

*Criteria for the
Establishment
of 2-Year Colleges*

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Foreword

SLOWLY AT FIRST, but with gradually increasing tempo, States and local communities have recognized the importance of examining the requirements that should be met as a condition for establishing and developing 2-year colleges. Colleges and universities have until recently often been located and developed in a rather haphazard manner. Some of the reasons given for the locations chosen have not appeared to be very closely related to sound educational premises. In the early days rural areas were frequently chosen "to get away from the godless cities;" the desire to please constituents or donors has at times been considered more important than serving the maximum number of students, and local enthusiasm has too often served as a substitute for adequate financial support.

This study was undertaken by the Office of Education for three reasons. These were to collate and report information on criteria for establishing and developing 2-year colleges presently found in State laws and regulations; to secure and report the opinions of people who have had experience in the 2-year college field on criteria that should be used; and to provide some guidelines which might be used by those interested in organizing a State system of public 2-year colleges or in establishing individual institutions.

The Higher Education Division of the Office of Education is pleased, therefore, to present this report of a comprehensive study on criteria for the establishment of 2-year colleges. It is a study that has been frequently requested in the past 5 years, and should make a significant contribution to the literature in the field of 2-year colleges.

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FROM THE FIRST ACTIONS to initiate this project to its final completion, the authors have received help and encouragement from many persons actively engaged in the 2-year college movement. Too many to name individually, they should at least be recognized by general designation here. The persons who are serving in State departments of education or in offices of other similar State educational agencies and who have responsibility for state-wide coordination and supervision of 2-year colleges were fundamentally helpful in getting the project started and in providing data related to it. The chief executives of many individual 2-year colleges, public and private, also helped by providing information about factors which governed the establishment of their own institutions and of others in their State or region. Professors of junior college and higher education supported the project by calling widespread attention to the need for data about establishing 2-year colleges. Specific mention should be made of the assistance given by the Executive Director, staff, and the officials of the American Association of Junior Colleges and the officials of the several State and regional associations of 2-year colleges.

CHAPTER I

Introduction

DURING THE PAST 60 years, 2-year colleges have increased rapidly in numbers and in enrollment of students. Over 650 institutions of the 2-year type have been established in this short period, and the number of students served each year by the public and private 2-year colleges has grown to the impressive total of over three-quarters of a million.

Considering the rate of development of the 2-year college movement, it is little wonder that procedures for the establishment of these colleges have not been examined exhaustively. If an institution succeeded, it was assumed that the conditions must have been adequate. If it failed, it was assumed that the conditions were inadequate or that adequate conditions had subsequently become inadequate.

An even greater acceleration in the further expansion of 2-year colleges is indicated by the growing demands of the American people for higher educational opportunities. There is urgent need, therefore, for answers to the questions, "When, where, and under what conditions should a 2-year college be established?" These are the questions that are being asked continually by committees of local citizens, boards of education, school superintendents, study commissions, and legislatures from many States. Answers to these questions were sought in the study reported in this bulletin.

Methods of Establishing the First 2-Year Colleges

In the first quarter of the 20th century, four different methods were used in establishing 2-year colleges. These were identified by the terms amputation, stretching, decapitation, and independent creation.¹

¹ Walter Crosby Bell. *The Junior College*. Cambridge, Mass.: Houghton Mifflin Co., 1931. p. 44.

The independent creation method is used almost exclusively today; however, the effect of the other three methods is still evident. Nowhere is this effect seen more than in the repetition of an academic question, "Is the 2-year college an extension of the high school or the retraction of the 4-year college?"

The amputation method was used by a college or university which decided that its service could be improved by cutting off the first 2 years and establishing with this amputated part a separate institution or division. This lower division became known as the junior college, or the general college. The first example of this method may be found in the history of the University of Chicago when, in 1892, President William Rainey Harper established the first 2 years as a junior college.

The stretching method was used by a number of preparatory secondary schools and academies. In a time when transportation was somewhat difficult and few rural students had an opportunity to commute to college, some academies, especially along the eastern seaboard, expanded their programs to include the first 2 years of college work. Both public and private academies used this method extensively around the beginning of the 20th century. It is in evidence again as many private secondary schools see the needs and opportunities for service at the post-high school level.

The decapitation method was observed extensively during the first 20 years of this century. It was occasioned by small colleges realizing that they were not adequately equipped, staffed, or financed to satisfactorily offer a strong 4-year program. The institution, therefore, eliminated the upper division offerings and became a 2-year college. A former president of Yale described this action as the "retraction and condensation of a 4-year emaciated course to a robust and well nourished program."² The rise in strength of the regional accrediting associations of colleges and secondary schools stimulated this method of organizing 2-year colleges.

The independent creation method did not gain much favor until around the 1920's. Through the years, increased experience in using this method, greater public knowledge and acceptance of 2-year colleges, and changing conditions in the socioeconomic setting of higher education have increased the odds for success of the method. In the early stages, however, the development was more by chance than by plan, and little attention was paid to desirable or necessary criteria by which to judge in advance the likelihood of success of a 2-year college.

²J. R. Angell. Problems Peculiar to the Junior College. *School Review*, 25: 6, June 1917, p. 387.

Scope, Status, and Nature of 2-Year Colleges

At the present time, 44 States have private 2-year colleges; 39 States have public 2-year colleges; and only one State, Nevada, has neither. In the United States and its outlying parts there are 677 2-year colleges; 398 public, and 279 private. The total cumulative enrollment of all 2-year colleges in 1958-59 was 905,062.² Of this number, 806,849, or approximately eight-ninths, were in public 2-year colleges and 98,213, or one-ninth, in private 2-year institutions.

The rate of development of 2-year colleges and the type of institution varies greatly among the States. Of the 398 public 2-year colleges, California has 65; Texas, 35; Wisconsin, 31; New York, 20; Illinois and Mississippi, 17; Florida and Michigan, 16; Pennsylvania, 15; Kansas and Indiana, 14; Maryland and Oklahoma, 13; Georgia and Washington, 10. Most of the 279 private 2-year colleges are found in the eastern and southern States. New York has 23; North Carolina and Pennsylvania, 18; Massachusetts, 17; Illinois, Missouri, and Virginia, 12; Texas, 11; Mississippi and Kentucky, 10. The American Association of Junior Colleges' *Directory* includes 2-year technical institutes and 2-year extension centers of 4-year colleges and universities. Technical institutes are found mainly in New York and Michigan, and extension centers are found mainly in Indiana, Pennsylvania, Georgia, Virginia, West Virginia, Wisconsin, Alabama, Ohio, Arkansas, and the District of Columbia.

Another list of 2-year colleges may be found in the *Education Directory, Part 3, Higher Education* for 1960 published by the Office of Education.⁴ Here, 585 institutions are classified in category I, which is defined as—

2 but less than 4 years of work beyond the 12th grade—includes junior colleges, technical institutes, and normal schools offering at least a 2-year program of college-level studies;

The difference between this figure of 585 and the figure of 677 found in the *Junior College Directory* is easily explained. The *Junior College Directory* figure includes a complete listing of all 2-year colleges, whereas the *Education Directory, Part 3, Higher Education* uses the following criteria for its listing:

² *Junior College Directory, 1960*. American Association of Junior Colleges. Washington, D.C. p. 30.

³ "Total cumulative enrollment: enrollment of both semesters and the 1958 summer session. Includes any person who enrolled during the college year with no person counted more than once." p. 3.

⁴ *Education Directory, Part 3, Higher Education, 1959-1960*. U.S. Department of Health, Education, and Welfare, Office of Education. Washington: U.S. Government Printing Office. p. 1.

ESTABLISHMENT OF 2-YEAR COLLEGES

1. Institutions accredited or approved by a nationally recognized accrediting agency, a State department of education, a State university, or operating under public control, are eligible for inclusion.
2. Institutions not meeting requirements of criterion 1 are eligible for inclusion if their credits are accepted as if coming from an accredited institution by not fewer than three fully accredited institutions.

Some indication of the growth in enrollments of 2-year colleges is found in the fall enrollment reports of the Office of Education. The total degree-credit student enrollment in the 2-year colleges in 1959 was 411,495, compared with 3,402,297 for all colleges, including the 2-year colleges.⁵ A significant point reported is that from 1948 to 1959 the enrollment of 2-year college degree-credit students increased 6.5 percent as compared to 4.1 percent for all other colleges. This growth is accounted for by the public 2-year colleges which grew 7.6 percent; the private 2-year colleges actually lost enrollments by 0.5 percent.

A more complete picture of 2-year college enrollment requires consideration of students who are carrying on other than degree-credit programs, that is, programs not creditable toward bachelor's degrees. Data on these terminal students are found in the Office of Education publication, *Organized Occupational Curriculums*.⁶ This series of publications reviews the yearly statistics of enrollments and graduates in curriculums defined under five specific criteria. Briefly, these criteria are:

1. High school graduation is required for admission to the curriculum.
2. A series of courses is included to prepare the individual for a given occupation or cluster of occupations.
3. The objective is to prepare the student for immediate employment.
4. The curriculum requires at least one but less than four full years of full-time attendance to complete.
5. The courses in the curriculum lead to a formal award, such as the associate degree or similar certificate.

The scope and significance of these programs in organized occupational curriculums in 2-year colleges are evident from the tabulation below:

⁵ Edith M. Huddleston. *Opening (Fall) Enrollment in Higher Education, 1959: Analytic Report*. U.S. Department of Health, Education, and Welfare. (Office of Education Circular 621.) Washington: U.S. Government Printing Office, 1960. p. 14.

The degree-credit enrollments include no terminal and adult education programs.

⁶ Henry H. Armsby, Walter Crosby Bells, and S. V. Martorana. *Organized Occupational Curriculums, Enrollments and Graduates, 1956, and 1957*. U.S. Department of Health, Education, and Welfare. (Office of Education Circular Nos. 512 and 508.) Washington: U.S. Government Printing Office.

The 1958 figures were secured from the third of the series of publications on organized occupational curriculums now in preparation.

Type of institution	Number of institutions		
	1956	1957	1958
4-year colleges.....	348	410	372
2-year colleges.....	312	387	395
Total.....	660	797	767

Thus, for the first time in the annual studies, the number of 2-year colleges exceeded those of 4-year duration. A further significant fact in the study is that the 2-year institutions in 1958 were carrying a greater share of the load than the 4-year institutions, approximately three-fifths of the total enrollment of 206,374 being in the 2-year institutions.

Approximately one-eighth of all degree-credit students in higher education are enrolled in 2-year colleges, as are nearly one-fourth of the lower division students. In some States, such as California and Florida, projections of college enrollments are based on the expectation that in the next few years the number of students enrolled in 2-year colleges will reach, or exceed, 75 percent of all lower division students in the State.

The scope and the significance of 2-year colleges can only be realized by understanding the role of these institutions. This role was clearly stated in the *Second Report to the President*:

Community colleges are not designed, however, merely to relieve enrollment pressures on senior institutions. They have a role and an integrity of their own. They are designed to help extend and equalize opportunities to those who are competent and who otherwise would not attend college, and to present a diversity of general and specialized programs to meet the needs of diversified talents and career goals.¹

Review of the Literature on Criteria

As a part of this study, a review was made of the major significant writings dealing with criteria for establishing 2-year colleges in order to identify and examine criteria items for possible inclusion in the study.

