, with a background in school administration and a more immediate experience as an educational specialist with the Chicago consulting firm of Booz, Allen and Hamilton, was chosen president, a position he still holds at the time of this writing.

Opening enrollment in 1966 was over 1,300 headcount with an FTE of 740. The college has grown continuously. By 1979 the headcount exceeded 7,000 and the FTE 4,000. The college has always enjoyed a splendid relationship with the University of Illinois.

Illinois Central College (514)

A proposal to establish a district comprised of substantially all of Peoria, the northern two-thirds of Tazewell, and a major portion of Woodford Counties was submitted to the IJCB in September 1965. A large citizens committee representative of all of the region had completed an excellent feasibility study. The members of IJCB were enthusiastic about the prospects for an excellent comprehensive college. Study of the proposed boundaries, however, revealed one legal technicality which delayed approval of the petition. Some boundaries bisected school districts. The Junior College Act authorized a tax on school districts lying outside a junior college district for the payment for junior college attendance by its residents, and specified the tax be spread over the entire school district. Therefore, residents living in that section of a bisected district lying in a junior college district would be subject to both the junior college district tax and the public school district tax for payment of junior college attendance for the residents living outside the junior college boundaries. The IJCB was uncertain about the legality of a double tax. The Peoria-Tazewell-Woodford proponents were unwilling to redraw the boundaries and felt certain it was unnecessary. The IJCB decided to seek its first opinion on interpretation of the Junior College Act. The Attorney General ruled that nothing in the Act required junior college boundaries to follow school district boundaries, nor was the double tax on a portion of a bisected district illegal.

(Note: The Act was later amended to spread the non-junior college tax on only the section of a school district lying outside.)

The remainder of the procedure was routine. Voter approval established the district by referendum in March 1966. A board of trustees was installed on June 30.

Dr. Kenneth Edwards, Dean, Belleville Community College, Belleville, Illinois was chosen as president. The college opened in interim buildings on its permanent campus with an initial enrollment of 2,400 headcount in the fall of 1967.

Dr. John E. Dalton, professor of education, Bradley University, was elected to the board of trustees and is still serving as this is being written in 1980. He has also contributed much to the success of the Junior College Association and the Trustees Association.

Waubonsee Community College (516)

Citizens in Aurora, Batavia, Geneva, Oswego, Yorkville along the Fox River, Plano, Sandwich and Somonauk on US Highway 34, Sugar Grove and Hinckley on US Route 30, and Elburn to the northwest joined in a feasibility study for a junior college district in the fall of 1965. The territory was comprised of the south half of Kane, the north half of Kendall, a strip along the east and southeast side of DeKalb, a portion of northeast LaSalle Counties, plus a very narrow line in Will County contained in the Oswego School District. Dr. Ralph Belnap, Northern Illinois University, directed the study. The study concluded with a petition to the IJCS for a referendum to establish the district. A public hearing in 1966 revealed solid and enthusiastic support by the residents throughout the region except for a small group in central Kendall County whose allegiance was to Joliet. Representatives of the group appeared at the hearing to announce their interest in being a part of a Joliet district if and when such an opportunity might prevail, and furthermore their intention to move for detachment from the proposed Waubonsee district and annexation to Joliet when such an action became possible. Representatives of the group sponsoring the Waubonsee district assured them that their proposed future action would be accepted without opposition. The change was routinely made at a later date with no problems.

The referendum to establish the district was held in July 1966. The board of trustees was organized on August 22, and the college opened classes in temporary facilities in Aurora in the fall of 1967 with a headcount of 1,500.

James Nelson, Dean of Instruction at Golden West College, Huntington Beach, California was named President.

Mrs. Ruby Collins an active participant in the feasibility study and promotion of the referendum was elected to the college board and continues to serve as this is being written in 1980. She is active in the Illinois Community College Trustees Association and currently serves as ICCTA liaison to the IBHE.

Lake Land College (517)

Virgil Judge, superintendent of schools, Mattoon, and Clem G. Phipps, an area business man, spearheaded planning for a junior college district in Coles, Cumberland, Shelby, Clark and Edwards Counties. Mr. Judge had prior experience in the formation of community unit school districts. Mr. Phipps was a member of the Mattoon Board of Education and had been very active in the Illinois Citizens Educational Council. Action on a feasibility study with help from Eastern Illinois University at Charleston was already started by the time the 1965 Junior College Act was passed. Support was strong throughout the territory. The proposed district was just north of and adjacent to the southern Illinois area involved in controversy over boundaries. Care was exercised to avoid drafting a petition with boundaries overlapping their neighbors. A group from Effingham submitted a petition with boundaries reaching into the proposed Coles-Cumberland, etc., district. The IJCB judged that proposal to be too late and its potential for the future to be too weak to justify postponing action on the Mattoon petition already on file. The Effingham petition was therefore denied and the earlier petition approved. A successful referendum was held in September 1966. Board elections were completed in late November. Clem Phipps and several other members of the organizing committee served on the initial board. The College was named Lake Land. Virgil Judge left the school superintendency of Mattoon to serve as president of the college. Classes were first held in the National Guard Armory at Mattoon in the fall of 1967 with a headcount of 572.

Carl Sandburg College (518)

Citizens in Knox and Warren Counties, under the leadership of John Lewis, an Abingdon business man, developed a feasibility study in 1965-66 for a college comprising approximately two-thirds of Knox County and almost as much of Warren County, plus very small sections of Henderson and Fulton

Counties. Monmouth and Galesburg were the two most populous communities. Each had a liberal arts college, Monmouth and Knox respectively. Both institutions were supportive of the effort to establish a comprehensive junior college.

Population of the area described in the petition filed with the State Board was about 71,000. The sponsors and the IJCB would have preferred a larger population and tax base. However, residents in northern Knox County, those of the Alexis School District in north Warren and South Mercer Counties, and the Roseville District in south Warren County, were unwilling to be included. The IJCB was convinced that these areas would eventually join the district if a college was established, and believed it prudent to move for the creation of the proposed district. Witnesses at the public hearing attested to substantial support for a comprehensive junior college. Officials of Knox and Monmouth Colleges too spoke enthusiastically on behalf of the petitioners. Only one opponent appeared. He was opposed to the increased taxes the college would bring. He argued against use of the local property tax as revenue for education above the high school level.

These features are included in this account of the college's establishment as background for their later impact on both Carl Sandburg College and the total State Junior College System, when an attempt to disconnect a substantial area in Warren County from the district culminated in a major Illinois Supreme Court test on the constitutionality of the Junior College Act.

The college was approved by about a two-thirds majority vote in September 1966. The college board, with membership including John Lewis, chairman of the sponsoring committee, a professor of education from each of Knox and Monmouth Colleges, two farmers, and two other business and professional men, took office on December 15.

Eltis Henson, formerly superintendent of the Harrisburg Township High School and Southeastern Community College and at the time of employment superintendent of the Mt. Vernon Township High School and Community College, was named president. Classes were first convened in facilities leased from Brown's Business College in downtown Galesburg in the fall of 1967. Initial enrollment was 615 headcount and FTE of 349.

John Lewis continued to serve on the college board devoting an enormous amount of time to junior college affairs at home and throughout the state until sudden death by heart attack in

1977. He was active in the Illinois Trustees Association and served as first president when it was reorganized as the ICCTA in 1970.

Kankakee Community College (520)

My attention was first drawn in January 1966 to a feasibility study for a junior college centered largely in Kankakee County and extending to small portions of Iroquois, Ford and Livingston Counties to the south and west. Mr. Ralph Francis, a Kankakee businessman and civic leader, and a few other community and educational leaders had employed a Chicago consultant firm, A.T. Kearney and Company, to make a study for them. My initial contact with Mr. Francis and the committee was at a session in the Hotel Kankakee at which the consultant firm made a lengthy report and distributed copies of its study. This study was unique among most other such studies. Whereas most studies involved sizeable numbers of community residents, this one had been done by an outside consultant firm with only minimal participation by local people. The study was well done. In response to my questions about the absence of broad local identity with the study, Mr. Francis assured me that solid support would be forthcoming as the findings of the study were publicized and petitions were circulated. He was confident the community was ready to establish a college. His assessment was accurate. A public hearing drew almost unanimous support. The principal negative concern came from the owner of a local business college who expressed fear of the impact of a junior college on enrollment in his school. Olivet Nazarene College, a liberal arts college in Bourbonnais, was supportive of the proposed junior college.

Seventy-five percent of those voting on creation of the district cast yes votes at the referendum in October 1966. Ralph Francis; Kenneth Seebach, superintendent of the Herscher Community Unit School District; and John Rooney, Kankakee business man, all active on the sponsoring committee, were among those elected to the governing board. Ralph Francis served as board chairman for three or four years. Merlin Karlock, farmer and real estate developer, of Mornace, was also a board member in the formative years of the college, and was subsequently appointed a member of the IJCB. Dr. Robert Zimmer, formerly President of Allegany Community College, Cumberland, Maryland, was chosen to be president of the College. Dr. John R. Samlin, Illinois Valley College, moved to Kankakee as dean of instruction and later succeeded Dr. Zimmer as president. Classes were offered in the fall of 1968 in interim facilities constructed on the newly acquired permanent site along the south side of the Kankakee River on land

acquired from the Kankakee State Hospital. Opening enrollments were 553 headcount and 405 FTE. An interesting, distinguishing feature of the college was utilization in all departments of a planned programmed instruction system geared strongly to individual study with major use of audio-visual teaching aids. Kankakee Community College surpassed all of the Illinois community colleges in the application of that instructional pattern. Both interim and later permanent buildings were designed and equipped to facilitate such an instructional plan.

From September 6, 1965, the date of the organization meeting of the IJCB, through October 1966, a little over one year, seven junior college districts were added to the state system. In the same period, reorganization to Class I status had been completed in fifteen of the existing college districts, bringing the total roster of Class I districts in December 1966 to twenty-two. Response to the Master Plan and 1965 Junior College Act had far exceeded even the most ardent expectations of junior college advocates. Let us now move to 1967.

Kishwaukee College (523)

A committee comprised of civic leaders, representatives of seven school districts in DeKalb, Ogle and Lee Counties and faculty at Northern Illinois University was formed in early 1966 to consider the establishment of a junior college district.

At the conclusion of the study, the group decided to petition for a referendum. Both population and assessed valuation of the area included in the proposal were well above minimal statutory requirements, but the population, estimated at 60,000, fell short of IJCB standards. IJCB preferred 75,000 to 100,000 as a minimum to insure sufficient enrollment to maintain a comprehensive program of studies. Prospects for significant expansion of district boundaries were not very promising. The area was circumscribed by established districts on all sides with very little open territory separating them. However, both DeKalb and Ogle Counties were in population growth regions of the state. Most of the DeKalb County and Ogle County school districts lay outside reasonable or practical commuting distance of any of the existing junior colleges. Rochelle would be at least ten miles closer to the prospective site in the new district than to either Rock Valley or Sauk Valley, its nearest neighbors.

On consideration of the several factors and the additional weight of a very positive and enthusiastic public hearing, the

decision was to put the proposition in the hands of the voters. The result was a two-thirds yes response at a referendum in January 1967.

A board was elected and organized by the end of February. Dr. Lamar Fly, president of Hill Junior College, Hillsboro, Texas was chosen president of the new college. Classes were started in interim buildings on the permanent campus site near Malta, about midway between Rochelle and DeKalb in 1968. Opening enrollments were 600 headcount with an FTE of 384. Within two years the numbers were 1,439 and 1,009.

Moraine Valley Community College (524)

In the winter of 1966, I was invited by Ted Lownik of Evergreen Park to meet for lunch in downtown Chicago at the Athletic Club for a discussion about formation of a junior college district. The meeting was attended by Mr. Lownik and three other people. They presented a plan they were considering for setting up a junior college district to include three south central Cook County high school districts, namely Evergreen Park, Oak Lawn, and Reavis. The three high school districts lay just outside south-southwest boundaries of Chicago. Their combined population was in excess of 100,000. They were quite excited about their idea and were undoubtedly disappointed with my suggestion that although in downstate Illinois their population and tax base would be excellent, in suburban Cook County it should be larger. My counsel was that they explore the potential for a larger area. This they promptly did, and soon developed a plan to add Blue Island, Midlothian, and Orland Park high school districts, thereby more than doubling both the population and tax base. All the communities responded positively to overtures for inclusion.

Moraine Valley district was the result of a referendum held in February 1967. Ted Lownik and others of the planning committee were elected to the board. Dr. Robert E. Turner, President of Macomb County Community College, Michigan was named president. Classes were first held in leased facilities at 95th Street and Cicero Avenue in Oak Lawn in 1968. Enrollments were 1,218 headcount and 856 FTE. Early growth was rapid. By 1972 the college reached a headcount of 5,000 with an FTE of 3,100.

Lincoln Land Community College (526)

Late in 1965 representatives of more than twenty school districts in Sangamon, Menard, Christian, Macoupin, Montgomery, Cass, and Morgan Counties met at the Sangamon County Courthouse

in Springfield to explore one another's interests in a junior college district. Sangamon County School Superintendent L. H. (Scotty) Hinton chaired the meeting. Discussion revealed lively interest in the prospects of a junior college on the part of most of those present. One tempering note colored the thinking of the group. Mr. George Hoffman, a Springfield attorney and civic leader, spoke of the activity of a committee that had been promoting the idea of a four-year college for Springfield. He explained that efforts were being directed toward the development of either a public or independent senior college. Mr. Hoffman expressed concern that introduction of a study for a junior college might interfere with progress on the senior college project. He also raised a question about the impact of a public junior college on Springfield Junior College, a private institution, that had been operating in Springfield since 1929. The college operated by the Ursuline Order of Catholic Nuns had an enrollment of 1,000 headcount and 765 FTE in the fall of 1965. Enrollment had doubled between 1957 and 1965. Mr. Hoffman expressed doubts that Springfield residents would vote favorably on a proposition that would increase their taxes and also pose a threat to the welfare of Springfield Junior College. The initial meeting was concluded with arrangements for a continuation of the discussion at the Courthouse in early 1966.

Representatives of Springfield Junior College were invited to the second session to state their position on the prospects of a competing public junior college. Mother Borgia Fehlig, President, accompanied by others of the staff and the chairman of the College Lay Committee, attended. They responded to the questions and issues by saying that their position was that the subject of the establishment of a public junior college should be studied and explored on its merits. They said a decision on a course of action should not relate to the welfare of Springfield Junior College but rather on the impact on education and educational service for the residents of the area. The group noted its intent to operate the college so long as it served a constructive and useful purpose but that if future developments revealed that it was unwise to continue the school, its closing would not constitute a major disaster but rather be evidence of the eternal changes in the order of things. In short, the Springfield Junior College leaders did not want the presence of their school to impede a feasibility study or decision for a referendum if such a course of action was deemed in the best interests of all concerned.

At a third meeting, twenty-five school districts agreed to a feasibility study.

An educational consultant firm was engaged to direct the study. The work was done by a large citizens' committee. Media coverage was excellent. Following completion of the study, all of the participating districts outside of Springfield, except Edinburgh, chose to be included within the boundaries described in a petition asking the IJCB to order a referendum. Because of uncertainties about Springfield's interest or potential response at a referendum, the territory of Springfield school district was not included in the proposed district. Although not a participant in the feasibility study, leaders of the Hillsboro school district in Montgomery County requested that their district be included. With considerable reluctance, the members of the organizing committee acceded to the request, with consequences that will be detailed later.

By these actions, the Lincoln Land Community College was established by referendum in February 1967, omitting the Springfield school district with a population equal to that of the twenty-four districts included.

A board was organized in April. Dr. Robert L. Poorman, Dean of Students, Bakersfield College, California, was named president, a position in which he remains as this is being written twelve years later. Classes were started in 1968 in temporary, interim facilities constructed on leased property near the south edge of Springfield. Initial enrollments were 1,449 headcount and 768 FTE.

Before closing this account of the establishment of Lincoln Land, let us add a section on Hillsboro and Springfield developments.

It was noted above that the Hillsboro area was reluctantly added to the proposed Lincoln Land petition without having been involved in the feasibility study and the decision making processes required of each community at each step of the project. The concerns of the steering committee were well founded. Those persons who decided to request that Hillsboro be included did not represent the thinking of the community. The Hillsboro vote was a resounding "no" by about ten to one. However, their population was such a small proportion of the total that it did not affect the outcome, and so Hillsboro found itself a part of Lincoln Land Community College contrary to the wishes of an overwhelming majority of the voters who expressed themselves at the referendum. A few months later in 1967, dissidents in the Hillsboro and Litchfield school districts petitioned for disconnection. Litchfield had been a part of the project from the start; however, the vote in that district had also been negative, but by a much smaller margin. The petition was honored and these districts severed their

membership in Lincoln Land Community College effective July 1, 1968. Both districts joined the college again by annexation without controversy on August 1, 1974.

Springfield school district was annexed to the College in 1968 via the following circumstances and procedures. Early in 1967 Dr. Lyman Glenny, Executive Director, Illinois Board of Higher Education, announced a policy of that body to approve only communities lying in a public junior college district as sites qualifying for location of any new public senior college or university. Master Plan-Phase II, released by the IBHE in December 1966, had recommended a public senior college be located in the Springfield area. Of course, Mr. Hoffman and the members of the committee working for the establishment of a senior college in Springfield were eager to have the new university in Springfield. But the city was not part of a junior college district. Announcement of the IBHE policy regarding the condition for locating a new public senior institution reversed the thinking of Mr. Hoffman and his committee. They immediately began exploring ways of annexing the Springfield school district, which encompassed the incorporated communities of Springfield, Jerome, Leland Grove, Grandview, Southern View, and some unincorporated territory to Lincoln Land Community College.

The Junior College Act carried two procedures for annexation: 1) filing a petition signed by one-fifth or 500 resident voters whichever was the lesser, which required a public hearing and then if approved, an order was issued by the IJCB for a referendum in the petitioning territory; or 2) filing a petition carrying the signatures of at least two-thirds of the resident voters. In the latter circumstance, the IJCB was required to give public notice of the filing of the petition, allow thirty days for the request of a public hearing, and hold a hearing if properly petitioned to do so. Subsequently, either with or without a hearing, the State Board made an affirmative or negative finding on the proposal. If the action was affirmative, the Board ordered the appropriate county superintendent of schools to enter an order bringing about the annexation.

Mr. Hoffman and his associates felt that the outcome of a referendum might be uncertain and, therefore, too risky for their purpose. They considered the effort to collect the signatures of two-thirds of the resident voters on a petition both risky and difficult. In the spring of 1967, they asked their local members of the General Assembly to sponsor legislation adding an amendment to the Junior College Act which permitted a petition signed by two-thirds of the board members of a school district bordered on all sides by a single Class I junior college district to be treated in the same manner as one

signed by two-thirds of the resident voters in other situations. The bill passed and was signed by the Governor on August 21, 1967.

The Springfield Board of Education concluded consideration of its option to act as the petitioners with a public hearing in November 1967. Public support was registered by numerous public and civic groups. The news media editorialized favorably. A petition was signed by all board members and approved by the IJCS. Annexation of the Springfield school district to Lincoln Land became effective in July 1968.

Finale: Sangamon State University, an upper division and graduate level institution, was opened at Springfield in 1970. Sangamon State and Lincoln Land are located about a half mile apart on adjoining campuses, the beneficiaries of land initially purchased by a foundation which collected funds through subscription for the acquisition of expansion land.

McHenry County College (528)

A committee of McHenry County civic and educational leaders, chaired by Mr. E. C. Nichols, superintendent of the Marengo Community High School District, engaged in a feasibility study for a Class I junior college district embracing all of the county except a small strip along the southeastern border. The study was completed in the summer of 1966. A petition for a referendum was submitted to the IJCS in August 1966. No problems were encountered in the review of the proposal or at the public hearing. McHenry County College was established on April 1, 1967. Organization of the board was completed two months later on June 1. Dr. Forest Etheredge, dean of instruction, Rock Valley College, Rockford was chosen as first president. Classes were started in the fall of 1968 on an attractive site at Crystal Lake in facilities leased from the Pure Oil Company. Opening enrollments were 1,063 headcount with an FTE of 571.

Four Class I colleges covering all or parts of more than twenty southern Illinois counties were voted in during September and October 1967, following resolution of boundary conflicts. Two, namely Olney and Southeastern, which were expansions of existing districts, have already been discussed. Two additional districts are John A. Logan and Shawnee.

John A. Logan College (530)

Leslie Stilley, county superintendent of schools, was a diligent, persistent and enthusiastic advocate for a junior

college district in Williamson county. When the 1965-66 southern Illinois discussions and debates over college district boundaries were concluded, Mr. Stillely and County Superintendent Monroe Deming of neighboring Jackson County joined as leaders with a citizens committee in support of a proposal for a district containing almost all of Williamson County, about three-fourths of Jackson County, DuQuoin, in the southeast corner of Perry County, and West Frankfort in south Franklin County. The northern boundary was contiguous to Rend Lake, already established. The Southern Illinois University campus at Carbondale lay within the boundaries of the proposed district. Population of the area was approximately 115,000. Formation of the college was approved by a referendum in September 1967. A board of trustees elected in December began to immediately plan for the start of classes the following year. Dr. Nathan Ivey, president of Southwestern Michigan College, Dowagiac, Michigan, was selected for the presidency of the new college. Classes were started in 1968 in leased facilities in Carterville. Opening enrollments were 330 head-count and 269 FTE. These numbers more than doubled the second year and continued to increase for seven years by which time they were about 2,500 and 1,400.

Shawnee College (531)

Keen interest for the formation of a junior college to serve the southern tip of Illinois emerged as soon as the 1965 Junior College Act became law. Representatives from Metropolis, Cairo, Vienna, and Anna-Jonesboro attended many of the 1965-66 discussions on potential district structure and boundaries to express their position. County school superintendents Grace Duff, Alexander; George Otrich, Union; Glenn Jones, Johnson; Darrell Ferguson, Pulaski; and Howard Keller, Massac were faithful and effective advocates and leaders for a junior college within their five county area. The area presented several difficult problems. All of the larger communities lay on the periphery of the territory. There was no central city with converging roads. Total population of the five counties was less than 60,000. Assessed valuation for a tax base was minimal. Shawnee National Forest overlay a sizeable portion of the area. The general low property valuation was fortunately relieved by the presence of two electric utility installations, although one of them was involved in the boundary dispute with the proponents of the John A. Logan district. When all controversies were smoothed out, a petition for a referendum was drawn describing all of Alexander, Pulaski, Massac, Union, all of Johnson except a small section in the northeast corner, and a small area in southwestern Jackson Counties. Both utility properties were within the boundaries of the proposed district. Total population was estimated to be 57,800 and the assessed valuation approximately \$160,000,000.

The IJCB and IBHE were of the opinion that establishment of such a district was probably the most satisfactory way for providing the benefits of a comprehensive community college to the citizens in the area. The Shawnee district was established by referendum on the same day in September 1967 as its neighbor to the north, John A. Logan. Board elections were completed in December. Dr. Loren E. Klaus, formerly Superintendent of Schools, Normal, Illinois became president in 1968, a position he is holding at the time of this writing. Classes were started in the fall of 1969 in newly erected interim buildings on the college's permanent site. The campus is near the geographic center of the district between Ullin and Karnak. Opening enrollments were 500 headcount and 475 FTE. The largest enrollments to date have been 1,062 headcount and 757 FTE in 1976.

College of Lake County (532)

Two efforts were necessary in the formation of the College of Lake County. The first proposal developed by a citizens' committee was submitted to the IJCB in October 1965. Geographic boundaries were conterminous with Lake County. Review of the feasibility study of the prospective district satisfied both the IJCB and the IBHE that the county with a population in excess of 250,000 and growing, plus a very strong tax base of about two billion dollars, was an excellent unit for a college district. There was no question about the desire of the planning group to establish an effective comprehensive college program. However, three evening sessions of public hearing revealed serious and involved controversy.

Residents of Barrington, in the southwest corner of the county, and the Lake Forest, Highland Park and Adlai Stevenson High School districts in the southeast corner, vigorously objected to being included in the district. Their witnesses were supportive of the plan for the proposed district in Lake County so long as their communities were not included. Reasons for their objections were varied.

Barrington city and school district are bisected by the Lake-Cook County boundaries. Witnesses discussed existing problems, difficulties, and inconveniences inherent in the jurisdictional segmentation of their community. They objected to the plan that put only a portion of their city and school district in the proposed junior college district. In addition,

the witnesses declared their strong interest in annexing all of their school district to William Rainey Harper College district, which was contiguous on the Cook County side. They expressed a willingness and desire to proceed with the annexation as soon as possible. In addition, their spokesmen asserted that their wishes had been made known to the Lake County College organizing committee prior to drafting of the petition. Complaint was also voiced that little effort had been made to circulate the petition for signature within their community.

Witnesses from the Adlai Stevenson High School, located on the south border of the county to the west of Highland Park, claimed the residents of their area were not interested in joining any college district at that time. They also insisted that their position was known to the sponsors, but their area had been arbitrarily included in the petition and that very little effort had been made to circulate the petition in their communities.

Statements of objectors in Lake Forest and Highland Park High School districts in the extreme southeast corner of the county stressed their preference for alliance with the Lake Shore school districts to the south for the creation of a junior college district. They asserted that their orientation pointed south rather than north. Proponents of the Lake County district accused these witnesses of snobbishness in their interest to be affiliated with others of the "Gold Coast" north shore. This attitude was denied. These opponents also testified that the sponsors had included them with full knowledge of their objections and that very few of the five thousand signatures on the petition were from their area.

After study of all of the testimony at the public hearing, the IJCB concluded that it was not "for the best interests of the schools of such area and the educational welfare of the students therein that such a district be organized..." (Sec. 3-3, Junior College Act). On November 28, 1966 the petition for a referendum was denied.

A second effort to organize a Lake County Junior College district was initiated by the sponsors with a revised feasibility study and petition omitting the four opposing school districts. This project moved through each of the required steps without opposition, culminating in a two to one favorable vote on October 7, 1967. Board elections were completed in mid-December. Dr. Richard G. Erzen, Administrative Dean of Illinois Valley Community College, was selected to serve as president. A program of instruction was started in the fall of 1969. Enrollments were 2,473 headcount and 1,539 FTE.

What happened to the dissident school districts? Barrington moved forthwith for annexation to William Rainey Harper, becoming a part of that college in July 1967. Two of the other three eventually annexed to the Lake County College. Adlai Stevenson joined in 1976 and Highland Park in 1977. Lake Forest remains unattached to any junior college as of this writing. Experiences at Lake Forest and Highland Park are covered later in the account of activities on the Cook County north shore area.

Elections on October 7, 1967 for the establishment of the new College of Lake County District 532 and the expanded South-eastern District 533 finished action on reorganization of existing and establishment of new ones through 1967, bringing the total Class I community colleges to thirty-three. The pace in 1968 and 1969 was much slower, involving final disposition of two existing districts, namely Wabash Valley and Spoon River whose stories have already been told, plus the addition of three new ones, they being Oakton, East St. Louis, and Lewis and Clark.

Oakton (535)

In mid 1968, a group of public school leaders in Niles and Maine Townships, Cook County, comprising the areas of the Niles and Maine Township High School districts, promoted a study of the feasibility of organizing a junior college to serve their communities. The largest population centers were Skokie, Lincolnwood, Morton Grove, and Niles in the Niles High School district, and Park Ridge and Des Plaines in the Maine Township High School district. Population of the combined communities was about 260,000 and the assessed valuation in excess of \$1,500,000,000. Support for the proposal appeared to gain momentum as the feasibility study progressed and increasing numbers of people joined the discussions. A petition requesting a referendum was submitted to the IJCB in the fall of 1968. The district was established by the resident voters of the district in April 1969. Board elections were completed in June. Mr. Raymond E. Hartstein, a charter member and first chairman of the board, has given distinguished leadership both to the development of the college and the activities of the state organization of community college trustees. He is completing a two year term as president of the ICCTA as this book is going to press. Dr. William A. Koehline, Dean of Instruction, Harrisburg Community College, Harrisburg, Pennsylvania and with prior experience at Cuyahoga Community College, Cleveland, Ohio and Flint Community College, Flint, Michigan was named president, and is there in that role as this is being written. An interim campus was located for the

college opening in 1970, in a cluster of one-story buildings at 7900 North Nagle Avenue, Morton Grove. Initial enrollments were 832 headcount and 542 FTE. Lead time planning for the first year operation was quite short. Second year numbers were nearly triple the first, at 2,330 and 1,650.

Lewis and Clark (536)

Two efforts were necessary to the creation of the Lewis and Clark district to serve the Edwardsville, Alton, Wood River, Granite City, and neighboring communities in the west; and the northwest two-thirds of Madison County, the south half of Macoupin, and practically all of Jersey and Calhoun Counties. Madison County Superintendent of Schools, Wilbur Trimpe, was the prime mover for action in both efforts. He first organized a committee in 1965-66 to make a survey of interest and do a feasibility study of a prospective college. A petition for a referendum was filed in October of 1966 and brought to a vote on April 1, 1967. The proposal appeared to be headed for a successful outcome until the Industrial Association in Granite City decided to change its position from support to opposition. Proponents of the college were unable to overcome the effects of the opposition and the majority vote was negative.

A second study covering the same area was begun about a year later. Granite City was involved in the study, but the civic and educational leaders were uncertain about the advisability of including their community. In the end, the decision was to omit Granite City as a part of the proposal. Voters approved establishment of the district on the second try, but without Granite City, in November 1969. The board of trustees was organized in February 1970. Soon after its organization, the board was approached by officers of Monticello College, an independent junior college at Godfrey, about the possibility of purchasing that facility as the community college site. The account of that acquisition is covered in the chapter on sites and buildings. Suffice it to say at this point that the college opened on the Monticello campus in September 1970 with enrollment at 443 headcount and 306 FTE. By the second year, the enrollment more than tripled. Dr. Gail E. Myers, President of Monticello College, was named president. However, soon after taking the presidency, Dr. Myers decided to move to a position in Texas. Dr. Robert O. Birkhimer, vice president and former junior college specialist, Illinois Superintendent of Public Instruction, was then appointed president.

State Community College of East St. Louis

This college came into being in 1969 by quite a different procedure than any of the others in the system and is defined in the Statute as an "experimental district."

Discussion about the possibility of developing a college at East St. Louis under the 1965 Act began in the winter of 1966 at a meeting arranged by the mayor. Representatives of East St. Louis, Dupon, Cahokia, Brooklyn (Lovejoy), Venice and Madison attended. The mayor of Cahokia let it be known that he was opposed to Cahokia being involved in proposals for membership in any junior college. Dupon spokesmen expressed interest in being in a college district, but noted that their community would not be contiguous to East St. Louis without Cahokia. Brooklyn (Lovejoy), Venice and Madison indicated willingness to participate in further consideration.

In the spring of 1966 a committee comprised of business, civic and educational leaders was organized to do a feasibility study and work as a junior college action group. Mr. Forrest Marsden, Manager, Illinois Power Company office, chaired the committee.

Dr. Rosetta Wheadon served as secretary. She and her husband, Attorney Wendell Wheadon, played significant roles in the formation and later development of the college.

The committee began its work with a survey of East St. Louis, Brooklyn (Lovejoy), Venice and Madison school districts, plus the small village of Sauget (population 300) in which the Mansanto Chemical Plant is located. Sauget was vital to the feasibility of an East St. Louis college because of the \$60,000,000 assessed valuation on the chemical plant as a part of the tax base. During the course of the East St. Louis study, leaders in Cahokia grew uneasy about their future. They were apprehensive about the possibility of being drawn into an East St. Louis district. The community was very anti-East St. Louis. As East St. Louis began to draft its petition for a referendum, the Cahokia leaders decided to seek annexation to the Belleville district in order to foreclose any possibilities of becoming a part of an East St. Louis junior college. A petition for annexation of the Cahokia Community Unit School District was quickly drawn and submitted to the county superintendent of schools and the IJCB. Sauget and the Mansanto Chemical Plant were a part of the Cahokia school district and were included in the petition. The Cahokia petition for annexation was filed August 8, 1968. East St. Louis proponents filed their petition for a junior college district on October 10. It also included Sauget and the chemical plant. In accordance with advice of its legal counsel, the IJCB processed

conflicting petitions in order of filing, thus withholding action on any later one or ones until action on the former had been completed. Accordingly, the East St. Louis petition was held pending disposition of the Cahokia request for a referendum on annexation to Belleville. Action on the Cahokia petition was completed with an overwhelming vote to join the Belleville district.

Loss of Sauget with the tax base afforded by the chemical plant was critical to the proposed East St. Louis district. Furthermore, Venice and Madison to the north had withdrawn. Economically East St. Louis was deteriorating steadily. Retail businesses were closing. Lawyers, dentists, doctors, architects, and other professional offices were moving to neighboring communities. The local tax base was small and getting smaller. Tax collections were becoming increasingly difficult. Members of the junior college committee decided it was not feasible to form a district based only on the resources of East St. Louis and Brooklyn (Lovejoy) school districts. The East St. Louis school district encompassed neighboring cities of Centreville, Alorton, Washington Park, Fairmont City, and National City, but they were small and not wealthy. Plans for creation of a district were at a standstill at the end of 1968.

Many people were concerned about East St. Louis. They included Congressmen, State Legislators, the Governor, members of numerous state agencies (including the president of Southern Illinois University) and staff members of the IBHE and IJCB.

Late in December 1968, Dr. Delyte Morris, President of SIU, Dr. Keith Smith, Associate Director, IBHE, and I met to discuss junior college possibilities for East St. Louis. We concluded that some structure focusing solely on East St. Louis was very important, but we had no solution to the financial problems.

While running for governor, Richard Ogilvie had promised the people at East St. Louis that, if elected, he would address the junior college situation in their community. Soon after taking office in January 1969, he began consideration of the problem. James Broman, Executive Director, Illinois Association of Community and Junior Colleges, did a survey of the situation for the Governor. He suggested that conditions at East St. Louis made the establishment of a college within the regular provisions of the Junior College Act impossible. The Governor then asked the Office of Human Resources to study potential ways and means of dealing with the situation. Our office was then contacted and I reported the earlier discussions by Dr. Morris, Dr. Smith and me, and some of our thinking, the essence of which centered on operation of a district to meet the East St. Louis needs with major supplemental

funding from outside sources. Governor Ogilvie liked the idea of a plan tailored to the special conditions there. Furthermore, he favored total state financing for a junior college at East St. Louis. He proposed that legislation be drafted for a college to be governed by the IJCB and financed from a special appropriation to IJCB. Our office was requested to draft a bill for such legislation. Kenneth Lemmer, our legal counsel, with the help of numerous resources but principally the Legislative Reference Bureau, developed a legislative proposal which did the following things:

- . Added a section to the powers and duties of the IJCB.
- . Directed the IJCB to establish, maintain, and operate an experimental junior college district to be comprised of territory which includes the city of East St. Louis, to be known as the State Community College of East St. Louis.
- . Provided that in addition to operating a comprehensive junior college program at the college the IJCB shall develop, promote, and operate experimental and innovative programs emphasizing vocational and technical training.
- . Created a locally elected community junior college board to plan and recommend to the State Board curricula, experimental programs, personnel procedures, and operational procedures.
- . Directed the State Board to continue studies with respect to future funding and governance of the college looking to the feasibility of establishing a Class I college with local responsibility for participation in funding and governance.
- . Provided state funding for the operation of the college and omitted any provision for local tax levies.
- . Incorporated as many of the sections of Article Three of the Junior College Act dealing with governance and operation of Class I districts as appeared feasible and practical.

These provisions, in the form of an amendment to the Junior College Act, were enacted by the General Assembly in June 1969. Governor Ogilvie signed the bill on August 8, 1969.

Between April and August 8, while the legislation was still in process, the Governor's office was urging our office to

proceed with plans to begin classes in the fall. In May, John Daly, an aide to the Governor, put it this way, "Gerald, proceed as though the legislation was already completed." Early in the process, Governor Ogilvie arranged a meeting with representatives of our office, the IBHE, the Edwardsville staff of SIU, and his office to explain the plan, encourage support and cooperation, and set up guidelines for working relationships between the administrators of the new junior college and the SIU Edwardsville campus from which several programs were being conducted in East St. Louis. John Daly chaired the meeting.