A study made in 1929 summarized the results of a questionnaire inquiry completed by 266 high school administrators in the North Central area and presented criteria which could serve as a basis for determining the feasibility of organizing this educational unit (the 2-year college). These criteria are given below:

¹ *Second Report to the President* [Dwight D. Eisenhower]. The President's Committee on Education Beyond the High School. Washington: U.S. Government Printing Office, July 1957. p. 65.

1. Minimum enrollment of 150 students for a public junior college.
2. High school enrollment of at least 900 to provide the minimum junior college enrollment.
3. City population of at least 17,000 for a city considering establishing a junior college.
4. Per student cost of approximately \$400.
5. A level of approximately 50 percent of cost, or at least \$30,000, borne by district.
6. A 2-mill levy on a taxable property valuation of \$15,000,000.
7. If local district is to provide the total cost of operation, an assessed valuation of at least \$30,000,000.⁹

In 1931 Walter C. Eells discussed the strengthening effect the 1929 California law regarding junior college districts had on the establishment of junior colleges in that State. This law required that no junior college district could be organized without an assessed valuation of \$25 million and an average daily attendance in high schools of 1,000; nor could the junior college continue unless its minimum enrollment exceeded 200 after the second year.

He also discussed the "unfortunate example" of one of the States where local enthusiasm overcame sound judgment when minimum standards were not established by law. In this State there were a number of junior colleges with enrollments of less than 100 being supported exclusively by tuition.⁹

An enrollment of 200 and annual budget of \$30,000 to \$40,000 was considered satisfactory in a study reported in 1933.¹⁰ A rebuttal to this enrollment estimate was written a few years later describing a junior college with an enrollment of less than 100 students which the author felt adequately met the needs of the community it served.¹¹

In 1936 John S. Allen prepared a doctoral thesis on "Criteria for the Establishment of Public Junior Colleges" in which he listed four main criteria to be considered with subtopics indicating how these criteria could be met. These can be summarized as follows:

1. Community ability to support a public junior college as indicated by sufficient taxable wealth to raise 50 percent of total costs (estimated at \$350 per student).
2. Community need for a public junior college, indicated by—
 - a. No other institution of collegiate grade that can be made to serve needs of community.

⁹T. C. Holy. *Criteria for the Establishment of Public Junior Colleges*. *The High School Teacher*, 5: 4, April 1929, p. 118-20, 132-4.

¹⁰Eells, *op. cit.* p. 132.

¹¹August Dvorak and N. L. Merrick. *How Large Should a Junior College Be?* *Junior College Journal*, 3: 4, January 1933, p. 194-8.

¹²Lloyd A. Garrison. *How Small Can a Junior College Be?* *Junior College Journal*, 9: 3, December 1938, p. 118-21.

- b. 250 high school graduates per year.
- c. 40 percent of recent high school graduates now attending college.
- d. Survey of intentions of high school juniors and seniors with respect to education beyond the high school.
- e. 1,100 enrolled in 4-year high schools of the community.
- f. Survey of parents' intentions for furthering their children's education.
- g. 1,000 in average daily attendance in high schools in community.
- h. 19,000 population.

(Note: Approximate figures; most weight given to those at top of the list.)

3. Community interest in a public junior college, as indicated by the results of a nonpolitical school election on a junior college, with at least a simple majority of votes cast being in favor.
4. Approval by State authority, acting on the basis of a survey by the State Department of Education.

The author included a section dealing with junior colleges that failed. He showed that there was a high correlation between failure of the institution and failure to meet the criteria established, especially in enrollment and support.¹³

In 1949 Hugh Price presented an analysis of 12 State and national surveys pertaining to the need for public junior colleges.¹³ He included recommendations stated in terms of control and type of organization, plan of organization, curriculum offerings, minimum enrollment, cost of operation per student enrolled, tuition charges, plans for State aid, reimbursement for nonresident students, provisions for boarding and transportation, and relationship to existing colleges.

A similar analysis was made by the Office of Education in 1957. This disclosed that the same issues as found in the 1949 project were still paramount, but that more statewide studies were giving a place to consideration of 2-year colleges.¹⁴

Jesse P. Bogue's book, *The Community College*, lists general principles to govern establishment of 2-year colleges drawn up at the 1947 convention of the American Association of Junior Colleges. Among those included were the following: A minimum secondary school enrollment of 1,000; an assurance of an enrollment of at least 200 students to establish economical and effective operations; a taxable assessed valuation sufficient to provide the needed capital outlay and an adequate assessed valuation per average daily attendance to carry a minimum program; a financial support level from local,

¹³ John Stuart Allen. "Criteria for the Establishment of Public Junior Colleges." Doctoral thesis prepared at New York University: 1936.

¹³ Hugh G. Price. Planning for Public Junior College Development Through State and National Surveys. *Junior College Journal*, 20: 1, September 1949, p. 16-22.

¹⁴ S. V. Martorana. Consideration of 2-Year Colleges in Recent Statewide Studies of Higher Education: Part I. *Higher Education*, 14: 2, October 1957; and Consideration of 2-Year Colleges in Recent Statewide Studies of Higher Education: Part II. *Higher Education*, 14: 2, November 1957.

State, or both, sources sufficient to yield a minimum of \$200 per student per year; and a petition from voting citizens requesting establishment of a 2-year college. Bogue also advocated that public 2-year colleges should be tuition free. However, he cautioned against undue literal application of some of these principles, saying: "There are inherent dangers in attempts to identify quantitative elements too specifically."¹⁵

In an article in *School Review*, September 1949, Leonard V. Koos examined the "Essentials of State-wide Community-College Planning." The author made 10 generalizations from his experience and especially from his work with legislative councils in Illinois, Maryland, and Pennsylvania. These dealt with the necessity of having a statewide inquiry previous to community-college development and recommended a minimum of 200 full-time students in a tuition-free institution. It further recommended a curriculum including a core of general education and two-way specialization, one emphasizing vocational training and the other college parallel work. The method and amount of State support, the necessity for research, the importance of local control, and the recommendation that the junior college district be coterminous with the elementary and high school districts were considered as other essentials in a statewide plan. The article concluded with the statement that "democratization is practically impossible without applying the principle of localism."¹⁶

A study in 1953 provided a new approach to enrollment as a criterion in suggesting an *optimum* as well as a satisfactory figure. One of the conclusions was that an enrollment of 1,500 equivalent full-time students was *optimum* and 1,000 equivalent full-time students was essential for a *minimum* satisfactory independent community college. For an associated community college (one operating in combination with a high school) an enrollment of 1,000 was considered optimum and one of 700 minimum. The population in the district was another factor given much weight in this study. The author concluded that 40,000 was needed for a satisfactory associated institution and that 30,000 was adequate for a minimum. He recognized, however, that the college-going patterns in an area and the level of participation in adult education programs would modify these fixed figures.¹⁷

The Fifty-fifth Yearbook of the National Society for the Study of Education, *The Public Junior College*, contained a chapter on the

¹⁵ Jesse P. Bogue. *The Community College*. New York: McGraw-Hill Book Co., Inc., 1950, pp. 97-98.

¹⁶ Leonard V. Koos. Essentials in State-wide Community-College Planning. *The School Review*, 57: 7, September 1949, p. 341.

¹⁷ August William Eberle. "Size of Satisfactory Community Colleges." The thesis is reported in *Summaries of Doctoral Dissertations*, University of Wisconsin, vol. 14, 1953-55, p. 362.

conditions under which public junior colleges may be established. The conditions for establishing a college of this type fell into two general headings: Minimum requirements for the establishment of public 2-year colleges, and legal procedures for establishing public 2-year colleges. The minimum requirements should include community interest, potential student enrollment, and adequate financial resources. Legislation should provide for ascertaining by public agency whether the minimum requirements have been met, describing the form of the petition to be used in calling for an election, naming the agencies whose approval is necessary before holding the election, and describing the election procedure.¹⁸

Another section of the yearbook reported practices and recommendations for establishing new junior colleges. The recommendations were to assay community needs and probable student response, consider provisions of appropriate State laws and availability of expert help, identify promising prime movers and probability of general citizens' support, determine probable availability of facilities and funds, and select the best qualified administrators and instructional staff.¹⁹

A study of 17 junior colleges in 1957 contained a list of the criteria for establishing a junior college. The author stated: "One of the most important bases upon which the establishment of a junior college should rest is that of local interest and approval. The success or failure of the proposed institution may well be determined by the attitude of the qualified electorate which will be called upon to support the institution with its taxes for current expenses and for building the facilities needed." He further concluded from this study that "It would appear that proximity to other colleges affects the enrollment of a good junior college but little." The recommendations included a minimum full-time student equivalent of approximately 400, provision of finances to meet an average cost per student for operation and maintenance of \$435, an average assessed valuation per student of \$129,328, and a State apportionment of approximately \$200 per full-time student equivalent.²⁰

An examination of this literature accomplished two useful purposes. First, it identified items later used as suggested criteria in the interview form for this study. These dwell on three broad issues; namely, enrollment potential of the 2-year college, gross population of the area

¹⁸ Jesse P. Bogue and Norman Burns. *Legal and Extralegal Influences for Improving Colleges. The Public Junior College, Chapter XII. Fifty-fifth Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press. 1956. p. 235.*

¹⁹ Elbert K. Fretwell, Jr. *Establishing a Junior College. The Public Junior College, Chapter XIV. p. 291-8.*

²⁰ Jack Rodgers. *Establishing a Junior College. Phi-Delta Kappan, 38:1, February 1957, p. 187-190.*

to be served, and the financial means by which the institution will be operated. Second, it revealed that a comprehensive approach to identifying and discussing criteria for establishing 2-year colleges was not currently available.

Methods and Procedures Used in This Study

In order to assure a comprehensive coverage of the subject, four questions were used. (1) What do State laws have to say about these criteria? (2) What is contained in regulations issued by State agencies? (3) What is recommended in State studies for 2-year colleges and higher education? and (4) What opinions are held by people who have been working in the 2-year college field for several years? The answers to these questions form the basis of this study.

As it was believed that the gathering of opinions would take the longest time, this part of the study was begun first. Arrangements were made to visit with 2-year college deans and presidents, with State supervisors and directors, and with college professors who had experience with 2-year college work. Brief visits were made to California, Florida, Georgia, Kansas, Maryland, Massachusetts, Mississippi, Missouri, North Carolina, New Jersey, New York, Ohio, Oklahoma, South Carolina, and Texas. Further contacts were arranged at six State and regional conferences, as well as at the National Convention of the American Association of Junior Colleges at Long Beach, Calif., in 1959.

An interview form, found in Appendix B, was developed so that the questions asked would be uniform and the answers received could be tabulated easily. The suggested criteria items were taken from those appearing most frequently in State laws and in earlier studies. Care was taken that the individuals interviewed would represent proportionate numbers of public and private colleges. It was soon realized that by visit and personal interview only, too long a time period would be required to contact an appreciable number of 2-year college people. Accordingly, the interview form was sent out to about one-fifth of the public and private 2-year colleges in the Nation and 141 usable replies were received. In the selection of colleges whose representatives were to be included in the survey, three goals were kept in mind. One was to approximate the 4:3 ratio of public and private 2-year colleges established in the United States. Another was to have a proportionate number of 2-year colleges from each of the major regions. The third was to strive for a representation of 2-year colleges with all sizes of enrollments, from under 200 to over 10,000.

As the information was gathered either from interviews or correspondence, each response was rewritten in text form and sent to the respondent for his approval or correction. Chapter III reviews the findings from this phase of the inquiry.

In order to have a background of present practice to use for comparison with opinions and recommendations, a review was also made of State laws and State regulations. These laws and regulations were arranged in chart form and sent to each State. In some States, where several approval agencies were involved, copies were sent to each. A review of the findings of statutory and regulatory criteria will be found in chapter II.

While the opinions of 2-year college administrators and State supervisors and directors were being received, checked, and collated, an examination was also made of statewide studies of higher education published since 1946. Ninety-five studies were reviewed, 28 of which contained a reference to recommend criteria for the establishment of 2-year colleges. The report of this examination will be found in chapter III.

Can Success Be Assured for a Proposed College?

The primary purpose of this study, then, is to provide a guide to understanding the conditions necessary to assure success in a new 2-year college. In solving problems in mathematics, there usually are "necessary and sufficient conditions." When these prevail, the solution is assured, provided that specific sequential steps are followed. This degree of positiveness certainly cannot be assured for any listed criteria for establishing a 2-year college, although the new institutions should have a good chance for success if these minimum criteria are used and careful planning is done. Guidelines for legislative action and suggestions for minimum criteria for various types of 2-year colleges are presented in chapter IV.

CHAPTER II

Statutory and Regulatory Criteria in Use in 1959

THE ESTABLISHMENT of either a public or a private 2-year college generally requires some official authorization. For public colleges this can be a general enabling act authorizing local school districts, municipalities, or other jurisdictions to establish such an institution under the regulations of a State agency. A special act of a State legislature creating specifically designated institutions can also be the starting point of a public 2-year college. Private 2-year colleges begin as a result of special authorizing statutes, the granting of a charter by the State legislature, or by the incorporation of the board of trustees of a proposed institution under the laws of a State. Usually, 2-year branches or extension centers of 4-year colleges are established under the authority already held by the parent institution.

Requirements found in State laws and regulations governing establishment of 2-year colleges are summarized in this chapter. Statutory provisions which serve as criteria and regulatory criteria are described with a minimum of comment and interpretation in the first two sections. The concluding section is an analysis and summary of these laws and regulations. A complete summary of statutory and regulatory criteria in effect in 1959 for the establishment of 2-year colleges in each of the 50 States is presented as appendix A of this bulletin. Appendix A is organized to show statutory and regulatory criteria *by States*, and the analysis of the information and discussion of its significance in this chapter is in terms of the relationships found *among* the various criteria. Thus, readers of the report will be able to utilize both or either of the two approaches.

The information presented in this chapter was obtained from a variety of sources. One of the most important was the series of publications of the American Association of Junior Colleges which have

appeared biennially in the *Junior College Journal*,¹ and quadriennially in *American Junior Colleges*.² The three annual surveys of State legislation relating to higher education completed by the Office of Education were also consulted.³ Another publication, *The State and Education*, was used as a basic source.⁴ The State laws were also surveyed for content pertinent to criteria. Regulatory criteria were extracted from various pamphlets available in the Office of Education and provided by State departments of education, State boards of higher education, or individual institutions.

After refining the applicable data, compilations of criteria thus obtained were mailed to selected individuals and agencies in each of the States for verification. A check was thus obtained from every one of the 50 States. The changes and corrections received from the individuals and agencies asked to cooperate were adapted in preparing the final report.

Statutory Criteria

The majority of States have now recognized public 2-year colleges by general legislative authorizations. There were 32 States in 1959 which had general statutory criteria in operation for the establishment of 2-year colleges. These included: Alaska, Arizona, California, Colorado, Connecticut, Florida, Georgia, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Oregon, South Carolina, Texas, Washington, and Wyoming. Although Maryland is included in this list, it does not have a general enabling law for public 2-year colleges. Here, such institutions are founded by county school boards under their authority to provide "public school" programs. New Jersey has a similar legal basis for public junior colleges. This interpretation, in effect, places Maryland and New Jersey among the States with general enabling legislation for 2-year colleges. The remaining 18 States make no general legislative provisions for

¹ S. V. Martorana. Recent State Legislation Affecting Junior Colleges. *Junior College Journal*, 20: 5, January 1950, p. 241-252; 24: 8, April 1954, p. 459-471; 26: 6, February 1956, p. 328-341; and 28: 6, February 1958, p. 307-321.

² S. V. Martorana. The Legal Status of American Public Junior Colleges. *American Junior Colleges* (5th ed.), Chapter V. Edmund J. Gleaser, Jr. (editor). Washington, D.C.: American Council on Education, 1960, p. 33-47.

³ E. V. Hollis, William G. Land, and S. V. Martorana. *Survey of State Legislation Relating to Higher Education, July 1, 1956, to June 30, 1957; July 1, 1957, to June 30, 1958; and July 1, 1958, to December 31, 1959*. U.S. Department of Health, Education, and Welfare, Office of Education, Division of Higher Education (Circular Nos. 511, 552, and 618). Washington: U.S. Government Printing Office.

⁴ *The State and Education*. Compiled by Fred F. Beach and Robert F. Will. U.S. Department of Health, Education, and Welfare, Office of Education (Misc. No. 23). Washington: U.S. Government Printing Office, 1958.

the establishment of 2-year colleges. A number of States, however, have by special legislative enactment created 2-year institutions either as autonomous colleges or as branches of existing 4-year institutions. Examples of these are Maine, Massachusetts, Nevada, Utah, Virginia, and West Virginia.

Most of the statutory criteria identified in this study appear in the laws of the States having general enabling legislation. However, those which were found in States requiring specific legislative action in order to establish a 2-year college are also included in the discussion which follows.

Action for Initiating 2-Year Colleges

Considerable variation exists among the States in the action for initiating 2-year colleges. Careful analysis reveals that for the most part, there are three broad ways by which action for initiating 2-year colleges is authorized. These are petitions, elections, and autonomous action by local boards. Of the 32 States with general enabling legislation, 8 provide for initiating action for 2-year colleges by petition, 8 by election, and 15 by autonomous government agencies.

States requiring local board initiating action include: Alaska, Connecticut, Florida, Georgia (proper political subdivision), Iowa, Kentucky, Louisiana, Michigan, Minnesota, Mississippi, Missouri, New Mexico, New York (agency representing the sponsoring district or political subdivision), North Dakota, and Oklahoma. The States requiring petitions as the means of initiating action include: California, Colorado, Idaho, Montana, Nebraska, North Carolina, Oregon, and Texas. Elections are required as initiating action in Kansas (called by local school board), South Carolina, and Wyoming.

Illinois and Washington generally require local board initiating action. In Illinois, a petition is needed to establish an area junior college, in Washington a petition of 100 qualified voters may be substituted for the requirement that the local board of education initiate action.

Massachusetts permits junior colleges to be established at the discretion of the Board of Regional Community Colleges; Utah requires the recommendation of the Coordinating Council of Higher Education. Arizona and Maryland do not indicate the legal procedure for initiating a 2-year college.

State Agency Approval

There are 23 States which require State agency approval in establishing 2-year colleges. Of this total, 12 require approval by the State

Board of Education. These are California, Colorado, Connecticut, Florida, Idaho, Kansas, Michigan, Minnesota, Missouri, New Mexico, Oregon, and Utah. The remaining nine States and their approving agency for 2-year colleges are shown below:

<i>State</i>	<i>Approving agency</i>
Alaska.....	Board of Regents of the University of Alaska.
Georgia.....	University System of Georgia.
Illinois.....	State Superintendent of Public Instruction.
Louisiana.....	State Department of Education.
Maryland.....	State Superintendent of Schools.
Massachusetts.....	Board of Regional Community Colleges.
Mississippi.....	Junior College Commission.
New York.....	Trustees of the State University.
North Carolina.....	Board of Higher Education.

Montana and Washington have joint approval agencies. The State Board of Education and the State Superintendent of Public Instruction serve in Montana, whereas the joint approving agencies in Washington include the State Board of Education and the State Board for Vocational Education.

Vote of the People

Voting by the people for the establishment of 2-year colleges is required in 19 States. Among these, there are six which specify that a majority of the votes cast is needed. These are Colorado, Idaho, Illinois, Kansas, New York, and Texas.

Among the other 13 States, a variety of terms is used to designate the vote to authorize new institutions. In California the approving vote must be "favorable to such establishment," whereas in Connecticut an approval on the referendum by a majority of the electors is required. "At least 60 percent of the total votes cast for and against it at a given election" determines the result in Iowa; in Michigan an "affirmative vote of the majority of the electors present and voting" is required. In Minnesota and North Dakota, two-thirds of the vote of the electors is necessary. In Montana a "favorable vote of the majority of all qualified voters" is required; and in Nebraska a "minimum of 55 percent of the votes cast" is set to authorize establishment.

Variations in the requirement of a vote are often found when special types of districts or taxing procedures are involved. Kentucky and North Carolina require a vote to authorize a tax levy; Oregon requires a popular vote for formation of area education districts. A three-quarters vote in an independent or special school district and a majority vote in a school district whose limits are coextensive with the limits of any city of 5,000 or more will authorize establishment in South Carolina.

An unusual voting requirement is found in Wyoming where a "majority of property owners and majority of nonproperty owners both" is required for establishment of a community college district.

Assessed Valuation

Assessed valuation of the district or area which is to support the 2-year college is considered as a criterion for establishment of these institutions in 12 States. These States are Arizona, California, Colorado, Idaho, Illinois, Kansas, Montana, Nebraska, Oregon, South Carolina, Texas, and Wyoming.

All of these States, except California and Kansas, have established requirements of assessed valuation expressed in dollar amounts. These figures range from a minimum of \$1 million in South Carolina to a high of \$75 million in Illinois (for area junior colleges) and also in Oregon (true cash value of the taxable property in the district).

The other seven States which specify dollar amounts of assessed valuation presented in ascending order are: Montana—\$3 million assessed taxable valuation of the county or school district; Arizona—\$5 million assessed valuation for the high school, union, or county district; Nebraska—an assessed valuation of not less than \$5 million as shown by the last preceding equalization assessment roll (\$10 million if not part of the secondary school system); Idaho—not less than \$10 million; Texas—minimum of \$12 million for an independent junior college district (alternative of \$20 million in a growing community) and \$9,500,000 for a union junior college district with the same alternative stated; Colorado—\$20 million; and Wyoming—a minimum of \$20 million for community college districts.

California has set forth the requirement that the assessed valuation shall be an amount which, upon the levy of a district tax, when added to the available State financial aid for junior college education, will be deemed adequate for a junior college in the proposed area.

Kansas uses the criterion of assessed valuation as a basis for levying taxes by permitting a board of education of any city of the first or second class to levy a tax not exceeding 2 mills on the dollar of the assessed valuation of the city.