During the course of the conference, Dr. Morris, President of SIU, reminded Mr. Daly of the University's previous effort to encourage the Governor to approve the lease or purchase of a twelve-story building and two smaller adjoining structures in downtown East St. Louis for the University. Dr. Morris suggested consideration be given to the acquisition of these buildings for joint use by the University and the proposed junior college. Mr. Daly's response was favorable and he agreed to discuss the subject with the Governor. A few days later, John called me with the information that Governor Ogilvie supported the idea of leasing the downtown facilities for joint use by the junior college and SIU. However, the Governor desired that the IJCB be the lessee and principal manager. He also asked me to work with Dr. John Rendleman, Chancellor of the SIU Edwardsville Campus, on the arrangements for leasing the properties as promptly as possible. In as much as this item of business transpired before legislative action on the East St. Louis Community College bill was completed, it was impossible for the IJCB to enter into a lease. SIU completed and signed a lease with a proviso for assignment to the IJCB at an appropriate future date. In this way, three buildings and a parking lot were designated for the school prior to final passage of legislation authorizing the college.

Additional arrangements for prompt activation of college classes included discussion of operating policies and procedures and preparation of recommendations for the board during the early summer in anticipation of the Governor's signing the bill. Tentative arrangements were also made for the employment of Dr. Rosetta Wheadon and Dr. Jefferson Ware in key administrative roles as soon as the IJCB had authority to do so. Both were with SIU at Edwardsville.

Governor Ogilvie gave us advance notice of his intent to sign the bill on the morning of August 8. On that date the members of IJCB assembled in Chicago to take the first implementing action as soon as word came from Springfield that the Governor had approved Senate Bill 1255. That information was received in mid-morning and the following copy of an IJCB press release of August 13 relates the immediate actions:

The Illinois Junior College Board has established the State Community College of East St. Louis by resolution adopted August 8, 1969, and announces plans for opening the college on September 24 of this year.

The State Community College of East St. Louis is brought into being by Senate Bill No. 1255 passed by the General Assembly and approved by the Governor, directing that the Illinois Junior College Board establish, maintain and operate an experimental junior college to include the City of East St. Louis and certain adjoining areas determined by the State Board. The new college district includes all of the East St. Louis school district and the Lovejoy school district in Brooklyn. The East St. Louis school district #189 encompasses all of the City of East St. Louis and parts or all of the communities of Centreville, Alorton, Washington Park, Rosemont, Fairmont City and National City.

A fall term is scheduled to open on September 24. Doctor Rosetta Wheadon and Doctor Jefferson Ware have been employed as the first two administrative staff members. Doctor Wheadon has been given the responsibility for organizing the curriculum, selecting courses to be taught in the fall term, conducting registration, organizing the schedule of classes, providing for counseling and student personnel services. Doctor Ware will be responsible for the business management, procurement of equipment and supplies, maintenance and remodeling of the buildings, providing security, and supervision of the student center. Both Doctor Wheadon and Doctor Ware are assigned general administrative responsibilities and are working directly with Gerald W. Smith, Executive Secretary of the Illinois State Board, in the initial administration of the college. For the present both Doctor Wheadon and Doctor Ware have offices in the Bensinger Building, 410 Missouri Avenue. Later they will be located in the Illinois Building at 417 Missouri Avenue. Inquiries about the college may be made at their offices.

The college is to be housed in the Illinois Building, the Bensinger Building and the former Illini Club, at or near Missouri Avenue and Fourth Street. The address of the Illinois Building is 417 Missouri Avenue, the Bensinger Building is directly across the street to the south and the student center and parking lot directly to the south of the Bensinger Building. Work on plans for the rehabilitation and refurbishing of these buildings for immediate use by the college are underway. Southern Illinois University has been using these buildings for its summer program since July 1. Most of the programs now being operated by Southern

Illinois University at this location will be operated by the new college with the opening of the fall term. Doctor Wheadon is announcing more details about programs and courses in an accompanying press release.

One of the very important activities to begin immediately is the election of a local board. Although the Act directs the Illinois Junior College Board to establish, maintain and operate the experimental college it also provides for a local board to be elected by the same procedures as in all other junior colleges of the state. This board is assigned numerous responsibilities designed to assist in the operation of the college. Attached hereto is a copy of an action taken by the Illinois Junior College Board on August 8, setting forth some of the basic duties and responsibilities of the local board to be known as the Community Junior College Board. Plans for the board election are underway. It is anticipated that on Friday, August 15, the State Board will adopt a resolution setting Tuesday, October 21, as the date for the election of the board. Immediately after the State Board action, instructions will be published regarding the availability of petitions and certificates of candidacy, where to get them, places and dates for filing and such other instructions as are necessary. The election will be conducted in the manner regularly used by the East St. Louis and Lovejoy school districts.

Mr. Frank F. Fowle, Chairman of the State Board, and Mr. Gerald W. Smith, Executive Secretary, express appreciation for the tremendous cooperation of many people in East St. Louis who are assisting with the many details requiring attention for the opening of the college. They also note the excellent help given them by Doctor John Rendleman, Chancellor, Edwardsville Campus, Southern Illinois University; Doctor James Brown, Administrative Assistant, and other members of the Southern Illinois University staff. The University has assisted by initiating the lease for the buildings on Missouri Avenue prior to the final passage of the Act creating the district, thus assuring their immediate availability. The University has also made its staff available both in a consultant capacity and for direct assistance. Doctor Ware and Doctor Wheadon were available for employment as a result of the willingness of SIU to release them for service to the new college.

Mr. Fowle noted that the State Board and its staff are limiting the organizational structure and initial planning to a minimum prior to the election of the local board in

order that that body will have an opportunity to participate in early planning and share in the organization of the college.

Work moved ahead at a feverish pace for the next six weeks on all fronts--building remodeling, acquisition of furniture, equipment, supplies, staff recruitment and employment, class scheduling, student counseling and admission, and many other details. Classes began on September 24 with an enrollment of 1,050 headcount and 680 FTE.

The objective was achieved with excitement, elation, enthusiasm and through magnificent cooperation of too many individuals, agencies, and institutions to list here. It must be said that the manpower and other resources provided by the SIU Edwardsville Campus were vital. Dr. Morris and Dr. Rendleman were unswerving in providing support and on-the-spot assistance to the project. The same must be added in behalf of Dr. Wheadon and Dr. Ware. My conclusion, however, is that such hasty and feverish action is not the appropriate way to start a college.

Richland Community College (537)

Realization of a junior college at Decatur required three attempts over a five-year span, beginning in 1966 and culminating in 1971.

A citizens committee began work in 1965 on the feasibility of a district to encompass all of Macon County and portions of adjoining counties, including such communities as Clinton, the county seat of DeWitt County on the north and Taylorville in Christian County on the south. A petition was drawn and filed in early January 1966 for a central Illinois Class I college comprising nineteen school districts in Macon County and portions of eight adjoining counties. Taylorville, which had been covered in the feasibility study, was not included.

Witnesses representing a wide range of rural-urban, civic, educational, and business concerns presented supporting statements at the public hearing. Mr. Bob Wilson, a farmer and owner-publisher of The Prairie Post, a weekly newspaper at Maroa was the sole opponent. He stated that he objected to the excessive and disproportionate share of the property taxes that fell on farm land and that he intended to oppose any additional local taxing units regardless of their merit until the Illinois revenue system was reformed. He argued for postponement of action on the proposed college until after an upcoming vote on a proposed change in the revenue section of the State Constitution in the fall elections.

The IJCB authorized a referendum as requested by the petitioners. Mr. Wilson continued as the most visible opponent. On the week of the referendum, his newspaper was devoted almost entirely to an appeal for a "no" vote among the rural voters in both incorporated and unincorporated territories. The paper was mailed to many communities and people outside the regular subscription list or areas of coverage. The sponsoring committee was unprepared and without time to respond to Mr. Wilson's blistering campaign against the proposition. The proposal was defeated in May 1966 with nearly a sixty percent negative vote, although carrying by a small margin in Decatur.

Disappointed, but undaunted, Mr. Vern Talbot, vice chairman of the initial citizens' committee, urged immediate consideration of a second attempt to establish a district. Under his chairmanship, a committee made up of both continuing and new members began working early in the summer of 1966. Numerous discussions and conferences were held dealing with the strengths and weaknesses of the first effort and strategy for a next step, especially in the face of the ongoing, articulate and effective work of Mr. Wilson, who was developing his point of view into a "cause" and carrying it to other areas of the state with special focus on the opposition of additional junior college districts.

The committee submitted a petition for a second referendum in December 1966, only seven months after the previous failure. The territory included in the new proposal varied from that in the first. Maroa-Forsyth School District, the home territory of Mr. Wilson, and Clinton to the north of Maroa were omitted. Findlay and Arthur School Districts to the southeast, areas in which the vote had been heavily negative in the earlier referendum, were dropped. Pana School District, thirty-five miles due south, was added. The addition of Pana changed the Decatur geographic orientation considerably. In the original project, Decatur, the major population center, was also the geographic center. Now it was off center to the north. Omission of Maroa-Forsyth and Clinton created a deep U-shaped area on the north boundaries reaching to the borders of the Decatur School District. The resulting map gave the appearance of gerrymandering.

Accelerated opposition to the second proposal developed almost day by day as the campaign moved toward the voting date. On April 1, 1967 the referendum failed by an overwhelming vote, losing even in the Decatur School District.

No further action ensued on a junior college district in the Decatur area until the spring of 1970. At that time a

group of community leaders decided to open discussion on the possibility of establishing a district including only the territory lying within the Decatur School District boundaries. Preliminary exploratory talks were arranged through the office of the City Manager. Several business, civic and educational leaders agreed to serve on a study and promotional committee. Mr. Jack Hunter, President, Citizens Bank of Decatur, accepted the chairmanship. Positive attitudes toward the project were reflected throughout the early weeks of the committee's work through supportive news media, enthusiasm, diligent work on the part of each committee member, and requests for speakers by numerous civic organizations. A petition asking for a referendum on a "Maconland Junior College" was placed before the IJCB on September 9, 1970. The proposed boundaries were the same as the Decatur School District.

My employment with the IJCB terminated on September 16, and I moved immediately to a position of visiting professor at Illinois State University, Normal, Illinois. At that point the Decatur Committee asked me to be a consultant to them during the completion of their study and the planning and implementation of the referendum. The committee was anticipating a vote no later than March or April 1971. However, this did not occur until September, much to the frustration of Jack Hunter and the other members of the committee. These were the circumstances:

In 1970 Dr. James Holderman, IBHE Executive Director, and his colleagues at the IBHE were working on a draft of a Phase III edition of the Illinois Higher Education Master Plan. In one of their documents they submitted a concept of a higher education "Collegiate Common Market." Their proposal was based on the thesis that the system of public institutions of higher education had reached a massive size and strength capable of destroying the independent colleges and that such a course of events would be very unfortunate. They also asserted that the cost of higher education was escalating beyond the point where institutions should or reasonably could be permitted to move ahead unilaterally without regard to other educational resources. They proposed that the whole body of colleges and universities, private and public, senior and junior, be viewed as a common resource, and that their services be joined as a single interrelated effort, namely a "Collegiate Common Market." The document set forth suggestions for a regional state structure to maximize the implementation of sharing, dividing, and integrating the facilities, faculty resources, and programs among all collegiate institutions within an area. Following discussions of the proposition at board meetings and a series of public hearings, the Board of Higher Education adopted the concept in principle, but without any formalized structure.

When the IJCB forwarded the "Maconland" proposal to the IBHE, action was postponed several months for the purpose of assuring the staff and members of the board that the new junior college and Millikin University would act within the premises of "Collegiate Common Market." This was sort of an initial test of the concept and plan. Several meetings and considerable communication ensued involving the sponsoring committee, representatives of Millikin, and Dr. Holderman and Dr. Crane of IBHE. Dr. Holderman seemed to expect me, as consultant to the committee, to bring about both understanding and commitment of the issue among the Decatur people. Favorable action by IBHE was completed in April 1971. The vote took place in late September, bringing forth a substantial favorable majority.

A board of trustees took office on December 17 and immediately committed itself to starting classes in September 1972. Mr. Robert (Bob) Wood, a newly retired industrial executive, was chairman. Other members included a retired school administrator, high school teacher, school librarian, training officer with Caterpillar Company, Millikin University professor, and a lawyer. None of the sponsoring committee had sought membership on the board. For the most part, the members of the board had been involved with the creation of the college very little or not at all, other than to support the referendum near the close of the campaign. However, they entered upon their duties with as much vigor and enthusiasm as if the whole idea had been theirs in the beginning.

In early January 1972 the Board sought my services as a consultant on their presidential search. Within a week of our first meeting, arrangements had also been made for me to serve as interim administrator during the presidential search. The board contracted with Illinois State University for seventy-five percent of my time until a president arrived. The purpose was to move ahead with all necessary work for the opening of classes in the fall. Dr. Murray Deutsch, Executive Dean of the University of Wisconsin, Waukesha County Campus at Waukesha, was selected as president and arrived July 1. In the six prior months, Evertt Belote of the IJCB staff had joined the college as dean of instruction, a limited number of other staff had been employed, interim facilities had been selected, and remodeling started. Tentative agreements had also been made with Millikin for teaching the sciences, art, and foreign languages under the common market principle. In addition, arrangements had also been established with the Decatur School District for sharing in the use of the Area Vocational Center for business machines, machine shops, welding units, and data processing equipment.

Several floors of the former Millikin Bank Building were leased as the central campus. The college opened in September with enrollments of 1,119 headcount and 647 FTE.

John Wood Community College (539)

John Wood Community College, the last district established in the Illinois system of community colleges by the time of this writing, (1980) encompasses virtually all of Adams and Pike Counties plus a small extension of Pike County School District into Calhoun County. The college provides educational services primarily by contract arrangements with other educational institutions under the collegiate common market principle. Establishment of the college in 1974 was initiated by the IJCB in accordance with the mandate of Senate Bill 1188. More details on the formation of the district follow in the section on expansion of the college system 1972-74.

Dr. Paul R. Heath, formerly with Parkersburg Community College, Parkersburg, West Virginia was named president. The college began operation in 1975. Enrollments were 668 headcount and 381 FTE. In 1976 the increase was to 1,445 and 933 respectively.

You may have noted the absence of a District No. 538 in the above list. This came about by the IJCB assignment of that number to a district which was established by the State Board in 1974 as a part of the implementation of Senate Bill 1188. The district was later dissolved by referendum. Further discussion and explanation follows in the section on expansion of the college system 1972-74.

Problem Areas and Failures

Pike-Scott-Brown Counties

Early in the 1960's interest developed in the possibility of creating a junior college district that would operate in high school facilities of Pittsfield and other school districts to serve Pike, Scott, and Brown Counties. Each of the counties was small, having a population of 20,000, 6,100, and 5,600 respectively. County seat populations were: Pittsfield in Pike County - 4,200; Winchester, Scott County - 1,800; and Mt. Sterling, Brown County - 2,200. A district was formed under the provisions of the 1959 Act in 1963 and an administrator chosen. However, legality of the district was challenged by a group of opponents and it was soon dissolved by a court order because of findings of certain technical deficiencies in the organization process.

A second attempt was initiated by a committee of proponents in 1964. A petition for a referendum was submitted to State Superintendent of Public Instruction Ray Page. Members of Mr. Page's staff were quite concerned about the proposed district because of the small population base and the doubtful prospects of adequate enrollment to support a strong program of studies. The petition was retained in the State Office the maximum eleven months before being returned to the Pike County Superintendent of Schools in 1965. During the time the petition was in the State Superintendent's office, the Public Junior College Act of 1965 became effective and responsibility for holding a public hearing passed to the new IJCB.

During the fall of 1965 we were aware that the petition was in the hands of the Pike County Superintendent of Schools. Following several conversations between that office and ours, the Superintendent arranged a meeting of the sponsoring committee and me. Eventually, after several meetings and numerous other conversations, the petition was forwarded to our office. Our study of the proposed district aroused serious concerns about the advisability of creating a district with a population base of 30,000 or perhaps even smaller. Months of discussion and indecision ensued. In the spring of 1967 the IJCB and IBHE completed the first steps of favorable action on the petition and a date for public hearing was set in May. However, the opening session of the hearing revealed need for additional study on several items, and so a September date was set for a continuance. The hearings brought forth strong opposition on the part of several groups of people from Brown and Scott Counties. Some of them were the same persons and groups that had initiated the litigation that resulted in the dissolution of the former district. Enthusiasm for the district was very evident among the Pike County people and quite lacking from representatives of Scott and Brown.

On the basis of the questionable adequacy of the population base plus the rather bitter dissension among groups at the hearing, it was my conclusion that it was not in the best "interests..." to allow the referendum. Such was my recommendation to the IJCB. Members of the sponsoring committee argued that their proposal had been jostled around for two years and that it had not been fairly treated. They appealed to the State Board to allow the referendum, pointing out that the vote on the first attempt to create a district had been affirmative and that district had been dissolved solely because of technicalities involving legal notices. The IJCB decided to authorize the referendum. On February 3, 1968, the issue was settled by referendum with a negative vote.

As already reported, Pike County later joined with Adams County in the formation of the John Wood Community College. Scott and Brown Counties remain outside a junior college district at the time of this writing (1980).

West Central Illinois

In the discussions thus far dealing with the organization of Carl Sandburg, Spoon River, Lincoln Land Colleges, as well as efforts of the Pike County people to create a district, only minor reference has been made to the block of about ten counties in west central Illinois involving the communities of Quincy, Mt. Sterling, Jacksonville, Beardstown, Rushville, Macomb, Carthage, and Bushnell and their surrounding school districts. During the 1965-69 period of lively action throughout the state, these communities were relatively passive. Several meetings were held to talk about potential developments. Members of our staff were invited to explain the 1965 Junior College Act to numerous groups in most of the cities listed above. The strongest leadership for a junior college district emerged in Beardstown. At Jacksonville, Dr. Vernon Caine, president of Illinois College, discouraged the formation of a junior college in that area. He contended that Illinois and MacMurray Colleges in Jacksonville served the area adequately. Dr. Caine did not support the concept of the statewide system of comprehensive public community colleges envisioned in the 1964 Master Plan or 1965 Junior College Act. No movement for a junior college developed at Quincy. The newspaper at Macomb editorialized against speedy action in that area. One Macomb radio station carried a series of airings on the purpose of the Junior College Act and the procedures for forming a district. Some attempts were made by a few Macomb leaders to initiate a feasibility study, but that effort did not generate enough interest to get a study going.

Several factors probably contributed to the west central Illinois posture. Quincy, lying on the west border of the state, was not a "natural" center around which to create a district. Potential leaders in Jacksonville and Macomb, the other two larger cities, did not find support for proposed studies or were confronted with articulate opponents to any attempt to consider a junior college district. Roads did not converge to any of the cities to the degree that was present, for instance, in Peoria, Galesburg, Springfield, Joliet, LaSalle, etc. The highways tended to run in parallel lines east-west or north-south. Rural population was sparse. Generally the people in that region were conservative and responded slowly to political-social changes. The area had moved quite cautiously in the reorganization of its elementary-secondary school system in the 1950's.

An editorial observation: geographic, population, and transportation factors in west-central and south-eastern Illinois were quite comparable, but interest in establishing junior colleges were in great contrast, almost to the point of being "hypo" in the west central area versus "hyper" in the southeast region.

In December 1967, hoping to generate discussion and study, I submitted suggestions for a pattern of junior college districts in the west central area. My suggestions were contained in a memorandum addressed to the State Board. My proposal focused on three potential districts with populations ranging between eighty and ninety-five thousand. One district was patterned to include the north end of Green County, Pittsfield, and the east half of Pike County, all of Scott, and most of Morgan Counties, and the Beardstown section of Cass County. A region about ten miles west of Jacksonville quite centrally oriented to Beardstown, Winchester, and Pittsfield was suggested as the area for potential campus site.

A second prospective district was described around Quincy as the population center and encompassed the west half of Pike, all of Adams and Brown, and portions of Hancock Counties with an estimated population potential of 95,000. An area approximately eight to ten miles northeast of Quincy was suggested as a campus location.

Macomb was suggested as the center of a third district to include most of McOonough, all of Schuyler, and portions of Fulton Counties. The memorandum attracted some attention by the news media, a moderate amount of discussion, and some study.

Following the failure of the Pike-Scott-Brown County referendum, citizens in Jacksonville and Beardstown formed a study committee. Two feasibility studies were completed covering sections of Green County, all of Scott County, Jacksonville, and other Morgan County territory outside Lincoln Land College district, and Beardstown in Cass County. Population of the area was under 80,000. As the time to draft a petition approached, the communities in Green County withdrew from the proposal and several other communities indicated only mild interest. Consideration of the project continued into the early seventies. The IJCB did not offer encouragement for a referendum because of the shrinkage in proposed boundaries as communities on the fringe withdrew, and in view of the apparent absence of general support. The committee finally ended its efforts. As indicated earlier, the John Wood Community College was established in 1974 serving Adams, Pike and portions of Calhoun and Hancock Counties, with a population slightly under 90,000. This district is a close approximation to the one outlined in my memo with Quincy as the center. Scott, Brown, and most of Morgan Counties, including Jacksonville, have not joined a district.

Most of Hancock, all of Henderson, and portions of McDonough Counties annexed to Carl Sandburg. Macomb and Rushville joined Spoon River. More explanation of these developments follows in discussion of the impact of Senate Bill 1188, passed in 1972.

Kewanee - Henry - Bureau - Stark Counties

In mid-1966 Mr. Gust Lundberg, a Kewanee business man and civic leader, formed a committee to study the feasibility of developing a junior college at Kewanee to serve an area with a radius of fifteen to twenty miles in all directions. School districts invited to join in the study were Galva, Cambridge, and Atkinson to the west, Annawan to the north, the Western School District of Bureau County serving Sheffield and Buda to the east, and LaFayette and Toulon to the south. Prior to activating a feasibility study, Mr. Lundberg counseled with me to ascertain possible IJCB response to a proposal for a district with a population base of not more than 40,000-45,000. He indicated awareness of the problems of operating a comprehensive college with the potentially limited enrollment that would be generated by so small a population. He pointed out that without a college at or near Kewanee, the twenty thousand residents of Kewanee and Galva would be living beyond easy or practical commuting range of the existing neighboring districts (Carl Sandburg, Black Hawk, Sauk Valley, and Illinois Valley). Driving distances to any of them varied from thirty-five to fifty miles from Kewanee. He was also alert to the fact that farm property would bear more of the tax load than the cities. To counter that issue, he proposed to solicit funds from the businesses in Kewanee for the purchase of a site. My response to Mr. Lundberg was that no prior assurance of IJCB reaction to a proposal was possible by me, but the members could be trusted to review any problem, issue, or proposition with open minds. I also advised him that certainly the Board members would want to sense a high level of enthusiasm and commitment to such a marginal district before approving a referendum. I encouraged him to engage in an extended educational and promotional effort to develop strong support for the college before petitioning for a referendum.

Mr. Lundberg was a promoter and salesman. He believed that he and his committee could move speedily with completion of a feasibility study and petition.

This they did. A study and petition were submitted to the IJCB in early January 1967. Immediately thereafter the proposition began to fall apart. The Western School District of Buda and Sheffield complained loudly about being included. Their people said that their opposition had been made clear at the outset of the study. Residents of Cambridge announced that they preferred annexation to the larger Black Hawk district at

Moline, which was within commuting distance for them, rather than membership in the much smaller proposed Kewanee centered district. As these developments unfolded, Mr. Lundberg inquired of the IJCB members as to their posture on a possible annexation of the region to Black Hawk College, with arrangements for a campus at or near Kewanee. The members encouraged him to pursue the matter with the Black Hawk board of trustees. This, then, was the outcome for Kewanee, Galva, Annawan, and Cambridge school districts. Annexation was completed. A site five miles south of Kewanee was purchased with funds solicited from business and industry in the area. Classes opened in leased buildings in Kewanee in 1967. The college program was first operated on the permanent site in 1970. The college was named Black Hawk East.

Postlude: The Western School District was included in the annexation petition against their wishes. Following the annexation referendum at which their vote had been overwhelmingly negative, the residents submitted a petition to disconnect. The IJCB allowed a vote to disconnect, and the proposition passed by a wide margin. As of this writing, the school district remains unattached to any junior college district.

Central Region

Lincoln - Bloomington - Normal - Pontiac (Logan - McLean - Livingston Counties)

The largest single land mass not attached to any community college district as of this time (1980) lies in the northern section of central Illinois. It stretches diagonally in a northeasterly direction from Bath (Balyki School District) on the Illinois River, south of Havana across Mason, Tazewell, Logan, DeWitt, McLean, and Livingston Counties, ending just north of Pontiac. Twenty-two school districts are involved. Lincoln, Bloomington-Normal and Pontiac, stretching some seventy miles on Interstate 55, are the principal population centers and serve the major portion of the region.

At the time of passage of the 1965 Junior College Act, colleges were already located in each of the three centers. Lincoln was the home of Lincoln College, an independent junior college founded in 1865, and of Lincoln Christian College, a theological school. Programs at Lincoln College were principally liberal arts oriented. The 1965 enrollment was 565. Bloomington was the site of Illinois Wesleyan University, enrolling about 1,450 students.

Illinois State Normal University, a comprehensive institution (now named Illinois State University) with heavy focus on teacher education and early stages of rapid expansion, was at Normal. A group of citizens at Pontiac was forming an independent junior college (Winston Churchill) scheduled to occupy the vacated high school campus in 1966.

Ralph (Hap) Arends, McLean County Superintendent of Schools, initiated a study for a junior college district in 1966. Sponsoring committee members included representatives of business, agriculture, and education. A petition requesting a referendum was presented to the IJCB in the fall of 1966. The proposed district included the fourteen McLean County based school districts, plus Wapella in DeWitt County to the south.

The public hearing at the Bloomington High School one very cold winter evening was well attended. Testimony at the hearing was supportive of the project. Shortly before the June 24, 1967 referendum date, the McLean County Farm Bureau announced opposition to the proposed junior college district. Increased farm taxes were the principal reason for the opposition. Other arguments asserted lack of sufficient need because of the presence of ISU and Illinois Wesleyan, plus two neighboring community colleges at Peoria and Champaign. The referendum failed by a vote of 5,906 no votes to 2,281 yes votes.

Next activity in the region occurred at Pontiac in 1970-71. The independent Winston Churchill Junior College which had opened in 1966 was in trouble. Student recruitment from the Chicago area and other population centers had been disappointing. The population of Pontiac and Livingston County alone was not sufficient to maintain an adequate enrollment. The college was in financial difficulty. No payments had been made on the debt for the property acquired from the high school district. Local businessmen were growing reluctant about continuing contributions for the school. The Winston Churchill College Board decided and announced that the college would have to close at the end of the 1970-71 school year. The following excerpts from a "Central Illinois Junior College Feasibility Study" released in August 1971 relates what followed.

The citizens of the area have had the advantage of a private junior college, Winston Churchill in Pontiac, Illinois, for the past five years.

Early in the fall of 1970, the Board of Regents of Winston Churchill College, Pontiac, began to realize that the school would, because of lack of financial resources, have to close, but they also realized how much the school had

contributed in educational opportunities for students of the area, in cultural and athletic events, and in economic benefits to the residents of the community. They voted, therefore, to request the Superintendent of the Educational Service Region to call a meeting of representative citizens to consider the possibility of a public junior college in the area. Dr. Fred Wellman, Executive Secretary of the Illinois Junior College Board, and Dr. Eldon Lichty, Assistant to the Director of Higher Education, Office of the Superintendent of Public Instruction, were invited to meet with this group on Tuesday, November 17, 1970, at Winston Churchill College.

Considerable interest was shown in a public junior college in the area and, as a result, a second meeting was called for December 7, to which representatives of each of the high school districts involved were invited. Mr. Gerald W. Smith, formerly Executive Secretary of the Illinois Junior College Board and now associated with the Center for Higher Education at Illinois State University, and Dr. Eldon Lichty were present to discuss the junior college situation in Illinois and to describe a feasibility study. Out of this group, a steering committee was chosen to assist in the necessary steps for the formation of a public junior college district.

Eighteen school districts were studied. Thirteen were represented on the steering committee. Bloomington, Normal, Gridley, Streator Township High School, and Minonk-Dana-Rutland districts monitored the study, and made data available but were not active participants.

Tabulations were made for four potential geographic configurations.

- . All eighteen districts in the study.
- . Livingston-Woodford, McLean Counties excluding Streator in LaSalle County.
- . Livingston, LaSalle, Woodford, McLean Counties excluding Bloomington and Normal.
- . Livingston, McLean, Woodford Counties, excluding Streator, Bloomington and Normal.

Each of the configurations was designed with Pontiac as a nucleus. The report lists these findings:

We can see here that without either the population centers of Streator and/or Bloomington-Normal, the feasibility of establishing a junior college would be doubtful. This committee recommends that the communities within the area form a unified body and petition for establishing of a junior college within the district.

Mr. D. LeVault, chairman of the study committee, summarized the work and report:

This committee has worked for several months researching prevailing needs and opportunities for education beyond high school for the people within the communities contained in the scope of the study. The Junior College Feasibility Study Committee was organized to determine the need, if any, for a Public Junior College which would serve most of Livingston County and adjacent areas.

The report which follows was developed with data gathered solely by members of the committee and the conclusions and alternatives expressed were unanimously passed upon. This study is intended to provide a base for any action felt justified by the people of the communities involved with respect to a Public Junior College, and to also supply alternative possibilities for providing higher education in the area.

Copies of the report were distributed to numerous educational and civic groups in all the communities covered by the study. A list of speakers was included. Invitations for speakers were solicited. There was very little response to the report and no indication of interest emerged for the creation of a district. Six of the eighteen districts included in the study later annexed to neighboring community colleges. Streator Township High School joined Illinois Valley by referendum (1973). Dwight and Odell went with Joliet (1974) by IJCB assignment under Senate Bill 1188. Flanagan likewise accepted assignment to Illinois Central (1974). In 1973 Forrest-Strawn annexed to Parkland with a petition signed by more than two-thirds of the resident voters. Saunemin annexed to Kankakee.

Activity was resumed in McLean County in 1972 as indicated in the following excerpt from a junior college information steering committee report in September of that year:

Early in the summer of 1972 members of the Board of Education and administrators of McLean County met at the call of Mr. Raymond Caton, Superintendent of the Educational Service Region, McLean County, to discuss the provisions of Senate Bill 1188, recently passed legislation which required that all areas of the state not now in a junior college district be subject to action by August 1974, regarding membership in a junior college district. It was decided that the school district administrators would serve as a countywide committee to work with the office of the

Educational Service Region in the role of Junior College Information Steering Committee and to seek the services of Gerald W. Smith, Visiting Professor of Higher Education, Illinois State University, as a consultant.

Action continued through 1972-73 following the report of the Information Steering Committee. It began with a meeting in December, as reported in a subsequent feasibility study:

The Board of Education and administrators (McLean County) met early in December following their study of the report (Information Steering Committee) to consider next steps. They recommended that Mr. Ray Caton, Superintendent of the McLean County Educational Service Region, activate a citizens' committee for the purpose of studying the feasibility and desirability of establishing a Class I district in the area described above (McLean County and in relationship to surrounding areas in Livingston, DeWitt, Logan, and Tazewell Counties.) Mr. Caton accepted the recommendation...

Work began in February 1973. A committee of about one hundred thirty persons served on the committee. Its work was completed by June 1973.

At the conclusion of the study, the committee recommended that a referendum be sought to form a district comprised of the territory of ten school districts (Bloomington, Normal, Olympia, Tri-Valley, Octavia, Lexington, Gridley, Chenoa, Flanagan, and Pontiac). The committee formed itself into a sponsoring-action committee. A referendum was petitioned and allowed. The vote taken on May 4, 1974, brought forth a negative response.

No dynamic leadership in support of a community college district developed during the period of study or after the call of a referendum. The citizens committee members did their work well. However, most of them were serving by request without any prior motivation or enthusiasm for the project. The whole 1973 process was in response to a legislative mandate which a majority of the residents disliked.

Concurrently with the above activities, the IJCB was making studies of the same areas with regard to implementation of Senate Bill 1188 which required all territory in the state in a junior college district by August 1974. The State Board was required to publish a map by January 1, 1974, showing its proposals for the total tentative state configuration of districts, through either annexations or new districts.

A final map was required by June 30. The IJCB January map showed a college district for the area comprised of the same ten school districts included in the May vote, plus four others. Following the failure of the referendum, the IJCB members and staff reconsidered and decided to annex the area to existing colleges. Their June 30 map showed assignments distributed among Illinois Central, Richland, Joliet, and Parkland. Flanagan was the only school district of the group that accepted annexation. It remained with Illinois Central College. All of the others used the escape provision of Senate Bill 1188 and returned to non-junior college status by referendum.

North Shore (Cook-Lake Counties)

A North Suburban Chicago Regional College Survey in April 1962 covered possibilities of community-junior college education in the high school districts of northern Cook and southern Lake Counties. The districts were Arlington Heights, Evanston, Glenbrook, Highland Park, Maine, New Trier, Niles, Palatine, and Ridgewood. Later, Arlington Heights and Palatine joined in the formation of William Rainey Harper in 1965.

In 1965-66 the Evanston, Glenbrook, Highland Park, Lake Forest, New Trier, and Niles high school districts engaged educational consultants Englehardt, Englehardt, and Leggett to update the 1962 study on the feasibility of a junior college district encompassing the six districts. The report was released in February 1966. During the summer and fall a committee developed a plan for a college comprised of the six districts.

Discussions at informational meetings prior to the vote revealed a rather low level of awareness of the proposal and much less understanding of it. The public hearing brought forth considerable support and some centers of opposition. In the closing weeks before the referendum, a pocket of strong opposition was generated in Evanston. The vote in June 1967 was favorable in Lake Forest, Highland Park, and Glenbrook school districts. A majority of New Trier, Evanston, and Niles voters were against the proposition, with Evanston registering the highest percentage of negative votes.

The next year proponents of a North Shore Community College renewed efforts to create a district. This time Niles High School District was not involved. The residents there were joined with the people of Park Ridge and Des Plaines (Maine Township High School District) in the organization of Dakton Community College.

The previous feasibility study was revised to cover only the five high school districts (Evanston, Glenbrook, New Trier, Highland Park, and Lake Forest). A petition for a referendum was submitted in October 1968.

The sponsoring committee was small. Members of the group were enthusiastic supporters. Little effort was made to involve sizeable numbers of people at the planning and promotional stage of the project. As in the earlier proposal, the level of understanding, information, and commitment in the numerous North Shore communities was very low. In general the public hearing revealed substantial opposition from the same people as manifested in the prior effort, plus additional individuals and groups. Considerable acrimony characterized exchanges between support and opposition witnesses.

Our staff concluded that it was not in the "best interests..." to approve a referendum and made such a recommendation to the Board. The recommendation stirred up substantial response both pro and con. In the end, the IJCB decided to let the residents settle the issue at the ballot box. This they did on September 6, 1969 with a resounding "no."

Passage of Senate Bill 1188 in 1972 brought forth the next actions. In January 1973 I was engaged by the five north shore high school districts to work under the direction of their superintendents. The minutes of the initial meeting said in part:

Dr. Cornog (Superintendent, New Trier High School) reviewed the Board actions of the five school districts in authorizing the feasibility study and in engaging Dr. Gerald Smith to conduct it. A discussion followed which focused on the questions and concerns which the participating school districts want covered in the study. Agreement was reached that the feasibility study would include:

1. An objective and complete treatment of all options open to each of the individual districts with appropriate data regarding each alternative. This is the heart of the study.
2. A general description of the program at each of the three junior colleges, i.e., Harper, Lake County, and Oakton, accompanied by information about any major problems that each institution faces at present or in the immediate future.
3. A thorough examination of the "back door referendum" possibility since finance will be an important consideration of the participating boards and communities.