Survey Requirements

The laws of seven States (California, Georgia, Illinois, Iowa, Minnesota, Montana, and New Mexico) consider conducting a survey as a criterion for establishment of 2-year colleges. California and Montana require that the surveys be conducted by the State Superintendent

of Public Instruction, while New Mexico has specified that the survey be conducted by the municipal or county board of education.

School Population

Six States (California, Colorado, Idaho, Oregon, Texas, and Wyoming) consider the school population in the district as a criterion for the establishment of 2-year colleges. These school population figures vary considerably, both in number and application.

Of those States using this criterion, the lowest school population figure appears in Texas, which requires an enrollment of 400 in the upper four high school years for an independent junior college district (only 300 in a growing community). An enrollment of 400 in the upper four grades with a scholastic enrollment of 7,000 is required in a union junior college district with an alternative of 400 plus 5,000 scholastic enrollment in a growing community.

At the other extreme is California which specifies that the total enrollment in grades 9-12 in unified districts must be 3,500 pupils. Colorado also has a required secondary school enrollment of 3,500, but this figure applies to all public schools in the junior college district. The figure used in Colorado is determined by the latest school census. Wyoming requires not less than 700 pupils regularly enrolled in grades 9-12 in community college districts; Idaho requires a minimum aggregate high school enrollment of 800 for formation of junior college districts. The requirement in Oregon is that there must be at least 1,000 resident pupils in grades 9-12.

Total Population in the District

There are five States which consider the total population in the district as a criterion for establishment. These are Illinois, Iowa, Michigan, North Dakota, and South Carolina.

Among these five States, Iowa, North Dakota, and South Carolina set the minimum population in the district at 5,000. Illinois permits one junior college to be established in each county as part of the public school system where less than 10,000 population live in the school district. A minimum of 30,000 is required for area junior college districts.

In Michigan a minimum population of 10,000 is necessary for a first, second, third, or graded school district in order for it to be considered qualified to establish a 2-year college. In locations where the population does not reach 10,000, an affirmative vote of the majority of electors present and voting in each school district involved in the election is required.

High School Average Daily Attendance

Only three States consider high school average daily attendance in their legal provisions for establishing 2-year colleges. Alaska requires an average daily membership during the previous school year of at least 175 high school students; Arizona specifies a high school average daily attendance of 100 or more in high school districts and 200 or more in union or county districts; Georgia sets forth a high school average daily attendance of 3,500 within a 30-mile radius of the 2-year college as a criterion.

Other Criteria

In their laws for the establishment of 2-year colleges, Montana, Oregon, and South Carolina cite requirements of "adequate or available building space," "well-chosen library," and "suitable laboratory and shop space and equipment."

The laws of all three of these States specify requirements in all three of these areas designated. Washington, by law, does not permit a junior college to be established or continued in the same county in which there already is a recognized public or private institution of higher education.

Regulatory Criteria

Among the States having statutory criteria for 2-year colleges, there is usually a State-level agency responsible for implementing the law. This agency may be the State department of public instruction, the State board of higher education, the regents of higher education, or some similar body. The official practices, pronouncements, directives, or other consistently observed requirements concerning establishment of 2-year colleges comprise the regulations analyzed in this section.

In contrast to the large number of States (82) with general statutory enactments bearing directly on procedures for establishing 2-year colleges, only 19 States had regulatory criteria in 1959. They include, however, most of the States in which the public 2-year college movement has shown greatest growth. The 19 States are California, Colorado, Florida, Georgia, Idaho, Illinois, Kansas, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, New York, North Carolina, Oklahoma, Texas, Virginia, and Washington.

Enrollment

The regulatory criteria mentioned most frequently in State regulations is the potential collegiate enrollment. Thirteen States (California, Colorado, Florida, Georgia, Illinois, Maryland, Minnesota, Mississippi, New York, North Carolina, Oklahoma, Texas, and Washington) consider enrollment (present and/or potential) as a necessary criterion for establishing 2-year colleges.

Among these States the enrollment figures range from a low in Oklahoma of 25 regularly enrolled students for the 1-year program (40 for the 2-year program) to a high in New York of a minimum of 500 full-time potential students in any given year living within a 25-mile commuting distance. Both California and Colorado require an enrollment "sufficient to justify establishment." However, California suggests 400, whereas Colorado feels 300 would suffice. Florida requires not less than 400 full-time students for Priorities One and Two districts and not less than 200 for Priority Three. (See appendix A.) In the regulation pertaining to local public 2-year colleges in Georgia, a minimum of 200 full-time equivalent daytime students is required at the beginning of the first year, 300 at the beginning of the second year, and 350 at the beginning of the third year. Illinois sets forth a minimum enrollment of 200 in the first full year of operation, whereas Maryland has not established a specific figure but suggests that the enrollment be estimated using school enrollment and total population figures as a basis. Minnesota requires a minimum first-year enrollment of 50 and at least 150 students in the fourth year. Mississippi regulations state that 200 regular full-time students for a minimum program and at least 400 for a diversified program would furnish evidence of a sufficient enrollment for an effective junior college program. In North Carolina 300 is stipulated as the immediate enrollment figure with a potential long-term projection of 600. Texas requires evidence of a potential minimum enrollment of 200 equivalent full-time students by the beginning of the second year of operation. Washington considers 100 to be a minimum enrollment figure. This is evidenced by the State Board's refusal in 1941 to accept Everett as a junior college until it had 100 full-time students and the temporary closing of Clark College when it dropped under 100 in 1943.

Survey Requirements

Eleven States (California, Colorado, Florida, Georgia, Illinois, Kansas, Maryland, Minnesota, New York, Texas, and Washington)

require that a survey be conducted prior to establishment of 2-year colleges. As was noted in the discussion of legal requirements, eight States require a local survey. Comparison of the two groups shows Colorado, Florida, New York, Texas, and Washington requiring surveys by regulations but not by law, and Iowa, Montana, and New Mexico by law but not by regulation. Five (California, Georgia, Illinois, Maryland, and Minnesota) have both legal and regulatory requirements on this point.

Community Interest

The somewhat intangible factor of community interest is listed as a criterion in 11 States (California, Colorado, Georgia, Illinois, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, New York, and Texas). The way that this factor is measured and the wording of the regulations varies greatly among the States. Three States, California, Georgia, and Minnesota, for example, specify that a vote is needed as an indication of community interest.

The other eight States are even more general in this requirement. In Colorado the community's interest must be evidenced in the survey. In Illinois no assistance of the State office for establishing 2-year colleges will be given until "clear evidence" is shown of community interest. Community interest in Maryland and Texas "must be determined," whereas in Massachusetts "continuance of community interest" is necessary when established by local school boards. In Michigan a "strong desire" on the part of the citizens of the proposed community college district is necessary for at least a major part of the proposed community college program. The people of the district, in Mississippi, "should be willing to support the junior college by attendance, by the levying of sufficient taxes, and by the maintenance of sound professional administration." Finally, in New York local business and industry "should be able to provide appropriate and continued employment opportunities to graduates as evidence of community interest unless the college is to offer liberal arts and science programs only."

Curricula

Eleven States (California, Colorado, Georgia, Idaho, Illinois, Kansas, Maryland, Minnesota, New York, Oklahoma, and Virginia) include program or curriculum specifications in their list of regulatory criteria for establishing 2-year colleges. Among these States, slightly over half (California, Georgia, Illinois, Kansas, Maryland,

and Minnesota) mention transfer and terminal programs specifically in the phraseology of the regulations.

California requires that a terminal program be included in the curricula; Colorado states that "2-year training in arts and sciences and humanities be offered beyond 12th grade and vocational education." In Georgia all curricular offerings must be of junior college grade; however, both college preparatory and terminal curricula of one and two years may be offered. Illinois requires both transfer and terminal programs to the extent that they meet the community's needs. Kansas states that the curricula must offer a college transfer program; in Maryland a junior college must offer at least one complete 2-year curriculum, either terminal or transfer.

Although not specifying the nature of the curriculum, the regulations in other States set up procedures for checking that adequate programs are offered. Minnesota requires that the proposed curricula be submitted to the Commissioner of Education for approval; Idaho specifies that the curricula have the approval of the State Board of Education. In New York the curricula must be approved by the Board of Trustees of the State University. In Oklahoma the curricula should be organized and administered so as to achieve as nearly as possible the philosophy and objectives developed by the local college authorities. Finally, Virginia states that the curricula of the junior college should contain the subject matter offerings implied by its statement of objectives.

Financial Ability of the Area

Seven States (California, Colorado, Georgia, Kansas, Michigan, Minnesota, and Texas) have set up financial ability as a regulatory criterion for establishing 2-year colleges. Since financial ability is often closely related to assessed valuation, it may be noted that three of these (Kansas, Michigan, and Minnesota) do not have legal requirements of assessed valuation.

The California regulations stipulate that there must be evidence of ability to support the new institution, whereas Colorado states that evidence of financial ability is to be included in the local survey. In Michigan the needed local tax rate to be levied on the community college district for operation and capital outlay should not extend the total tax rate in any included tax unit beyond "what is reasonable" for property owners to pay. In Georgia the political subdivision must demonstrate to the Board of Regents adequate bonding and/or taxing ability to satisfactorily discharge their financial obligations without undue hardship.

Two of the seven States specify requisite assessed value in dollar amounts. Minnesota requires that at least \$30,000 per year from the resources of the district be available for maintenance and repairs, whereas Texas requires evidence of \$100,000 as minimum taxable wealth and/or other community resources.

Sources of Financial Support

Whereas seven States considered financial ability as a criterion, six States had regulations concerning sources of financial support. These are Florida, Georgia, Illinois, Kansas, Maryland, and Oklahoma.

Florida regulations state that local pledging of financial support for such colleges is necessary, whereas Georgia states that financial support must come from the State (through the Board of Regents). Illinois requires that local ability to support an adequate program through the legal tax rate, in addition to State aid, must be shown. Kansas merely states that financial support is a criterion to be considered; Maryland requires evidence of financial support. Finally, Oklahoma specifies that the annual income should be sufficient to provide adequately for maintaining 2-year college standards without drawing upon appropriation funds needed for elementary and secondary school support.

Assessed Valuation

Six States were found to specify factors indicating financial support of 2-year colleges and seven were listed as having regulations inquiring into financial ability. Five States (California, Colorado, Minnesota, Mississippi, and New York) have specific regulations of assessed valuation. Only two (California and Colorado) have statutory requirements relating to this subject.

In this, as in all of the other criteria enumerated, a wide range of stated requirements exists. In California there is no firm rule except for the unified district where \$100 million is recommended. Colorado recommends approximately \$50 to \$60 million, whereas in Minnesota a minimum of \$3 million for districts free from outstanding debt is required. Where there is outstanding debt, the required assessed valuation is increased to such an amount that a 10-mill tax on such valuation will yield at least \$30,000 in addition to all debt service requirements. Mississippi regulations state that the assessed valuation should be sufficient to guarantee an adequate program of education including buildings and maintenance costs. In making this judgment,

the Junior College Commission is expected to consider trends in valuation and population. New York regulations state simply that there should be a favorable ratio between the value of property in the sponsoring agency's area and the capital and operating costs of the college.

Physical Facilities

Facilities for housing and equipping the 2-year college are a consideration in the regulatory criteria of seven States; namely, Georgia, Maryland, Michigan, Minnesota, New York, Oklahoma, and Virginia. This factor, however, was not used as a criterion for establishing 2-year colleges in any of the State laws.

Georgia specifies that political subdivisions must furnish a complete school plant including site, buildings, grounds, and equipment which will house the projected enrollment for the fourth year of operation but for not less than 400 full-time equivalent students. Michigan requires central facilities within commuting distance of all citizens of the district for at least a major part of the proposed program.

In some States, physical facilities for only parts of the college program are mentioned. In Maryland the adequacy of the high school plant on a late afternoon and evening basis is specified (4 to 10 p.m.). Minnesota states that sufficient space and facilities for the vocational program shall be provided by the district. Oklahoma requires adequate library services in addition to sufficient laboratory apparatus, equipment, and supplies. Virginia states that provision shall be made for physical safety, health, and efficient instruction as well as for adequate libraries, laboratories, and shop facilities needed to make the program of the institution effective.

In a number of States which provide State aid for capital construction, for example, Florida and Washington, standard practice is to have the State department of public instruction approve building plans. Other States place this responsibility in different State agencies; for example, in New York all preliminary plans and specifications must be approved by the State University.

Compliance With Operating Policies

Georgia, Illinois, Kansas, Maryland, Minnesota, and Washington stipulate compliance with operating policies as a criterion for establishment of 2-year colleges. This appears to be directly related to the fact that in all of these States the plan calls for operating 2-year colleges as parts of local school districts.

Georgia regulations require that each applicant district demonstrate a continuing willingness to comply with operating policies established by the Regents. This is pertinent only when a district applies under the 1958 Act of the Legislature. However, all new 2-year colleges in Georgia have come into existence through powers of the Regents to establish new units, not through the 1958 legislation.

Illinois specifies compliance for recognition and provision of State financial aid. Maryland similarly requires compliance with standards for approval of junior colleges which are approved by the State Board of Education. In Minnesota each applicant district is to signify a willingness to comply with operating policies established by the State Board of Education. Washington states that required reports subject to State Board regulation are to be submitted by officials of 2-year colleges. Kansas stipulates that reports be made to both the county superintendent and the State superintendent.

Proximity to Other Institutions

Only six States consider proximity to other institutions as a regulatory criterion for establishing 2-year colleges, although it is a factor considered in most local and State surveys of higher education. The States are Colorado, Georgia, Illinois, Minnesota, New York, and Texas. As was noted in the section on the laws, only Washington has a statute bearing on this subject.

Three of the States have direct language on the relative location of 2-year and other colleges. Illinois requirements state that the survey must show no conflict between operation of the existing institutions and the proposed 2-year college. New York says that proximity to other institutions must be considered in the plan, whereas Texas states that in general no junior college district shall be created where the college site is within 50 miles of the site of another public junior college.

Less direct language is found in the regulations of Colorado, Georgia, and Minnesota. Georgia states that there must be evidence that the operation of a proposed junior college will not adversely affect any other public or private institution of higher education. Colorado has a similar requirement. Minnesota regulations stipulate that the operation and maintenance of a junior college shall in no way lessen the support for other units in the school system.

Other Criteria

In addition to the regulatory criteria previously enumerated, Florida and Louisiana have other criteria which are to be considered in

establishing 2-year colleges. Florida regulations state that when more than one county is considered, no area should have a longer than 30-mile travel radius for commuting to and from an institution. Growth potential in gross population should be high if the area is near the lower limits of any of the criteria. The regulations pertaining to the junior college law in Louisiana, although no institutions are operating under it, require that the proposed junior college must be in conjunction with the State high school and offer 2 years of standard college work as prescribed by the State Department of Education.

Summary

Sixty-four percent, or 32 out of 50, of the States have some general enabling legislative provisions authorizing qualified governmental jurisdictions to establish local public 2-year colleges. Two of these, South Carolina and Louisiana, do not have any institutions in operation under the enabling law. Eleven other States have established public 2-year institutions by special enactments of their State legislatures or as branches of 4-year State-supported higher institutions under the general legal authority of the parent institution. Seven States have neither general legislation nor public 2-year institutions. Private 2-year colleges operate by charters or other legal authorizations in 44 States.

No State has statutory provisions specifically governing the establishment of 2-year branches of existing 4-year colleges and universities. However, some States, such as Utah and Virginia, have designated a State agency to set policies on this matter, and in others, the parent institutions have formulated official policies about 2-year centers.

In contrast to the large proportion of States with legal enactments for establishing 2-year colleges, only 19 States, or 38 percent, have regulations set forth by a State-level agency on the subject. The emergence of State regulations to complement legal provisions appears to be related to the growth and development of the 2-year college movement in a State. This is evident from the fact that nearly 70 percent of all public 2-year colleges are in the 19 States which have both regulations as well as statutes governing establishment of 2-year colleges.

State laws and State regulations setting forth requirements for establishing 2-year colleges most frequently cover four topics. The first is the procedure whereby a locality can initiate action for a 2-year college. This generally calls for either a petition of local citizens, an election by qualified voters, or official action by an established agency of local government such as a board of education or a county

board of supervisors. In addition to the requirement of some local initiating action, 23 States require the approval of a State agency to establish a 2-year college.

A second area of requirement frequently covers the financial ability of the locality which is to establish the 2-year college. A great variety of practice is found in the level of ability required. For example, the level of assessed valuation stated in the laws ranges from \$1 million to \$75 million. This indicates the unreliability of local assessed valuation as a criterion for appraising feasibility of establishing or operating a 2-year college. Financial ability is especially difficult to assess in the absence of complementary statements concerning State financial assistance, required local tax efforts, or other elements of a total plan for financing 2-year colleges. Unreliability of fixed legal requirements of assessed valuation as a criterion is indicated in California and Colorado, both with statutory and regulatory statements on the subject. In Colorado, the law requires \$20 million, whereas the State regulations recommend \$50 million to \$60 million. The California law specifies that the assessed valuation shall be an amount which, upon the levy of a district tax, when added to the available State financial aid for junior college education, will be deemed adequate for a junior college in the proposed area, whereas in the regulation there is no firm rule except in a unified district where \$100 million is recommended.

A third requirement found in both laws and regulations considers the necessary enrollment to provide effective educational programs and economical operation. Here again, much diversity of practice is seen. For example, enrollment in lower school levels is used in the laws of six States; figures ranging from 400 (Texas) to 3,500 (California) are stated. Among the 13 States which have State regulations pertaining to minimum enrollments in 2-year colleges, there is a range from 25 regularly enrolled students for a 1-year program in Oklahoma to the New York standard of 500 full-time potential students in any given year living within a 25-mile commuting distance of the proposed college.

The fourth common criterion is the requirement of a local area survey. In the laws this is most often made the responsibility of the State-level agency responsible for overall supervision and coordination of 2-year colleges. These agencies in turn indicate a variety of purposes in the regulations set forth concerning local surveys. Some require inquiry only into matters of potentials of enrollments and adequate local effort and ability in financing a 2-year college; others use a local survey also to appraise local community interest in a college or the types of programs that are needed. Many other specific

items are found stated as criteria for establishment of 2-year colleges in the laws and in the regulations. However, no one of these is mentioned with the frequency of the four topics described above. For example, only six States have regulations which consider the proximity of the proposed 2-year college to other institutions and only one State has a legal provision on this matter. Among the other items which appear in statements of criteria are adequacy of building space; library facilities; laboratory and shop space and equipment; and broad statements that the institution will be administered in compliance with the general operating procedures of the State educational agency responsible for 2-year colleges.

The major conclusion which can be drawn from this analysis of legislative and regulatory criteria governing establishment of 2-year colleges is that both laws and regulations appear necessary and desirable to implement and control effectively the establishment of 2-year colleges. This conclusion is consistent, too, with the generally accepted principle that the laws themselves should be phrased broadly. This principle gives general authority to a responsible State educational agency to implement the laws cooperatively with the local agencies or boards enabled to establish and operate 2-year colleges. When this rule is followed, the appropriate State agency sets forth regulations covering the details of initiation, establishment, and operation of 2-year institutions. As a result, greater flexibility in administration of 2-year colleges is achieved and less need develops for recurrent legislative attention to minute matters. In short, the interests of the general public are promoted and protected by broad legal enactments and the administrative details are delegated to the operating State-level agency and the institutional authorities.

CHAPTER III

Survey of Professional Opinion on Criteria for 2-Year Colleges

THIS CHAPTER EXTENDS the picture and review of criteria presented in chapter II. It provides a synthesis of the opinions of persons in positions of leadership in the 2-year college movement and summarizes statements concerning criteria found in State studies. The views expressed by workers in the junior college field are presented in the first major section of this chapter, and a discussion of the information from statewide studies comprises the second.

Criteria in Opinion Survey

The survey of opinion on criteria reported in the first part of this chapter reflects the views of 141 individuals who have had experience in the administration, supervision, and advisement of 2-year colleges. It was undertaken on the assumption that informed judgments would add meaningfully to criteria set forth in the laws and regulations of the States. The validity of leadership opinions is basically related to the cumulative experience of the respondents, especially to their experience in the creation and the development of 2-year colleges. The insights and generalizations which can be drawn from their collective judgments should, therefore, be of value to others undertaking to establish 2-year colleges. The survey was conducted mostly in 1959, with the exception of 15 contacts made in late 1958 and some followup in early 1960.

Expressions of opinions based on personal experience and observation are by their nature subjective. They do not lend themselves to refined or exhaustive statistical analysis. In analyzing the results, therefore, an attempt has been made to identify the level of general acceptance of opinions on certain questions rather than to emphasize

range, median, average, and other measures usually found in a rigorous statistical analysis.

Description of the Opinion Sample

The opinion sample included a representative proportion of leaders from public and private colleges and from geographic regions. In terms of the size of institutions, the group of persons included in this part of the study is most representative of colleges of from 300 to over 10,000 and least representative of those under 300 in enrollment. This partly results from choosing for participation in the study administrators from colleges that had operated successfully for at least 5 years. An examination of the responses by types of control of institution, by location, and by enrollments of institutions represented gives added assurance that the leaders included are a good sampling of the field.

Requests for information were sent to the executives of 90 public and 65 private 2-year colleges (table 1). These numbers do not include the directors of the State systems and persons classified as "others." This ratio, 90:65 or 18:13, closely approximates the 4:3 ratio which prevails among institutions.¹ The return of 80 percent from public institutional representatives was higher than the 61 percent from church-related and the 57 percent from non-church-related institutions, and the 71:38 ratio was nearer 2:1 than 4:3. Therefore, in order to avoid reporting the results in a manner heavily weighted in the direction of the public institutions, the findings are discussed separately for the public and private 2-year colleges. The lower percentage of returns from private college administrators might have been caused by the fact that some of the suggested criteria on the interview form did not particularly apply to private 2-year colleges.

Table 1 shows 141 responses from individuals with experience in the administration, supervision, and advisement of existing 2-year colleges. Of these, 101 were persons of responsibility over public colleges and 40 over private institutions. The level of total responses received and used, 75 percent of the total of 189 requests, is considered adequate to achieve the purposes of this study.