My instructions were to complete the study and report to the superintendents by early March 1973. Dr. Charles Edwards, one of my colleagues at Illinois State, assisted with the study in conjunction with a graduate "field study" course he was teaching. Six students and Dr. Edwards traveled to the area, collected data, interviewed certain school officials, developed tables for the report, and assisted in the tentative draft of the report. We attempted to explore all of the alternatives for action available under Senate Bill 1188 and provide concise, accurate, and useful information for study and decision making. The report was ready on March 3, 1973. The IJCB and IBHE decided that decisions on courses of action (form a district, annex to neighboring districts, do nothing, let the State Board make the decision) ought to involve a larger representation of the population in each district than the board members. They, therefore, created a citizens committee comprised of individuals from each of the districts to continue to study and advise the boards on whether or not to act on one of the choices to them.

The committee began its work in June. I was engaged as consultant. Immediately following the organization meeting, the Lake Forest contingent withdrew. The committee was made up of an industrious and enthusiastic group of people. Numerous meetings were held during the summer and fall. All aspects of potential actions were studied and debated. Consensus did not develop easily. When decision time arrived in the fall, three principal opinions emerged:

- . Ask the Boards of the four districts participating in the study to recommend that the IJCB set up a district including the four as a unit.
- . Recommend assignment of the Lake County schools to the College of Lake County and the Cook County schools to Oakton Community College.
- . Make no recommendation to the IJCB.

The committee divided quite sharply on the issue of annexation vs. formation of a district. The proposal to ask the boards to recommend formation of a district prevailed. The boards accepted and acted on the majority report of the advisory committee. Immediately following the committee decision, several members of the group began promotion of their divergent views. The result was that Dr. Wellman and the members of IJCB were bombarded with contradictory views on how to deal with the four districts.

Initially Dr. Wellman leaned toward the annexation route. By December 1973, he was persuaded in favor of a new district. That was the IJCB action for the January 1974 map. Later, public hearings in the spring of 1974 caused Dr. Wellman to change his recommendation in favor of annexations. However the IJCB decided to let the January map stand and thus North Shore Community College was established in August.

Opponents of the district led a court challenge of the new district which moved through the Illinois Circuit and Supreme Courts. The legal details became very complex. The final court proceedings appeared to bring about dissolution of the district, although further legal efforts were possible. Ultimately all parties dropped litigation and accepted the dissolution status, making it possible for each school district to follow the annexation route if it chose to do so.

At present (1980), Glenbrook and New Trier are annexed to Oakton. Highland Park has joined the College of Lake County. Evanston remains unattached to any junior college district. Lake Forest, which had been annexed to the College of Lake County, disconnected through the escape referendum and still remains unattached.

It may be noted here that Adlai Stevenson, a high school district in south Lake County, contiguous to the five north shore schools but not involved in the several efforts to form a district, requested and accepted assignment by the IJCB to the College of Lake County without controversy in 1974.

Senate Bill 1188
1972-74

During discussions of the problem areas, frequent references have been made to Senate Bill 1188 as it was applied to some communities in those areas. Implementation of the provisions of the Act engaged the IJCB and its staff in a major operation for two years. Significant changes in the boundaries of many junior college districts were made by annexations, and one new district exists as a result of Senate Bill 1188. On August 1, 1974, all of Illinois was in a junior college district as the result of local initiative or by IJCB assignment. However, within a few months thereafter several areas used an escape provision of the law to remove their areas and revert to non-junior college district status. The total story of the two-year process included far too many details for complete coverage in this chronicle. It is hoped the following brief summary of the bill and its implementation adequately complete this account of the geographical development of the Illinois

Community College System between passage of the Junior College Act of 1965 and final outcome of Senate Bill 1188 in 1974.

The following "Historical and Legal Factors Related to the IJCB Senate Bill 1188 State Master Plan" included in the IJCB report of its initial assignment of territory as of January 1, 1974 is a splendid account of the principal facets of the bill and what took place.

Historical and Legal Factors Related to the
ICCB SB-1188 State Master Plan

In 1971 the Illinois General Assembly passed Senate Bill 1188 requiring the Illinois Junior College Board to assign all territory of the state to junior college districts. Governor Richard Ogilvie recommended two amendments which were approved by the General Assembly early in 1972, and the legislation became law as Public Act 77-1822.

Early in 1972 the Illinois Junior College Board appointed a special task force of six distinguished citizens to review the situation and identify criteria for new junior college districts and for annexations to serve as guidelines for the Illinois Junior College Board. The Task Force members included the following persons:

Dr. Richard G. Browne, Normal (Chairman)	Dr. William K. Ogilvie, DeKalb
Mrs. Auguste C. Hershey Alton	Dr. Annabel C. Prescott, Chicago
	Mr. John Page Wham, Centralia
	Dr. Elden C. Lichty, Normal

The Task Force completed its work in May 1972, and presented the report to the Illinois Junior College Board.

On July 21, 1972, the Illinois Junior College Board adopted the report of the Task Force with four modifications suggested by the IJCB staff, the Illinois Community College Trustees Association, and the Illinois Council of Public Community College Presidents.

The 1973 Illinois General Assembly approved several modifications of SB 1188 through passage of HB 855 which Governor Daniel Walker signed into law as Public Act 78-813.

Since the passage of SB 1188 by the General Assembly in 1971, 57 petitions for annexation were received by the Illinois Junior College Board prior to the June 30, 1973 deadline for filing annexation petitions. One hundred and fifty preferential resolutions and letters were received from local school boards of education indicating their preferences for annexation to a junior college district prior to the December 1, 1973 deadline for filing preferential resolutions.

In the fall of 1973, the Illinois Community College Board appointed a special ad hoc Advisory Committee to assist the staff and Board on the implementation of SB-1188. This ad hoc Advisory Committee included the following persons:

Dr. Richard G. Browne, Normal (Chairman)	Voting
Dr. Henry Boss, Edwardsville	Voting
Dr. Ernest Anderson, Urbana	Voting
Dr. Elden Lichty, Normal	Voting
Mr. Gerald W. Smith, Springfield (Consultant)	Non-voting
Dr. Harold Seamon, Springfield (Resource person from IASB*)	Non-voting
Dr. Richard Wagner, Springfield (Resource person from IBHE**)	Non-voting

The ad hoc SB 1188 Advisory Committee met with the ICCB staff on several occasions and also held public meetings in the Granite City and East St. Louis areas. The ICCB staff held public meetings on SB 1188 in Springfield and Chicago in November 1973. The ICCB staff also made a public presentation of its preliminary recommendations to the news media. Contacts were made with the public school districts where the preliminary staff recommendations disagreed with a preferential resolution of the school boards. Letters were also sent to all school districts that had not yet sent any information to the ICCB Office.

The law mandates that the State Board "shall provide for new districts or for the annexation to an adjacent community college district of each parcel of territory within the state that is not a part of a community college district" by January 1, 1974 and a map be adopted by the State Board and a notice published by February 1, 1974. Citizens have an opportunity to file petitions for hearings by March 1, 1974.

- * Illinois Association of School Boards
- ** Illinois Board of Higher Education

The hearings will be held between April 1 and June 1, 1974. The State Board must file a final map by June 30, 1974, which becomes effective on August 1, 1974, unless citizens who filed for a hearing prior to March 1 also file a petition for a backdoor referendum within 30 days after the final map is filed in June 1974.

The following listing summarizes the deadline dates provided by law for action on ICCB assignment of all territory in the state to community college districts:

- By February 1, 1974 - Filing of proposed map and publishing of notices
- By March 1, 1974 - Filing of petitions for hearings on ICCB assignments
- April 1 - June 1, 1974 - Holding hearings on petitions
- June 21, 1974 - Scheduled ICCB Meeting where final actions on hearings are scheduled to be decided
- By June 30, 1974 - Filing of final map
- By July 28, 1974 - Filing of petitions for backdoor referenda (if hearing previously held)
- August 1, 1974 - Effective date for new districts and annexations by ICCB exception of this with backdoor referendums
- August 10, 1974 - October 26, 1974 - Holding of backdoor referendums as requested (where hearings were previously held)

At the time of passage of Senate Bill 1188 in 1971, all or portions of the territory of two hundred thirteen school districts lay outside a junior college district. Between 1971 and the time for the first tentative action by the IJCB on assignments at the end of 1973, 43 of the 213 common school districts were incorporated into the community college system on their own initiative.

The January 1974 map published by the IJCB provided for annexations of 170 school districts in whole or in part. Three new districts were proposed comprised of an additional thirty complete districts and one partial school district. They were North Shore (4), McLean-Livingston County areas (15), Adams-Pike County (John Wood) (12).

Ninety-four of the communities or areas accepted their annexations as proposed by the January map without further action. Seventy-six petitioned the State Board for public hearings, making the subject territory eligible to request a referendum (the escape clause) following final action of the Board as of July 1. Following the public hearings, which involved the 31 complete or partial school districts in

the three proposed new districts and 45 annexations, the IJCB revised its final map with reassignment of 6 annexations at the request of the residents and the elimination of McLean-Livingston area college district. Disposition of the latter territory has already been discussed. Southeast School District in Hancock County, originally scheduled for annexation to Carl Sandburg, was, at its requests, put in the new Adams-Pike County (John Wood) College.

Final outcome of actions on SB 1188 is summarized in this excerpt from the Fifth Biennial Report of the IJCB to the Governor and General Assembly, February 1975:

Assignment of Territory Under Senate Bill 1188
(PA-77-1822)

During the past two years, the Illinois Community College Board has devoted a great deal of its attention to carrying out the provision of Senate Bill 1188, enacted by the General Assembly in 1972. That legislation called on the Illinois Community College Board to assign all territory in Illinois not included in a community college district to a district. It provided for a backdoor referendum by which residents of non-community college territory could vote themselves out of a district. As a result of Senate Bill 1188, 163 of 213 high school districts are now part of a community college district. There are 46 districts which voted themselves out of a community college district. In addition, four North Shore school districts were assigned to be part of a new district which currently is the subject of litigation. The Illinois Community College Board does plan to ask the General Assembly to enact legislation to make it possible for these 50 districts to annex to an existing district should they so desire. They already have the option of setting up a new district through referendum. In general, most of the territory outside a district is located around the Chicago North Shore and in the Central Illinois area around Bloomington-Normal, Lincoln, and Jacksonville."

As of this writing (1979) only four of the forty-six units which "voted out" in 1974 have subsequently annexed to a college. They are Minonk-Dana-Rutland, Oregon, Onarga, and Adlai Stevenson.

The forty-two territories remaining outside community college district are:

- | | <u>County</u> |
|---|---------------|
| 1. Balyki Unit District #125..... | Mason |
| 2. Beecher Unit District #200U..... | Will |
| 3. Bloomington School District #87..... | McLean |

	<u>County</u>
4. Bradford Community Unit District #1.....	Stark
5. Brown County Unit District #1.....	Brown
6. Chatsworth Unit District #1.....	Livingston
7. Chenoa Unit District #9.....	McLean
8. Cornell High School District #70.....	Livingston
9. Delavan Community Unit District #703.....	Tazewell
10. East Dubuque Unit District #119.....	Jo Daviess
11. Easton Unit District #121.....	Mason
12. Evanston High School District #202.....	Cook
13. Fairbury-Cropsey Unit District #3.....	Livingston
14. Galena Unit District #120.....	Jo Daviess
15. Gilman-Danforth Unit District #2.....	Iroquois
16. Gridley Community Unit District #10.....	McLean
17. Hartsburg-Emden Unit District #21.....	Logan
18. Heyworth Unit District #4.....	McLean
19. Jacksonville School District #117.....	Morgan
20. Lake Forest Community High School District #115.....	Lake
21. Lawrence County Unit District #20.....	Lawrence
22. Lexington Unit District #7.....	McLean
23. Lincoln High School District #404.....	Logan
24. Manlius Community Unit District #305.....	Bureau
25. Meredosia Unit District #11.....	Morgan
26. New Holland-Middletown Unit District #22.....	Logan
27. Normal Unit District #5.....	McLean
28. Octavia Community Unit District #8.....	McLean
29. Olympia Community Unit District #16.....	McLean- Tazewell
30. Paris Unit School District #95.....	Edgar
31. Pontiac High School District #90.....	Livingston
32. San Jose Community Unit District #122.....	Mason
33. Scott-Morgan Unit District #2 (Bluffs).....	Scott- Morgan
34. Sheldon Unit District #5.....	Iroquois
35. Stockland Unit District #253.....	Iroquois
36. Streator-Woodland Community Unit District #5.....	Livingston
37. Triopia Unit District #27.....	Morgan
38. Tri-Valley Unit District #3 (Ellsworth).....	McLean
39. Wapella Unit District #5.....	Dewitt
40. Western Community Unit District #306 (Burla).....	Bureau
41. Winchester Unit District #1.....	Scott
42. Wyanet Community High School District #510.....	Bureau

The two largest geographic areas remaining outside a community college district are in the Livingston, McLean, Logan, Mason Counties cluster and a Morgan, Scott, Brown County grouping. Twenty six of the school districts listed above lie in those two regions. The next two concentrations are in western Bureau County and eastern Iroquois. These account for three each.

CHAPTER VI

SITES AND BUILDINGS

Passage of the Junior College Act of 1965 inaugurated a major capital construction development program. A rather common course of action evolved rapidly among the colleges. It included 1) establishment of the Class I district; 2) election of a board of trustees; 3) selection of a president; 4) rapid planning by the new board to take over operation if the new institution included an existing college, or get the school operating in the cases where everything had to begin from point zero; 5) search, selection and acquisition of a permanent site; 6) arrangements for operation in interim facilities; 7) selection of an architectural firm; 8) planning for a permanent campus; and 9) engaging in a construction program. This chapter speaks to sites, interim housing, campus planning, and construction.

The magnitude and speed of capital development unleashed by the Junior College Act is attested to in the Second Biennial Report of the Junior College Board, March 1969. That report lists approved construction projects by the end of three years for twenty-five colleges totaling almost two hundred million dollars already in progress or scheduled to begin as soon as the funds were released by the Governor, plus the names of nine additional colleges at advanced planning stages.

Several circumstances contributed to the rush for sites and buildings.

One was need. Prior to 1965 junior college site selection and construction programs were almost non-existent. Thirteen of the sixteen colleges operated by school boards outside of Chicago were located in the high school buildings. Only Bloom, Wabash Valley, and Olney had separate facilities. Bloom Community College was housed in a building erected specifically for that purpose across the street from the main high school structure. Wabash Valley (established in 1961) occupied a new, modest sized building located on a thirty-three acre site at the northwest corner of Mt. Carmel. This was the first land acquired solely for public junior college use. Olney Community College had opened in 1963 on land and in buildings given to the school district by the Pure Oil Company.

Chicago had been operating junior colleges since 1911. In 1965 thirty-five thousand students were being served by eight college units. Wright and Loop were the only ones with independent campuses. In 1934 the Chicago Board had put Wright in a former elementary-junior high school facility. The college

prospered there, enrolling eight thousand students by 1965. The Loop campus, purchased from DePaul University, had opened in 1962 and grown to six thousand in four years. Wilson was housed in a section of Chicago Teachers College and an old refurbished railroad office building. The other five were in high school buildings. Some were required to operate principally in late afternoon and evening. In the fifty-five years the Chicago Board of Education operated junior college programs, it never constructed a junior college building.

Black Hawk College, the first separate college district, leased the former Moline High School building, already the home of Moline Community College, when the new district was created in 1962. Triton, Rock Valley, Sauk Valley, and William Rainey Harper were just newly created. None of these was operating when the Act of '65 was passed.

Thus a need for campuses existed statewide.

A second factor was the Master Plan and the Junior College Act.

The IBHE Master Plan recommended:

State and/or federal aid for new construction and major rehabilitation be 75% of total cost for each academic building and campus site approved by the Junior College Board. After 1971, state and/or federal aid for new construction and major rehabilitation be reduced to 50% of total cost. Local district pay 25% of capital costs until 1971 and 50% thereafter. Local share may include cost of land and site development.

The 1965 Junior College Act included provisions for financing for "building purposes" to cover preparation of preliminary drawings and sketches, working drawings and specifications, erection, building acquisition, altering, improving or expanding college facilities, including the acquisition of land thereof, to be used exclusively for Class I junior colleges. Colleges were authorized to seek state funding through the IJCB on a basis of twenty-five percent local financing and seventy-five percent state sharing. The Act carried no reference to a cut-off date of the "25-75" to "50-50" by 1971 as contained in the initial Master Plan recommendation. Such a change has never been made. However, college boards were aware of the possibility of that happening back in 1966-67-68. Hence, another reason for the feeling of urgency.

Another factor was also highly visible. Sales pitches by the sponsors and promoters of Class I districts (both new or

conversion from Class II to Class I) stressed the 75% state financing for sites and buildings. Citizens went to the polls at referendums with unequivocal assurances from their local sponsors on this point.

In addition to need, availability of 75% state sharing, and the public's conviction that such sharing would occur, there was yet another element, namely promotion by highly organized architectural firms eager to capture the new junior college market, not only in Illinois, but nationwide. Junior college expansion, similar to the Illinois experience, was a national phenomenon in the early and mid 1960's. At least eight large architectural firms in California, Texas, Illinois, Michigan and New York were pushing fast and hard on the national scene. Other firms were equally active within regional areas. It was a common occurrence for me, at the IJCB office, to receive requests for names of new college trustees either before they were elected or on the day after election. Within a week the new boards were besieged with mail, phone calls, and visiting advance sales people from the architects offering to assist with site selection, campus planning, and construction. Boards were urged to accept complimentary trips to see firms' work elsewhere.

Caudell, Rowlette and Scott of Houston, Texas designed the buildings for eight or more of the Illinois colleges. Fitch, LaRocca, Carrington and Jones of Chicago had seven. Perkins and Will, also of Chicago did four. Ernest J. Kump of Palo Alto, California planned three campuses.

Sites

Site selection was a sizeable enterprise from 1966 through 1970. IJCB minutes report consideration of site purchase approvals at three meetings in 1966, ten times in 1967, fourteen meetings (two special) in 1968, seven in 1969, and four in 1970. Forty-three of the present fifty-one campus sites were located, and purchases of at least initial parcels of all of them were completed by the end of 1969.

Junior college site purchases are a shared responsibility of local community college boards and the IJCB. Local searches and purchase negotiations are carried on by the district board. Establishment of standards and final purchase approval is a duty of the State Board, inasmuch as the State share of the cost can be as much as seventy-five percent.

By the end of 1966, the following procedures and criteria were adopted by the IJCB regarding sites and site purchases.

- A. Upon receipt of a request for site approval, the State Board causes a study of the request to be made by its staff. This staff study is based upon the following basic criteria:
1. Location of the proposed site in relation to the geography and population of the entire district, and surrounding environment;
 2. Accessibility of the proposed site by existing and currently planned highways and/or streets;
 3. Cost of the proposed site in relation to land values in the district and availability of site;
 4. Cost of development of the proposed site in relation to topography, soil conditions and utilities;
 5. Size of the proposed site in relation to projected student population and land cost; and
 6. The number and location of alternate sites considered.
- B. Upon completion of the staff study, a report and recommendation is presented to the State Board for action.
- C. Following the approval of the site by the State Board, the Class I Junior College Board may purchase said site.

The maximum acreage in which the State would share the cost of purchase was set against projected full time equivalent, on-campus, day students as follows:

<u>Enrollment</u>	<u>Acres</u>
Up to 1,499	100
1,500 to 2,999	150
3,000 or more	200

Numerous formulas regarding policies on sizes of campus were considered. Because of the wide diversity of conditions related to population density, critical importance of land use, real estate costs, and availability, the State Board chose to be flexible, even at the risk of occasionally appearing inconsistent. In some situations, approval was withheld because the proposed site was deemed too large and in others too small. Examples: Chicago was urged to acquire a minimum of twenty acres for its campuses, other than in the Loop. Action on approval of both southwest and northside Chicago campuses was postponed for want of assurance that at least twenty acres would be available. On the other hand, the IJCB and the

trustees at Moraine Valley engaged in extended dialogue over the amount of land to be purchased. The college wanted about three hundred acres. Members of IJCB were of the opinion that prudent land use in that area of south Cook County favored acquisition of a substantially smaller tract. In some situations, colleges were granted authorization for rather large acreage where no critical factors on land use were involved as at Illinois Central, or when a college planned special uses of the land as with Lake Land's cooperative agriculture programs with other agencies. In all cases, state sharing in payment included only the maximum acres in the formula. Most boards elected to limit purchases to a size that provided the 25-75% sharing of costs.

The story of the location and selection of each of the campus sites is an historical event worthy of at least a few notations in any attempt at a rather comprehensive chronicle. The arrangement here is by district number sequence rather than the order in which sites were acquired.

Kaskaskia (501)

The Kaskaskia board surveyed 15 potential locations. Choice of the approximately 200 acres of wooded land northwest of Centralia was influenced by proximity to population center, accessibility to all areas of the district, topography, beauty, reasonable development costs, and favorable purchase price. Railroad crossings, both north and south of the campus on the main road leading to the grounds, were the principal causes of concern about the site at the time of selection. Purchase price was \$475 per acre.

College of DuPage (502)

A two hundred seventy-four acre tract of gently rolling prairie landscape in a sizeable undeveloped area lying just south of Glen Ellyn was chosen for the college. At the time of selection, the area was being sub-divided very rapidly and is now quite fully developed, principally as residential. Considerable rivalry emerged among three groups over the campus location with each engaging in lively promotion of their favorite tract. Determination of the price for the land at \$7,500 per acre was accomplished through a condemnation procedure with the judge finally moderating negotiations between the parties rather than by a jury award.

Black Hawk (503)

The main campus is located on the south side of Moline-East Moline on the north bluff of Rock River and overlooks the valley to the south, east, and west. A deep water-shed flowing south from the Moline-East Moline bluffs between the Mississippi and Rock Rivers separates the campus into two distinct areas joined by a bridge spanning the ravine on which the student center is located. Site location was influenced in part by the gift of forty-seven acres from the Black Hawk Industrial Development Commission. The remainder of the one hundred fifty acres was acquired by purchase of several adjoining tracts as they became available. Average price for the purchased section was about \$5,500 per acre.

Black Hawk East (Kewanee)

The east campus, lying about five miles south of Kewanee and the same distance east of Galva at the junction of U.S. Route 34 and Illinois State Highways 78 & 91, contains one hundred two acres. The campus site was purchased at a cost of \$750 per acre with funds contributed by businesses and citizens of the area, the location chosen from a potential of seven. The ground is on the south slope of a water-shed with gradients running from high dry surface on which the buildings are located to a creek flood plain used for playing fields.

Triton (504)

Residential, industrial, and other commercial suburban development was already rapidly closing sizeable open spaces in River Grove, Franklin Park, Melrose Park, and Maywood, the most central communities in the Triton College District at the time of its formation in 1964. A continuous strip of wooded Cook County forest preserve on both sides of the Des Plaines River precluded any possibility of acquiring river-front property, but made adjoining grounds attractive and enticing. The college board moved quickly to consideration of sites. The one selected in River Grove afforded immediate acquisition of sixty-plus acres of partially undeveloped land plus later consideration of purchasing an additional twenty acres from outdoor theatre and recreational operators. A few residences had to be vacated on the initial tract. The grounds are adjacent to the forest preserve. Costs were approximately \$56,000 per acre for the initial purchase and \$61,000 for the second. Land surface is almost totally level and flat.

Parkland (505)

Three campus locations among twenty surveyed were considered in the final selection step. One was near Mahomet, one west of Rantoul, and the third at the present site on the western edge of Champaign. Civic leaders at Mahomet and Rantoul engaged in spirited promotion of the locations near their communities. The Rantoul group offered to pay for the land near them through private subscriptions of money. At Champaign the selling points were that the site lay at the geographic and population center of the district in best proximity to population density, and that a cooperative arrangement with a park district enhanced the development and utilization of the grounds. The IJCB concurred with the choice of the Parkland board for the Champaign location. Approximately 230 acres were purchased by the college, and 110 by the park district. The two owners have shared in costs of streets and lighting. Their outdoor recreational areas adjoin one another. The college buildings occupy the highest elevation on the land which slopes away in all directions, making the buildings visible from all approaches to the campus. Land cost was slightly over \$3,100 per acre. Concern was expressed by some relatives about the welfare of Mrs. William Ehler, a widow owning and living on the property at time of purchase. The college set aside the house and two acres with a life estate free of taxes to Mrs. William Ehlers. She elected, however, to purchase a residence in Champaign where she moved and where she lives at the time of this writing.

Sauk Valley (506)

Sauk Valley College was established by referendum in June 1965, a month before the Junior College Act of 1965 became effective, and thus was an existing Class II district in the fall of 1965. Almost as soon as organized in July '65 the board of the new district began a site search. Six of twenty-six proposals figured in the final choice. By October 1965 the Board had chosen 150 acres of farm land on the north side of the Rock River lying half way between Dixon and Sterling along Illinois Rt. 2. Their report of the selection to the ICCB with inquiry about approval was made on November 5. Inasmuch as the district was still in the Class II category, authority to purchase did not require concurrence by the State Board. The ICCB so notified Sauk Valley along with its unofficial endorsement of the selection. The following list of qualities accompanied the report on the site:

Centrally located
Adjacent to highway
Gently rolling, good drainage, easy to develop
Adjacent to Rock River for sewage disposal
Esthetic value, recreational use
Good water supply
No undesirable environment

Danville (507)

In 1965, Danville Junior College acquired seven buildings on sixty-five acres of land declared surplus property by the Federal Veterans Administration at the Veterans Hospital, 2000 East Main Street, Danville. Application for the site was initiated while the college was still a unit of the Danville Public School District. By the time property transfer occurred, the college was a separate Class II district and authorized to accept title in its own name. Cost of the surplus property was one dollar. Two additional buildings were transferred to the college at a later time. The College also purchased an additional ten acres of adjacent property for an ornamental horticulture facility, physical education building, and utility plant. Additional land cost approximately \$3,000 per acre.

Chicago (508)

Site selection and acquisition for Chicago City Colleges has been a slow, arduous process. Its permanent campuses are:

Harry S. Truman (Northeast)	4 acres
Kennedy-King (South)	18 acres
Loop (Downtown)	.4 acre
Malcolm X (West-Central)	11 acres
Olive-Harvey (Southeast)	68 acres
Richard J. Daley (Southwest)	41 acres
Wilbur Wright (Northwest)	8 acres
Urban Skills Institute	4.8 acres

Wright

3400 N. Austin

Loop

64 East Lake St.

Wright and Loop campuses were owned by the Chicago Board of Education at the time the Class I Board took office July 1, 1966. Wright had been a junior college campus since 1934. Loop campus had been purchased from DePaul University and opened in 1962. Both properties were purchased from the Board of Education and are still in operation.

Malcolm X
1900 W. Van Buren

Prior to the transfer of the city colleges from the school district to the new college district, the Board of Education had begun action on an application for funding a new westside college building under Title I of the Higher Education Facilities Act of 1963. The new college board moved speedily in the fall of 1966 on approval of approximately twenty acres of urban renewal property at Damen and Van Buren Streets to be a near westside campus as a successor to Crane. This was the first Chicago land acquired for development as a junior college campus. It is now Malcolm X College. I do not have reliable costs of the purchase.

Kennedy-King
6800 S. Wentworth

The next effort was directed to a south campus. A 1974 Master Plan for the City Colleges of Chicago contains this summary statement on the south side selection: "The city's Department of Development and Planning worked with the Board, the Chancellor, and the President of the, then, Wilson College (1966-67) together with members of the Wilson faculty, student body, and community. They selected a site at 6800 South Wentworth Avenue, an area being cleared by the city's Department of Urban Renewal." This is the location of Kennedy-King. The site occupies about eighteen acres. Since the land was in an urban renewal project, the major cost of acquisition was covered by federal funding and was, therefore, only nominal for the college.

Olive-Harvey
10001 S. Woodlawn

Search for a southeast campus beyond the region of Kennedy-King at South Wentworth entailed exploration of numerous locations. At one time a bit of consideration was given to a long-time lease of a wing of a section of the huge Southeast Vocational High School building which housed the Southeast Junior College program. Fortunately an excellent piece of property at 103rd and Doty (specific address now 10001 South Woodlawn), became available as a replacement for both Southeast and Fenger. It is the Olive-Harvey campus. Sixty-eight acres make this the most spacious campus of the City Colleges of Chicago. Cost of the property was approximately \$17,000 per acre.

Richard J. Daley
7500 S. Pulaski

A college for the southwest region of the city had been established at Bogan High School, 3939 West 79th Street in 1960. Selection and acquisition of property adequate for a southwest college campus which was acceptable to the citizens of the area involved a longer and more difficult effort than any of those discussed thus far. Many white residents of the southwest area were apprehensive about the steady spread of the black population in their direction. They were concerned about a college campus which would move large numbers of minorities into their neighborhoods for daily attendance at the school, and perhaps encourage acceleration of property purchases by them. Numerous locations were considered and almost every one brought letters and phone calls expressing concerns and objections. Eventually, property became available in the vicinity of "Ford City" and thereby ended the need to explore further in the residential areas. After considerable negotiating, a site of twenty acres with potential for expansion was acquired at 7500 South Pulaski Road. The campus now contains forty acres. Southwest College, now named Richard J. Daley, has a permanent location.

Harry S. Truman
1145 West
Wilson Avenue

In 1965 the north side campuses were a combination of the Mayfair Building near the junction of the Kennedy and Edens Expressway, and Amundsen High School at 5110 North Damen. Neither facility, nor both in combination, merited consideration for longtime use. Again, the 1974 Master Plan for the City Colleges of Chicago tells the search story clearly and succinctly: "The need for a new college on Chicago's northside became unmistakably clear in 1969 when the oversized enrollments at Wright College grew even larger. Neither Amundsen, sharing quarters with a high school and open only in the evening, nor Mayfair, a small former elementary school with classrooms so inadequately lighted as to be usable only during the day, could be expanded. If the city's northside communities were to be served, a new campus had to be built to replace the unsatisfactory Amundsen and Mayfair

facilities. Land acquisition, unfortunately, proved extremely difficult and proceeded at a snail's pace. One vacant site after another proved unobtainable. After lengthy and difficult negotiation, a decision was made to purchase land for the new college at Wilson and Racine Avenues in the densely populated uptown area. The Board of Trustees, The Uptown Model Cities, the city's Department of Urban Renewal and Planning Commission, and the City Council agreed that an innovative community college could help revive one of the city's most depressed areas."

Let me add that at least six locations were the subject of serious study as well as the present location. Negotiations on this site stretched over four years. The Board was sued by one entrepreneur who felt he had been treated unfairly on a proposal to sell and deliver a parcel of land at the target location. The Court's findings were in favor of the board. Acquisition of four acres was accomplished in 1973.

Loop

Soon after taking control of the City Colleges in 1966, the board began a search for a central campus site to replace the Loop Building at 64 East Lake Street. The Loop Building, purchased from DePaul University in 1962 by the Chicago Board of Education and subsequently sold to the reorganized college district, was considered unsuited on a long-term basis as a permanent facility. Numerous potential locations were considered either seriously or marginally. Some of these were air rights over the Illinois Central Railroad, air rights over the Chicago Public Library, the Greyhound Bus Station, and a building on the southeast corner of Lake and Wabash. In 1971 the Board authorized purchase of a cleared parcel of land on the northwest corner of Lake and Wabash and began plans for building. Later the Illinois Capital Development Board decided to review other potential sites in the Loop before agreeing to construction at Wabash and Lake. The search continued. For a period of time it appeared

that a new building would be erected near Jackson, Congress Expressway and State Streets. That plan was abandoned and attention was turned to use of the original Loop site augmented by additional ground. Finally in 1979 a decision was reached to build on the site at the northwest corner of Lake and Wabash purchased in 1971. As this goes to press, bids have been let to build on this site.

Elgin (509)

Elgin moved quickly and easily to selection of a site. One hundred acres at the southwest corner of the city were acquired in 1967. Facing a golf course to the south and west with mostly open country beyond, the gently sloping terrain lends itself to development as a functional and beautiful college campus. The property was purchased for \$500 per acre. Additional purchases have increased the holdings to 108 acres.

Thornton (510)

A compact district, lying in a quite fully developed area immediately south of Chicago and encompassing several suburban communities, constrained site selection for Thornton to a rather limited number of choices. Fortunately, some property centrally located and well suited to the college needs was available at 15800 South State Street in South Holland. Slightly over one hundred acres encompassing twenty-six parcels was purchased. The initial acquisition of ninety acres in 1967 cost about \$7,500 per acre.

Rock Valley (511)

During its first year, which began in late 1964, the Rock Valley College board began a site search. A two hundred seventeen acre farm at the northeast corner of Rockford was chosen and purchased in June 1965. Principal features of the site included rolling terrain intercepted by a stream located diagonally within the farm in a northeast-southwest direction, an attractively landscaped home site at the approach entrance from the city, usable farm buildings and an excellent location in relation to the residents of Winnebago and Boone Counties.

William Rainey Harper (512)

Harper College was one of four districts established just prior to the passage of the 1965 Junior College Act. Its board of trustees began a site search almost immediately. Consequently it was one of the first to complete action for acquisition. In May of 1966 the College purchased one hundred seventy-four acres at the intersection of Roselle Road and Illinois Route 62, south of Palatine and west of Rolling Meadows and Arlington Heights. The property had been a rather large horse farm. One of the buildings was a sizeable horse barn with a show and exercise arena. The land contours were well suited to campus development. Cost of the farm was \$7,500 per acre. Later amid some debate and mixed opinions, an additional one hundred forty acres were purchased.

Illinois Valley (513)

Illinois Valley College site is located on the south side of the Illinois River opposite Peru and LaSalle. Three hundred thirty acres, of the approximately four hundred total, lies atop a bluff and is a rolling terrain. Fifty-five acres at the foot of the bluff is a part of the river flood plain. About eighty acres is beautifully wooded. The campus is well centered with regard to geography and population. The location of the site was recommended by the feasibility study committee, prior to organization of the district, and was the first choice of the college board following a study of six potential campuses. Purchase price was about \$2,700 per acre.

Illinois Central (514)

After reviewing six potential locations in 1966, the Illinois Central board selected a wooded bluff site across the Illinois River directly east of Peoria on U.S. Route 24 between Peoria and Washington. The address is East Peoria, but that city lies south of the campus. A major portion of the four hundred thirty acres is heavily wooded. Only the southeast section is cleared land. The campus contains numerous ravines. The location of the campus is probably as well centered and available by auto transportation to the whole district as possible in view of the topography and highway patterns in the Peoria, East Peoria-Pekin area. The land was acquired at a purchase price of about \$1,800 per acre, and put into use as a campus in 1967.

Prairie State (515)

Prairie State College's address is 197th and Halsted Streets, Chicago Heights. Selection of the site and acquisition of the property were both very difficult and slow. Originally the college was contained solely within the Bloom Township High School boundaries. By the time campus selection was a subject of concern, Crete-Monee, Rich Township High and Homewood-Flossmoor High School districts had annexed. Substantial differences of opinion developed among some of the active leaders of the several communities regarding the relative merits of four proposed and possible choices. These problems were resolved; and on June 9, 1967, the IJCB granted approval for the present site. However, that was not the end of the problems. Actual acquisition of the full one hundred twenty acres required at least four years. Three-fourths of the land lying on the north end of the plot was purchased without major problems. The south section, however, had been sub-divided into several hundred city-lots and sold to many purchasers more than fifty years earlier. No development had followed. Considerable confusion about title holders existed. At least four years of tedious work was required to locate the many owners, negotiate sales or complete condemnation proceedings before the college received clear title and use of the south section as its principal building site. By 1971 the college was in a position to move ahead with permanent building plans and the development of a very attractive campus. Originally, the IJCB authorized purchase of the site at a cost of not more than \$6,000 per acre. I do not know if that figure held.

Waubonsee (516)

A one hundred eighty acre horse farm was converted to a college campus at Waubonsee. The site is a beautiful wooded tract of rolling grassland located on Illinois Route 47, just north of Sugar Grove and eight miles west of Aurora. It is a naturally landscaped campus among several such in Illinois. Several geographic and demographic features of the Waubonsee district dictated an approach to site selection different from many of the colleges. The greatest population density was in the cities of Aurora, Batavia and Geneva, stretching some twelve miles north and south on the Fox River, near the district's eastern boundary. The district extends about twenty miles west on U.S. Rt. 34 to the communities of Yorkville, Plano, Sandwich, Somanauk and Leland and on U.S. Rt. 30 to just beyond Hinckley. Illinois Rt. 47 traverses the district from south to north on a line relatively well centered between

the eastern and western boundaries, and intersects all the east-west roads. Locating the campus on Rt. 47 west of Aurora, the largest city in the district, thus helps to equalize travel distances for all communities. The farm was purchased for \$2,000 per acre.

Lake Land (517)

From its inception, Mattoon has been the hub on which the Lake Land College has been framed. The city of 20,000 is the largest in the district and is served by a network of highways much like the spokes of a wheel extending in six directions. A campus at or near Mattoon was, therefore, a logical choice. The campus is located about four miles south of the city at Exit 184 on Interstate Rt. 57 where it interchanges with U.S. Rt. 45 and Illinois Rt. 121. The 359 acre tract was previously farm land. It consists of tillable ground and wooded sections, a variation of level and rolling contours. The site was chosen because of its favorable location, accessibility and adaptation to a college program with strong focus on agricultural programs. Acquisition was in three steps. Average cost was approximately \$1,100 per acre.

Carl Sandburg (518)

The main Sandburg campus is at Galesburg. A scan of a map of the district justifiably elicits the question of why a location so far away from the geographical center? An answer is found in its history. Carl Sandburg district was founded in 1966, and its boundaries were almost totally within Knox and Warren counties. Galesburg was the largest population center and well located when the site was chosen in 1967. The large areas of Henderson, McDonough and Hancock counties, extending the district forty to seventy miles west and southwest, were not added until 1974. The Galesburg campus is just beyond the northwest corner of the city on the edge of Lake Storey. It was purchased from farmland at an average price of \$2,250 per acre and comprises about one hundred ten acres. Most of the land is gently rolling and almost all was used for crops. It is an attractive campus but visible for only short distances in all directions. Access is gained primarily by driving about a mile off U.S. 34 and 150 on the South Lake Storey Road.

Since annexation of the much broader territory to the south and west, additional campus services are now provided. Some programs are operated on the former Carthage College (now Robert Morris College) campus at Carthage, and in a

facility at Fountain Green. Arrangements with the Iowa Southeast Community College district also permit residents near the western regions of the district to attend at Burlington and Keokuk.

Highland (519)

On May 26, 1967 Mr. E. L. Ihrig, IJCB Associate Secretary, wrote the following memorandum regarding the Highland Junior College site:

On February 2, 1967 the Illinois Junior College Board had a written request from Acting Dean Charles G. Jenkins to proceed to take the necessary steps for approval of the campus site selected by the Board of Highland Junior College District #519.

The site selected by the Board of District #519 is a 210-220 acre farm which was owned by the college Educational Foundation and is being donated to District #519 by the Foundation. It is conservatively valued at \$200,000, and lies slightly west of the population center of the district and slightly east of the geographic center.

The site, lying just west of Freeport, is bounded on the south by the Pearl City Road, a well-maintained all-weather blacktop highway, and West Stephenson Street Road on the north. Two access rights to the Pearl City Road and one to the West Stephenson Street Road are owned by the college. U.S. 20 and I-64, both east-west highways, provide A-1 commuting facilities to the site by way of I-73 and Pearl City Road. Routes I-72 and I-73 are north-south highways that provide excellent routes to the proposed site for the residents residing north and south of the site.

City water is presently at the edge of the property and the prospects are good that the city will construct a water tower at the southwest corner of the 140-acre plot for use by the college. The city has agreed to extend their sanitary sewer system to the campus site. Electric power and telephone facilities are readily available.

The proposed site has been used for farming purposes and is gently rolling in nature with trees and other natural foliage in sufficient quantity to insure the desired aesthetic values...

It is the opinion of the writer that the college officials of District #519 have considered all of the sites that offered reasonable potential. Their selection of the above described location not only meets all of the criteria set forth by the Illinois Junior College Board but has the added bonus of being completely gratuitous. There is no reason known to the writer which would prevent this from being an ideal site for college operation.

The IJCB approved the site in June 1967. The property has been developed into a very functional and attractive community college campus. The foundation which purchased the land for the district is still active on behalf of the college.

Kankakee (520)

An account of the Kankakee site is quite well summarized in the following news story in the Kankakee Evening Journal for September 8, 1967:

Gov. Otto Kerner today signed a bill providing for a site for Kankakee Area Junior College.

The bill conveys to the junior college board 177.5 acres of land immediately south of Kankakee for \$395,000.

Originally introduced in the state senate by Sen. Edward McBroom, R-Kankakee, the bill was co-sponsored in the Illinois House of Representatives by Reps. Thomas R. Houde, R-Kankakee, Joe Russell D-Piper City, and James R. Washburn, R-Morris. Lt. Gov. Samuel Shapiro, Kankakee, assisted in handling the bill on a non-partisan basis.

The site, bordering Ill. 40, U.S. 45 and 54 and the River Road belonged to the State Conservation Department and was formerly used for farmland by the Kankakee State Hospital.

The price to be paid for the land was determined by three appraisals. The money for the land, according to the bill, is to be used by the conservation department to purchase other land in Kankakee County for conservation purposes.

Ralph Francis, chairman of the junior college board, when informed today that the bill had been signed,

said, I am pleased to know that Gov. Kerner has signed the bill. The location of this site is very strategic and easily accessible from all parts of our district.

This bill had the joint sponsorship and endorsement of all of our area legislators and I am greatly appreciative of their friendliness and interest in the Kankakee Area Junior College development.

The availability of this site location is another important step forward in the realization of our dream for the much needed comprehensive junior college for the Kankakee-area people.

A tree line bordering the south Kankakee River shore adds to the aesthetic setting of the campus.

Rend Lake (521)

A campus site on the then developing Rend Lake Conservation District was proposed and recommended in the feasibility study of the proposed Class I public junior college released in February 1966. One of the selling points in the promotion literature prior to the referendum features a campus well centered in the district midway between Mt. Vernon and Benton adjacent to Interstate 57, and on the new lake. The minutes of the November 10 IJCB meeting record that "Dr. Browne moved and Mr. Dawson seconded that the application of Rend Lake College, District 521, to purchase 300 acres more or less, at a price not to exceed \$550.00 per acre with 50% mineral rights for the major tract to be purchased for \$10,000 and the improvements on that property to be obtained for \$50,000 be approved."

Belleville (522)

Belleville Area Community College, established in October 1966, replaced and expanded the original college operated by the high school for twenty years, 1946-66. St. Clair County, except for Brooklyn, East St. Louis, Cahokia and Oupo school districts along the Mississippi River, comprised the major portion of the new college district. Size and geographic location made Belleville the logical region for a campus. The site selected is a one hundred fifty acre tract on the east side of the city, purchased in 1967 for approximately \$2,700 per acre plus \$25,000 for mineral rights.

A sizeable enlargement of the district in 1974 included the balance of Monroe and virtually all of Randolph Counties to

the south, plus the southern quarter of Madison County on the north. With these changes the campus now lies about twenty miles from its northern extremities, but fifty from most southern communities. The college provides extensive off-campus extension programs for these communities.

Kishwaukee (523)

Kishwaukee College is located on a one hundred twenty acre campus midway between DeKalb and Rochelle on Illinois Route 30. The site is in open farm country near the village of Malta. The campus occupies high ground with an expansive view of the open country sloping toward the beginnings of the Green River watershed ten miles to the south. An adequate system of primary and secondary roads afford transportation routes to the college site, which is in the geographic center of its area. However, highways do not converge there from all directions. Travel is by straight east-west and north-south roads. Cost of the land was approximately \$1,000 per acre. All water and sewer services are provided by the college.

Moraine Valley (524)

The Moraine Valley Community College address is 10900 South 80th Avenue, Palos Hills. The main campus is a flat plain of slightly over two hundred acres, half of which was a sod farm at the time of purchase in May 1968. Several buildings of varied ages and uses were along 88th Avenue and to the east. These were acquired later. Although relatively open territory at the time of selection, all areas in proximity to the college are being rapidly built up as a part of southwest Cook County suburbia. Considerable dialogue ensued between the IJCB and the college trustees at the time of purchase. The trustees wanted three hundred acres. Members of the IJCB were of the opinion that so much land was unnecessary and not in the best interests of the developing suburban region or the college because of cost and priorities on land use. Agreement was reached on the two hundred eleven acres. The campus is well oriented to all communities it serves. A second facility on 95th Street, just west of Western Avenue in Evergreen Park, houses the health related programs. It is at the extreme northeast corner of the district about nine miles from the central campus. Total cost of the 210 acres at the main site totaled almost \$2,000,000. The health center in Evergreen Park included the building as well as the land. I do not have its cost.

Joliet (525)

Joliet, the oldest junior college in the state and nation, was housed in the Township High building from its origin in 1901 until moving to its present three hundred sixty acre site in 1969. The campus lies in the southwest corner of the city. Interstate 55 passes nearby to the west, and Interstate 80 likewise on the south. No direct access is available from either highway. Entrance is principally from the east and north via Houbolt Road by streets and roads which lead to Houbolt Road, which in turn enters the college property. Prior to acquisition by the college, most of the property was farm land and much is still farmed. The west end of the campus is woods and stream. This is the area selected for the college buildings. In fact, they lie on both sides of the water and are connected by a building which bridges the stream. Cost of the site averaged nearly \$2,000 per acre. The campus is well centered in relation to geography, highways and population. Transportation routes converge on Joliet from all points of the compass.

Lincoln Land (526)

Lincoln Land Community College Trustees were confronted with a special and unique situation in comparison with other new districts regarding selecting a campus location. Sangamon State University had just been established at Springfield to operate upper division and graduate level programs. It and Governors State University in the south suburban Cook County area were two new universities conceived as capstones to the emerging and rapidly growing junior college system. These two institutions were expected to by-pass lower division programs, and the junior colleges were directed to stay away from the upper-division field.

Governors State was in close proximity to a cluster of junior colleges in the Chicago metropolitan area. Campus locations of any one of them was not extremely important in relation to Governors State.

At Springfield the situation was different. Lincoln Land was the only public community college within seventy-five miles. No others were envisioned in the future closer than forty miles. Therefore, close coordination between Lincoln Land and Sangamon State was viewed as extremely important to maximize the best utilization of both institutions, and minimize any need for either to encroach upon the program or course level of the other. Spokesmen for the IBHE and

IJCB encouraged and pressed for a joint and cooperative site selection process by the two institutions.

The two worked together on the selection. The process delayed Lincoln Land because Sangamon State was not in a position to begin as early as the community college.

By late 1968 a target area of approximately 1,000 acres was agreed on which provided for development of the two colleges on separate, but contiguous campuses. They lie to the southeast of Springfield near Lake Springfield. Lincoln Land is located on the south portion just west of the principal lake area. Access to both campuses is available from west, north and east. Interstate Highway 55 is about a mile away with two exits to main roads to the colleges. Lincoln Land purchased two hundred sixty acres at a cost of \$100 per acre. Almost all of the property was farm land. A gently rolling terrain with interesting contours formed by watersheds allow effective landscaping and land use. The college uses part of its property for agricultural experimentation. The wooded residential lake shore provides a pleasing background to the east and south.

Morton (527)

Site search for Morton College was a lengthy process. It began as soon as the school was reorganized as a Class I district in 1967 and ended nearly five years later with its present location on a twenty-four acre campus at 3801 South Central Avenue, Cicero. Several problems contributed to the slow and sometimes frustrating experience. Almost no open spaces exist in either Cicero or Berwyn, the two principal communities of the district. Annexations of neighboring areas of Riverside and North Riverside, which contained open land with possibilities as potential sites, did not come about. The ultimate configuration of the district was uncertain for two or three years pending decisions on whether or not neighboring school districts to the north and west would be added to the college. None were. Many locations were studied. All presented problems such as being too small, too costly, poorly located, unavailable, or unacceptable to the board. At the time of approval by the IJCB in December 1971, Dr. Wellman, Executive Director, said,

Morton College, District #527, has been exploring various possibilities for the acquisition of a site during recent years. Several site proposals have previously been discussed with members of the Illinois Junior College Board and a consultant's report by Engelhardt, Engelhardt and Leggett, Inc. on enrollment

projections and potential sites was presented to the IJCB several years ago.

The new college administration has recently worked with Mr. Neil J. King as a consultant to evaluate potential sites for consideration by the district...

The site recommended by Mr. Neil J. King at 37th Street and Central Avenue in the southern part of Cicero is vacant, is readily available, and is within the current district. Unfortunately, it is in the southeast corner of the district and away from areas currently being considered for annexation to district #527. However, the current Morton College District is small in area and even with the annexation of several areas under consideration on the northern and western boundaries of the district, the travel distance to the proposed site is not excessive. There are currently several road and bridge improvements underway in the area of 37th Street and Central Avenue which will make the site even more desirable in the future for accessibility by students and staff...

We are aware of the great difficulty Morton College has had in wanting to acquire a site within the district and in attempting to annex territory to acquire a site in nearby areas. The proposed site recommended by Mr. King and recommended by the local board appears to be a reasonable compromise under these difficult circumstances.

It now appears that the campus choice is very satisfactory.

McHenry (528)

This college also had difficulty determining the location of its permanent campus. The search began in 1967 and lasted until February 1972. Several bond referendums were defeated because one of the issues involved controversy over proposed sites. Orientation of a campus to the cities of Crystal Lake, Woodstock and McHenry were sensitive and thorny problems. On February 26, 1972 residents of the district voted in favor of a bond issue to finance the district's share of land purchase and buildings at a site described in the following memorandum of Dr. Wellman to the State Board:

McHenry County has considered a number of sites in the past. However, the proposed site is on Highway 14

northwest of Crystal Lake on the route to Woodstock. It is located in the triangle of the three major cities in the district (Crystal Lake, McHenry and Woodstock) and near the center of population. The size of the site is 66.5 acres and there is a possibility of the acquisition of additional acreage adjoining the site or across the road from the site if additional acreage is needed.

Land cost was \$3,000 per acre.

Illinois Eastern (529)

This is a multi-campus district operating at Olney, Mt. Carmel, Robinson and Fairfield. Location of permanent sites for Olney Central and Wabash Valley campuses was really determined at the time of their initial establishment.

Olney began in 1963 as a unit of the Public School District on property on the west side of the city, which was a gift from Pure Oil Company. Approximately one hundred acres of additional adjoining land was available for purchase. The Class I college board moved quite quickly on its choice to expand the existing site by purchasing the neighboring property for construction of permanent buildings. This was completed by the fall of 1968 at a cost of \$1,000 per acre.

Wabash Valley had been opened at Mt. Carmel in 1961 on a thirty-three acre campus, and construction of the first permanent building was completed in 1965. The college annexed to Olney in 1967. The original site has been retained and further developed as the permanent campus.

Robinson, Crawford County and other territory northeast of Olney, annexed to the Olney College in May 1969. The Lincoln Trail College campus near the junction of Illinois Routes 1 and 33 about two miles east of Robinson was established and began operating in 1970. One hundred fifteen acres of quite level farm land were purchased for the college at a cost of approximately \$450 per acre.

The operation at Fairfield does not require a campus.

John A. Logan (530)

Logan College is located on a one hundred sixty acre campus on Illinois Route 13 about midway between Carbondale and Marion. The Post Office address is Carterville. Four north-south primary highways traverse the district and junction with Illinois 13, the east-west thoroughfare on

which the college lies. Distances from the four principal cities of Murphysboro, Carbondale, Marion, and West Frankfort are about as equitable as possible. The ground slopes to the south toward Crab Apple Lake which is just a very short distance away. A tree-lined stream flowing into the lake has been used as a focal point for the college buildings, thus providing natural landscaping. Purchase price in 1969 was \$1,160 per acre.

Shawnee (531)

A unique feature of Shawnee College, which encompasses almost all of the five most southern counties of the State, is the absence of any sizeable population center anywhere near the geographic center. Population of the whole district is only about 60,000. The largest city areas, Anna-Jonesboro (6,400), Cairo-Mounds-Mound City (9,000), and Metropolis (6,900), are each on an extreme corner or nearly so. Vienna, the largest community to the northeast, has a population of only 1,400. The college board was faced with the problems of operating at numerous widely separated small centers, or on a campus centrally located and as well oriented to the four corners of its rectangular district as possible. The choice was a one hundred sixty acre site lying nearly equidistant from the four principal population centers reachable by as nearly direct routes as the southern Illinois terrain and highway pattern allow. The campus is a beautiful, hilly, wooded tract on an east-west blacktop and connecting with Interstate 57 and U.S. 51 to the west and Illinois 37 to the east. All three traverse the entire district for north-south travel. U.S. 45 from Metropolis northward leads to other good roads to the campus. The property was acquired from three land tracts by separate purchases. Average cost was nearly \$500 per acre.

College of Lake County (532)

Lake County is almost a square. Straight lines form its north, west and south boundaries. The Lake Michigan shore line on the east is slightly concave. North-south length is twenty-four miles and east-west averages only two or three miles less. Greatest population density is on the eastern half along the lake. Grayslake is very near the geographic center of the county and about ten miles due west of Waukegan and North Chicago, which have a combined population in excess of one hundred thousand. The two hundred thirty acre campus is east of Grayslake at 19351 West Washington Street and just off U.S. 45. Most of the site is quite level. Wooded areas surround the campus area. Several small lakes are nearby. Six highways lead

to the vicinity of the campus. However, only U.S. 45 and Illinois 83 intersect Washington Street at points close to the college. Virtually all residents of the district are within thirty minutes or less driving time to the campus. One hundred sixty acres of the land was a gift from real estate developers. The additional 70 acres were purchased at a cost averaging about \$3,500 per acre.

Southeastern (533)

Southeastern College was started by the Harrisburg High School District in 1961, and operated in the high school building. In 1967 the residents of most of Saline, all of Gallatin, Hardin, Pope, and portions of Hamilton and White Counties, established a new Class I district which included the original college at Harrisburg. All of the southeast corner of the district is in the Shawnee National Forest and is very sparsely populated. The combined population of Pope, Hardin and Gallatin Counties is only 16,000. With the other counties, the district has fewer than 60,000. Harrisburg (9,000) and Eldorado (4,700) are at the geographic and population center. Site choice became a controversial issue, especially between Harrisburg and Eldorado. One spring, candidates for the board of trustees ran on the issue of their site preferences. I was then with the IJCB. I remember attending a meeting with the trustees to discuss their problem. Shortly before election day a request for approval to purchase one of the properties came to the State Office. The board had split on that action, and I was aware that the outcome of the election might change the request for one of the other locations. I, therefore, did not take the request to the State Board prior to election day. The election did change the alignment among the trustees on the subject, and a new request for a different location was submitted.

The matter was finally settled with agreement for the present campus which remains in the geographic and population center and has a comparable orientation to Harrisburg and Eldorado. It lies in the country due east of Harrisburg and straight south of Eldorado. Residents from all regions of the district find access to the campus on highways that converge at one or the other of the two cities or that lead directly there. The one hundred fifty acre campus occupies a ridge adjacent to a strip mining area at the east and with a view of the open farming country to the west, and with Harrisburg and Eldorado in view. Eighty-three acres cost \$1,100 per acre. Sixty acres was a gift from Peabody Coal Company.

Spoon River (534)

Spoon River campus is a little more than a mile west of Canton and is substantially to the north and east of both geographic and population centers. The one hundred sixty acre site lies on reclaimed strip mining land and overlooks a large expanse of such area. The grounds are aesthetically pleasing with varied terrain, wooded areas, and other interesting landscape features. Although approachable by secondary roads only, principal highways from all directions converge at Lewistown or at Canton, and thence to the college. The unusual placement of the campus is very definitely related to the history of Canton's active and aggressive role in the promotion, development, and sense of ownership of the college, plus the fact that the western and southern communities now annexed to the college were latecomers. The site was chosen in August 1969. Rushville and Macomb did not join until 1973. At the time of selection, I was still with the IJCB. From that office my counsel and encouragement favored a location in the vicinity of Lewistown because it was nearer the center of the district and thus better oriented to any new communities which could be added only from the south and west. Spoon River was contiguous to Carl Sandburg and Illinois Central on the north and east. Purchase price was \$800 an acre.

Oakton Community College (535)

Oakton is another college for which the campus search was long and difficult. Building saturation limited the number of open spaces in the district. Some usable tracts were not available to the college. One effort to obtain cemetery property resulted in court action in which the college was the loser. Others were unacceptable to many residents for varied reasons. The selection process was concluded with purchase of one hundred seventy acres along the east bank of the Des Plaines River between Golf Road and Central Avenue at a cost slightly under \$15,000 per acre. The terrain includes the Des Plaines River flood plain, higher open meadow land, and wooded areas. A strip of Cook County Forest Preserve borders on the east. The campus is near the northwest corner of the district. It lies farther away from either the population or geographic center that is most desirable. For this reason, consideration is being given to a second campus better related to the eastern region of the district.

Lewis and Clark (536)

This campus was purchased from Monticello College, an independent women's junior college founded at Godfrey, Illinois in the early 1800's. In 1970, the Monticello officials decided to close the school and advised the trustees of the newly established Lewis & Clark Community College that they were open to negotiations for sale of their campus. Configuration of the Lewis and Clark district around the concave curve in the Mississippi River at Godfrey and Alton placed the site near the population center and gave it good orientation to communities in all directions. Highways converged toward Alton and the village of Godfrey, some two miles north of the city from all directions. Although the Monticello buildings had been designed for a much smaller residential school than the Lewis & Clark Community College was to be, most were adaptable to the college's needs and some were usable with little or no change. Agreement for purchase of the campus was completed in a few months. In 1970-71 Lewis and Clark opened the site and operated jointly with Monticello during its final year. Cost of the 218 acre property with buildings and equipment was \$4,000,000.

Richland Community College (537)

As of this date, Richland has been unable to locate a site acceptable to the residents of the district. The college opened in 1972 in leased facilities in the heart of the downtown business section of Decatur. As the board began searching for a permanent campus location, a downtown business promotion group decided to advocate and work for a central city site. A district-wide committee appointed by the college board to survey all potential possibilities recommended a location on the western outskirts of the city. The board accepted the site chosen by the committee and called a referendum for approval of a bond sale, for money to pay for the district's twenty-five percent share on the land purchase and building construction. Active opposition by the downtown promotion group generated a substantial majority of no votes. Later a second attempt for the same location was more favorable, but fell short by approximately one hundred votes. This time the downtown group expressed its opposition more by withholding support than by an overt campaign against the proposal. After seven years downtown the college has lost its lease for the building there, and is now operating in newly constructed facilities at the northeast corner of Decatur. These are leased.

John Wood College (539)

John Wood is the newest in the Illinois community college system (1974). Almost all of the college instructional services are provided through contracts with local and nearby educational institutions, such as Quincy College, an independent liberal arts institution; Gem City Business College, Quincy; Quincy Technical Institute; Culver Stockton College, an independent liberal arts school, Canton, Missouri; and Hannibal-LaGrange College, an independent college, Hannibal, Missouri. Excellent facilities for administration and some instructional services are leased from a Catholic Seminary at 1919 North 18th Street in Quincy. The college plans to continue operating in the present format for the foreseeable future. A site has been approved and state monies appropriated for an agricultural extension center at Perry.

State Community College of East St. Louis (601)

State Community College of East St. Louis was established by the State Junior College Board in 1969 by mandate of the Junior College Act. The college is state financed. Its principal buildings at 417 Missouri Avenue in downtown East St. Louis and at various other locations of the city have thus far been leased. Two properties have been purchased. One is a former funeral home at 25th and State Streets. The other is for a central campus and consists of nineteen acres north of Eighth Street and south of Interstate 55, near the downtown area and the Mississippi River. Construction is in progress. Target date for occupation is the fall of 1980.

Forty-seven of fifty-one colleges operated by the thirty-nine public community college districts are on, or soon will be on, permanent sites as of 1980. Chicago's Urban Skills Center operates in leased property, and its city-wide T.V. College is an administrative unit with no need for a campus. Illinois Eastern District's Frontier College in Fairfield is also an administrative unit of the district and as yet does not require a campus. Richland Community College at Decatur has been unable, so far, to win community acceptance for a permanent location but is operating in leased facilities known as the Park 101 Development in the northeast section of Decatur. John Wood's operation plan does not require a campus.

Campus sizes range from less than an acre at Chicago's Loop to four hundred thirty-seven at Illinois Central. The distribution is:

<u>Size</u>	<u>No. of Colleges</u>
Under 10 Acres	3
10 - 49	6
50 - 99	4
100 - 149	10
150 - 199	9
200 - 249	6
250 - 299	3
300 - 349	1
350 - 399	2
Over - 400	2

Median size stands at 150 acres. Nineteen are between 100 and 200.

The IJCB 1978-79 Capital Finance and Facilities report shows average allocation of acreage for the forty-six permanent campus sites to be:

<u>Use</u>	<u>Acres</u>	<u>Percent of Total Acres Assigned</u>
Landscaped Grounds	23+	15
P. E. Fields	8+	6
Buildings and Attached Structures	4+	3
Experimental Plots	9	6
Parking Lots	10+	6
Roads	3	2
Average Total Assigned Acreage	60	38%
Average Unassigned	100	62%

Seven of the forty-six report 100% assignment of campus grounds. Eight list assignment of 100 acres or more. Five of these operate experimental agricultural programs.

A personal observation seems appropriate at this point. Forty or more of the college sites were purchased between 1965 and 1970 when I was Executive Secretary of the IJCB. Our office staff was required to make studies of all requests of the districts for IJCB approval to purchase. We were involved in many questions and issues about size, location, potential improvement problems and costs, as well as land prices. As a conservative person by habit and nature I was inclined to question and challenge need for, or advisability of the acquisition of as much land as many of the colleges sought. It was usually my judgment that seventy-five to one hundred acres were ample for a public community college campus. It appeared to me that purchase of property beyond that range tended to be excessive,

too costly, and unnecessary, plus giving an image toward the grandiose. The colleges and the IJCB board members were generally of the opinion that my thinking was overly conservative. They were probably right. However, as the first table above shows, one-half of the college sites exceed one hundred fifty acres. In support of larger tracts of land the boards and administrators argued that 1) historically, institutions had generally been too conservative in their planning for future needs; 2) buffer zones around campuses were desirable to control environment, 3) open areas in the vicinity of the colleges would tend to fill in rapidly leaving the institutions little or no breathing room or space for expansion if it was not established at the outset; 4) land was needed for their agricultural programs; and 5) surplus land could be sold in the future if experience indicated it was in the best interests of the college and the community to do so.

With few exceptions, the IJCB concurred with the decisions of the college boards regarding the amount of land to be purchased, while holding to the formula on the acreage for which 75% state sharing would apply. More than half of the colleges stayed within the formula for full state participation.

Interim Campuses

As stated at the opening of this chapter, new Class I college boards usually moved rapidly with decisions on temporary locations for the operation of the school. They felt a sense of urgency for getting underway. Interim campuses sprang up with mushroom-like suddenness. Several patterns emerged.

Twenty-three interim campuses were set up on newly-purchased sites prior to construction of permanent buildings. They were frequently called instant campuses. Ten colleges leased interim facilities of various kinds, pending acquisition of a site and construction of permanent buildings. Seven remained in facilities already in use until a new location was made ready.

Lincoln Land Community College in Springfield leased land on which it erected "Becker Buildings" as temporary structures pending location of its permanent campus. Later, some of the "temporary buildings" were moved to the permanent campus and remodeled with brick exteriors for continued use.

Seven colleges did not need interim campuses. They were Loop and Wright in Chicago, Danville, Olney, Wabash Valley, Lewis and Clark, and Black Hawk.

The largest block in the varied pattern was made up of interim buildings at the twenty-three colleges using permanent sites. At twelve colleges the structures were almost identical

and were referred to as "Becker Buildings." They got their name from Raymond Becker, a Peoria contractor, who built the first units at Illinois Central in the summer of 1967. Mr. Becker offered colleges three options: 1) he would build them for a lease price under which he agreed to remove them when no longer needed; 2) a lease-purchase arrangement; or 3) immediate purchase. Here is an account of the Illinois Central project taken from the September 1967 issue of the IJCB College Bulletin:

Illinois Central College's answer to the need for instant facilities is a 12-building quadrangle of 72,000 square feet designed specifically for the junior college and constructed on its 440-acre campus under a four-year, \$1.44-per-square-foot per year original bid lease agreement with Peoria Contractor Raymond Becker. The interim facilities are designed to meet specific education needs ranging from comprehensive technical and industrial education programs to high quality two-year college transfer curricula. Costs were held down by administrative planning with Perkins and Will, Chicago architects, to also facilitate maximum salvage at the close of the lease.

The attractive, functional buildings have concrete floors, insulated walls with a plywood exterior sheathing and interior paneling. Ceilings are sheet rock secured to roof joists with sheet rock spray-painted for sand textured effect. The interior plywood paneling is prefinished as are the mahogany doors. Exteriors are painted redwood with steel battons blackened. Windows are 48" aluminum.

Buildings are heated with a gas-fired, hot forced-air furnace, one on each side of each building with heat flow by distribution duct system. Two of the buildings, the library and administration center, are air-conditioned.

Buildings housing laboratories have gas, water, and air as needed. Chemistry tables and fume hoods are being installed.

The one-story structures with their large windows offer little occupant-escape problem in event of fire. Fire alarm stations with bell alarms are located in each building in compliance with the National Building Code...

This complex of space planned for education and designed for economy through maximum end-of-lease salvage potential will serve Illinois Central College while permanent facilities are planned, designed, and built.

The modular design of the buildings allowed for varied combinations of the units in T-H-U-E-+ or quad formations for special purposes such as libraries, student centers, etc.

The eleven colleges other than Illinois Central using Becker Buildings on their permanent campus sites were Highland, Lincoln Trail, Illinois Valley, Joliet, Kankakee, Kishwaukee, Prairie State, Southeastern, Thornton, Waubensee and Black Hawk East. Lease costs were somewhat higher for the projects that followed Illinois Central, but in all cases compared favorably with other alternatives.

Five colleges put their own versions of the so-called Becker Buildings on their permanent campuses. Kaskaskia's were described thus:

Temporary campus facilities were planned, designed and developed by the Board and Staff of Kaskaskia College. The project consists of buildings, three and one-half miles of water line, a sewer treatment plant, two roads, a parking lot to accommodate 500 cars, and buildings containing 32,500 square feet of floor space. The water, sewer, road and parking lot projects were designed and developed by Watwood and Pyle, Engineers, Centralia, Illinois.

Development of the temporary facilities was related to the master plan for the permanent campus as prepared by Hellmuth, Obata, and Kassabaum, Architects, East St. Louis, Illinois, in association with Anthony Deley Architects, Centralia, Illinois, in order that the service facilities for the temporary facilities would become a part of the permanent campus development. G-B Builders, Centralia, Illinois, were the general contractors for the eight buildings constructed for use as temporary facilities.

Buildings are located so as to form two quadrangles and have a six foot overhang on the side facing the court yards. The buildings are attractive and functional. Buildings have an unfinished red cedar exterior and dry wall interior. Three of the eight buildings, the Administration, Library, and Student Services are air-conditioned. Two of the buildings, the Administration and Library, are carpeted. All buildings are heated with electric heat. Most of the vocational-technical program will be housed in a leased building which contains approximately 12,000 square feet of floor space.

John A. Logan constructed eight wood-frame buildings with many features similar to Kaskaskia's, except that they were set up as eight independent units spaced several yards apart. In addition, two air-supported structures were used to provide space for the vocational-technical and physical education programs. Their "air" structures were the only ones utilized on an Illinois junior college campus.

Moraine Valley purchased several frame buildings with exterior metal surfaces from a company specializing in pre-cut structures. These units were considerably larger than the Becker Building. Other similar-looking buildings of the college's own design were added later. A steel building was also erected when enrollments outgrew the capacity of the frame buildings.

Rock Valley, which had leased downtown space for its initial year (1965-66), moved to its permanent site in the fall of 1966 under the following arrangements:

During the summer of 1966 work was completed on the interim campus buildings on the College campus at Spring Brook and Mulford Roads. This unique facility has since attracted national notice, the "instant campus" innovation having been the subject of pictorial articles appearing in educational journals, college magazines, and commercial newspapers.

Classes for the fall term were convened in September 1966, in a semi-rectangular building that will ultimately be utilized for storage of maintenance equipment. In addition, most faculty offices are now centered in two temporary buildings. Pending erection of a three-story Education Resources Center, a new Student Union amid the scenic beauty of the College's rustic landscape, two converted barns which harmonize with the rural motif have been adapted as the present library and student center. Sustaining this atmosphere, a renovated garage is currently in use as a biology laboratory.

Administrative offices were in the farmhouse.

Shawnee used a cluster of one-story frame buildings of their own design, but similar in appearance to the "Becker" units.

Steel buildings with varied modifications were chosen for interim use at seven campuses. They were Sauk Valley, College of DuPage, Carl Sandburg, College of Lake County, Olive-Harvey, and Richard J. Daley in Chicago, and in addition to the Becker Building at Illinois Central.

Sauk Valley was the first to make this choice. The college began operating in the fall of 1966. A single structure had been erected on the campus very close to the area designated for permanent buildings. As explained in this account:

Sauk Valley College's answer to the problem of temporary facilities is a pre-fabricated one-acre steel building located midway between Dixon and Sterling, Illinois. This building includes classrooms, special-purpose rooms for art, drafting and business education, science laboratories, the college bookstore, faculty and administrative offices, a student center and 5,000 square feet of library space with related instructional services.

Heating is provided by gas units and is distributed throughout the building by overhead ducts. Various spaces in the building are created by easily-erected partitions which are vinyl covered and movable. Rigidity is provided by a door and steel frame system with a nicely finished appearance.

One of the main features of the building is its flexibility for the future. Upon completion of the permanent buildings of Sauk Valley College, this building can be used as a maintenance headquarters, warehouse, for heavy equipment laboratory courses, or it may even be dismantled and moved to another location.

The College of DuPage constructed three large steel structures, with large central spaces for a library, student center and physical education surrounded by classrooms, offices, and service facilities.

Carl Sandburg developed an interconnected cluster of steel buildings. Interior finish on this unit was of better quality than most interim buildings because the college anticipated incorporating the facilities into the permanent plan. Three mobile units and two Becker Buildings were also part of the interim campus.

Chicago erected steel buildings at the Olive-Harvey and Richard J. Daley sites.

Nine colleges used leased properties of numerous kinds while waiting for buildings.

William Rainey Harper began at the Elk Grove High School.

Lake Land rented the National Guard Armory at Mattoon.

McHenry opened in a building owned by the Pure Oil Company at Crystal Lake.

Oakton took a ten-year lease on six one-story office buildings and remodeled them for their needs.

Parkland operated an extended campus by renting a former Kresge Store in downtown Champaign for a library and administrative offices, other nearby store buildings for various other uses, two floors from an insurance company for commercial courses, and a former supermarket property about a mile away from the downtown cluster for sciences and technologies. Two steel buildings were put on the supermarket location. Agriculture programs were provided at another location.

Richland leased several floors of a downtown bank and office building, and other facilities. The area vocational high school labs and shops were used.

Spoon River located in downtown buildings in Canton.

State Community College of East St. Louis operated in a three building cluster, one 12-story office, one store front and a social club in the downtown area. Other units were rented in other parts of the city as needed.

Triton used the West Leyden High School in Franklin Park from mid-afternoon through the evening.

Two other colleges used the following arrangements. Lincoln Land built the "Becker Buildings." However, the college began operating before a permanent site had been chosen. A ten-acre tract of land at the south edge of Springfield was leased. The interim buildings were located there.

Although Waubensee was one of the schools with "Becker" buildings on its permanent campus, two other locations preceded that development. During its first year buildings in downtown Aurora were leased. In the second year the college moved to a former high school building in Yorkville.