Among the 141 administrators providing usable responses are 17 representing States in the capacity of directors of public 2-year colleges. This includes all States which at the time of this study had an official carrying this responsibility. Chief executives of 108 indi-

¹ According to the 1960 *Junior College Directory*, the public-private ratio among junior colleges is 398 to 279, or roughly 4:3.

vidual institutions are included in the 141 administrators, one college being represented by two persons cooperating in the study.

Table 1—Distribution of Requests for Information and Responses Received From Administrators of 2-Year College Programs

Administrators	Number of requests	Number of responses	Percent
Total	189	141	75
<i>Public Institutions</i>			
Executives of 2-year colleges.....	90	71	80
Directors in State agencies.....	17	17	100
Others ¹	15	13	87
Total	122	101	83
<i>Private Institutions</i>			
Executives of church-related 2-year colleges.....	33	20	61
Executives of non-church-related 2-year colleges.....	32	18	57
Others ²	2	2	100
Total	67	40	60

¹ Includes administrators in 4-year colleges or universities, representatives from State Departments of Education, and other professional educators interested in the junior college movement.

² Includes one form completed by a staff member of a university, and one completed by a representative from a Baptist Council on Christian Education.

Usable responses were received from institutional representatives of 108 different 2-year colleges (table 2). As there are 674 2-year colleges listed in the 1960 directory of the American Association of Junior Colleges in the 50 States and the District of Columbia, this means that complete returns were received from representatives of one-sixth of the total number of 2-year colleges in the Nation. By region there was some variation with a 12 percent return from the South, 15 percent from the Northeast, 19 percent from the West, and 20 percent from the North Central region. With only one-fifth of the institutions being contacted, these returns were considered quite satisfactory.

Another consideration is related to the distribution of the persons in the opinion sample in terms of enrollment of institutions represented. This is broken down into public and private 2-year colleges. The enrollment distribution of the 108 different institutions headed by persons who returned usable interview forms is shown in table 2.

A surprising result was that the enrollments of the colleges administered by the respondents represented nearly identical percentages of total enrollments of public and private 2-year institutions. The

total enrollment of the institutions whose administrators participated in this project was 170,772. Of these, 149,446 were in public colleges, and 21,326 were private junior college students. The cooperating administrators, therefore, represented institutions which in 1958-1959 contained 25.2 percent of all private 2-year college enrollments, 25.1 percent of all public 2-year college enrollments, and 25.1 percent of all 2-year college enrollments.

Table 2.—Distribution Comparison by Enrollment of 108 Junior Colleges Headed by Administrators Expressing Opinions on Criteria for 2-Year Colleges, and Number of 2-Year Colleges

Enrollment	Public		Private		All colleges	
	In study	Total	In study	Total	In study	Total
1	2	3	4	5	6	7
Under 300.....	5	117	14	195	19	312
300-499.....	11	62	10	40	21	102
500-999.....	17	81	11	26	28	107
1,000-1,999.....	10	58	2	10	12	68
2,000-4,999.....	20	51	1	5	21	56
5,000-9,999.....	6	22	0	0	6	22
Over 10,000.....	1	7	0	0	1	7
Total.....	70	396	38	276	108	674

Analysis of Criterion Items

The leaders in the 2-year college movement from whom views on criteria were gathered expressed themselves on a wide range of factors. Some factors were strongly and consistently held as basic considerations clearly of the nature of criteria on which to judge the need and feasibility for a 2-year college. Others were offered as matters "to be kept in mind" or otherwise indicated to be of lesser importance. The items most frequently stated and stressed are the basis for discussion in this report.

Enrollment

Minimum Starting Enrollment in Public 2-Year Colleges.—Of the 101 persons responsible for public 2-year colleges, 70 offered specific opinions about minimum full-time starting enrollment in such institutions (table 3). For the entire group, the largest number citing a specific figure stated a starting enrollment of 200-299 full-time students. Only eight of the respondents suggested a minimum

starting enrollment of less than 100 full-time students. Sixteen administrators, 8 directors, and 3 others recommended 100-199 for the beginning enrollment. For the 200-299 level of enrollment, 13 administrators, 8 directors, and 5 others chose this range for a minimum starting student enrollment. Forty-eight percent of the respondents would accept a minimal opening enrollment of between 100-300 full-time students for a new 2-year college. Twelve administrators and 2 others stated that they felt that from 300-500 was an acceptable beginning enrollment. Although 31 of the total group did not suggest any fixed number or order of size for a starting enrollment, all 101 persons indicated that this was definitely a criterion to be considered in establishing a college.

Table 3.—Minimum Full-Time Starting Enrollment for Public 2-Year Colleges Suggested by 101 Administrators of Public Institutions

Administrators	Under 50	50-99	100-199	200-299	300-399	No specific figure given	Total
1	2	3	4	5	6	7	8
College executives.....		5	16	13	12	25	71
State directors.....	1	1	3	8		4	17
Others.....	1		3	5	2	2	13
Total.....	3	6	22	26	14	31	101

Minimum Starting Enrollment in Private 2-Year Colleges.—The opinions expressed by the 40 administrators of private 2-year colleges on minimum starting enrollments were relatively consistent. All agreed that enrollment was important, although 22 did not cite a specific figure. Of the 18 giving a specific answer, only one suggested that an enrollment of under 100 full-time students would be adequate to start a private 2-year college. The range of minimum enrollment receiving the greatest preference was 200-299; this interval was indicated in 7 responses. The 100-199 and the 300-399 range each received 5 responses.

Potential Enrollment for a Public 2-Year College.—In general, there was agreement that potential enrollment was a desirable criterion. However, there was great divergence in the answers given by the 101 leaders of public 2-year colleges regarding how to measure potential and what minimum potential should be selected (table 4).

Although the majority of the respondents indicated that using the number of high school graduates each year in the area to be served was an acceptable determinant, several believed that the most accurate way to measure potential enrollment was to combine several in-

dices. For example, it was considered advisable to conduct a study or survey of the proposed area including an examination of such statistics as the number of high school graduates, the number of graduates attending post-high school institutions, the number of high school students, the percentage of 18-19-year olds, the total public school enrollment in grades 1-12, and the total population in the district. By studying several of these population factors, a more realistic estimate of potential could be determined than would result from relying on a single factor. If only one determinant was used, however, the preferences advanced by the 101 public 2-year college persons were varied. When asked to choose a single preferred method, 36 did not indicate a preference. The single preferred methods chosen by 10 percent or more of the other 65 persons for measuring potential enrollment were: Number of high school graduates, 20 percent; full-time equivalents, 14 percent; and number of high school students, 12 percent.

Potential Enrollment for a Private 2-Year College.—From the statements in the responses of 40 private administrators, it would appear that the best way to measure potential enrollment is to determine the number of students needing the kind of program offered. As most students in private 2-year colleges are residential students, strictly local area statistics *cannot be used for the primary determinant*. A church-related college would likely use the area of a whole State or even several States on which to base the number of young people in their denomination desiring post-high school education. Similarly, the non-church-related colleges depend on their particular program to draw students from a wide area, even perhaps the whole Nation.

Minimum Potential Enrollment for a Public 2-Year College.—The wide range of opinions that were expressed on the potential enrollment is demonstrated in the data in table 4. A careful examination of this table reveals that a majority recommended a minimum potential enrollment between 200 and 600 full-time students. Within this range the 400-599 interval was supported by a slightly larger number than favored the 200-399 level. Those recommending the potentials above 600 were mostly administrators of public 2-year colleges from heavily populated areas in California, New York, or Washington State. Of the 17 State directors who completed the interview form, 8 chose the 200-400 range, 4 the 400-600, and the other 5 gave no numerical preference. Only two respondents gave a preferred minimum potential of under 200 full-time students, and these were neither State directors nor chief executives of institutions. Approximately 83 percent of the total group had no specific preference.

Table 4.—Minimum Potential Full-Time Enrollment for Public 2-Year Colleges Suggested by 101 Administrators of Public Institutions

Administrators	Under 200	200-399	400-599	600-999	1,000-1,999	2,000 or more	No specific amount	Total
1	2	3	4	5	6	7	8	9
College executives.....		15	21	4	5	2	24	71
State directors.....		8	4				5	17
Others.....	2	3	4				4	13
Total.....	2	26	29	4	5	2	33	101

Minimum Potential Enrollment for Private 2-Year Colleges.— Considerable agreement with the views of the public college administrators was found among the private college representatives. However, exactly one-half indicated no fixed number, pointing out in most cases that private colleges have a wide flexibility in their operations. Of the 40 respondents representing private junior colleges, only one recommended a minimum potential of under 200 full-time students. For the private college administrators as with those in public colleges, most choices fell in the 200-599 range of minimum potential enrollment. Eight chose the 200-400, seven selected 400-600, and four preferred the 600-1,200 range.

The consensus of 2-year college administrators, both public and private, seems to be against establishing very small institutions. Although willing to start with small enrollments, generally favoring at least 200 full-time students to begin with, the leaders set higher levels of expectation for potentials of enrollment. For both public and private 2-year colleges, the majority of respondents giving a specific preference chose a minimum potential enrollment of over 400 students. Reliance on a local survey to ascertain the potential enrollment in an area was clearly indicated.

Accessibility of the Proposed College

One of the advantages claimed for 2-year colleges is that of proximity and accessibility of the institution to the students' homes, thus making it easier for more to attend. Responses to the questions raised in this inquiry sometimes related accessibility to distance and sometimes to travel time. Among the administrators, directors of State agencies, or others engaged in public 2-year college education, accessibility was most often considered in terms of mileage distance. How-

ever, only 40 out of the 101 respondents gave a specific mileage, the others indicated that local factors of topography, road conditions, and climate were basic considerations to determine the feasible travel distance. Of these, 22 of the administrators, 5 of the directors, and 2 of the others indicated that the one-way commuting distance for the majority of the students should be under 30 miles. Thirty to 50 miles was believed acceptable by six administrators, two directors, and two others. Only one administrator suggested a traveling distance of more than 50 miles one way.

Among the 15 respondents preferring to consider accessibility in terms of commuting time, 3 of the administrators suggested a maximum of 1 hour each way, and one director recommended a maximum of 30-45 minutes. Two other administrators merely stated that the college should be easily accessible. Three administrators, 2 directors, and 4 others expressed accessibility in terms of "reasonable commuting distance."

Attention should be given to the factors believed by many of the respondents to be important in qualifying their recommendations. One of the factors most frequently mentioned was that the density or sparsity of the population of the area to be served would very often be a more important consideration than distance in miles or commuting time. Other elements to be studied would be the condition of the highways leading to the college, the quality of public transportation, and the topography and weather conditions of the area. These qualifying statements are likely more realistic measuring devices for accessibility than attempting to express this criterion in terms of an exact number of miles or minutes required to reach the junior college. Probably, a student traveling 50 miles over a well-paved highway would not have to spend much more time going to and from college than a student living 10 miles away from a college located in a large metropolitan city.