The colleges prospered during the "interim" years. Initiative, resourcefulness, innovation, creativity, enthusiasm, and pioneering spirit characterized the junior college world. In the sixties everything was exciting. New colleges entered the scene every year. Enrollments jumped annually. Curricula were expanding into new domains. A host of new people were joining the ranks of junior college trustees, administrators, teachers, counselors, librarians, secretaries, engineering, and custodial staffs.

Campus Planning and Construction

Article V of the Junior College Act of 1965 contains provisions on capital programs for the Junior (Community) College System. Numerous amendments have been made since 1965 to cover change of college designations from "Class I Junior College" to "Community College"; replacement of reference to "an Act to create an Illinois Building Authority" as approved August 1961 with "The Capital Development Bond Act of 1972," as the State's building agency; and other technical and editorial refinements. However no substantial changes have been made in the plan. It remains a program for local-state sharing of costs.

The original language of the Act began:

Sec. 5-1. Upon compliance with the provisions of this Article, any district maintaining a Class I junior college shall be entitled to receive state funds for junior college building purposes and to participate in the program authorized by "An Act to create the Illinois Building Authority and to define its powers and duties," approved August 15, 1961, as amended.

Sec. 5-2. As used in this Article, unless the context otherwise requires: "Building Purposes" means the preparation of preliminary drawings and sketches, working drawings and specifications, erection, building acquiring, altering, improving or expanding college facilities, including the acquisition of land therefore, and the inspection and supervision thereof, to be used exclusively for Class I junior colleges.

"Facilities" means classroom buildings and equipment, related structures and utilities necessary or appropriate for the uses of a Class I junior college, but not including land or buildings intended primarily for staff housing, dormitories, or for athletic exhibitions, contests or games for which admission charges are to be made to the general public.

Sec. 5-3. Class I junior college districts desiring to participate in the program authorized in Sec. 5-1 of this Act shall make a written application to the State Board on forms provided by such Board.

At the time of passage in 1965, the General Assembly authorized the sale of \$20,500,000 in bonds by the Illinois Building Authority for funding the state share of junior college construction in the 1965-67 biennium. During that

period construction projects were approved for funding at five Class I colleges.

The process was orderly but quite complex. Six agencies or offices were involved. They were the:

College District
Illinois Junior College Board (IJCB)
Illinois Board of Higher Education (IBHE)
Illinois Building Authority (IBA)
General Assembly
Governor

In general, the six agencies performed these roles:

The colleges selected architects, engineers and other technical persons. They developed a master plan for campus development and construction for review by the IJCB, and initiated requests for approval of specific construction projects to the IJCB. The colleges also arranged for the local share of financing. The most common procedure for securing money was by vote of the district residents authorizing sale of bonds.

The IJCB and IBHE set standards and procedures, provided application forms, reviewed proposed projects, and acted on approvals. The IJCB issued final authorization to the IBA to proceed with construction.

The IBHE also exercised leadership and certain controls, reviewed proposed projects, and acted on approvals for all public college and university construction in accordance with provisions of its Statute.

The IBA worked with the colleges during all planning stages. The Authority set certain criteria regarding building projects. Upon receipt of the IJCB certificate of approval to proceed, the IBA took over management of construction. Legally, the IBA took title to the buildings and grounds, sold bonds to finance the state's share of funding, leased the buildings to the colleges and used the rent to pay off the bonds. When the bonds are retired, the IBA will transfer title back to the college.

The General Assembly authorized the amount of bonding allowable through the IBA for each biennium for junior college construction (also universities and other public agencies). It also appropriated funds to the IJCB for payment of the required IBA rents on junior college projects. These appropriations were in amounts sufficient to cover principal, interest on bonds sold by IBA, plus administrative costs of the Building Authority.

The Governor exercised control over cash demands and cash flow for all capital funding. The amount of bonding by the IBA determined the level of state expenditures for interest and principal on the bonds (rent). As will be noted later, progress on building projects was dependent on the Governor's fiscal management control.

A typical campus planning and construction pattern was:

1. Selection and employment of architects by the college.
2. Site selection and purchase. (Order on 1 and 2 sometimes reversed.)
3. Preparation of a master plan for campus development on about a ten-year projection, usually anticipating construction in two or more phases.
4. IJCB review and approval of the campus master plan.
5. IJCB allocation of state funding for planning purposes to colleges expecting to begin construction within the biennium or fiscal period for which funding authorizations were available, i.e. \$20,500,000 (1965-67); \$125,000,000 (1967-69).
6. Submission to IJCB of an application for approval and funding of a specific campus development (grading, utilities, roads, landscaping, parking) and building construction. Several college and IJCB staff conferences were usually held on a proposed project during the preparation of an application.
7. IJCB and college conferences with IBA if needed.
8. IBHE approval. IJCB and IBHE staffs maintained continuing communication almost from the outset of each project.
9. IJCB transmittal of the approved project to IBA with authorization to proceed.
10. IBA and college work jointly on completion of working drawings.
11. IBA takes bids and awards contracts.
12. College pays local share (25% or more) to IBA. IBA sells bonds for balance.
13. Construction proceeds under the watchful eyes of IBA and the college with periodic progress reports being submitted to IJCB.

Development of criteria and policies by IJCB and IBHE regarding public junior college building projects began in the winter and spring of 1966. Dr. James Spencer, Associate Secretary of IJCB, and Dr. Keith Smith, Associate for IBHE, working as a team, did the major part of the necessary studies and consultations and prepared proposed drafts. By May 1967, work and agreements had progressed to a point that the IJCB and IBHE adopted and published identical statements entitled "Policies

and Procedures for Review of Capital Funds Requests for Public Junior Colleges." Only excerpts of the policy statements need be included here.

Program and enrollment were the basic measuring standards for scope and size of construction projects.

The enrollment measure was full-time equivalent day students. The policy states:

The gross square feet of all space per full-time equivalent on-campus day student shall not exceed:

- a. For facilities other than occupational program instructional shops:

<u>FTE Day Students</u>	<u>Gross Square Feet Per FTE Day Student</u>
First 1,500 students	110
Next 1,500 students	100
Each above 3,000	90

- b. For occupational program instructional shops 140 gross square feet per FTE day student enrolled in courses using such shops.

Building efficiency was also a required standard. "Net assignable space to gross square feet ratio shall not be less than 0.65." This meant that not more than 35% of the gross square feet could be included in thickness of walls, and partitions, or space for mechanical equipment, broom closets, corridors and other space not used for instruction and administration. Maximum costs were stated in this language: "Cost of construction, to include architects fees, legal and administrative costs, fixed equipment, construction to the 5 foot line (away from foundation) and contingencies shall not exceed \$30.00 per square foot. Costs of site clearance, site development, central utility facility and utility extension beyond the 5 foot line shall be reviewed separately and in accordance with local conditions and costs."

Determination of building design, configuration, materials, and mechanical equipment was a product of the district board and architects. Compliance with current editions of the National Building Code recommended by the National Board of Fire Underwriters and the Life Safety Code, NFPA No. 101, of the National Fire Protection Agency was required. When federal money was involved, additional check lists were added for review before construction could begin.

The only similarities of buildings to be found at Illinois community colleges are those of the general architectural fashions of the 60's and 70's and the typical "trademarks" or "styles" of architectural firms who designed two or more campuses. These are apparent and especially so with regard to "trademarks."

Rock Valley, Illinois Valley, and Parkland buildings clearly reflect a common style by Ernest J. Kump of Palo Alto, California, even though each campus has its own very distinctive individual characteristics.

The same is true for Lincoln Land, Kankakee, Kennedy-King, Olney Central, Lincoln Trail, and Shawnee designed by Fitch-Larocca-Carrington-Jones of Chicago; Sauk Valley, Rend Lake, John A. Logan, Spoon River by Caudill-Rowlett-Scott of Houston, Texas; Illinois Central and Prairie State by Perkins and Will, Chicago; and Malcolm X and College of DuPage by C. F. Murphy and Associates, Chicago.

The two most unusual designs are probably Illinois Central's winding serpentine building (tail and head meeting at the corner of what is in fact a rectangular layout) and Lake Land's cluster of circular buildings.

Highland's classical designs with inverted arches add variety with beauty to the Illinois campus group.

Although there are similarities as noted, Illinois community colleges do not manifest the slightest evidence of uniformity or standardization in appearance. Each has its own character and skyline. Some stand in bold relief on open prairie, some are nestled in woodland; others straddle streams or ravines as Black Hawk, Rock Valley, John A. Logan, and Joliet; or city streets as Moraine Valley and Kennedy-King. Many have an orientation to water, either natural stream, man-made lake or pond. Shores of the Oes Plaines, Rock, Illinois, and Kankakee Rivers form community college campus boundaries. Wood, brick, stone, concrete, glass, and other materials are used in many interesting and fascinating combinations. They are the product of a period of excitement, enthusiasm, freedom to think and do, quite abundant financial resources. They were created by a new and inspired generation of lay and professional people. They are historical landmarks!

Issues and Problems

Any undertaking of the magnitude of the community college capital development in Illinois is certain to be fraught with

problems such as money, time tables, differences between the many parties involved, and changing conditions. A brief discussion of this subject is in order.

One of the issues centered around the perceptions of the IJCB-IBHE and the colleges of adequate criteria regarding space and cost allowances.

Consideration was given to several possible formulas on space allotment. The choice was finally made between 1) a formula based on specific square foot allotments for each classification of instructional purpose, or 2) more general criteria based on a total allotment with the decision on amount committed for each function being a prerogative of the colleges. The latter was selected and the numbers were set as shown previously. Colleges were quite satisfied with the flexibility the formula allowed them, but some felt the square foot allowances were rather stringent. This was especially true among the smaller schools, even though the overall allowance for them usually worked out to about eight to ten square feet more than larger institutions. Large schools typically qualified for 112-115 gross square feet per student and smaller ones 122-125. The smaller schools felt that certain core units in their buildings required nearly as much space as needed by the larger colleges, and thus the formula did not adequately provide for that need. However, no major problems developed with regard to the formula itself. In most cases, the architects designed layouts of rooms and other spaces within the approved square footage with no more problems than are common in typical building planning.

One problem of space was inherent in the total capital program. Sheer size of the capital needs and demands of junior colleges and universities in the late 60's and 70's mandated that the state spread construction programs over a period of years. Only the very smallest of the junior college campuses could be totally funded in a single project. Almost all had to plan their construction programs in two or more phases. Tentative square footage for planning purposes applicable to a total campus was approved by the IJCB at the time of the master plan review. Since these allotments were based on projected enrollments, they were subject to change. If a college was over-optimistic about its future growth, it might design the buildings in its early phase or phases on such a large scale and limited to so few purposes that it was at a disadvantage in later phases in the event enrollments did not equal projections. The college might then find itself with a library, science department or any other unit using more of its allotted space than necessary. This did happen at some institutions.

More controversial than space allotment was the subject of cost ceilings. Throughout my years with the IJCB, the colleges and our office were in constant dialogue and debate about the adequacy or inadequacy of the \$30 ceiling. Many college presidents, trustees and architects were of the opinion that the ceiling was quite stringent, even in 1967, and that it placed a very difficult restraint on their building planning as inflation escalated year by year. The \$30 ceiling limit was applied only to architects' fees, legal and administrative costs, fixed equipment, construction to the five foot line (beyond foundation wall). Costs of site clearance, site development, central utility facility, and utility extension beyond the five foot line were reviewed separately and in accordance with local conditions and costs. They were not subject to a set ceiling. This plan was used purposely, to avoid placing fixed costs levels on those features of capital development for which there were few and uncertain tangible measures. We conferred with specialists on construction costs, engaged in studies of costs in other states, and engaged in many meetings with the colleges, but the formula remained unchanged.

I am very proud of the college campuses, but feel I could and should have found and recommended a cost formula that contained better incentives for development of buildings within its parameters. Such is retrospect.

By 1967 requests for state capital funding was reaching enormous dimensions. They were coming from large enterprises such as the rapidly burgeoning junior and senior college and university systems, mental health programs, the state prison system and various other units of state government. The danger of piling up an overwhelming state obligation for "rents" for buildings constructed by the Illinois Building Authority posed a real and present threat. The situation called for a system of control and management. Responsibility for fiscal control was vested in the office of the Governor.

Dr. Lyman Glenny, Executive Director, and members of the Board of Higher Education foresaw the rapidly developing situation. They proposed a plan for control and management within the higher education family. The principal elements of the plan included 1) establishment and maintenance of an up-to-date inventory of capital projects, including those ready for building and the estimated costs for construction for each university, college, and junior college; 2) a point system setting priorities for various categories of uses for which construction was proposed; 3) priority ranking of all projects at the ready stage; 4) appointment of a committee representing the IBHE and each of the five university and college systems; 5) review and recommendations for re-ranking of all ready projects

for the priority list by the committee each ninety days; 6) IBHE action on the priority list as its recommendation to the Governor; and 7) funds made available by the Governor for higher education projects be applied to projects in the order of ranking for that ninety-day period.

Governor Kerner accepted the proposal. Officers of the five college and university systems concurred. The plan was put into effect and continued for several years. Eventually, Governors began selecting projects for approval by different methods.

At the outset, the point system was designed to favor junior colleges. Dr. Glenn proposed the extra points in support of implementation of Phase I of the Master Plan for Higher Education which had recommended the State Junior College System. Junior college construction projects were awarded 600 points in addition to any others for which they qualified.

Here is an example of how the program worked. If there were twenty projects on the ready list for the 90-day period, they were given priority rankings from one to twenty. Estimated costs among them might run from a few hundred thousand dollars to several millions. Totals of the list could run from sixty to one hundred million dollars or more. Let us say the Governor authorized the use of fifty million dollars by the IBA for higher education, and that the cost of the ten top projects on the priority list totaled that amount. Construction was started on them.

The process was somewhat cumbersome and time consuming in addition to an already complex building program structure. But it was orderly, systematic, understandable, and workable. I saw it as a useful tool. It served the system well.

The whole junior college building program was halted from late March to mid-September 1968 because of a constitutional challenge of the Junior College Act. Soon after a favorable decision by the Illinois Supreme Court in early September 1968 on the constitutional question, another series of periodic delays began. Concern about the Illinois financial status prompted Governor Shapiro to declare a moratorium on any new capital projects. This suspension lasted through October. During November and December, about six junior college construction projects got under way.

Almost immediately after taking office in January 1969, Governor Ogilvie placed a freeze on construction which lasted several weeks pending a review of state finances. A very tight state fiscal situation prior to passage of an income tax slowed

all capital progress throughout 1969. At times it seemed that new construction proposals were frozen most of the time. During the course of Governor Ogilvie's term, authorizations for the Illinois Building Authority to begin new building projects were frequently issued in the name of specific projects, rather than in amounts to which the priority list applied.

All of these procedures and delays were, of course, frustrating to the colleges for a number of reasons. First of all, the new buildings were badly needed. Secondly, inflation was relentless, with costs continuing to increase. Many districts experienced the frustrating experience of securing approval to proceed, only to find that the unit could no longer be built on the original budget. The project had to be scaled down, or the college would find its local share escalating.

In 1972, the Illinois Building Authority was replaced by a Capital Development Board under provisions of a Capital Development Bond Act.

The Illinois Building Authority functioned for ten years. It was established in 1961 as a device to overcome the bonded indebtedness limitations imposed on the state by the Constitution. The IBA was a quasi-public agency authorized to sell bonds declared to be in the public interest by the General Assembly. The IBA constructed buildings for public agencies from the income of the bond sales. The buildings were then leased to the public body. These bonds were sold solely on the basis of repayment from the property rentals. They were not a direct obligation on state wealth or property. A new Constitution in 1970 removed the restrictions of the former document. The Capital Development Bond Act of 1972 provided for the sale of direct obligation bonds in amounts and for purposes authorized by the State Legislature. The Capital Development Board was the administrative agency.

As a result of these changes, in 1972 the colleges began working with a new body under a new law. As a fully public state unit, the Capital Development Board was given authority and jurisdiction beyond that formerly assigned to the IBA on numerous matters regarding planning and implementation of building programs and projects. A new period of change and adjustments in procedures ensued.

Construction progress has been significant and impressive. In fifteen years (1965-80), construction of permanent facilities has occurred on forty-eight community college campuses.

Estimated capital expenditures total \$600,000,000. Sources have been:

State	\$350,000,000	58 +%
Federal	20,000,000	3 +%
Local	230,000,000	38% +

Thirty-seven districts have completed or are nearing completion on one or more phases of their permanent sites. Richland has been unable to begin because of local controversy regarding a site. To date, John Wood has no plan for a permanent campus. However, centers have been acquired by the college. One is at Pittsfield. The other is an agriculture facility at Perry. The latter operates in cooperation with the University of Illinois.

Thirty-six campuses have used all of the square footage for which the enrollment formula entitles them by virtue of their current (in many cases declining) enrollments. This is not to say they have completed all the units intended in their master plan.

In closing this chapter, this observation is appropriate: The President, Staff and Board of those colleges still waiting for an additional wing, building, or buildings to round out their master plan are probably not as impressed with an assessment of "significant and impressive progress" as I am. In retirement, away from the pressures and frustrations of the moment, one can see many things from a different point of view. As stated at the outset, this chronicle is written from the author's perspective.

CHAPTER VII

CURRICULUM AND FACULTY

One of the primary motives of the Illinois Board of Higher Education behind the 1964 Master Plan recommendation on a state system of public junior colleges was to strengthen its programs. In Chapters III and IV of the Plan, Dr. Richard Browne and Dr. Lyman Glenny spoke forcefully on the point.

The Junior College Act of 1965 is clear on its purpose. It is to "encourage and establish a system of locally initiated and administered comprehensive junior (community) colleges" (Sec. 2-12a).

The Act defined a comprehensive junior (community) college program as "A program offered by a community college which includes (1) courses in liberal arts and sciences and general education; (2) adult education courses; and (3) courses in occupational, semi-technical or technical fields leading directly to employment. At least 15% of all courses taught must be in fields leading directly to employment, one-half of which courses to be in fields other than business education" (Sec. 1-2 (G)).

Powers and duties of the State Board as a planning, coordinating standard-setting, and recognition body are related specifically and pointedly to comprehensive colleges with high standards.

Both the IJCB (ICCB) and the IBHE are required to determine that proposals for new community college districts are in conformity with a comprehensive community college program prior to approving establishment.

Both IJCB (ICCB) and IBHE must approve new units of instruction, research, or public services before they are started in the community colleges.

Boards of trustees of community college districts are obligated to operate comprehensive programs as defined in the Junior (Community) College Act.

Historically, Illinois community college curricula had included programs in liberal arts and sciences, occupational-vocational fields, and various forms of adult education for many years. Yet even as late as 1965-66, liberal arts and sciences enrolled the greatest number of students by a wide margin. Progress had been made toward acceptance of the comprehensive purpose of the junior college by the boards, administrators, and faculties of many Illinois junior colleges.

But on the whole, their programs left much to be desired. In their comments in support of the IBHE recommendations in the 1964 Master Plan, Dr. Browne and Dr. Glenny noted the junior college curricular weaknesses, but also said "a number of the colleges are excellent and considering the handicaps under which most of them have labored, their record may be viewed as praiseworthy. The chief handicap which junior colleges have not been able to overcome is their identification with the Common School System. It also accounts for the relatively low prestige of the junior colleges. In general, under this system, the two year colleges have been poorly financed, badly housed and inadequately supervised."

It was intended that the new system of junior colleges, being administered by local boards and staff with no other responsibility or function, coordinated and supervised by a State Junior College Board, operating as a part of the State System of Higher Education, supported with much stronger local and state financing, and housed on new campuses designed especially for their needs, would create and operate strong, well-balanced comprehensive programs, taught by faculties especially suited to work with the two-year college mission and students.

At the outset, the members of the IJCB and I gave high priority to the support and promotion of comprehensive college programs. By the end of its first year of operation, the IJCB professional staff of six included three associate secretaries in the area of curriculum. Their respective roles were baccalaureate-oriented programs, occupational-vocational curricula, and adult and continuing education. Those selected were Dr. Robert Darnes, Dean of Instruction, Triton College, Baccalaureate; Mr. Everett Belote, Dean of Instruction, Black Hawk College, Occupational-Vocational; Mr. Albert Martin, President and former Dean, Bloom Community College, Adult and Continuing Education.

Our first assessment of the program status of the colleges was made from data provided in the applications for recognition for 1966-67. Dr. Spencer, Associate Secretary of our staff, with the help of Dr. Ernest Anderson, and a group of graduate students, at the College of Education, University of Illinois, tabulated and reported this information on state totals of the 21 operating districts for the fall of 1966:

	<u>Courses Offered</u>	<u>%</u>	<u>Semester Hours Produced</u>	<u>%</u>
Baccalaureate Oriented	2,837	71.7	491,919	80.8
Occupational-Vocational	943	23.9	74,421	12.2
General Education	175	4.4	42,785	7.0

The above tabulation covers credit-hour production only. There were additional non-credit courses and programs not included here.

Chapter III of the 1964 Master Plan addressing the subject of "Programs" contained these five recommendations:

EMPHASIS ON COMMUTER INSTITUTIONS

19. It be the policy of the state for the next few years to meet the needs for program expansion at the undergraduate level primarily in commuter institutions both two and four-year, rather than at campuses where students must live away from home.

PROMOTION OF TECHNICAL AND SEMI-TECHNICAL PROGRAMS

20. The number and variety of technical and semi-technical programs leading directly to employment be greatly increased primarily through programs established in comprehensive junior colleges.

UPPER DIVISION AND GRADUATE EMPHASIS OF STATE UNIVERSITIES

21. The state universities place increasing emphasis on upper division and graduate level instruction and research programs and relatively less emphasis on programs at the lower division level.

SPECIAL PROGRAMS FOR UNDER-EDUCATED

22. The junior colleges develop and experiment with programs especially designed to aid the under-educated student of post-high school age to prepare as speedily as possible for transfer to senior institutions at the junior level or for entry directly into employment from technical and semi-technical programs. In every way necessary, the testing and counseling services of the junior colleges be adapted to determining the interests and potential abilities of the under-educated and to counsel such persons to enter programs in which their interests and potentialities indicate a reasonable chance of successful completion.

APPROVAL OF PROGRAMS OF INSTRUCTION, RESEARCH, AND PUBLIC SERVICE

23. The present statutory power of the Board of Higher Education to approve all new programs of instruction, research, and public service of the new state-supported universities be continued and be extended to cover any new state-supported colleges or universities including the Chicago Teachers College and junior colleges admitted to the state system.

Need for expansion and strengthening occupational-vocational programs in the junior colleges was a pervasive theme. Expanding on the recommendation for the promotion of technical and semi-technical programs, Dr. Browne and Dr. Glenny wrote:

Of the commuter institutions now in existence, few offer the range or quality of semi-technical and technical programs necessary to meet the individual needs of students for occupational training or of the needs of government, business, and industry for technically competent employees.

The need for technically trained people in a wide variety of fields has been emphasized again and again in recent years. In 1963, the President's Committee on Vocational and Technical Education and the Illinois Governor's Committee on Unemployment emphasized the obligation and role of the two-year colleges to provide technical training. The Master Plan committees express grave concern over the meager offerings in the occupational fields, especially by two-year colleges.

It was estimated in 1960 that Illinois needed 60,000 semi-technical and technically trained people each year. Master Plan Committee D reports that in 1962 Illinois produced fewer than 3,000 graduates from programs of 1 and 2 years. This number increased less than one per cent since 1958. The DeVry Technical Institute (a proprietary school) and the Vocational-Technical Institute of Southern Illinois University produce far more technicians than do all the 25 public junior colleges combined.

Nationally, the offering of technical education is considered a primary function of 2-year colleges. However, the junior colleges of Illinois offer only 28 different semi-technical and technical programs. According to the Illinois Board of Vocational Education, no junior college in the state offers more than three technical programs eligible for federal aid. In some other states a single college may offer as many as 20 different 2-year occupational programs. Illinois has a definite need for more variety in its opportunities for occupational training. Several reasons have mitigated against their development in the junior colleges, with the lack of sufficient funds to offer quality programs leading the list. In addition the small size and rural location of many junior colleges limit the scope of course offerings. In some of the larger urban colleges, the relegation of junior college activity to evening hours in a facility used for high school classes during the day prevents development of the special facilities and equipment needed for collegiate level technical courses.

An increasing number of students inadequately prepared in high school now attempt to enter college programs. Although they have high school diplomas and their native ability level is often above average, they fail to meet the standards of achievement necessary to enter degree programs. Imperative to the welfare of the student and the general society are better college opportunities for these citizens. Junior colleges should allow them entry into special programs designed to prepare them as speedily as possible for senior college transfer or to complete a technical or semi-technical program.

Junior college program areas specifically identified or alluded to in the Master Plan and the 1965 Junior College Act embraced liberal arts and sciences; general education; adult education; occupational, semi-technical, technical; special programs for under-educated (i.e. preparatory, developmental, remedial); community service; and public service.

Occupational-Vocational

As the revitalized Junior College System began to take shape, there was a very sharp focus on occupational-vocational programs for numerous reasons: (1) need, (2) lack of such educational programs in the colleges, (3) rapid expansion of occupations requiring post-high school short-term education and training, (4) recognition and use of the para-professionals, (5) concern about the weaknesses of Illinois public junior colleges in this program area, and (6) a very general feeling that the two-year college was a suitable and desirable educational unit for such programs.

As already mentioned, probably to the point of boring redundancy, the Master Plan gave special emphasis to this role for the junior colleges.

Newspaper stories and editorials, magazine articles, and radio and TV programs focused strongly on the subject of occupational, semi-technical, and technical education in the junior colleges. During the period of rapid expansion of the Illinois system, I was frequently interviewed by all branches of the media regarding junior college programs. It was a very common experience for the interrogator to ask a question something like this, "Now when we get to the heart of the issue, isn't the occupational-vocational function of the junior college the primary and most important one and really what the development of the system is all about?" I always responded with a disclaimer, saying that the occupational-vocational function was very important, and the special emphasis was evidence of a feeling of need for promotion of a vital and

neglected curricular area. However, this was not to be interpreted as, "what it is all about." I would then argue that comprehensive community colleges should operate strong, well-balanced programs in every field within its scope, and such was the goal.

During the first year of its operation, the Junior College Board received a letter from Governor Kerner urging attention to development of occupational programs. The Governor noted that no branch of public education had ever accepted "primary responsibility" for education to meet the manpower needs of the state. He expressed a hope that this would occur in the new junior college system.

The potential for occupational-vocational education opportunities in the junior college was usually one of the selling points emphasized by the local steering committees in their promotional literature for a new district. Candidates for election as trustees of the new colleges frequently identified themselves as interested in vo-tech education.

In response to the high level of interest and concern about this function of the junior college, Lyman Glenny, Executive Director, IBHE; John Beaumont, Director of Vocational and Technical Education and Rehabilitation; and I as Executive Secretary, IJCB, joined forces to coordinate thinking, planning, and action by and in our respective offices. From 1965 to 1969 the three of us met on a quite regular monthly schedule to study needs, share thinking, and promote action in support of vo-tech programs among the colleges. We attempted to draw upon as many resources as we could find. The Illinois Office of Employment Security did a manpower needs study for us. Numerous specialists on such subjects or areas as vocational education, state and federal programs and resources, research on manpower needs, and projections on future trends met with us. State and regional junior college conferences were used for information and discussion purposes.

One direct approach emanating from the meetings and discussion was a decision by John Beaumont to use federal funds at his disposal for large grants to junior colleges to equip the shops in their new buildings. At one time grants in amounts of \$750,000 each were made to Black Hawk, Sauk Valley, Rock Valley, Triton, and William Rainey Harper.

Programs and enrollments in the occupational fields grew steadily. The Third Biennial Report (March 1971) of the IJCB to the Governor and General Assembly contained this information on statewide totals from 46 campuses of 37 districts:

<u>Fall Term</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>
Number of Occupational Programs	239	422	610	762	927
Individuals Enrolled in Occupational Programs	---	17,673	23,448	31,509	42,703
Number of Credit Hours in Occupational Courses	74,421	127,247	182,284	230,681	330,949
Percent of Total Credit Hours Generated by Occupational Courses	12.2%	17.0%	19.4%	20.4%	23.2%

The following addendum to the above table page shows the expansion in number of campuses and average programs per campus.

Total Number Campuses	28	35	41	44	46
Average Number Occupational Programs Per Campus	8+	12+	15-	17+	20+

The March 1974 Community College Bulletin reported a study by Associate Secretary John J. Swalec and Fitch Weathington entitled "Career Education at Illinois Public Community Colleges." It said in part:

In 1965, the Illinois General Assembly established technical training and education as one of the four principal missions of the state's public community colleges when they stated in the Public Junior College Act "...a comprehensive community college program shall include courses in occupational, semi-technical or technical fields leading directly to employment." In 1972 and 1973, the General Assembly reaffirmed its support of career education by providing extra flat grant support for non-business occupational instruction. This action supported the Illinois Community College Board which established as a high priority to "expand occupational and career education programs to meet the needs of the State of Illinois with particular emphasis on short-term vocational skill training and retraining."

The Illinois Public Community Colleges have made great strides in meeting these challenges.

The report also included the chart on the following page.

EXPANDING EDUCATIONAL AND CAREER OPPORTUNITIES: OCCUPATIONAL AND
CAREER EDUCATION IN ILLINOIS PUBLIC COMMUNITY COLLEGES
FALL 1973

College	Total Headcount	Associate Degree Programs	Certificate Programs	Occupational Headcount Programs	Male Occupational Headcount	Female Occupational Headcount
Kaskaskia	1,361	18	15	664	294	370
DuPage	5,508	36	36	2,718	1,456	1,262
Quad Cities	5,279	19	40	2,610	1,443	1,167
East	597	5	2	295	148	147
Triton	10,350	43	33	5,137	3,264	1,873
Parkland	2,752	24	22	1,353	584	769
Sauk Valley	2,220	18	14	1,094	516	578
Danville	2,305	20	17	1,134	626	508
Kennedy-King	9,851	27	34	4,895	2,243	2,652
Loop	8,533	19	38	4,238	1,885	2,353
Malcolm X	5,835	20	23	2,896	1,400	1,496
Mayfair	1,629	9	16	802	342	460
Olive-Harvey	2,576	14	28	1,267	588	679
Southwest	4,547	14	33	2,268	1,295	937
Wilbur Wright	4,210	15	15	2,090	903	1,187
Elgin	2,872	15	7	1,425	623	802
Thornton	2,798	29	27	1,371	602	769
Rock Valley	4,254	27	39	2,094	1,397	697
Wm. R. Harper	7,065	26	35	3,502	1,754	1,748
Ill. Valley	1,262	17	9	618	310	308
Ill. Central	7,856	33	29	3,897	1,923	1,974
Prairie State	2,768	27	7	1,367	593	774
Waubensee	1,384	14	16	677	397	280
Lake Land	2,305	16	17	1,136	663	473
Carl Sandburg	1,192	24	22	573	310	263
Highland	1,258	11	5	621	345	276
Kankakee	1,572	16	14	771	380	391
Rend Lake	425	13	4	201	61	146
Belleville	3,561	20	17	1,762	1,125	637
Kisnwaukee	1,061	14	15	516	322	194
Moraine Valley	3,700	24	10	1,833	929	904
Joliet	4,138	20	14	2,052	1,182	870
Lincoln Land	2,255	22	7	1,128	637	491
Morton	1,778	16	8	877	423	454
McHenry	1,142	16	18	554	362	192
Lincoln Trail	416	8	10	199	119	80
Olney Central	707	7	10	345	125	220
Wabash Valley	790	15	11	382	171	211
John A. Logan	993	13	10	485	188	297
Shawnee	806	17	17	386	229	157
Lake County	3,599	24	7	1,784	989	795
Southeastern	597	13	10	287	137	150
Spoon River	474	10	4	230	141	89
Oakton	1,170	19	11	570	269	301
Lewis & Clark	3,287	19	16	1,626	877	649
Decatur	582	8	22	276	168	108
SCC	943	5	30	454	307	147
TOTALS	136,593	859	844	67,460	35,145	32,285

Occupational offerings at Illinois Public Community Colleges in 1979 are shown on this page and the following page in charts published by the ICCB.

COURSE	ACCADEMIA/TRANSFER CURRICULUM		GENERAL STUDIES		BUSINESS TECHNOLOGY		COMMENCE TECHNOLOGY		DATA PROC. TECH.		HEALTH SERVICES TECHNOLOGY	
	BA	TR	GS	CS	BT	CT	CT	CT	DP	DP	HT	HT
501 KASKASKIA	X		X	X	X	X	X	X	X	X	X	X
502 DU PAGE	X		X	X	X	X	X	X	X	X	X	X
503 BLACK HAWK	X		X	X	X	X	X	X	X	X	X	X
504 TRITON	X		X	X	X	X	X	X	X	X	X	X
505 PEARLAND	X		X	X	X	X	X	X	X	X	X	X
506 SALK VALLEY	X		X	X	X	X	X	X	X	X	X	X
507 SAVVILLE	X		X	X	X	X	X	X	X	X	X	X
508 CHICAGO	X		X	X	X	X	X	X	X	X	X	X
509 ELGIN	X		X	X	X	X	X	X	X	X	X	X
510 THORNTON	X		X	X	X	X	X	X	X	X	X	X
511 ROCK VALLEY	X		X	X	X	X	X	X	X	X	X	X
512 Mt.AINSEY HARPER	X		X	X	X	X	X	X	X	X	X	X
513 ILLINOIS VALLEY	X		X	X	X	X	X	X	X	X	X	X
514 ILLINOIS CENTRAL	X		X	X	X	X	X	X	X	X	X	X
515 PRAIRIE STATE	X		X	X	X	X	X	X	X	X	X	X
516 WADSWORTH	X		X	X	X	X	X	X	X	X	X	X
517 LAKE LAND	X		X	X	X	X	X	X	X	X	X	X
518 CARL SANDSBERG	X		X	X	X	X	X	X	X	X	X	X
519 HIGHLAND	X		X	X	X	X	X	X	X	X	X	X
520 KANKAKEE	X		X	X	X	X	X	X	X	X	X	X
521 BEND LAKE	X		X	X	X	X	X	X	X	X	X	X
522 BELLEVILLE	X		X	X	X	X	X	X	X	X	X	X
523 KISHWAUKOEE	X		X	X	X	X	X	X	X	X	X	X
524 MORAIN VALLEY	X		X	X	X	X	X	X	X	X	X	X
525 JOLIET	X		X	X	X	X	X	X	X	X	X	X
526 LINCOLN LAND	X		X	X	X	X	X	X	X	X	X	X
527 NORTON	X		X	X	X	X	X	X	X	X	X	X
528 MC SENEY	X		X	X	X	X	X	X	X	X	X	X
529 ILLINOIS EASTERN	X		X	X	X	X	X	X	X	X	X	X
530 JOHN A. LOGAN	X		X	X	X	X	X	X	X	X	X	X
531 SHAMREE	X		X	X	X	X	X	X	X	X	X	X
532 LAKE COUNTY	X		X	X	X	X	X	X	X	X	X	X
533 SOUTH-EASTERN	X		X	X	X	X	X	X	X	X	X	X
534 SPOON RIVER	X		X	X	X	X	X	X	X	X	X	X
535 OAKTON	X		X	X	X	X	X	X	X	X	X	X
536 LEWIS & CLARK	X		X	X	X	X	X	X	X	X	X	X
537 RICHLAND	X		X	X	X	X	X	X	X	X	X	X
539 JOHN HOOD	X		X	X	X	X	X	X	X	X	X	X
601 SCC. E. ST. LOUIS	X		X	X	X	X	X	X	X	X	X	X

X - INDICATES THAT A CURRICULUM IS OFFERED BUT DOES NOT IDENTIFY THE LENGTH OF THE CURRICULUM AS 6 MO., 1 YR., 2 YR., ETC., NOR DOES IT INDICATE THE NUMBER OF CURRICULA IN A GIVEN DISCIPLINE.