As might be expected, the criterion of accessibility did not have the same emphasis for the private junior colleges as for those under public auspices. Out of 40 respondents engaged in private institutions, only 3 suggested using mileage as a determining factor. Most private 2-year colleges depend on attracting students from a wide area. Some indicated that they had more students from States other than the one in which they were located, and one administrator from a women's college said that they had an "enrollment from all over the world." However, most of the respondents did indicate that they thought a private 2-year college should be easily accessible to the day or commuting students that the institution expected to serve.

Unmet Student Needs

A consideration of the educational needs of potential students in the area was found to be an important criterion for the establishment of both public and private 2-year colleges. As would be expected, a criterion of need for college programs in an area is closely related to that of availability of services from other institutions.

Out of 101 public college administrators, 62 respondents, or 61 percent, thought that the extent to which student needs are not being met elsewhere was definitely one of the criterion to be considered when starting a new public junior college. Five of these administrators indicated that a local study or survey of the level and scope of these needs should be conducted.

Several ideas regarding this factor were mentioned repeatedly. One was that the need for terminal and vocational-technical type programs was often very high and that the extent of this need by the students in the community should be determined. Another idea often advanced was that it was very important to consider the economic status of the student and his family. This closely parallels the concept expressed by Alvin Eurich, that "College attendance was more dependent upon family income than upon scholarship."² Although there might be other institutions in the area, the cost might be so high that it would prohibit a large percentage of students from attending. Evidence of competitive situations was another idea often expressed and stressed. "Try to complement the efforts of all other institutions of higher learning in the State" and "the overlap, primarily of public institutions, should be considered" are illustrations of this view.

Some indications of a different concept of educational purposes to be achieved by private as compared to public 2-year colleges came out of the replies to the question on meeting student needs. Fifty-three percent, 21 out of 40, of the private 2-year college leaders responding to this part of the interview form thought that this criterion was important to consider when establishing a new 2-year college. As one administrator of a church-related college wrote: "The needs of the young people for religious influence associated with higher education and needs of young people of this church for higher education are almost the whole story for this college and others of the church." Another wrote: "If a distinctive type of education (Christian education) is emphasized, there would be little conflict if the college is in the same town with another higher education institution." Administrators of independent 2-year colleges in their remarks indicated

² Alvin C. Eurich. *New York State Plans Community Colleges. School Executive*, 66: 4, December 1949, p. 56.

that they felt the establishment of their type of institution would be justifiable to meet a need of students desiring the opportunities of a "purely liberal arts junior college."

A consideration of the unmet educational needs in an area must be related to the role of the proposed institution. A 2-year liberal arts college would not likely be satisfactory in a community needing technical education. Similarly, a 2-year technical school would not satisfy strong local needs for liberal arts or preprofessional courses of study.

Proximity to Other Colleges

Considerations of availability of needed educational programs from existing institutions are always raised when a new 2-year college is proposed. Therefore, proximity of other colleges becomes a possible criterion to appraise feasibility of a 2-year college. Of the 101 persons in public 2-year college functions, only 30 phrased their answers to this item of inquiry in terms of specific mileage. Thirteen of these respondents believed that there should be no other higher education institution within 25-50 miles of the proposed junior college. Three chose the 10-25 mile distance; four, 50-75 miles; six designated 76-100 miles; and four chose the category of 100 miles or more.

Fifty respondents preferred to determine an answer to the proximity factor in specific terms other than mileage. Seven respondents, for example, stated that population density should be considered. Many of the opinions expressed indicated that the importance of nearness of other colleges would depend on the curricula available and that there should be no conflict or duplication of programs already being offered. Strength of feeling of the respondents that the program offerings of the colleges was the critical factor is seen in such contentions as, "a junior college might be started in the shadow of a liberal arts college" or "a junior college could be justified within a block of a senior college." Only 14 respondents did not consider proximity to other colleges a useful consideration in a decision about establishing a new institution.

The responses from the private college administrators indicated that such factors as the need of the community for post-high school education and population density in the area of the proposed new institution are equally as important as physical proximity to other colleges and universities. Only 5 of the 40 respondents gave any mileage designation, and all of these designated distances of from 25 to 100 miles.

A summary of the opinions on this criterion, then, would indicate that several factors must be explored in determining how close a junior

college could be located to other higher education institutions. These factors would be the need for different types of program offerings in the community, the population density, and the mileage and travel time between other colleges and universities, and particularly the types of educational and training programs available from the existing colleges.

Attitude of Community Toward Higher Education

With only a few exceptions, the respondents interested primarily in public 2-year colleges indicated that community attitude was an essential criterion to consider when determining the advisability of establishing a new college. Slightly over one-half, 52 out of 101, of the respondents stated that the attitude of the community toward higher education should be "favorable." In addition, 11 indicated that the community "must want or demand a junior college"; 9 believed that the community attitude should be "demonstrated by votes in favor of higher education"; and 4 thought that the "attitude can be developed." Other statements indicating support of the criterion were advanced by 10 persons and 15 gave no specific statement. To be noted is the fact that consideration of the local attitude was the only suggested criterion which no respondent said was "not applicable or not important."

A large number of the respondents expressed the opinion that it was not enough for the community to be in favor of a higher education institution; it (the community) must be willing to give the college its wholehearted support. The community should be "willing to levy a tax for the support of the community college and not leave it a 'stepchild.'"

A few of those completing the questionnaire believed the criterion important, but thought it was difficult to determine or measure the extent of community interest. One administrator indicated that this could be determined by considering "how the community has supported other schools in the area." Another suggested way of measuring this factor was to examine whether or not the community had "shown willingness to do more than the law requires in the way of supporting other educational institutions." Several respondents indicated that the evidence of interest should come from articulate, organized groups in the area such as the local chamber of commerce, the league of women voters, or community leaders such as the mayor or judge.

Despite the fact that private 2-year colleges seek to serve wide geographic areas, consensus among the private 2-year college persons interviewed was that support of the local area was needed for assur-

ance of success. Twenty-eight of the 40 respondents expressed the opinion that appraisal of community attitude was a necessary step in founding a college. Twenty-four of the administrators of private colleges added a further comment that the community attitude toward higher education should be favorable. One respondent mentioned, "obviously, a college needs [local] backing." Another administrator commented that a "new community college must have adequate support to provide for a variety of objectives or it may be hurt by conflicting ideas in the community of its purposes." One of the administrators expressed the opinion that the attitude prevalent in the immediate community was "important from the viewpoint of gifts and donations."

Thus, the attitude of the community toward a new 2-year college must be considered as an important indicator of its successful operation. This is true of both public and private 2-year colleges. In the public institutions positive desire by local citizens for a 2-year college is needed to assure provision of funds for the college and for development of a program fitted to local needs. For both the public and private colleges, a favorable local area opinion facilitates acceptance of the college in a locality and launches the entire "public relations program" on a positive note.

Financial Support

In the opinion survey few items received more unanimous approval than "adequate support." In fact, many would agree that deficiencies in some other possible criteria could well be balanced or even overcome by "more than meeting" an adequate support level.

Financial Support for Public 2-Year Colleges.—There was considerable variation in the opinions regarding what a minimum support level should be. This statement will not be surprising to anyone acquainted with the wide variations in support shown in the Office of Education publication on *Patterns of Organization and Support in Public 2-Year Colleges.*² Many factors are involved in these variations. Some institutions share facilities in part or in full with high schools and there are many methods of arriving at pro rata cost figures. Moreover, some institutions have greater diversity in their offerings than others. If the greater diversity includes a considerable number of technical programs, the cost per student will be higher. As an example, one institution indicated that the operational cost of a new technical program was \$1,300 per student per year. The size

² S. V. Martorana, and D. G. Morrison. *Patterns of Organization and Support in Public 2-Year Colleges.* U.S. Department of Health, Education, and Welfare, Office of Education. Washington, D.C. 1969.

of the institution, the salaries of the staff and administrators, the quality of the guidance program—these and many other factors are involved in per student costs. Because of the many variables there is little similarity in the opinions regarding these minimum costs.

Many respondents said that \$600 per student was adequate support from all sources. Some indicated that \$350-\$400 a year from State and district sources was necessary, the remainder being secured from the student. Some believed \$600-\$800 a year was necessary for current operations, with \$4,000 per student suggested for capital outlay.

In terms of present expenditures, a few admitted that their support for each student was less than \$500 a year, but that a \$600-a-year minimum would make it possible to serve their students more adequately and would make it possible to pay their instructors a salary that was more realistic. It does appear that there are many dangers in trying to establish a specific dollar minimum for per student support, for time and place are variants which reduce the value of the specific estimate very quickly.

Sources of Support for Public 2-Year Colleges.—According to the responses received, almost all of the current support for public 2-year colleges comes from tuition, district or county funds, and State funds. This conclusion is supported by the objective analyses that have been made of the sources of income for financing 2-year colleges such as the study cited above. In examining criteria, therefore, the proportional amounts to be received from each of these sources is an important consideration.

Most of the respondents believed that student tuition and fees should be kept low. Table 5 gives a breakdown of the specific proportions of the total current support that the respondents suggested should be received from student tuition.

Table 5.—Opinions of 101 Administrators Regarding Proportion of Current Support of Public 2-Year Colleges To Be Received From Student Tuition

Respondents	Total	No answer	"Low"	Cumulative number of respondents specifying proportion for tuition							
				None	Under 20 percent	Under 30 percent	33% percent or under	Under 40 percent	Under 50 percent	Under 60 percent	66% percent or less
1	2	3	4	5	6	7	8	9	10	11	12
College executives.....	71	9	30	8	10	14	26	28	30	32	32
State directors.....	17	1	7	3	3	3	7	7	8	8	9
Others.....	13		1	4	5	9	9	11	11	12	12
Total.....	101	10	38	15	18	26	42	46	49	52	53

Table 6.—Opinions of 101 Administrators Regarding Proportion of Current Support of Public 2-Year Colleges To Be Secured From Local Funds

Respondents	Cumulative number of respondents specifying a proportion for local funds							No specific percentage given	Not indicated	Total
	None	Under 20 percent	Under 30 percent	33 1/3 percent or less	Under 40 percent	Under 50 percent	66 2/3 percent or less			
1	2	3	4	5	6	7	8	9	10	11
College executives.....	1	1	5	17	18	20	24	38	9	71
State directors.....	1	2	2	6	6	7	7	9	1	17
Others.....				2	3	4	9	4		13
Total.....	2	3	7	25	27	31	40	51	10	101

The preponderance of opinion favored one-third being the maximum amount of current operational costs to be charged the student in a public 2-year college. Beyond this generalization, it will be noted that 10 gave no answer to this item while 38 of the 101 respondents gave no specific answer other than to suggest that the proportion received from the student should be small. Of the 53 remaining, 42 respondents, or nearly 80 percent, suggested that the student contribution should be one-third or less, and of these 15, or 28 percent, would have no student fees. Excluding the respondents who specified "low," or gave no answer, the interval designated "one-third or less" includes 26 out of 32 executives, 7 out of 9 State directors, and 9 out of 12 others.