- ACCADEMIA/TRANSFER CURRICULUM
- GENERAL STUDIES
- BUSINESS TECHNOLOGY
- COMMENCE TECHNOLOGY
- DATA PROC. TECH.
- HEALTH SERVICES TECHNOLOGY

The chart's detailed accounting of occupational programs, in contrast to no breakdown for baccalaureate-oriented and general studies curriculums, attests to a high level of continuing interest and perhaps concern about the community college's performance with regard to its "occupational, semi-technical, technical" educational function.

Much more could be said about the occupational-vocational program developments from 1965-79. It is hoped that the narrative and statistical data used here clearly show what has and is happening in program offerings and enrollments. The enrollments have been accounting for nearly one-third of the total instructional headcount in credit offerings for several years. Programs encompass all, or almost all, occupational fields appropriate to Illinois and the two-year college.

Under-Educated Students

Recommendation 22 of the IBHE 1974 Master Plan was titled "Special Programs for Under-Educated." It read:

The junior colleges develop and experiment with programs especially designed to aid the under-educated student of post-high school age to prepare as speedily as possible for transfer to senior institutions at the junior level or for entry directly into employment from technical and semi-technical programs. In every way necessary, the testing and counseling services of the junior colleges be adapted to determining the interests and potential abilities of the under-educated and to counsel such persons to enter programs which their interests and potentialities indicate a reasonable chance of successful completion.

In the comments the authors wrote:

An increasing number of students inadequately prepared in high school now attempt to enter college programs. Although they have high school diplomas and their native ability level is often above average, they fail to meet the standards of achievement necessary to enter degree programs. Imperative to the welfare of the student and the general society are better college opportunities for these citizens. Junior colleges should allow them entry into special programs designed to prepare them as speedily as possible for senior college transfer or to complete a technical or semi-technical program.

They were referring to the needs of numerous categories of people, such as high school graduates and non-graduates, who for a variety of reasons were not able or ready to perform at levels necessary for college courses.

Very little attention was being given to this role by Illinois junior colleges in 1965. In most cases efforts rarely extended beyond some preparatory or remedial offerings in reading and mathematics. Nor were there many examples of significant curricular or program effort at the adult level.

Progress was slow. By 1970, a few Illinois community colleges were doing interesting things in the name of "developmental" or "remedial" or "opportunity" programs. Moraine Valley and the College of DuPage were among the bellwethers. By the time I was teaching courses at ISU on the community college in the early 1970's, I frequently took students to see distinctive programs at the College of DuPage, Moraine Valley, Carl Sandburg, Parkland, Lake Land, and Illinois Central. By the mid 1970's almost all of the colleges were giving thoughtful and serious attention to ways of helping students improve their academic skills and abilities. By 1973, a separate line item was added to the State Junior College Appropriation designating 1.4 million dollars for disadvantaged student programs.

Variations on the use of special teachers or directors in specially equipped learning labs were to be seen at several community colleges. Individualized and small group teaching procedures were frequently used. Learning labs usually were supplied with numerous sets of materials and electronic devices. Significant gains were made in securing acceptance of the opportunities afforded to students in these programs. Progress was made in reducing a sense of embarrassment about being in the classes. In many colleges the more able students were found using the service to improve their skills or strengthen themselves in some specific subject in which they felt deficient.

Parkland and the College of DuPage were among the first to develop procedures for involving faculty from various departments in the developmental teaching.

The educational profession has much to learn about effective ways to teach and motivate "the under-educated" adult. It can be, and for many teachers it is, a baffling, frustrating, disenchanting experience. Courage, faith, patience, and understanding along with an ability to measure progress in terms apart from the traditional and standard are necessary attributes of those who work in this still quite uncharted educational domain.

It is my observation that progress is being made. Many Illinois community colleges are addressing the need with integrity, imagination, courage, sincerity, and fiscal responsibility. If the next decade is as productive as the last, remarkable new improvements are bound to occur.

Baccalaureate-Oriented

Baccalaureate-oriented programs are identified by the ICCB as those intended to "provide the first two years of baccalaureate education consisting of liberal arts, sciences, and pre-professional fields designed to prepare students for transfer to four-year colleges and universities and/or designed to meet individual educational goals."

This definition is intended to distinguish the "baccalaureate" from five other classifications. They are career education (occupational-vocational), general studies, community education, public service activities, and student services.

Baccalaureate is the area of the community college program most like the lower division (freshman-sophomore years) of four year colleges and universities. Students in these programs are those pursuing a course of study leading to an associate of arts or associate of science degree which, if completed in the community college, is designed to transfer a student to a senior college or university with junior standing.

In the early years of their history (1901-1925), most public junior colleges offered very little other than liberal arts courses. Advocacy and promotion of broadening and expanding the junior college mission and programming began in the 1920's and 1930's. Implementation of what has come to be the comprehensive program was spotty and slow until the mid 1960's in Illinois.

Liberal arts and sciences with baccalaureate orientation has always been and remains a basic characteristic of the comprehensive two-year college. The importance of this role has not been diminished by the addition and growth of other programs and services. Headcount enrollments in the baccalaureate programs continue to be the largest of the four categories measured by the ICCB. They have fallen behind occupational- vocational only once in twelve annual tabulations.

These are the headcounts in 1973 through 1979 for the four categories of credit programs as shown on ICCB records:

	<u>Total</u>	<u>Baccalaureate</u>	<u>Occupational Vocational</u>	<u>General Studies</u>	<u>Undeclared</u>
1973	226,101	85,360	69,298	59,732	11,711
1974	257,365	95,942	72,943	72,414	16,066
1975	315,751	109,988	101,988	90,936	13,261
1976	324,586	106,624	105,476	95,664	16,822
1977	329,778	102,843	109,474	83,130	34,331
1978	322,367	103,462	95,876	84,812	38,217
1979	323,653	92,138	96,682	82,739	52,094

From 1966 to 1979 the proportion of baccalaureate enrollments has changed from a statewide average of 80% to 32% because of the growth of other programs, rather than headcount decreases in that curricular area.

Principal concern, issues, and problems regarding baccalaureate work in the public community colleges has focused on quality, screening for admission, and articulation with the four-year colleges. Each of these topics is referred to in the 1964 Master Plan and the 1965 Junior College Act. On the subject of quality and screening, the Act states, "The community colleges shall admit all students qualified to complete any one of their programs including general education, transfer, occupational, technical, and terminal as long as space for effective instruction is available. After entry, the college shall counsel and distribute the students among its programs according to their interests and abilities. Students allowed entry in college transfer programs must have ability and competence similar to that possessed by students admitted to state universities for similar programs (Sec. 3-17)." (Underlining supplied by the writer.) In regard to articulation, the Act states, "The State Board in cooperation with the four-year colleges is empowered to develop articulation procedures to the end that maximum freedom of transfer among junior colleges and degree-granting institutions be available, and consistent with minimum admission standards established by the Board of Higher Education.

In preparation for this chapter, I have reviewed the numerous topics covered in the issues of the Community College Bulletin since its first publication in March 1967. Although no frequency or space-count was made, it is my impression that the six highest are 1) finance, 2) capital development, 3) enrollments, 4) program approvals, 5) occupational-vocational growth and progress, and 6) baccalaureate articulation, and student transfers, but not necessarily in the order listed.

Study areas of note have been on the subjects of numbers of transfers, performance at the senior college level, curricular content and articulation.

A council on articulation sponsored by the Illinois Conference on Higher Education was created in 1966. The Illinois Conference was an association of representatives of the public colleges and universities, the Federation of Independent Colleges and Universities, and the Illinois Association of Junior Colleges. Action for creation of the council began at the annual meeting of the Conference at Allerton Park in November 1965. The sequence of events was:

- November 1965 The Illinois Conference on Higher Education directed its Committee on Cooperation to take action to improve articulation in Illinois. The Committee decided to begin its action with a statewide conference on that topic.
- January 1966 President Cortelyou, DePaul University, Dean Sandy of the University of Illinois, and L. Everette Belote, Associate Secretary, IJCB, were named by the Committee on Cooperation to plan the conference.
- April 28-29, 1966 An Illinois statewide articulation conference for two-year and four-year colleges was held in Chicago. Approximately 200 representatives of 73 Illinois universities and colleges participated. One action was a recommendation to the Illinois Conference for Statewide Organizational Structure on Improvement of Articulation.
- November 1966 At its annual fall meeting, the Conference accepted the recommendation and authorized creation of a Council on Articulation.
- January 1967 A Council on Articulation was organized. Initial officers were Dr. Eldon Lichty, Illinois State University, Chairman, and Earl Trobaugh, Dean of Illinois Valley Community College, Secretary. Council membership was made up of 31 members from the three groups of the Conference on Higher Education, the ICCB, and the IBHE. Everette Belote had represented the IJCB in the formative stages.

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(Continued)

By the time the Council was formed, Dr. Robert Darnes had joined the ICCB staff with primary responsibilities in the baccalaureate-oriented curricular area. Hence, he was named an ex-officio member of the Council and for the next several years was a leading participant in its work, including serving as chairman of a committee to do an in-depth study of the success of transfer students.

The Council on Coordination functioned until 1970 when it disbanded because the types of activities in which it was engaged were being provided by other groups. Substantial progress in junior-senior college articulation was made through active participation of a large number of faculty, admissions officers, and administrators from more than a hundred Illinois colleges and universities in committee work, statewide conferences, regular meetings of the council, and reports of its studies. One of its major projects was a study of transfer students, and ninety-nine Illinois public and private colleges and universities reported in a publication titled "Performance of Transfer Student within Illinois Institutions of Higher Education" (November 1971).

By the end of the 1960's, many Illinois colleges and universities had named some type of community college coordinating officer. The issues of the Community College Bulletin are full of accounts of the appointments of these officers and their roles. Frequent meetings of the coordinators of the several institutions were and still are held with representatives of the community colleges.

Several of the state associations of academic disciplines also worked with Dr. Darnes and almost all Illinois institutions of higher education.

A noteworthy action of the IBHE on December 1, 1970 merits recording here. The following includes the IBHE staff presentation and the resolution adopted by the Board.

It is to the credit of all colleges and universities in Illinois that much progress has been made toward the goal of articulating academic programs statewide. Recognition of the Junior-Community College and its Associate degrees as a significant part of Illinois higher education is timely. The status of the students holding these degrees is unclear and was not in fact included in the Master Plan of 1964.

Illinois public Junior-Community college districts now number 37 and offer programs on 46 campuses. These colleges have reached a new plateau in their development as institutions of higher education. Students who have transferred to senior colleges and universities have demonstrated their abilities and accomplishments as well as their viable experiences while in the Junior-Community Colleges. In 1970, 83,874 FTE freshmen and sophomore student enrolled in these colleges and 155,943 FTE students enrolled in the lower division of all public colleges and universities. It is further noted that slightly more than sixty percent of all freshmen enrolled in public institutions are currently enrolled in public Junior-Community Colleges illustrated by the following figures taken from the Froelich Report of 1970: 63,262 FTE Junior College Freshmen, 104,444 FTE all Public Institutions Freshmen. To say the least, this is an impressive record to have made since the Master Plan of 1964.

There are many more challenges to face and advancements to make in Junior-Community College programs in Illinois. It is obvious that they and the senior colleges and universities are expected to foster and promulgate a clearly identified program of general education within the degree patterns. The communications, social sciences, natural and physical sciences, mathematics, and humanities aspects of general education as they relate to the skills and personal needs of man and the qualities of his daily living are integral parts of higher learning processes. These academic areas dominate the sequences of study that make up the community college's college parallel or transfer programs that culminate in Associate degrees.

Recognizing the fact that the number of transfer students in good standing now holding an associate degree will be increasing in senior institutions in Illinois the following resolution is recommended for Board of Higher Education adoption:

Be it Resolved, that the Board of Higher Education views the public Junior-Community Colleges of Illinois as partners with senior colleges and universities in the delivery of the first two years of education beyond high school in this state. There is need for full acceptance and recognition of this development throughout the higher education community. In furthering this goal, all trustees, administrations, and faculties of senior colleges and universities are requested to declare that a transfer student in good standing, who has completed an associate

degree based on baccalaureate-oriented sequences to be transferred from a Junior-Community College in Illinois be considered a) to have attained junior standing and; b) to have met lower division general education requirements of senior institutions.

The boards of several colleges and universities adopted the IBHE recommendation by formal resolution. Its principles are in effect at most institutions with or without some specific board action.

Literature regarding articulation between junior-senior colleges is voluminous. Discussions, conferences, and studies continue on the subject of the community college function and quality of work as lower division units of the four-year college course. The record is that community college students transfer to senior institutions with relative ease, perform creditably, and persist to graduation in a ratio quite comparable to the other juniors and seniors.

Adult and Continuing Education

Definition of "Comprehensive Junior College Program" in the 1965 Act included "Adult Education Courses."

The adult education pattern in communities throughout the state in 1965 was as varied as a patchwork quilt. Large programs were operated by public school districts in many communities with enrollments numbering in the hundreds or thousands. Numerous school districts employed full-time adult education administrators. Their offerings encompassed many courses and fields, i.e. writing, literature, mathematics, sciences, apprentice training, self-development courses, recreational activities, hobby courses, home economics, agriculture, shop, basic education, discussion forums, on to a seemingly endless list. YMCA's and similar organizations were frequently engaged in "adult education." Most junior colleges included some facets of adult education in their programs, but the extent of involvement ranged from very minimal in some districts to major responsibility for the school system, as at Moline.

"Adult Education" was probably most generally understood to include courses and programs outside the formal graded school and college structure, kindergarten through the 16th year. Courses were frequently identified as "non-credit."

Many questions were raised in the 1965-67 period regarding the scope of the adult education role of the rapidly growing junior college system.

Some of the questions came from the board and administrators of the newly established Class I districts. They dealt with such topics as: What adult education courses and programs? What should be credit or non-credit? How are the programs financed? Can these enrollments be included in state apportionment claims? If there is no state funding are we still obligated to offer adult education when some of the public schools are already operating large, well organized adult education programs?

Some of the questions were raised by boards and administrators of high school districts operating adult education programs. Their questions tended to center on such issues as: Are we and the Class I community college district going to be duplicating services, courses, and programs? Are we going to be in competition with one another? Is the college willing to take over our program, and if so how soon? Can we develop some type of cooperative sharing? Can we define our respective roles and activities so as to avoid confusion and unnecessary duplication?

The two most persistent questions dealt with the issue of state apportionment funding, and the respective roles of the public school districts and the colleges. The language of the Junior College Act was somewhat vague regarding state apportionment funds for credit hours outside the traditional credit pattern for courses leading to graduation. An amendment to add the words "credit hour equivalent" was put in the Act in 1967, designed to qualify non-traditional courses and program structures for inclusion in a share of the state funding for junior college operational costs. The IJCB then established policies and procedures for approving funding of the non-traditional courses on a credit-equivalency formula, and at the same level as traditional academic courses and programs. This system worked for several years. Later, questions were raised about the level of funding for the "adult" or "non-traditional academic courses." The genesis of concern seemed to stem from the question of legitimacy and priority of state funding, for what students and what programs? A trend of thinking developed that favored and supported variable and graduated levels of payment from state tax monies. Certain occupational programs were placed at the top. Traditional liberal arts and sciences were second. Non-credit adult continuing education courses designed to serve adult citizens' individual interest and needs were placed at the lowest level. The discourse goes on, and probably will continue indefinitely on the subject of public educational support for who? what purpose? how long? Attitudes and opinions on the subject will probably fluctuate with changing social, economic, and population situations.

Numerous attempts were made during 1965-68 to clarify the status of the respective roles of the public school districts and the junior colleges in the area of adult and continuing education. Adult education staff officers in the Office of the Superintendent of Public Instruction and the IJCB held many discussions. Tom Mann, Supervisor for Adult Education for the state, and Albert Martin, Associate Secretary for IJCB, were in almost daily communication. They conducted conferences for representatives of school and college districts in several areas of the state.

The general conclusion was that the saturation point in adult education was not being approached, and there were ample opportunities for continued development by the colleges, the schools, and other interested agencies.

By 1967, Albert Martin described the dimensions of adult education in Illinois junior colleges by this chart:

DIMENSIONS OF ADULT EDUCATION IN ILLINOIS JUNIOR COLLEGES

Administrative and Planning Level

<u>Citizens Advisory Commit tees</u>	<u>Cooperation with and Coordination of Existing Programs</u>	<u>Local, State and Federal Govern. Support</u>	<u>Counsel- ling Services</u>	<u>Exten- sion Serv- ices</u>	<u>Use of Community Resources</u>
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Operational Level

<u>Organized Courses for Credit</u>	<u>Special Interest Courses (Non- credit)</u>	<u>Community Ser- vice Programs (Credit and Non- credit)</u>	<u>Programs Financed or Sponsored by the Government or by Private Busi- ness or Industry (Credit or Non- credit)</u>
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College Transfer Courses	Basic Education	Community Research
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College Vocational Courses	GED Preparatory Programs	Consultative Services	Basic Education
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General Education Courses	Self-Improvement Courses	Civic Programs	Personal Development
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Operational Level (Continued)

Special Interest Courses	Recreational Courses	Special Interest Seminars	Vocationally Oriented Programs
Extension Courses (University)	Other	Lecture, Concert and Film Series	Clerical Industrial
High School Courses		Health Service Programs	Health Services
Other		Other	Other

In March 1968, Mr. Martin summarized the findings of a survey from the IJCB offices:

All thirty-four colleges (including all those in the Chicago City College system) which were operating during the 1967-68 school year, provided evening college credit courses, thus allowing adults who work full-time to begin or continue a college credit program. Twenty-eight of the colleges offered a sufficiently broad distribution of courses in the evening that a student could obtain a degree in most areas of study by attending evenings only. Over 40,000 students were enrolled in evening credit courses.

Twenty-two colleges offered non-credit courses, with occupationally related, stock market, and academic refresher courses the most popular. Eight colleges received state and federal financing for offering basic literary and Manpower Development Training programs. Some 8,000 students were enrolled in these programs.

It was interesting to note that eight colleges were providing courses which were acceptable by cooperating high schools for high school credit. Over 1,000 students were enrolled in these courses.

Twenty-two colleges offered programs cooperatively with business, industry, and/or professional groups in their district and ten were working cooperatively with local governmental and community agencies to provide needed educational services for them.

Cultural and public information programs available to the public were offered by eighteen colleges. Music and lecture programs were most popular. An estimated 60,000 adult persons attended these programs during the 1967-68 school year.

Twenty-two colleges offered courses, either credit or non-credit, at locations considered off-campus. Over 5,000 students were served in these evening extension centers. In addition, eighteen colleges offered upper-level undergraduate and graduate courses in cooperation with the extension division of four-year colleges and universities. Over 1,000 students were served in these programs in junior colleges.

For the administration of adult education programs, fourteen colleges employed a full-time dean or director. It was interesting to note that in sixteen colleges the department chairman played a major role in planning adult education programs; in eight colleges the dean or director and the departmental chairman shared the responsibility, and in ten colleges the dean or director worked independently in program development and staff assignments. Twenty-six colleges employed counselors for adult students. Over 1,000 part-time teachers were employed for adult education teaching.

It is evident that the junior colleges are making significant progress toward serving adult educational needs. It will be possible, using this information as a base, to measure the development and growth of adult education services in public junior colleges from year to year.

A year later a second survey brought this account:

Thirty-three college districts were included in the study. Data reported represents adult education offerings of 40 separate campuses.

It was found that all 40 campuses provided evening credit courses. Thirty-four campuses offered a sufficient number of courses so that a student could obtain a degree in most areas of study by attending evenings only. Thirty-seven of the campuses offered credit courses in the evening which were not available during the day. Fourteen Illinois junior college campuses included Saturday credit classes as part of their program compared with 11 campuses a year ago. Approximately 47,250 students were enrolled compared with an enrollment a year ago of approximately 40,000.

Thirty-four campuses offered non-credit courses compared with 22 campuses a year ago. Refresher courses in academic areas proved most popular. Courses related to occupational training were next in popularity. It was estimated that over 60,000 students were enrolled in junior college non-credit courses during the academic year.

Six college districts offered adult high school credit courses. During the year 161 such courses for adults were used for high school credit through special arrangements with underlying high school districts. Some 1,295 students were enrolled in these kinds of programs.

Twenty-nine campuses offered courses on either a credit or non-credit basis at off-campus educational centers. Locations used for such extension services included schools, factories and business places, hospitals and churches. There were 10,107 students served through these programs. This is an increase from 5,182 served a year ago. There were 1,117 courses offered through extension of which 825 were non-credit. Sixteen junior college campuses also offered upper level undergraduate and graduate courses on their campuses in cooperation with four-year colleges and universities. Sixty-eight credit courses were offered enrolling 1,411 students.

Special education services were provided through the adult education division of the colleges for business, industry, and professional groups. Twenty-four campuses provided 85 programs this year. This compares with 45 programs offered a year ago. Additionally, 18 campuses conducted 40 programs in cooperation with community or governmental agencies. This compares with ten such programs conducted a year ago. Twenty-nine campuses provided courses with a cultural or public information purpose. This compares with 18 campuses which provided these kinds of services last year.

Thirty college campuses employ an administrator of adult programs whose sole or major responsibility is in the area of adult education, community services and/or evening college. This compares with 14 campuses a year ago. Thirty-two campuses employ counselors after 5:00 p.m., for adult students. There were 1,779 part-time teachers employed for adult education instruction compared with 1,072 employed a year ago. The administrator of adult education programs has the title of Dean on 14 campuses, Assistant Dean on 5 campuses, and Director on 11 campuses. The descriptive title most commonly used is Dean or Director of Adult Continuing Education.

The Sixth Biennial Report of ICCB to the Governor and General Assembly states that by the fall of 1976 there were more than 190,000 participants in non-credit Community Education and Community Service offerings. These are the titles under which most non-credit "Adult Education" offerings are now captioned.

It should be noted that changes and refinements in definitions of programs and the categories under which they are listed prevent precise statistical comparisons in any of the curricular areas. One common factor, however, for all curricular change for the 1965-79 period is growth in programs, course offerings, and enrollments.

For the fall of 1966 the tabulations were:

	<u>Baccalaureate Oriented</u>
Credit Hours	491,919
Full-Time Equivalent Students	32,794

	<u>General Education</u>
Credit Hours	42,816
Full-Time Equivalent Students	2,854

	<u>Occupation Oriented</u>
Credit Hours	74,421
Full-Time Equivalent Students	4,961

TOTALS:

Credit Hours	609,156
Full-Time Equivalent Students	40,610

The following page indicates reported enrollment data by program areas for the falls 1975-79.

Enrollment Data by Programs Areas
Fall 1975-79

	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
Total Instructional					
Headcount	315,751	324,586	329,778	322,367	323,653
Baccalaureate-Oriented	(109,566)	(106,624)	(102,843)	(103,462)	(92,138)
Career-Occupational	(101,988)	(105,476)	(109,474)	(95,876)	(96,682)
General Studies	(90,936)	(95,664)	(83,130)	(84,812)	(82,739)
Undeclared	(13,261)	(16,822)	(34,331)	(38,217)	(52,094)
Full-Time Students	100,409	94,657	94,766	82,606	80,854
Part-Time Students	215,342	229,929	235,012	239,761	242,799
In-District Students	303,753	307,708	312,127	306,326	306,413
Out-of-District Students	11,367	16,229	16,563	15,424	16,378
Out-of-State Students	632	649	1,088	617	862
Participants in Com-					
munity Education Ser-					
vice Offerings	195,215	193,402	292,065	220,000	292,000
Total Citizens Served					
in Credit and Non-					
Credit Activities	506,966	517,988	614,432	542,637	615,653
Total Full-Time Equiva-					
lent (FTE) Students	157,111	153,249	149,333	145,053	141,746

The 1979 Program Mission of the Illinois Community College System is described by the ICCB as follows:

The Illinois Community College Board recognizes that the following education programs and services should be included among the basic purposes and functions of a comprehensive public community college:

- * Provide the first two years of baccalaureate education consisting of liberal arts, sciences, and pre-professional fields designed to prepare students for transfer to four-year colleges and universities and/or designed to meet individual educational goals.
- * Provide career education including occupational, vocational, technical, and semi-technical fields designed to provide job training, retraining, and/or upgrading of skills to meet individual, local and state manpower needs.
- * Provide general studies, including preparatory or developmental instruction, adult basic education, and general education designed to meet individual educational goals.
- * Provide community education, including non-credit adult continuing education classes, designed to meet individual educational goals.
- * Provide public service activities of an educational nature which may include workshops, seminars, forums, cultural enrichment, community surveys, facility usage, and studies designed to meet community service needs.
- * Provide student services designed to reflect the programmatic development and direction of the institution, including, but not limited to, admissions, counseling, testing, tutoring, placement, and special assistance for the disadvantaged student.

Staffing

Common questions at public meetings in 1965-66 regarding formation of new districts and the rapid expansion of junior colleges were "What about the availability of teachers? From where will they come? What credentials will be required? Will the junior colleges pirate the high school faculty?"

Few specific answers could be made to the questions. We usually replied with such observations as: Increasing enrollments in the senior colleges seemed a reasonable portent for anticipating a growing supply of potential junior college faculty.

It was hoped that the unusual interest in, and attention to the junior college movement nationwide, would attract teachers and administrators to the colleges. Required credentials were more flexible than those for elementary and secondary school teachers. State certification was not required in the 1965 Junior College Act. It was believed that faculty members would be recruited from numerous sources rather than primarily from the high schools.

Those were the suppositions. What has been the fact?

For five years the colleges were asked to report the numbers and sources of new faculty in their annual applications for recognition. Tabulation of those data for four of the years revealed this information:

	<u>1966</u> %	<u>1967</u> %	<u>1969</u> %	<u>1970</u> %
Previous Employment				
Senior College	16	22	24	25
Junior College	11.2	15	12	12
High School	39.6	34	30	19
Elementary School	3	2	3	3.5
Business and Industry	12.6	11	14	20
Other	7.3	8	8	10
No Previous Employment	10	8	8	10
Numbers	1,460	876	1,063	942

Community college teaching appeals to people from just about every potential source: individuals just completing graduate work, high school and elementary teachers, technicians, tradesmen, housewives, business persons, engineers, lawyers, members of almost all the health professions, and others. This impressive diversity in the background of community college teachers is due largely to the fact that many of the instructors are employed on a part-time basis. This use of part-time faculty is essential in the community college, primarily because of the tremendous variety and scope of their offerings, although there are other important reasons.

Organization of the junior college pattern of districts distinct and separate from both the common schools and the senior institutions, called for a new professional title, namely President. Prior to 1965, Black Hawk College was the only public two-year college with a separate board and a chief executive officer with the title of President.

Rapid development of the new state system brought on a rash of presidential searches and selections. The presidents of the new colleges, like the new teachers, came from a variety of positions and places.

Twenty-one of the first thirty-seven presidential selections were Illinoisans. Of these, seven superintendents and five deans were connected with the local college or school district prior to formation of the new college. Two presidents and four deans of other Illinois junior colleges became heads of a newly established district. The remaining three from Illinois were chosen from positions of educational director of a Chicago-based consulting firm, an IJCB associate director, and a former school superintendent just completing a doctorate.

Sixteen presidents were picked from out-of-state. All of these moved to Illinois from community or junior colleges. Seven were presidents, five were deans, and the other four were vice-presidents or administrative assistants. Four came from California and the same number from Michigan. The other eight were each from a different state ranging from coast to coast.

Although there were no legal requirements regarding the educational credentials of administrators or teaching faculty, rather definite patterns emerged immediately. Twenty-nine of the first thirty-seven presidents held doctorates. Seven of the eight chosen with less than a doctor's degree were either local superintendents or deans. To this time, all presidential replacements have held doctorates. As this chronicle is being written, eight of those first named during the fourteen year span since 1965 are still in place. Eighteen colleges have had only one change. Two deaths and ten retirements were the reasons for the first change of presidents at twelve colleges. Presidential and other administrative tenure has been quite stable in comparison with most similar positions in the public senior colleges and other community colleges nationwide.

The common pattern of credentials for teaching faculty members in the academic and vocational disciplines for which formal education preparation was available, was the master's degree or beyond. Approximately eighty percent of the full-time teachers serving the colleges were in the category of masters, or masters plus 30 semester hours graduate work, with majors in the subject fields of their teaching assignments. The following data were reported to the IJCB by colleges during the early expansion and rapid growth years.

Full-Time Teaching Faculty

	<u>1966-67</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
Degree					
Doctor	6	5	4	5	7
Masters +30	27	28	21	18	28
Master	62	60	56	50	56
Bachelor	4.5	6	13	17	7
Less than Bachelor	0.7	1	6	7	1

Similar information was collected and reported regarding part-time teachers from 1966-67 and 1967-68. The only substantial differences among the part-time comparison with full-time were fewer persons with a master's plus 30 hours, and a larger percent with a bachelor's as the highest degree.

Almost all faculty teaching without any degree, and many with only the bachelor's, were working vocational programs for which special non-degree education and experience were the primary learning avenues.

The fifteen-year time span since 1965 has witnessed the creation of a sizeable body of teachers, counselors, librarians, and administrators for whom the community college is "their specialty."

Numerous universities have doctoral programs in higher education administration and teaching in which students can major or concentrate on the community college. Many also make it possible for graduate students in the academic and vocational disciplines to do some course work on the community college. However, no general educational pattern for the preparation of teachers for the community colleges has evolved.

A number of Doctor of Arts Degree programs in academic disciplines designed for the practitioner, rather than the traditional research oriented doctorate have been developed at several universities during the past decade. Some universities focus on community college faculties as the principal source of recruits for these programs. As of this writing, it is too early to judge their success or speculate to what extent this educational adventure will "take."

CHAPTER VIII

CONSTITUTIONAL CHALLENGE ILLINOIS SUPREME COURT DECISION

Almost every major legislative enactment involving a new state enterprise with significant taxing impact is sooner or later the subject of a constitutional test. So it was with the Illinois Public Junior College Act of 1965. However, the challenge came later rather than sooner. The Act had been in operation two and one-half years before litigation on its constitutionality was initiated in the spring of 1968. By that time, thirty-four college districts were operating by virtue of its authority. Final decision on the constitutional questions was released by the Illinois Supreme Court in early July 1968.

We felt fortunate to have escaped litigation so long. Numerous actions of the IJCB on petitions for new districts, annexations, and disconnections afforded openings for court challenges. Occasionally, attorneys had raised questions at public hearings on certain provisions of the Act, appearing to be potential ground-work for a lawsuit. The State Board had adopted scores of policies, made many rulings, and established procedures regarding the implementation of the Act that affected communities, citizens and college districts involving debatable interpretations of the Act.

Mr. Kenneth Lemmer, legal counsel for the Board, and I frequently speculated on how long it would be before a legal challenge on the constitutionality of some section of the Act would arise. When it came, it grew out of an action of the IJCB denying a petition for a referendum on disconnection of a sizeable territory in Warren County from the Carl Sandburg district. The sequence of events began in the fall of 1967.

One afternoon, while at Black Hawk College in Moline, I received a phone call from Mr. Wallace Morling, of rural Warren County, asking for an appointment to discuss procedures for seeking disconnection of territory from a junior college district. We met later that afternoon at the Holiday Inn in Galesburg. Mr. Morling, accompanied by two others, wanted information on how to initiate action for disconnecting from the Sandburg district. He was furnished the details he needed. Mr. Morling had been opposed to the formation of the district and had been the sole witness to testify as an objector at the public hearing. He made it clear that he objected to the property tax levied by a public junior college district. He stated that he was of the opinion that the local property tax should not be used for public education beyond the elementary-secondary schools.

The next step was submission of a petition in March 1967 for a referendum to vote on disconnection of all the Warren, Henderson and Mercer County areas from the Sandburg College district. Petitioners were represented by the Murphy Law Firm of Monmouth and by the Chicago law firm of Ancel, Stonesifer, Glink and Levin. Mr. Ancel was a well-known specialist in school law. Carl Sandburg College was represented by Mr. Ben Critser, a Monmouth attorney, and Mr. Allyn J. Franke of Norman, Englehart, Franke and Lauritzer of Chicago. Mr. Franke was also a recognized authority on school law.

On May 25, 1967, the ICCB denied the petition for a referendum. Reasons stated were that 1) detachment was contrary to the best interests of schools and students of the area; 2) detachment would disrupt the statewide junior college pattern; and 3) detachment would significantly reduce the district's chance to qualify for building grants.

In June the promoters of the detachment proceedings filed an action in the Circuit Court asking for a writ of mandamus ordering the ICCB to order the referendum and an administrative review of the May 25 ICCB denial action. Three individuals among the leaders of the detachment most prominently identified were Mr. Morling; Mr. Fred Pattee, a Monmouth banker and Warren County landowner; and Mr. Clark Campbell, Warren County Superintendent of Schools. Interesting to note was the strong objection to the detachment efforts voiced by the Monmouth city school administrators throughout the lengthy proceedings that ensued.

During the summer of 1967, Governor Kerner signed an amendment to the Junior College Act which had the effect of nullifying the appeals efforts of the petitioners. The mandamus appeal and request for administrative review were held in limbo by the Court and eventually dismissed. Circuit Court Judge Keith Scott did use the pending case as cause to issue a temporary injunction to prohibit holding of a building bond referendum in the Carl Sandburg district which was scheduled for December.

Because the amendment to the Act regarding detachment proceedings raised numerous questions on how actions previously initiated would be handled, the objectors decided to start anew. Accordingly, a second petition for a detachment referendum, drafted in accordance with the 1967 amendment, was filed with the State Board on November 20.

A public hearing date of January 4, 1968, at the Monmouth High School was set by the ICCB, with Mr. Kenneth Lemmer serving as hearing officer. Voluminous testimony and cross-examination by both the petitioners and those opposed to the

holding of a referendum made it necessary to continue the hearing beyond the January 4 session to January 5, 8 and 9. It was quite clear that both sides were developing a transcript designed to present a strong case for their respective positions in the event of further proceedings.

On March 8, 1968 the ICCB adopted a resolution denying the petition for a referendum setting forth, in part, the following reasons:

- . Detachment would threaten reduction of enrollment to less than 1,000 full-time students and thus disqualify the college for sharing in state capital funds.
- . Disconnection would leave neighboring areas with no available contiguous district for annexation.
- . Detachment would place a heavy burden on underlying districts for tuition.
- . Detachment would not be in the best interests of the schools in the area, or students in the territory.

About a week following the ICCB denial of approval for a referendum, the leaders of the petitioners decided to proceed with court action. The group sought the services of Attorney Louis Ancel for legal action which would challenge the constitutionality of certain sections of the Junior College Act. Mr. Ancel called to inform me that he had been contacted and would be handling the litigation for the objectors. Near the end of March, the law firm of Chapman and Cutler, whose opinions for approval of bond sales by public bodies were almost universally required by banks and other financial groups, advised potential bidders on a proposed sale at Kishwaukee Community College, that Mr. Ancel had informed them of the impending litigation. The firm explained that no approving opinions for the sale of bonds by Illinois public junior colleges would be forthcoming from them until the threat of the proposed litigation was dropped, or the challenges satisfactorily answered by the courts. At least fifteen junior college districts were affected.

Numerous discussions regarding the situation were held among concerned and responsible junior college officials and leaders. In order to expedite action and decisions on the pending litigation, the Kankakee Junior College District agreed to become the subject of a quo warranto suit to test all the constitutional questions of the Warren County group, plus others that were considered basic and important by attorneys familiar with the history of similar litigation.

On April 20, 1968 the Kankakee County States Attorney filed a quo warranto suit in the Kankakee County Circuit Court, naming the trustees of the Kankakee Junior College the defendants. Care was taken to include the expertise of such law firms as Chapman and Cutler and others in drafting a comprehensive list of complaints and challenges so the eventual Supreme Court rulings would deal with thorough and basic constitutional issues. Donald Zeglis, Attorney at Mokenca and Legal Counsel for the Kankakee Junior College District, handled the case for the defendants.

Dr. James M. Howard, currently Deputy Director of the ICCB, while studying for his doctorate at Illinois State University at Normal, wrote an excellent account of the constitutional test. The paper contains a complete and succinct list of the complaints by the plaintiffs and the final rulings of the Supreme Court. Both are being quoted. The complaints and contentions were:

1. The Illinois Legislature has the power to provide only for free elementary and secondary schools, not junior colleges. This was allegedly in violation of Section I, Article VIII of the Illinois Constitution.
2. The State Board was not given sufficient standards for organization of junior college districts (refer to Section 2-12 of the Junior College Act). The State Board was also alleged to have been given absolute power to determine the allocation of State funds between junior colleges without proper standards (refer to Section 5-4 of the Act).
3. Section 3-3 and 3-4 of the Act, relative to the notice and hearing on a petition to organize a junior college district, were challenged as constituting "discriminatory special legislation" in violation of due process under the Federal and State constitutions. They were so challenged since application for Administrative Review is restricted to only petitioners or residents who appeared at the hearing.
4. Sections 2-12 and 5-1 of the Act were challenged as denying due process since State tax funds were allocated for local purposes when all the territory in the State was not eligible for such allocation.
5. Sections 6-5.1, 6-5.2, and 6-5.8 of the Act were charged as being invalid because of their denial of due process and equal protection because the State Board's

determinations regarding the annexation or detachment of territory are not subject to Administrative Review.

6. Objection was raised regarding Section 6-2 of the Act which provides that prospective junior college students not in a junior college district are entitled to have their tuition paid by their district to a public junior college in the state. This was charged as forcing residents in a territory not in a junior college to pay a debt which they did not incur to a district in which they did not reside. A further charge was that a taxpayer who resides in a junior college district and in a high school district which is not entirely included in the junior college district pays double taxes.
7. Section 2-17 of the Act was criticized because it provides for unequal apportionment in terms of grants per semester hour to Class I and Class II junior college districts.
8. Sections 5-1 through 5-10 of the Act were criticized because they provide for State funds for building purposes in Class I and not in Class II junior college districts.
9. Section 5-3 of the Act was attacked because it provides that no petition for funds for building purposes will be accepted unless the district contains three counties or that portion of three counties not included in a junior college district, or the projected enrollment shows 1000 full-time students within five years in districts outside the Chicago metropolitan area and 2000 full-time students inside the Chicago metropolitan area. This was charged as possibly resulting in a disproportionate share of such funds among Class I junior colleges.
10. Section 3-17 of the Act was challenged since it requires that a student living in a junior college district be given preference if space is not available to all student applicants.
11. Argument was submitted that the method of electing board members for junior college districts as prescribed in Section 3-6 of the Act was in violation of the one man, one vote principle established in Reynolds v. Sims and applied to local government in Avery v. Midland County, Texas.

12. Section 3-5 of the Act was criticized as being similarly in violation of the one man, one vote principle by allegedly requiring an organizational election on other than this basis. This was charged as being in violation of Section 18, Article II and Section 22, Article IV of the Federal constitution.

On May 22 Circuit Court Judge Victor Caddosi held the Act constitutional in all respects and dismissed the complaint.

Plaintiffs elected to stand on the complaint and appealed to the Illinois Supreme Court to accept their complaint. The case was received by the High Court in its May term.

The Warren County area objectors proceeded to file their case in the form of quo warranto suit against the Carl Sandburg Trustees in the Warren County Circuit Court on May 28. They then asked, and were allowed, to file their briefs as Amici Curiae in the appeal from Kankakee already before the Supreme Court.

On the afternoon of July 3, 1968, Miss Cecille Ryan, a secretary for the Clerk of the Supreme Court, and also my neighbor, phoned to tell me that the Supreme Court opinion had been released and copies were available. Needless to say, a messenger was dispatched without delay. Later that day the following letter was mailed.

To: Members of the Illinois Junior College Board and
Illinois Public Junior Colleges

From: Gerald W. Smith, Executive Secretary

Subject: Supreme Court Decision

In the case of "The People of the State of Illinois, Appellant, vs. The Kankakee Junior College District," the Supreme Court of Illinois has on this date, the 3rd of July, 1968, filed its opinion. The court, for numerous reasons cited in its opinion, affirms the judgment of the Circuit Court of Kankakee County. You will recall that the Circuit Court of Kankakee County found in favor of the College District.

Dr. Howard's paper carries a brief digest of the bases on which the twelve charges enumerated above were rejected by the Supreme Court.

1. Precedent for the Illinois Legislature's right to create public corporations was established in People ex. rel. Board of Trustees of U. of I. v. Barrett.

2. It is impossible and undesirable for the legislature to draft rigid nondiscretionary standards which would embrace each and every school district.
3. This restriction was believed to be reasonable since those persons who did not take sufficient interest to appear and be heard at the hearing are in a different category from those who did appear.
4. Although the whole state is not presently eligible to receive allocations for junior colleges, all non-resident students of the state are eligible to receive the same education at the same rate as resident students if they can meet age, etc. requirements.
5. Precedent for such denial was established by the People v. Deatherage and People v. Camarago School District decisions.
6. Education relates to the general welfare of the State and is not local in nature. The validity of levying taxes by two overlapping municipalities on the same property has been upheld in numerous prior decisions.
7. Such a practice is reasonable since there are more stringent requirements for a Class I junior college than a Class II, and such requirements result in greater expense.
8. It was not felt to be in the best interest of the general public to foster and perpetuate Class II junior colleges. Public welfare is believed to require a sound system of higher education, and thus a differential can be made if it was felt the public welfare is not being best served.
9. This contention was struck down by the rebuttal that it is rather naive to assume that standards for diversely populated areas should be similar to those in more sparsely populated areas.
10. This allegation in no way was found to affect the validity of the organization of the district or the selection of the board and only goes into effect after organization. An additional comment was made that this was, in any event, proper and nondiscriminatory.
11. The one man, one vote principle was found to be inapplicable since elected board members do not, in fact, represent certain portions of a district.

12. This charge was dismissed on essentially the same basis as charge no. 11 - i.e. that the district, once established, will exercise equal authority over both rural and urban areas as a whole.

The concluding sentence in the Supreme Court's opinion reads, "For the foregoing reasons, the judgment of the Circuit Court of Kankakee County is affirmed."

A few days later, Warren County Circuit Judge Keith Scott dismissed the suit of the Warren County objectors. They attempted no further action. By these proceedings, the Junior College Act underwent and withstood a typical test of constitutionality. All those activities that had been halted by the litigation were soon resumed.

CHAPTER IX

THE ASSOCIATIONS

Throughout this chronicle, frequent references have been made to the Illinois Association of Junior Colleges (IAJC) and other groups that have been an integral element in junior and community college development in Illinois. Early records of the IAJC are not intact. The best collection of them and the later Illinois Association of Community and Junior Colleges (IACJC) are in the Manuscript Files at the Illinois Historical Library, Old Capital Building, Springfield, Illinois. Those records appear to set the date of establishment for the IAJC in 1932. Copies of minutes of meetings and reports on conferences appear to be complete or nearly so beginning in 1937.

Dr. Coleman R. Griffith in his history "The Junior College in Illinois," published in 1945 acknowledges contribution by the IAJC to his study with the statement "significant material has steadily come from the IAJC..." and the recognition of the following persons (those underlined were junior college administrators). Identification of their schools and colleges is an addition. Dr. Griffith says, "The authors are indebted to Selmer H. Berg (Superintendent of Rockford Public Schools); Oscar M. Corbell (Superintendent of Centralia High School and Junior College); Frank A. Jensen, (Superintendent of LaSalle-Peru-Oglesby Township High School and Junior Colleges); M. H. Detweiler, (President of Illinois Association of School Boards); W. P. MacLean, Superintendent of J. Sterling Morton High School and Junior College; William E. McVey, Superintendent, Thornton Township High School and Junior College; James L. Beck, Dean, Thornton Junior College; Leland L. Medsker, Executive Dean, Chicago City Junior Colleges; Albert Nicholas, Superintendent, Murphysboro School District; George Olson, Superintendent, Lyons Township High School and Junior College, LaGrange; Ross Holt, Dean, Lyons Township Junior College; and Lester R. Grimm, Research Director, Illinois Education Association. The authors are especially indebted to the Honorable Frank A. Jensen. Mr. Jensen, an experienced junior college administrator, was the primary instigator of this study and is responsible for the suggested questions listed in Chapter XIII."

The Illinois Association of Junior Colleges
1932-1966

Membership in the Association was by institutions and included both public and private junior colleges. From its inception, the Association included divisions for administration, faculty, and students.

In addition to several meetings of the Board of Directors, one or two statewide conferences were scheduled annually. The latter were attended by delegations of administrators, faculty and students. Programs at the conferences were patterned for the interests of each of the groups. This pattern of statewide conferences by the IAJC and its successor, the IACJC, was continued into the 1970's.

The junior college administrators assumed the primary leadership roles for the Association. These were carried by superintendents and deans from the public institutions and the presidents and deans of the private junior colleges. Wesley M. Westerberg, President, Kendall College, Evanston; Raymond N. Dooley, President, Lincoln College, Lincoln; and Donald Canar, President, Central YMCA College, Chicago, are especially noteworthy among the very active leaders from the private junior colleges.

The members of the Association carried on an active and effective program in support of junior college development throughout the 1930's, 1940's, 1950's, during the development of the Master Plan (1962-64), and the passage of the Junior College Act of 1965.

Public junior colleges contributed money to a separate legislative support and promotion fund in order that expenses to Springfield might be covered for offices and legislative committee members of the Association during the biennial sessions of the General Assembly. A significant portion of Junior College Legislation achieved between 1932 and 1965 was initiated and promoted by the Association. This included basic elements in the statutes for the establishment and operation of junior colleges by the public common school districts, the beginnings of state financial support in 1955, and the 1959 law providing for creation of public junior college districts separate and apart from any other school district.

The Association was very active during the development of the IBHE Master Plan and, as already noted, sponsored a vital and critical editing of the Junior College Act of 1965 prior to its final passage.

Effort has been made to chronicle many of these activities of the Association and to give recognition to many of the people involved throughout the course of this book.

The Illinois Association of Community
and Junior Colleges
1946 - 1971

Passage of the Junior College Act of 1965 made a dramatic impact on the structure and operation of the IAJC. That impact was apparent all through the 1965-66 school year.

One of the immediate changes was in the cast of characters. Until 1965, the superintendents and deans of the school districts were the principal leaders of IAJC. This was especially true of the deans. They were the central moving force within the organization.

Suddenly, in 1965-66 the situation changed. Now junior college districts unrelated to the common school districts came into being with boards of junior college trustees whose responsibilities focused solely on their colleges. There was also a new administrative officer carrying the title of President. Prior to 1965, Black Hawk College had been the only separate junior college district, and Dr. Richard Whalen was president. During 1964-65 four additional college districts were established by referendum. They were Triton, Rock Valley, Sauk Valley and William Rainey Harper. Triton and Rock Valley opened in the fall of 1965 under the leadership of presidents Herbert Zeitlin and Clifford Erickson respectively. Presidents Edward Sabol at Sauk Valley and Robert E. Lahti at William Rainey Harper were on the scene later in the year. The numbers were increased steadily as existing colleges were reorganized into Class I districts and new colleges were voted into being. The new boards of the colleges and their presidents made their presence known without delay.

Board members of Black Hawk, Sauk Valley, Rock Valley, Triton, and William Rainey Harper met at Black Hawk College at Moline in the fall of 1965 to discuss their common interests. In January 1966, they met again at the Wagon Wheel Lodge, north of Rockford, along with as many of their presidents as were on the scene by that time. By the January 1966 meeting, Centralia (Kaskaskia) had joined their ranks. They asked me to meet with them, in two roles; Executive Secretary of the IJCB, and prior relationship with the IAJC. Discussion centered principally on their role in statewide junior college affairs and how they should organize to be effective. All except those from Black Hawk were very recent entrants to the junior college arena. They knew little or nothing about the existing IAJC and its long record in support of junior college development. A few of those present felt that they represented a new direction in junior college organization that warranted ignoring the existing association because it had been identified with junior

colleges that were a part of the common school districts. We talked about the many contributions of the existing association and the magnificent work of the superintendents and deans on behalf of the Master Plan. It was pointed out to them that the 1959 legislation under which all of them had been established was a product of the work of the association and that much of the writing of that statute had been done by such deans as Elmer Rowley at Joliet, Kenneth Edwards at Belleville, Robert Birkhimer (Office of the Superintendent of Public Instruction and former Dean at Centralia), and others. The group decided to engage in conversations with the leaders of the existing association. Meetings were held at which consideration was given to the interests of the trustees, administrators, faculty members, and students.

It should be noted that Illinois school board members had a strong and active organization known as the Illinois Association of School Boards (IASB). This organization was authorized by statute and granted the right to use tax revenue for payment of dues. Robert (Bob) Cole had been Executive Director of IASB for twenty or more years. Under his dynamic and enlightened leadership that association had developed a very positive program in support of Illinois education. It carried on excellent educational programs for board members as well as providing information and services to school districts throughout the state.

Members of the IASB had been participants in the development of the IBHE Master Plan study. The association had supported passage of the Junior College Act of 1965. Sam Bishop of the IASB staff had written an excellent guide on implementation of the Act for use by school districts. Bob Cole had also established excellent cooperative working arrangements with all other agencies and groups engaged in educational programs. This was especially true with regard to the Illinois Education Association (IEA) and the Illinois Association of School Administrators (IASA). As Executive Director of the IASA and Administrative Relations Director of the IEA (1960-66), I was in daily contact with Bob Cole and his staff. Immediately following passage of the Junior College Act in 1965, Bob made certain that the trustees of the new system of community colleges knew that they would be welcome in the IASB. The Junior College Trustees ultimately decided to organize in some other way.

Before the 1965-66 school year ended, a decision was made to re-structure the existing Illinois Association of Junior Colleges to operate as one unit with four divisions. They were: Trustees, Administrators, Faculty, and Students. In effect, this amounted to adding the Trustees as an additional

division to the IAJC and improving the descriptions of the roles of the older divisions. A committee consisting of Burton Brackney, Dean, Freeport Junior College; Lee Dulgar, Dean, Thornton Junior College; Herbert Zeitlin, President, Triton College; and Chairman, Albert Martin, President, Bloom Community College was named to draft a constitution and Bylaws for the organization under the name Illinois Association of Community and Junior Colleges (IACJC). Such a constitution was written and accepted.

During the 1966-67 school year, the remodeled Association replaced the former IAJC. On April 15, 1967, James D. Broman, former manager, Education Department, Illinois State Chamber of Commerce, became the Executive Director of the IACJC. Offices were located at the Central YMCA College on Wacker Drive in Chicago.

Each of the four divisions elected their own officers, carried on programs of their own, as well as functioning as an integral part of the total association. Mr. Broman served both as a secretary and coordinator for each group and the whole Association. Officers of the full Association were elected from the several units. Representation of the four sub-units rotated among the principal officer roles of the Association from year to year.

Periodic statewide conferences were held as well as separate meetings of each of the divisions. An annual statewide conference sponsored jointly by the IACJB and IJCB was a major event for several years.

The Association also carried on an active legislative promotional program at both the state and national levels, but especially at the state level.

As Executive Secretary of the IJCB, and a long time participant in the affairs of the IAJC, I had been pleased to witness the formation of the unified Association. Their meetings brought teaching faculty, presidents, deans, other administrators, students, and trustees together in a common enterprise and cause. The jointly sponsored IACJC and IJCB conferences afforded IJCB members and those of us on the IJCB staff an opportunity to engage in common planning and face to face meetings. The programs were structured to allow many voices to be heard both in general convocations and in sectional meetings. I felt we were both strong separate entities and an effective composite.

However, by 1970 certain events combined to bring about a major change in the structure and operations of community college statewide groups.

One of the first disenchantments with the annual conferences, on the part of some people grew out of the student activist movements of the late 1960's. Demonstrations and activist behavior on the part of some students at two of the meetings were not well received by many of the older participants, especially the trustees.

Furthermore, in the course of about two years the college presidents and the trustees grew increasingly restless within the bonds of the unified Association. Neither group felt that they had sufficient identity, visibility, or adequate latitude for action. Both groups began searching for new or additional means to promote their own interests and concerns and to discharge their responsibilities. The presidents felt they needed to meet and speak as presidents. In the Association of Community and Junior Colleges they were a part of the Administrator's Division which included vice-presidents, deans, department chairmen, and people with other administrative roles. I suggested that the IJCB designate the presidents as an advisory committee to me, in my role as IJCB Executive Officer, and by such device give the presidents an opportunity to be a voice for their institutions in an advisory capacity. This was done and monthly meetings were held. Within a short time the presidents decided that they also wanted to work together as a Council of Presidents, on their own. To accommodate this interest, the schedule of monthly meetings was changed to allow them to meet alternately as an Advisory Council and a Council of Presidents. Sometimes the agenda of a meeting was split to allow for both functions.

As the presidents group became increasingly active in their Council of Presidents, the trustees grew more and more certain they needed a stronger organization. Some of the trustees felt the presidents held too great an advantage over their group as spokesmen for the junior colleges on the state level. A few complained that their presidents were inclined to voice their individual concerns when meeting with the Advisory Council rather than speak for the interests and concerns of all members of their institutions. Discussions began early in 1970 regarding the formation of a separate organization of the Community College Trustees. On July 1, 1970 John M. Lewis, Chairman of the IACJC Division of Trustees, sent this memorandum:

TO: ALL TRUSTEES, Illinois Public Community Colleges

RE: Formation of New Association for Community College Trustees

There is so much opposition to the present structure of the Illinois Association of Community and Junior Colleges

that it seems certain it will not be able to survive. Many feel that leadership for public community colleges in Illinois should be the responsibility of trustees and that a new association must be organized for trustees only. Such an organization might be formed along lines set forth in the attached proposed Constitution. A trustee association would have a budget less than what has been needed to support IACJC and its four divisions.

It has been suggested that several area meetings be called immediately. Therefore, meetings have been scheduled for 8:00 P.M. at the following colleges throughout the State:

Monday - July 6

NORTHWEST at
Rock Valley College
President's Office on
the Interim Campus
(Warren Walder)

SOUTH SUBURBAN at
Moraine Valley Comm. Coll.
10900 South 88th Avenue
Palos Hills, Illinois
Bldg. #200, Board Room
(Tad Vance)

NORTH SUBURBAN at
College of DuPage
22nd St. and Lambert Rd.
Glen Ellyn, Ill.
Building K, Room 163
(Frieda Simon)

Tuesday - July 7

EAST CENTRAL at
Parkland College
Board-Conference
Room, 2nd Floor
2 Main Street
Champaign, Ill.
(Ralph Francis)

WEST CENTRAL at
Ill. Central College
Bd. Room-Stevenson Hall
East Peoria, Illinois
(John Lewis)

Wednesday - July 8

SOUTHWEST at
Kaskaskia College
Shattuc Rd, Centralia
Board Room of College
(Verle Besant)

NORTHEAST at
Joliet Junior College
Route 3, Houbolt Ave.
Harper Bldg, Room 101
(Ralph Francis)

SOUTHEAST at
John Logan College
Carterville, Ill.
General Services Bldg.
Board Room
(Dr. Allen Baker)

We hope that all trustees will attend one of these meetings. You will have the opportunity to ask questions, make suggestions, and decide whether or not you want a trustee association, and if so, decide the direction it should take.

An interim organization became effective in August 1970. The Association received a charter from the Secretary of State as a not-for-profit corporation on September 23, 1970. Formal action on the finalized permanent structure was completed January 23, 1971. Dr. A. H. Knoblauch, retired, President of Western Illinois University, Macomb, Illinois, served as Interim Executive Secretary from November 1970 through July 1971. Dr. L. H. (Burnie) Horton, also from Western Illinois University, became the first full-time Executive Director on August 1, 1971. He served in that role until January 1977 when he moved to Kankakee to be President of Kankakee Community College. His successor, David L. Viar, who was serving as assistant to Burnie at the time he moved, is the Executive Officer as this goes to press.

In the fall of 1971 a section was added to the Illinois Community College Act authorizing Trustees to form an association "for the purpose of conducting community college board institutes and otherwise disseminating and interchanging information regarding community college board problems, duties, and responsibilities (Illinois Revised Statutes, Chapter 122-Sec 103-55)."

The Association has prospered well during its first ten years. Its activities include conducting educational seminars and workshops designed to assist community college trustees to become more effective board members; publication of "The Illinois Trustee" for distribution to community college trustees, chancellors and presidents, and to persons interested in the public community colleges of Illinois; conducting an active, ongoing legislative program; and performing numerous services to the colleges, members of the state Legislature, ICCB, IBHE, Capital Development Board, Bureau of the Budget and Governor's Office. Very close liaison is maintained between the ICCTA and the ICCB staff. Their offices adjoin one another in Springfield. A close working relationship also exists with the Illinois Council of Public Community College Presidents. Numerous activities are sponsored jointly by the two groups.

At the time of the formation of the Association of Trustees in 1970, an effort was made to support the continuation of the Illinois Association of Community and Junior Colleges. Officially, that organization carried on for a short period of time, but without the active support of the Division of Trustees and the Council of Presidents the Association steadily lost strength and effectiveness. James Broman, Executive Director, resigned and took a position with Chicago City Colleges. He was not replaced. The office was closed. For a period of time, meetings of the organization were held but the sessions tended to become more and more perfunctory. The Association had no consistent leadership. By 1972 the IACJC had no board of directors. The April 1973 issue of the Community College Bulletin (Volume VII-No 8) reported that: "The presidents of the four existing associations (former divisions of IACJC) consulted their executive boards and unanimously agreed that the IACJC should be disbanded. The Articles of Dissolution were signed by the Secretary of State on December 1, 1972. The assets of the IACJC were equally distributed among three of the four participating organizations. The Trustees Association chose not to be reimbursed."

Each of the former IACJC division groups are still active but solely in their own name, and, in the case of the administrators division, are now three separate entities. As of July 1980 they are:

- . Illinois Community College Trustees Association (ICCTA)
- . Illinois Community College Faculty Association (ICCFA)
- . Illinois Organization of Community College Students (OCCS)
- . Administrative
 1. Illinois Council of Public Community College Presidents (ICPCCP)

2. Illinois Association of Community College Business Administrators (IACCBA)
3. Illinois Council of Community College Administrators (ICCCA)
(Vice-presidents, deans, directors, chairpersons, etc.)
Units within the structure of ICCCA are
 - . Instructional Service Commission
 - . Student Services Commission
 - . Adult/Continuing Education and Community Service Commission
 - . Career Education Division

The Trustees, Presidents, Faculty, and Student units are recognized by the ICCB as official advisory groups to that office.

All of the organizations are formally structured, hold regular meetings, conduct seminars and conferences, and engage in studies. Informally they work collectively in support of community college development. Frequently, they each nominate representatives of their organization to serve on ad hoc statewide advisory committees, task forces, and councils appointed by the ICCB to study special issues pertaining to community colleges in Illinois.

Convocations of administrators, faculty, trustees and students for statewide community college conferences have disappeared. In the judgment of this author, this is an unfortunate development. For almost forty years the annual and frequently semi-annual meetings of these groups afforded an opportunity for face to face meetings, exchanges of ideas, personal acquaintances, and the addressing of common problems, interests and concerns on behalf of the community colleges. Even though the system of community colleges is now much larger and its operation more complex, I am of the opinion that it has not outgrown the use of the statewide, common-interest type of meetings. In fact, the challenges facing the community colleges in the forthcoming decade call loudly and clearly for unified thinking, planning and work.

CHAPTER X

CONCLUSION

Chapter IX on the associations and this concluding chapter are afterthoughts: They were not in the original outline. The addition of Chapter IX was my own idea but this one comes about in response to comments and suggestions of several readers of my manuscript. One of Robert Poorman's comments was that there was no appropriate ending; that suddenly with the conclusion of the account of the constitutional test he was left in mid-air with no place to land.

After reading the original manuscript, Ernst Giesecke penned this question on the last page "Gerry - how do you plan to wind up your narrative?"

William Staerkel wrote a summarization of his reaction which included this statement:

The style of writing is scholarly and factual. Here and there, through the text, the reader catches a glimpse of the excitement and ferment of the times--but only a glimpse. I suggest that you consider the possibility of adding a final chapter written in the colorful style that you used, and I noted, on page 234. This chapter should read like a novel, for it would provide an accounting of a period unique in Illinois history. Man is happiest when he creates.

Indeed, it is probably accurate to say that he is happiest when he believes that those creative efforts will improve the lot of humanity. This may explain why there was almost universal support for the great junior college movement of the sixties. Perhaps, also, this explains the feeling of excitement, optimism and exhilaration that permeated the entire state.

All this was taking place in a time of great social unrest resulting from the Viet Nam War. Urgent demands for change in long established educational practices were everywhere. It is safe to say that these new colleges were leveling influences, for they provided higher education opportunities for many young people who otherwise would have had no place to go, were flexible institutions, free of the confining shackles of tradition, and they accommodated change readily. The new colleges of the sixties led the way in providing much-needed educational innovation.

The preceding paragraphs represent only a fraction of what could be included in the chapter. All in all, it was a time of tremendous change in education and one not likely to be repeated in many many decades, if ever.

Gil Renner made these observations: "If in 1963 you could have looked ahead to 1973 and observed what had been done, and then moved back to 1963 you would have said it was an impossible dream. It just wasn't possible and yet it happened... these were exciting days. I do not believe any other great educational movement took place in such a short time."

Richard Browne recalled an experience in his note to me: "You have included so much that I found it difficult to think of anything left out or dealt with inadequately. You mention in a few cases that the referenda to establish colleges passed by eighty percent, eighty-five percent, ninety percent. Would it be possible to discover and report the actual votes in all the referenda to establish colleges? I don't know where this can be found which makes it all the more important for it to be reported. I have a personal stake in this because a Board of Higher Education member, the wonderful Wayne Johnston, warned me that my junior college plan would not work because the people would never vote themselves to pay taxes for a college: I told him that with a reasonable plan and generous state support I thought some of them would and I wrote in the Master Plan that there might be a dozen new ones established by 1971. He pointed his finger at me and said: 'You won't get a single one.' That's why I went to so many public hearings, at my own expense, and was so thrilled with the public response. I shall never forget the hearing at Peoria where Caterpillar, the Trades and Labor Assembly, Bradley College, Eureka, and all the rest asked people to support what I thought was an unnecessarily high tax rate and vote 'yes.'"

In addition to suggesting a title for the book Elden Lichty made three other observations. One of them was: "I do not believe that you have given enough emphasis to the development during the forties and the fifties. A lot happened during these years leading up to the development in the sixties. I think it would be amiss to fail to treat the influence of L. V. Koos. His writing had more to do with the attitudes towards the junior college during this period than anything else. It took a lot of effort on the part of a lot of people to convince the leaders of higher education in the state of the place of the junior college in education."

This book now concludes with certain observations about the comments quoted above and an excellent review and preview of the Illinois community college system written by Fred L.

Wellman, my successor as ICCB Executive Director, 1970-1980. The paper appeared in the June 1980 issue of the Community College Bulletin as his farewell message at the time of his leaving.

Neither my inclination, literary talent, or writing style favor making this concluding chapter speak to "the excitement and ferment of the times..." or read "like a novel..." to the degree suggested by Dr. Staerkel. Although an effort has been made to capture throughout the book the spirit of excitement and enthusiasm to which Bill refers, undoubtedly justice has not been done to that aspect of the history because of the limited journalistic abilities of the author.

Dr. Staerkel refers principally to the excitement and ferment of the early years after the passage of the Junior College Act of 1965. He is thinking about the explosive period between 1964 and 1970, when a new law unloosed new colleges, new boards, student bodies, new and expanded curricula, interim campuses, new sites, construction programs, new money, state and nationwide attention with incredible suddenness and speed.

Certainly the levels of excitement, ardor, zeal, enthusiasm, drive, devotion to junior colleges, the junior college "movement," the junior college causes reached an all-time high in Illinois, as elsewhere throughout the country, during the sixties. Enormous numbers of people became involved. Citizen groups banded together to do surveys, feasibility studies, draw up petitions for the creation of junior college districts, promote referenda, and bring about the establishment of new junior colleges or the expansion of existing ones. Usually their ardor was such that their resolve and plans to establish a new college preceeded the doing of a feasibility study. In January of 1965, six months prior to the passage of the Junior College Act, Robert Birkhimer published a report and map for the Superintendent of Public Instruction detailing interest and study in 48 communities or areas of the state. In October of that same year, just one month after the new Illinois Junior College Board was organized, I reported on activity in progress in nineteen communities. By November it reached 35. During the month of November, I traveled more than 5,000 miles to points all over the state, in my car, mostly after 3:00 p.m., to attend meetings with groups of citizens engaged in or wanting to start action for the formation of a junior college. Within four years, 37 of the present 39 college districts were organized or reorganized and were in business as Class I districts.

The new boards of trustees entered upon their duties with incredible zeal. Frequently within a half year or less a new

president had been chosen, an interim operation had been formulated and started, a search for a permanent campus initiated, and an architect employed. The trustees were apt to meet weekly or more often, and when they gathered together at regional or statewide conferences the air was charged with the spirit of their enthusiasm and eagerness to move ahead.

The same eagerness and drive was true of presidents, deans, and faculty. Planning, implementation and operations tended to follow in such rapid succession as to appear instantaneous. Colleges would set up "instant campuses," with classrooms, labs, shops, libraries, student centers, vending machine food services, and parking lots within ninety-day periods. School opened regardless of inconveniences. Citizens boards, staff members, and students were exhilarated, proud and thrilled with their pioneering efforts.

The students came in overwhelming numbers. A typical case for illustration is the experience at Illinois Central College between April and September 1967. When work began on their "Becker Buildings" (or instant campus) in April, the fall enrollment was projected at about 1,000. In July the estimate was increased to 1,600 and on opening day in September, 2,476 individuals registered.

The board, administrators and faculty rolled with the tide. Schedules, facilities, and services were adjusted from day-to-day to meet the increasing needs. The temper of the times everywhere, was to address problems and challenges of rapid introduction of new, unfamiliar curricula needs and be elated with the experience. At Parkland it included the introduction of micro-technology; at Carl Sandburg an innovative developmental program; in Danville Ornamental Horticulture; at Spoon River and Wabash Valley, large exciting agriculture programs that attracted students from long distances; at Black Hawk, Radio and Television; at Illinois Central, Parkland, Moraine Valley, Triton, and too many other colleges to list here, more than a dozen allied health programs such as nursing, radiology, inhalation therapy, physical therapy, dental hygiene; in Chicago a program in arm, leg, and body prosthetics in cooperation with Northwestern University; Aeronautics and air-stewardess training programs at Belleville. On and on the list grew. I can just hear my readers from other colleges saying, "why did Gerald forget to put our programs on the list of illustrations?"

It was a period when every one of the colleges claimed something that was first, oldest, newest, largest or best!

The 1965-1970 colleges were the "newly rich." Resources beyond the fondest dream of the previous decade were suddenly available. Those resources included large increases in enrollments; rapid expansion of programs; huge amounts of new money from the state and local taxes, plus tuition; millions of dollars for buildings and campus development; independence from other local school districts; enthusiastic acceptance by the public; and few restraints on initiative.

Entrancement with the enthusiasm and excitement of the 60's must not be allowed to entirely overshadow or obliterate an equal, if more moderate devotion and fervor on the part of scores of forerunners in the Illinois junior college story. From the earliest days in Illinois, beginning with J. Stanley Brown at Joliet and continuing through the years, workers and leaders in the junior colleges were excited about their schools. As early as 1925, Dr. Leonard V. Koos wrote his second textbook on junior colleges and entitled it the "Junior College Movement." From his position at the University of Chicago he was an active and effective participant in the affairs of the IAJC. The concept of the junior college as a community oriented institution was being articulated by Illinois leaders in the 1920's and 30's. Frank Jensen, Oscar Corbell, Hal Hall, Leland Medsker, James McAllister and their cohorts were evangelistic in the promotion and support of the junior college movement in their efforts to sell the concept of the two-year college, and to gain legislative support and financial aid. Every new legislative gain and recognition in the fifties was hailed with elation. Their spirit is vocalized in the words of Dr. Jesse Bogue, Executive Director of the American Association of Junior Colleges in his 1950 book entitled The Community College. "The community college movement is merely at the threshold of its greatest possibilities. It is pioneering, experimenting, trying to find the right answers and directions."

The Master Plan of 1964 and the Junior College Act of 1965 yielded answers and directions yearned for by the leaders of at least three decades in dimensions exceeding their greatest expectations.

By unexpected coincidence, Dr. Fred Wellman, my successor as Executive Officer for the ICCB (1970-1980), is leaving the office just as this book is going to the printer. I think his article in the June 1980 issue of the Community College Bulletin entitled "Review and Preview of the Illinois Public Community College System" provides a splendid closing to this book, especially for its review of the 1970's and projection of opportunities of the 1980's.

Dr. Wellman's article follows.

Review and Preview
of the
Illinois Public Community College System
Fred L. Wellman

The Constitution of the State of Illinois states that "A fundamental goal of the People of the State is the educational development of all persons to the limits of their capabilities." This phrase pinpoints the basic philosophy underlying the development and growth of the public community college system in Illinois - lifelong educational opportunities for all eligible persons to be provided through locally governed, comprehensive community colleges which address local needs.

Providing additional educational opportunities for high school graduates and adults was one of the basic reasons for establishing the first public junior college in Illinois in 1901 in Joliet; it was an important reason for the passage of the Illinois Public Junior College Act that created the Illinois Junior College Board (IJCB) in 1965; it was the key factor in influencing many of the community college activities in the decade of the 1970's; and it will undoubtedly continue to be a driving force for the continued operations and expansion of community college programs in the decade of the 1980's and beyond.

Obviously, resource limitations of funds, facilities, equipment, instructional materials, and personnel can restrict fully meeting the goal of providing comprehensive lifelong educational opportunities for all high school graduates and adults. But that is the challenge facing state and local community college officials in Illinois. The record would seem to indicate that much success has been achieved in developing public junior/community colleges to expand the educational opportunities for the citizens of Illinois.

But the goal is not completed - nor will it ever be completed. New challenges abound for the decade of the 1980's. Hopefully, the public community colleges can respond to the new challenges, build upon the strengths of the past, increase the program offerings and services, and reach out to serve the educational needs of more high school graduates and adults in Illinois in the future.

The public junior colleges began in Illinois as the 13th and 14th grade extensions of high schools starting in Joliet in 1901. By the early 1960's there were 17 public school districts that had established junior colleges, and one of those (Chicago) had several campuses. Several of these were established originally as part of the off-campus extension centers of the University of Illinois after World War II.

Legislation was passed in 1959 to permit independent junior college districts, and by 1965 five areas of the State had established such independent junior college districts including one of the junior colleges (Moline) previously associated with a public school district. By the Fall of 1965 the student headcount enrollment had increased to slightly more than 62,000 students in the 20 public junior colleges (27 campuses) then in operation.

During the early 1960's the newly established Illinois Board of Higher Education (IBHE) developed a statewide master plan for higher education. One of the IBHE master plan committees, Committee F, issued its report and recommendations in 1963 for development of a "state-supported and state-controlled" system of junior colleges under the jurisdiction of a State agency to be referred to as the "Illinois Board of Junior College Education." These recommendations were not adopted, but had some influence on the final IBHE master plan recommendations adopted in 1964 for a State system of junior colleges each to be locally initiated and administered under the general supervision of a new State agency to be called the "Illinois Junior College Board" with increased State funding for operations and capital construction.

The 1964 IBHE Master Plan became the basis for new legislation known as the "Public Junior College Act" or "House Bill 1710" which was approved by the Illinois General Assembly and Governor Kerner in 1965. State Representative Eugenia Chapman served as a sponsor of this important legislation which established the nine-member Illinois Junior College Board to serve as the statewide coordinating and planning agency for the system of locally initiated and administered public junior colleges with their separate boards of trustees and separate tax rates from the public schools. The public junior colleges then became part of the "Systems of Systems" in higher education in Illinois.

Under the new 1965 legislation the Illinois public junior college system grew rapidly. All of the junior colleges originally established under the public schools or under the 1959 legislation (known as Class II districts) became separate junior college districts (known as Class I districts) by 1969. Other areas of the State soon organized their own junior college districts for the first time, and by the Fall of 1970 there were 37 junior college districts (with 46 junior colleges) in operation with a Fall student headcount enrollment of almost 170,000. Thirty-six (36) of these 37 districts were locally governed and 35 of these had locally elected boards of trustees. (In Chicago the mayor appointed the trustees with the approval of the City Council.) The 37th district was the

State Community College of East St. Louis which until 1978 was governed by the Illinois Junior College Board with help from a locally elected advisory board.

The new Illinois Junior College Board and its Executive Secretary, Gerald W. Smith, from 1965-1970 devoted extensive time to the organization of the new community college districts, approval of numerous annexations to community college districts, processing of community college construction projects with State funding through the Illinois Building Authority (IBA), processing of State apportionment aid by flat-rate grants, approval of new units of instruction, sponsoring statewide articulation conferences, and developing the standards and criteria for the "recognition" of public junior colleges. By FY 1970 the State apportionment funding based on the flat-rate grant of \$15.50 per student semester credit hour (\$465 per annual FTE student) totaled almost \$35,000,000. Over \$200 million had been authorized for new junior college construction projects as the junior colleges quickly acquired their own sites, developed campus master plans, and filed applications for State funding of the first (and sometimes second) phase of their permanent construction projects.

During the decade of the 1970's there were a number of accomplishments for the public junior/community college system helping to expand educational opportunities for Illinois residents that included the following:

1. The terminology in the State statute was changed in 1973 from junior college to community college to help reflect the broadening comprehensive educational programs and services and to reflect name changes already made in many local areas and throughout the nation. The Illinois Junior College Board thus became the Illinois Community College Board (ICCB) and junior college districts became community college districts, although Joliet Junior College retained its popular name for historical purposes.
2. Two new community college districts were organized in the 1970's--Richland Community College in Decatur by voter referendum, and John Wood Community College in Quincy by action of the ICCB. This brought the total number of community college districts to 39. Only one major region of the State (Bloomington-Normal) still is not in a community college district.

3. The number of public unit or high school districts still not part of a community college district territory was reduced by 80% from 213 in 1972 to 42 by 1979.
4. Six new community colleges were established in the 1970's including several non-traditional institutions as part of multi-college districts. This brought the total number of community colleges to 52.
5. Permanent state and/or locally funded construction projects have been authorized for 38 of the 39 community college districts (all except Richland) and 48 of the 52 community colleges. With the inclusion of the Oakton Community College and Danville Area Community College construction projects approved by the ICCB, the IBHE, and the Governor in the FY 1981 State capital appropriations bill, all districts would have received authorization of State construction funds for which they were eligible under the old enrollment-driven space allocation formula.
6. A new capital funding plan has been approved by the ICCB and is currently awaiting action by the IBHE that would provide State construction funds to community colleges based on programmatic needs in excess of the old space eligibility formula.
7. State funds now have been appropriated for the correction of construction deficiencies on community college projects supervised by the Illinois Capital Development Board (CDB), which replaced the IBA in 1972.
8. The Illinois House of Representatives has passed legislation (currently pending in the Senate) for the reimbursement of locally funded community college construction projects approved by the ICCB as being eligible for State funding.
9. Significant changes during the 1970's were made in State funding for the operation of the public community colleges in Illinois so that by FY 1980 the appropriation totaled more than \$150 million, including:
 - a. Special assistance equalization grants to equalize local tax revenue per student designed to provide equal educational opportunities for students from districts with a low tax base.

- b. Special assistance disadvantaged student grants designed to provide special counseling, tutoring, and remedial/developmental work for needy students.
 - c. Differential funding for multiple-rate credit hour grants based on costs for various instructional course categories to replace the old flat-rate grants of a single rate for all courses.
 - d. A State funding formula designed to calculate the resource requirements for all instructional credit and public service non-credit programs in the locally governed public community colleges with State aid to make up the difference after deducting resources from local taxes, student tuition/fees, federal aid, and other State and local sources.
10. Programs were expanded to provide additional post-secondary educational opportunities, including:
 - a. New occupational-technical curriculums and courses.
 - b. Special job training for new and expanding businesses and industries.
 - c. Adult education offerings, particularly ABE/GED/ESL courses.
 - d. Non-credit community education, community service, and public service workshops, seminars, forums, and cultural activities.
11. The ICCB Office initiated the process of course approval in accordance with a request from the State Auditor General's Office.
12. Student services were enhanced particularly in counseling, tutoring, placement, and special assistance for disadvantaged students.
13. Development and implementation of the Uniform Accounting Manual (UAM), Unit Cost Study (UCS), and Management Information System (MIS) was completed to assist local and State officials in more effective management decisions.
14. Various institutional and systemwide research studies have been conducted to analyze the success of community college students on transfer to universities and on the job, the economic impact of the college on the community, and various operational factors.

15. ICCB policies, procedures, guidelines, standards, and criteria for the coordination and recognition of the public community colleges were developed. Proposed ICCB rules and regulations (policies) were filed with the Illinois Secretary of State.
16. Regular audit and recognition visits to the community colleges have been established on a periodic schedule.
17. Development and implementation of an annual and long-range master planning process was initiated for both the local colleges and the State Board that includes the Resource Allocation and Management Planning program (RAMP/CC), the ICCB Self-Study, and the Annual ICCB Goals and Objectives program. The ICCB has also initiated a major statewide planning project for the decade of the 1980's.

The opportunities for the community colleges in Illinois in the future are infinite because the State of Illinois has over three million adults without a high school diploma and numerous high school graduates and adults who would be interested in some type of post-secondary educational program. As one views the crystal ball for the decade of the 1980's, one can project the following opportunities for the public community colleges in Illinois:

1. Expanded job training programs (including apprenticeship programs) to be coordinated with existing, expanding and new businesses, industries, agriculture, labor unions, and governmental agencies.
2. Increased adult education offerings, including ABE/GED and ESL courses.
3. Augmented remedial/developmental programs and self-study learning laboratories.
4. More extensive counseling, tutoring, and placement, not only for regular students but for youth and adults in the district.
5. Additional non-credit public service, community education, and community service programs for all citizens in the district.
6. Improved college and statewide master planning, including preparation for enrollment and program changes.

7. More extensive use of instructional television, cable television, radio, audio/video tapes, and off-campus resources.
8. Increased computerization of both instructional and administrative services.
9. Greater emphasis on staff and faculty development to prepare for enrollment and program changes.
10. More cooperative arrangements with other colleges, public and private universities, proprietary schools, high schools, area vocational-technical schools, alternative schools, business and industry (including agriculture and labor), public libraries, and various governmental agencies.
11. Expanded research and evaluation of program effectiveness.

Inflationary costs and energy shortages will have some impact on community colleges in the future but imaginative leadership should be able to overcome these handicaps to create an even stronger community college program to serve the educational needs of the people of the State of Illinois. This will also require that trustees, administrators, faculty, students, and State officials continue to work cooperatively to respond to the challenges of the 1980's.

APPENDIX A

Map of Illinois Community College
Districts as of
July 1, 1980

APPENDIX B

Chronology of Illinois Community
College Board Members

APPENDIX C

Illinois Community College Board Staff

APPENDIX D

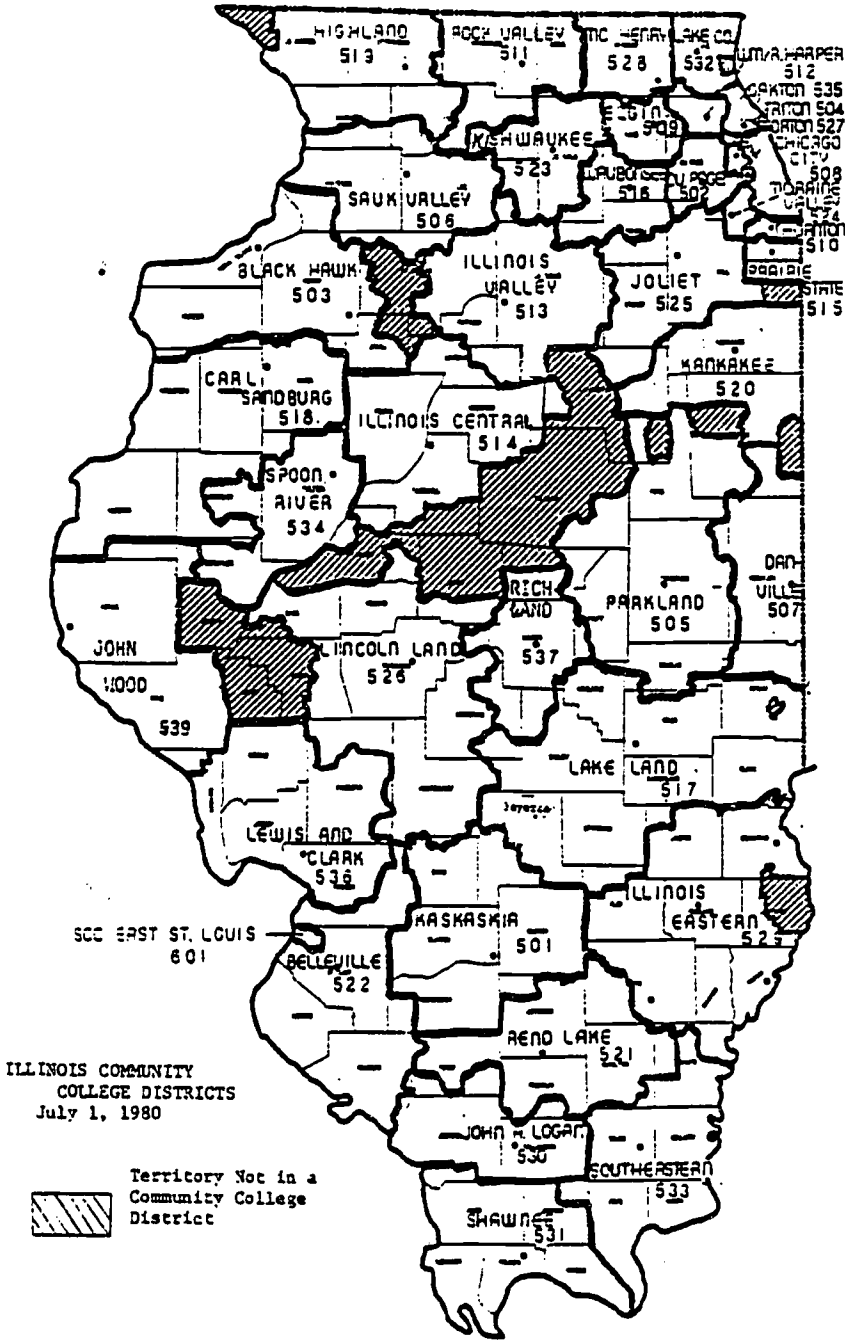
Class I Illinois Community College Presidents

APPENDIX E

Chart of Illinois Public Community College
Districts in Order of Formation as
Class I Districts

APPENDIX A

Map of Illinois Community College
Districts as of
July 1, 1980



Appendix B

CHRONOLOGY OF ILLINOIS COMMUNITY COLLEGE BOARD MEMBERS

A full term is six years. Appointment is by the Governor, subject to confirmation by the Illinois Senate.

ICCB Members Serving Terms Expiring 1971, 1977, and 1983

Richard G. Brown (1965-1971) -- James W. Sanders (1971-1980)-- Paul Schafer (1980)
Normal, Il. Marion, Il. Brookfield, Il.

Frank F. Fowle (1965-1967) -- Sid Campbell (1977-Present)
Winnetka, Il. Ashland, Il.

Newton N. Minow (1965-1970) -- James A. Bralley (1967-1971) -- Toussaint L. Hale
Glencoe, Il. Decatur, Il. (1971-Present)
Chicago, Il.

ICCB Members Serving Terms Expiring 1969, 1975 and 1981

Lee O. Dawson (1965-1970) -- Rey W. Brune (1970-1975) -- Paul Hanks (1975-Present)
E. Moline, Il. Moline, Il. Hardin, Il.

Gertrude C. Kahn (1965-1970) -- Louise A. Newhart(1970-1975) -- Hugh Hamerslag
Pekin, Il. Freeport, Il. (1975-Present)
Rockford, Il.

Annabel C. Prescott (1965-1970) -- Merlin Karlock (1970-1975)
Brookfield, Il. Momence, Il.

Robert B. Glade (1975-1976) -- Vivian Medak (1976-Present)
Kankakee, Il. Lincolnwood, Il.

ICCB Members Serving Terms Expiring 1967, 1973, 1979 and 1985

John K. Cox (1965-1974) -- Richard P. Stone (1974-1977)
Bloomington, Il. Springfield, Il.

Sharon Sharp (1977-1979) -- William J. Payne (1979-Present)
Arlington Heights, Il. Danville, Il.

Maurice G. Mitchell (1965-1967) -- Willard A. Brown (1967-1975)
Lake Forest, Il. Palatine, Il.

Ethele Scott (1973-1975) -- Lila Teer (1975-1980) -- Delores Ray (1980)
E. St. Louis, Il. E. St. Louis, Il. E. St. Louis, Il.

*-- Joel Jennings (1980)
Metropolis, Il.

*This Board member position replaces the one removed by legislation for the State Superintendent of Instruction

State Superintendent of Instruction or His Liason (1965-1979)
 (Removed via Legislation 9/14/79)

Ray Page (Elden Lichty=1966, Parmer Ewing=1966-1970)
 Springfield, Il.

Michael Bakalis (Parmer Ewing=1971, James E. Roth=1971-1973, John Goudy=1974)
 Springfield, Il.

Joseph Cronin (John Goudy=1975-1979)
 Springfield, Il.

Student Member (1973-Present) Annual Appointments by Illinois Organization of
 Community College Students

Greg DeBartolo (1973-1974) -- John Copley (1974-1975) -- Carol Tvrdy (1975-1976)
 Triton College Lewis & Clark Comm. Coll. Wm. R. Harper College

Dennis Truelsen (1976-1978) -- James Williams (1978-1979)
 Elgin Comm. College Il. Central College

Barbara Truelsen (1979-1980) -- Jim Osborn (1980)
 Elgin Comm. College Wilbur Wright College

CHRONOLOGY OF ICCB CHAIRMEN AND VICE-CHAIRMEN (As of July 1, 1980)

Chairmen

Frank F. Fowle (1965-1971) -- Rey Brune (1971-1975) -- Richard Stone (1975-1977)

Hugh D. Hammerslag (1977-1980)

Vice-Chairmen

John Cox (1967-1971) -- Merlin Karlock (1971-1974) -- Richard Stone (1974-1975)

Toussaint Hale (1976-1981**)

**Re-elected Vice-Chairman for 1980-81 on June 13, 1980.

APPENDIX C

ILLINOIS COMMUNITY COLLEGE BOARD STAFF

Below is an alphabetical listing of all ICCB administrative staff since July 1965 (Fiscal Year 1966). The chart on the following pages is a listing by fiscal year and position of these same administrative staff. On the chart, the single asterisk indicates the starting date of employment, and the double asterisk indicates the resignation date.

Richard L. Arnold
Lawrence J. Auten
Everett L. Belote
Alan V. Bielen
Paul R. Camp
Virginia L. Capriola
C. William Coons
G. Robert Darnes
Thomas J. Denny
John L. Forbes
Richard L. Fox
Toni C. Harris
Carolyn R. Hawkins
Charles A. Hempstead
James M. Howard
Dennis W. Howland
Eugene L. Ihrig
Peggy L. Kohl
Ivan J. Lach
Keith R. Lape
Al H. Martin
William G. Matlack

Carolyn R. McIver
Nancy L. Mickelson
Donald F. Mortvedt
Georgeann Nigh
Chester Pachuki
Robert M. Ross
Howard D. Sims
Gus J. Skeadas
Gerald W. Smith
James S. Spencer
Paul M. Starnes
Larry E. Stone
Janet L. Stroud
John J. Swalec
Floyd C. Tompkins
Carl E. Thornblad
Franklin D. Walker
Penny A. Wallhaus
Bernard L. Waren
Fitch L. Weathington
Fred L. Wellman
Randy F. Witter

CHRONOLOGY OF ICCB STAFF FY66 Through FY80

FY66 <u>7/1/65 - 6/30/66</u>	FY67 <u>7/1/66 - 6/30/67</u>	FY68 <u>7/1/67 - 6/30/68</u>
Exec. Sec. Smith (9-65*)	Exec. Sec. Smith	Exec. Sec. Smith
	Assoc. Sec. Darnes (9-66*)	Assoc. Sec. Darnes
	Assoc. Sec. Martin (10-66)	Assoc. Sec. Martin
Assoc. Sec. Belote (12-65*)	Assoc. Sec. Belote	Assoc. Sec. Belote
Assoc. Sec. Spencer (3-66*)	Assoc. Sec. Spencer	Assoc. Sec. Spencer
Assoc. Sec. Thrig (2/66*)	Assoc. Sec. Thrig	Assoc. Sec. Thrig (10-67**) Tompkins (10-67*)
FY69 <u>7/1/68 - 6/30/69</u>	FY70 <u>7/1/69 - 6/30/70</u>	
Exec. Sec. Smith	Exec. Sec. Smith(6-70**)	
Assoc. Sec. Darnes	Assoc. Sec. Darnes	
Assoc. Sec. Martin	Assoc. Sec. Martin	
Assoc. Sec. Belote (10-68**) Pachucki (12-68*)	Assoc. Sec. Pachucki (6-70**)	* Indicates starting date ** Indicates resignation date
Assoc. Sec. Spencer (8-68**) Thornblad(9-68*)	Assoc. Sec. Thornblad(5-70**)	
Assoc. Sec. Tompkins	Assoc. Sec. Tompkins	

Funding other than ICCB Office Operations

- (1) Senate Bill 1183
- (2) EDP
- (3) SCC
- (4) Mott
- (5) CETA

FY71
7/1/70 - 6/30/71

FY72
7/1/71 - 6/30/72

FY73
7/1/72 - 6/30/73

Exec. Sec.
Wellman (7-70*)

Exec. Sec.
Wellman

Exec. Sec.
Wellman

Assoc. Sec.
Darnes

Assoc. Sec.
Darnes

Assoc. Sec.
Darnes

Assoc. Sec.
Martin (8-70**)
Forbes (8-70*)

Assoc. Sec.
Forbes

Assoc. Sec.
Forbes

Assoc. Sec.
Belote (8-70*)

Assoc. Sec.
Belote (4-72**)

Assoc. Sec.
Swalec (8-72*)

Finance Off.
Matlack (12-70*)

Finance Off.
Matlack

Finance Off.
Matlack

Assoc. Sec.
Tompkins

Assoc. Sec.
Tompkins (9-71**)
Stone (10-71*)

Assist. Sec.
Stone (9-72**)
Auten (10-72*)

Assoc. Sec.
Fox (6-71*)

Assoc. Sec.
Fox

Assoc. Sec.
Fox

Assoc. Sec.
Mortvedt (1-71*)

Assoc. Sec.
Mortvedt (10-71**)

Assist. Sec.
(3)/
(4) Weathington (3-73*)

Assist. Sec.
Ross (3-72*)

Assist. Sec.
Ross

Deputy Sec.
Waren (8-72*)

Assoc. Sec.
Howard (3-73*)

* Indicates starting date
** Indicates resignation date

Data Tech.
Arnold (3-73*)

Funding other than ICCB Office Operations

- (1) Senate Bill 1188
- (2) EDP
- (3) SCC
- (4) Mott
- (5) CETA

FY74
7/1/73 - 6/30/74

Exec. Sec.
Wellman

Assoc. Sec. Bacc.
Darnes

Assoc. Sec. Pub. Ser.
Forbes

Assoc. Sec. Career
Swalec

Assoc. Sec. Acctg.
Matlack

Assist. Sec. Planning
(1) Auten

Assoc. Sec. MIS
Fox

Assist. Sec. Spec. Prog.
(3)/

Assist. Sec. Audit
Ross

Deputy Sec. Finance
Waren (5-74**).

Assoc. Sec. Budget
Howard

Data Tech.
Arnold (12-73**)

Assist. Sec. Research
Lach (12-73*)

Assist. Sec.
(2) Nigh (5-74*)

Data Analysis
Witter (8-73*) (4-74**)

FY75
7/1/74 - 6/30/75

Exec. Sec.
Wellman

Assoc. Sec. Bacc.
Darnes

Assoc. Sec. Pub. Ser.
Forbes (11-74**)

Assoc. Sec. Career
Swalec

Assoc. Sec. Acctg.
Matlack

Assist. Sec. Planning
Auten (11-74**)
Mickelson (2-75*)

Assoc. Sec. MIS
Fox

Assist. Sec. Spec. Prog.
(3) Weathington (1-75**)
(3) Walker (5-75*)

Assist. Sec. Audit
Ross

Deputy Sec. Finance
Sims (8-74*) (12-74**)

Assoc. Sec. Budget
Howard

Assist. Sec. Data
(2) Camp (2-75*)

Assist. Sec. Research
Lach

Assist. Sec. Acctg.
(3) Nigh

Assist. Sec. Career
Stroud (2-75*)

Assist. Sec. Research
Kohl (3-75*)

7/1/75 - 6/30/76

FY77
7/1/76 - 6/30/77

Exec. Dir.
Wellman

Exec. Dir.
Wellman

Assoc. Dir. Bacc.
Darnes

Assoc. Dir. Bacc.
Darnes

Position Elim.

Assoc. Dir. Career
Swalec

Assoc. Dir. Career
Swalec (2-77**)

Assoc. Dir. Acctg.
Matlack

Assoc. Dir. Acctg.
Matlack

Assist. Dir. Const.
Mickelson

Assist. Dir. Const.
Mickelson (6-77**)

Assoc. Dir. Adm.
Fox

Assoc. Dir. Adm.
Fox

Assist. Dir. Spec. Prog.
(3) Walker (9-75**)
McIver (10-75*)

Assist. Dir. Student
McIver

Assist. Dir. Audit
Ross

Assist. Dir. Audit
Ross

Deputy Dir. Finance
Vacant

Deputy Dir. Finance
(Position Elim.)

Assoc. Dir. Budget
Howard

Deputy Dir.
Howard

Assist. Dir. Data
(2) Camp

Assist. Dir. Data
(2) Camp

Assoc. Dir. MIS
Lach

Assoc. Dir. MIS
Lach

Assist. Dir. Acctg.
(3) Nigh (12-75**)

Position Elim.

Assist. Dir. Career
Stroud

Assist. Dir. Career
Stroud

Assist. Dir. Research
Kohl

Assist. Dir. Research
Kohl

Assist. Dir. Finance
Skeadas (8-76*)

CETA Coord.
(5) Harris (9-76*)

FY78
7/1/77 - 6/30/78

Exec. Dir.
Wellman

Assoc. Dir. Ed.
Darnes (8-77**)
Starnes (1-78*)

FY79
7/1/78 - 6/30/79

Exec. Dir.
Wellman

Assoc. Dir. Ed.
Starnes (6-79**)

FY80
7/1/79 - 6/30/80

Exec. Dir.
Wellman

Assoc. Dir. Ed.
Lape (12-79*)

Position Eliminated

Assoc. Dir. Adm.
Matlack

Assist. Dir. Const.
Hempstead (7-77*)

Assoc. Dir. Govt.
Fox

Assist. Dir. Student
McIver (6-78**)

Assist. Dir. Audit
Ross

Assoc. Dir. Finance
Bielen (11-77*)

Deputy Dir.
Howard

Assist. Dir. Data
(2) Camp

Assoc. Dir. MIS
Lach

Assist. Dir. Career
Stroud

Assist. Dir. Research
Kohl

Assist. Dir. Finance
Skeadas

CETA Coord.
(5) Harris

Devel. Officer
Forbes (8-77*)

Assoc. Dir. Adm.
Matlack

Assist. Dir. Pl./Fac.
Hempstead

Assoc. Dir. Govt.
Fox (6-79**)
Denny (10-78*)

Assist. Dir. Student
Harris (9-79**)

Assist. Dir. Claims
Ross

Assoc. Dir. Finance
Bielen

Deputy Dir.
Howard

Assist. Dir. Computer
Camp

Assoc. Dir. MIS
Lach

Assist. Dir. Career
Stroud

Assist. Dir. Research
Kohl

Assist. Dir. Finance
Skeadas (2-79**)
Capriola (2-79*)

CETA Coord.
Harris (9-79** See
Asst. Dir. Student)

Devel. Officer
Forbes (6-79**)

Assist. Dir. Audit
Coons (4-79*)

Assoc. Dir. Adm.
Matlack

Assist. Dir. Pl./Fac.
Hempstead

Assoc. Dir. Govt.
Denny

Assist. Dir. Student
Hawkins (10-79)

Assist. Dir. Claims
Ross

Position Eliminated

Deputy Dir.
Howard

Assist. Dir. Computer
Camp

Assoc. Dir. MIS
Lach

Assist. Dir. Career
Howland (10-79*)

Assist. Dir. Research
Kohl

Assist. Dir. Finance
Capriola

Position Eliminated

Position Eliminated

Assist. Dir. Audit
Coons

Research Assoc.
Wallhaus (4-80*)

APPENDIX D

PRESIDENTS OF ILLINOIS COMMUNITY COLLEGE DISTRICTS
ESTABLISHED UNDER PUBLIC JUNIOR (COMMUNITY) COLLEGE ACTS
OF 1959 AND 1965 TO JULY 1, 1980

(Interim or Acting Presidents Not Listed)

Belleville Area College (522)	H. J. Haberacker 1967-74 William R. Keel 1974-80
Black Hawk College (503)	Richard E. Whalen 1962-66 Alban E. Reid 1966-77 Richard J. Puffer 1977-
City Colleges of Chicago (508)	Oscar E. Shabat 1966-
Danville Area College (507)	Mary E. Miller 1965-72 William J. Langas 1972-78 Joseph A. Borgen 1978-
College of DuPage (502)	Rodney Berg 1966-78 Harold McAninch 1979-
Elgin Community College (509)	Gil I. Renner 1966-1971 Robert L. Appel, Jr., 1971-75 Mark L. Hopkins 1975-
Wm. R. Harper College (512)	Robert E. Lahti 1966-78 James J. McGrath 1978-
Highland Community College (519)	Kenneth E. Borland 1967-74 Howard O. Sims 1974-80
Illinois Central College (514)	Kenneth E. Edwards 1967-76 Leon Perley 1976-
Illinois Eastern Community Colleges (529)	James S. Spencer 1968-
Illinois Valley Community College (513)	F. H. Dolan 1966-67 Kenneth A. Freeman 1967-69 Earl Trobaugh 1969-74 Alfred Wisgoski 1974-
Joliet Junior College (525)	Elmer W. Rowley 1967-71 Harold McAninch 1971-79 Derek N. Nunney 1979-

Kankakee Community College (520)	Robert Zimmer 1967-69 Jack Samlin 1970-76 L. H. Horton, Jr., 1977-
Kaskaskia College (501)	Eugene McClintock 1966-73 E. Ray Searby 1973-76 Paul L. Blowers 1966-
Kishwaukee College (523)	Walter Lamar Fly 1967-78 Norman L. Jenkins 1978-
College of Lake County (532)	Richard G. Erzen 1968-78 John O. Hunter 1978
Lake Land College (517)	Virgil Judge 1967-72 Robert D. Webb 1972-
Lewis & Clark Comm. Coll. (536)	Gail E. Myers 1970-71 Robert O. Birkhimer 1971-74 Wilbur R. L. Trimpe 1974-
Lincoln Land Comm. Coll. (526)	Robert L. Poorman 1967-
John A. Logan College (530)	Nathan A. Ivey 1968-73 Thomas E. Deem 1973-74 Robert E. Tarvin 1974-
McHenry County College (528)	Forest D. Etheredge 1967-70 James R. Davis 1971-77 Robert G. Harris 1977-78 Robert Bartlett 1978-
Moraine Valley Comm. Coll. (524)	Robert E. Turner 1967-74 James D. Koeller 1974-
Morton College (527)	Philip Dalby 1968-70 Vincent A. Guzman 1971-
Oakton Community College (535)	William A. Koehline 1969-
Parkland College (505)	William M. Staerckel 1966-
Prairie State College (515)	Albert Martin 1966-67 Richard Hostrof 1967-70 Ashley Johnson 1970-75 Richard C. Creal 1975-
Rend Lake College (521)	James M. Snyder 1967-74 Travis Martin 1975-77 Henry J. Braun 1978-

Richland Community College (537)	Murray Deutsch 1972-79 James L. Becker 1979-
Rock Valley College (511)	Clifford G. Erickson 1965-70 Karl J. Jacobs 1970-
Carl Sandburg College (518)	Eltis Henson 1967-77 William M. Anderson 1977-
Sauk Valley College (506)	Edward Sabol 1966-72 George E. Cole 1972-80 Harold Garner 1980-
Shawnee College (531)	Loren E. Klaus 1968-
Southeastern Ill. Coll. (533)	Joseph C. Deaton 1968-74 Roy W. Abell 1974-
Spoon River College (534)	Hearl C. Bishop 1968-77 Paul C. Gianini 1977-
State Community College of East St. Louis (601)	Clifton J. Woods II 1970-73 Jefferson H. Ware 1973-76 Rosetta D. Wheadon 1976-
Thornton Community College (510)	James D. Logsdon 1966-68 Lee Dulgar 1968-70 Philip Dalby 1970-73 Nathan A. Ivey 1973-
Triton College (504)	Herber Zeitlin 1965-76 Brent Knight 1976-
Waubesa Comm. Coll. (516)	James Nelson 1967-70 Forest D. Etheredge 1970-
John Wood Comm. Coll. (539)	Paul R. Heath 1975-

(Codes relate to information on third page of Appendix E)

APPENDIX E

DISTRICT NO.	NAME	ORIGINALLY ESTABLISHED	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC ACT OF 1965	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC ACT OF 1965	BEGAN OPERATION AS CLASS I DISTRICT
501	Kaskaskia College	1940	Centralia Junior College Centralia High School District	1965 ¹	1966
502	College of DuPage ⁶			1966 ⁵	1967
503	Black Hawk College ⁶	1946	Moline Community College Moline School District	1966 ³	1966
504	Triton College	1964	Independent District 1959 Law	1965 ³	1965
505	Parkland College			1966	1967
506	Sauk Valley College	1965	Independent District 1959 Law	1966 ³	1966
507	Danville Junior Junior	1946	Danville Junior College Danville School District	1966 ²	1966
508	City Colleges of Chicago ⁶	1911	Chicago Junior College Chicago City Schools	1966 ²	1966
509	Elgin Community College	1946	Elgin Community College Elgin Public School District	1966 ²	1966
510	Thornton Community College	1927	Thornton Junior College Thornton Township High School District	1966 ²	1966
511	Rock Valley College (Opened 1965)	1964	Independent District 1959 Law	1966 ³	1966
512	Wm. R. Harper College	1965	Independent District 1959 Law	1966 ³	1967

(Codes relate to information on third page of Appendix E)

APPENDIX E

DISTRICT NO.	NAME	ORIGINALLY ESTABLISHED	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC JUNIOR COLLEGE ACT OF 1965	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC JUNIOR COLLEGE ACT OF 1965	BEGAN OPERATION AS CLASS I DISTRICT
513	Illinois Valley Community College	1924	LaSalle-Peru- Oglesby Junior College LaSalle-Peru Township High School	1966 ¹	1966
514	Illinois Central College				1967
515	Prairie State College	1957	Bloom Township Community College Bloom Township High School	1966 ²	1966
516	Waubensee Community College			1966	1967
517	Lake Land College			1966	1967
518	Carl Sandburg College			1966	1967
519	Highland Community College	1961	Freeport Community College Freeport Public Schools	1966 ¹	1966
520	Kankakee Community College			1966	1968
521	Rend Lake College	1955	Mount Vernon Community College Mount Vernon Township High School	1966 ¹	1967
522	Belleville Area College	1946	Belleville Junior College	1966 ¹	1967
523	Kishwaukee College			1967	1968
524	Moraine Valley Community College			1967	1968

DISTRICT NO.	DISTRICT NAME	ORIGINALLY ESTABLISHED	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC JUNIOR COLLEGE ACT OF 1965	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC JUNIOR COLLEGE ACT OF 1965	BEGAN OPERATION AS CLASS I DISTRICT
525	Joliet Junior College	1901 Joliet Junior College Joliet Township High School	1967 ¹		1967
526	Lincoln Land Community College			1967	1968
527	Morton College	1924 Morton Junior College Morton Township High School	1966 ²		1967
528	McHenry County College			1967	1968
529	Illinois Eastern Community Colleges ⁶	1962 Olney Community College Community Unit District	1967 ⁴		1967
530	John A. Logan College			1967	1968
531	Shawnee College			1967	1969
532	College of Lake County			1967	1969
533	Southeastern Illinois College	1960 Southeastern Illinois College Harrisburg Township High School	1967 ¹		1968
534	Spoon River College	1959 Canton Community College Canton Unit School District	1968 ¹		1968
535	Oakton Community College			1969	1970
536	Lewis & Clark Community College			1970	1970
537	Richland Community College			1971	1972

DISTRICT NO. NAME	ORIGINALLY ESTABLISHED	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC JUNIOR COLLEGE ACT OF 1965	REORGANIZED AS CLASS I DISTRICT UNDER PUBLIC JUNIOR COLLEGE ACT OF 1965	BEGAN OPERATION AS CLASS I DISTRICT	
538 None	Number assigned by ICCB for a district to be located in Bloomington-Normal area; district never established.				
539 John Wood Community College	Established in 1974 by the action of the Illinois Community College Board under provisions of Senate Bill 1188, (P.L. 77-1822) Section 106-6.1 of Public Community College Act				1975
540 North Shore (Evanston, New Trier, Glenbrook, Highland Park High School Districts)	Established in 1974 by Action of the Illinois Community College Board under provisions of Senate Bill 1188 (P.L. 77-1822) Section 106-6.1 of Public Community College Act. Litigation ensued and district never became operative.				
601 State Community College of East St. Louis	An experimental college established by action of legislature June 1969. Began operating September 1969.				

1. These districts were absorbed in newly established Class I districts approved by referendum. The newly created district in each of these areas encompassed a considerably larger area than the original district. In most cases a major portion of the junior college faculty members were transferred to the new districts.
2. These districts were approved by the Illinois Junior College Board for reorganization as Class I districts. In each district except Chicago an election was required for a board of trustees. Chicago trustees are appointed by the mayor. As in the case of districts absorbed in new districts by referendum, the faculty of these were generally transferred. Most of these districts have been substantially enlarged by annexations since they were reorganized.
3. These districts were originally established as independent districts under a 1959 law. Since they already had separate boards, no special election was required following their reorganization as Class I. Four of these districts have been enlarged by annexations since being reorganized as Class I.
4. Olney and Wabash Valley colleges were originally separate Class II districts. District 529 was established by referendum in 1967 absorbing only Olney at that time. In 1969 the Wabash Valley Junior College district at Mt. Carmel, originally established in 1960, annexed to District No. 529. A third campus known as Lincoln Trail was established at Robinson in District 529 effective September 1970 and in 1976 a fourth administrative college was established in Fairfield. This campus was named Frontier in 1978.
5. Lyons Township Junior College was organized as a part of the Lyons Township High School in 1929. Following passage of the Public Junior College Act, it operated as a Class II district until 1967 at which time it annexed to the College of DuPage.
6. As of June 1980, three Illinois junior college districts operate multiple campuses. They are Black Hawk College, District No. 503, Black Hawk West at Moline and Black Hawk East at Kewanee; City Colleges of Chicago, District No. 508, whose campuses as of June 1980 are Chicago City-Wide College, Chicago Urban Skills Institute, Daley College, Kennedy-King College, Loop College, Malcolm X College, Olive-Harvey College, Truman College, and Wright College; and Illinois Eastern Junior Colleges, District No. 529, with Olney Central at Olney, Wabash Valley at Mt. Carmel, Lincoln Trail at Robinson, Frontier at Fairfield. In the fall of 1980 the College of DuPage will be operating a second college to be known as DuPage Open College.
7. The State Community College at East St. Louis is an experimental junior college established by a special provision of the Illinois Public Junior College Act.

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