In the opinion of the college administrators, local or district funds should provide a higher proportion of current operational cost than is secured from student tuition and fees. It should be remembered that there are many different types of public 2-year colleges, and the word "local" may mean county, several counties, or a smaller geographical area. A fuller treatment of existing types of institutions is presented in the publication, *Patterns of Organization and Support in Public 2-Year Colleges*. The suggested proportions of revenue to be secured from local sources are shown in table 6. The respondents found some difficulty in specifying the proportion of income to be secured from local sources, for only 40 of the 101 answered this question.⁴ Of these, 15 suggested an amount between one-third to two-thirds of the total cost, and the remaining 25 recommended one-

⁴ The reader should be warned that in instances where relatively few responses are received the results given may be biased by the fact that the only respondents are those with strong feelings on the subject. The results, therefore, may not be truly representative of the entire group.

third or less as a proportionate share for the local area. This 25 included the two respondents that indicated that no funds should be expected from local sources. A considerable number of respondents related local funds to minimum assessed valuation. Their views on this will be discussed later in the chapter.

The 101 respondents also appeared to be hesitant in expressing any opinion regarding the minimum proportion of income to be secured from State funds. Evidently, after expressing a clear opinion regarding tuition charges, it was assumed that the balance would have to come from either State or local funds, the proportionate amount to be secured from each source being less essential. Although only 38 respondents expressed opinions regarding specific proportions of State funds for current operations, some insights to the views of 2-year college workers on this subject can be gained by examining these responses as shown in table 7.

Table 7.—Opinions of 101 Administrators Regarding Proportion of Current Support of Public 2-Year Colleges To Be Received From State Funds

Respondents	Cumulative number of respondents specifying a proportion for State funds						No specific percentage given	Not indicated	Total
	Under 20 percent	Under 30 percent	33 1/3 percent or less	Under 40 percent	Under 50 percent	66 2/3 percent or less			
1	2	3	4	5	6	7	8	9	10
College executives.....			13	15	18	24	38	9	71
State directors.....			3	3	4	6	9	1	16
Others.....		1	3	4	5	8	5		13
Total.....		1	19	22	27	38	52	10	100

¹ One State director expressed the opinion that 85 percent of the support should come from the State.

The following analysis is given recognizing that less than 40 percent of the total expressed any specific opinion. Only one respondent believed that the State share should be between 20 to 30 percent. One-half of the 38 respondents answering felt that 33 1/3 percent was the desirable proportion, and only one exceeded 66 2/3 percent in an estimated proportion to be received from State funds. A summary of the opinions expressed by this group of administrators regarding support would include first of all the consensus that student tuition should be kept low. Nearly 80 percent of the group giving a specific response chose one-third or less of the total cost as the suggested student share. Proposed minimum proportions of local and State financial support each ranged between one-third to two-thirds of the total amount needed for current operations of a 2-year college. How-

ever, many chose not to break down the local and State share. In some cases, a "foundation program" of \$200 per student from State sources was suggested, with low student fees and the district absorbing the rest of the cost.

Sources of Support for Private 2-Year Colleges.—The 40 private 2-year college administrators generally agreed that there were two main sources of support. These were student fees and tuition, and gifts, endowments, and donations. Little consensus appeared, however, on the relative levels of support to come from each source. As shown in table 8, only 40 percent of these specified a minimum amount for the student share of the cost, and less than 35 percent specified a minimum from other sources.

Table 8.—Sources of Support for Private 2-Year Colleges and Recommended Minimum Percentage From Each

Source	Minimum percentage							No specific percentage given	Total
	None	Under 50 percent	50-59 percent	60-69 percent	70-79 percent	80-89 percent	90-100 percent		
1	2	3	4	5	6	7	8	9	10
Student fees and tuition		3	2	4	4	1	2	24	40
Other ¹	1	5	5	3				26	40

¹ Including gifts, endowments, and donations.

An examination of the minimum percentage to be secured from student sources certainly indicates no consistent pattern. Of the 16 that specified a minimum percentage of income to be gained from student fees, 3 set a level under 50 percent, 6 between 50 and 70 percent, 5 between 70 and 90 percent, and 2 over 90 percent. This means that slightly over half of the group specifying a minimum believed the student should pay less than 70 percent of the total, and the others believed the student should pay over 70 percent.

Turning to the minimum percentage to be received from such other sources as gifts and endowments, there was more consistency. None believed that the minimum should exceed 70 percent. Conversely, this means that the student should pay at least 30 percent of the total cost.

Some respondents had additional comments to make. One said, "even with an endowment of over \$1 million the major support comes from tuition." Others commented that tuition provided most of the operational costs and was usually the main source of financial support.

It appears that tuition is lower in church-related colleges than in other private 2-year colleges. This may well be related to the fact that

some church-related 2-year colleges receive in their budget a substantial annual appropriation from denominational sources. In some instances, this appropriation may amount to \$200 a year per student. Usually, students in the non-church-related school pay most of the current operational costs, the donations, gifts and endowment income being used primarily for capital expenditures.

Assessed Valuation

Use of the assessed valuation of an area as a criterion for appraising feasibility of a 2-year college must necessarily be restricted to public institutions. Among those interviewed, the consensus was that assessed valuation was a good measure of the present and potential economic stature of the community. However, it was not considered a useful criterion to employ in establishing private 2-year colleges because these are not financed by tax revenues.

A wide variety of responses was received regarding what specific assessed valuation should be used as a minimum criterion for establishing public 2-year colleges. This was to be expected because throughout the United States assessed valuation ranges from around 10 percent to nearly 100 percent of the true value.

In discussing this criterion, 45 of the 101 respondents gave a specific figure. The wide range of viewpoints on this item reflects the great variability of tax practices and consequent unreliability of dollar figures as a fixed criterion for establishing 2-year colleges. Of the 45 persons giving dollar figures, only 3 respondents indicated a minimum of less than \$10 million in assessed valuation; 8 replies were in the \$10 million to \$20 million group; 15 in the \$20 million to \$50 million category; 11 recommended from \$50 million to \$100 million; 5 returns suggested \$100 million to \$300 million. Only 1 was in the \$300 million to \$500 million group; and 2 believed that the community should have more than \$500 million in assessed valuation. Twenty-one 2-year college leaders did not indicate a specific figure to be considered, 5 stating that this factor did not apply to their agencies, and 18 making no reference to this criterion at all. An additional 12 who stated that the criterion was important, did not specify dollar amounts but advanced qualifying statements. Some of the respondents pointed out, for example, that the amount to be raised by taxes on property in the community would depend largely on how much State aid would be forthcoming. Naturally, if the community were required to contribute most of the financial support for the 2-year college, the assessed valuation would have to be fairly high. Otherwise, an inordinately high millage rate would be needed to obtain funds for the college.

One respondent suggested that the assessed valuation should be sufficient at low millage to provide 50 percent of the operating costs. Another stated that the assessed valuation should be "adequate to guarantee minimum support required from local level without damaging elementary and secondary education." The Director of the California Junior College Bureau stated that the assessed valuation "should be high enough at \$0.35 per \$100 of assessed valuation to finance operations, and 5 percent of assessed valuation bonding capacity will build an adequate plant." An administrator from Texas commented that this source of income should provide "a minimum of \$100,000 from local sources for plant and maintenance and operational costs." An administrator in North Carolina estimated that assessed valuation should be "adequate to yield at least \$52,500 at reasonable rates."

The foregoing statements demonstrate that before determining a minimum criterion for assessed valuation an examination must be made of the taxing and financial patterns of each State, and even each county. The only generalization that would seem to have validity, therefore, is that assessed valuation is a useful criterion, but the minimum required must be determined at the State level. This minimum should be decided after the State's and district's relative share of the total cost for establishing and operating a 2-year college has been agreed upon.

Total Population Within 25 Miles

There was almost unanimous agreement among the 101 respondents representing public 2-year colleges that total population was a desirable item to use as a criterion for establishing public 2-year colleges. Eight of the respondents suggested a population of under 25,000 within 25 miles; 15 recommended from 25,000 to 50,000; 7 believed that from 50,000 to 75,000 was acceptable; only one indicated from 75,000 to 100,000; 12 expressed the opinion that from 100,000 to 200,000 was a desirable amount; and two suggested more than 200,000. An additional 54 respondents indicated that this was a criterion that should definitely be considered, but they did not give a specific population figure. The remaining two believed it was not essential.

From this analysis, two major opinion groups appear. One favors a minimum of 25,000-50,000 population, the other 100,000-200,000. It must be assumed that each group is convinced that the minimum selected is reasonable and appropriate. As a matter of fact, illustrations of successful 2-year colleges can be reported for each size category of population. There would be no 2-year colleges in a number of States if the highest figures were used as a minimum, yet

in some areas of highly urbanized population such a minimum may be appropriate. Obviously, no rigid nationwide minimum can be established for public 2-year colleges.

Among the representatives of private 2-year colleges, the opinions seemed more heavily placed on the higher population centers. Twelve of the 40 respondents did not consider total population a useful item to include as a criterion for establishing private 2-year colleges. Another 17 believed it important but gave no specific population figure. The remaining 11 that indicated a specific population tended to recommend higher population figures than did the public administrators. Where a preferred population figure was given, 64 percent indicated a preferred minimum of over 100,000 population.

There are at least two factors which cause the difference in "population needed" estimates for public and private colleges. The private college usually draws students from a wider area than does the public college, and conversely, the private college serves a much smaller proportion of local students than does the public college.

One of the administrators stated that a "private junior college builds student body because of interesting a specialized clientele; those attracted to the school's unique philosophy." Another junior college dean stated that the question to be considered was "how many have background for proposed curricula."

Number of High School Graduates Within 25 Miles

Most of the 101 administrators of public 2-year colleges who were interviewed agreed that the number of high school graduates was a desirable item to include as a criterion, but there was no consensus on what an adequate minimum should be. Of the 61 citing specific numbers of graduates, 3 recommended a yearly high school graduation figure under 300; 13 considered from 300-500 adequate; 18 suggested 500-700; 8 stated 700-1,000; 7 indicated 1,000-1,500; 4 advised 1,500-2,000; and 8 believed that there should be more than 2,000. An additional 38 considered the criterion important, but did not cite a specific figure. Only two said that the criterion was not important or applicable.

One of the respondents expressed the belief that this factor should be related to the total secondary school population rather than the number of graduates. Another suggested that the criterion should be determined within a 45-minute driving distance rather than a 25-mile radius. Some of those completing the form stated that there should be enough high school graduates to guarantee the minimum starting and potential enrollment on which operations are based.

In any State, the minimum number of graduates can only be chosen as a criterion after adequate research on the relationships between high school graduates and college potential enrollments has been completed and a greater agreement in viewpoint on the matter is reached. When these figures are secured, experience will help in deciding what high school graduating class size will produce the desired minimum college enrollment.

In Washington State the enrollment in the public junior colleges in actual practice has usually been found to be approximately 65 percent of the number of high school graduates within 25 miles. A new junior college, therefore, is estimated to reach this ratio in size in 2 years; experience has shown this estimate to have a margin of error of less than 1 percent.

The views expressed by the private 2-year college administrators on the relationship of high school graduates to college enrollment showed even less firmness than did those of the public college persons. Although 28 of the 40 private college administrators responding stated that the number of high school graduates was an important criterion, 19 of these gave no specific figure of high school graduates. The nine that did suggest a definite number recommended higher figures than did the public 2-year college directors and administrators. Briefly, two-thirds of the 61 giving a specific estimate for public colleges chose a minimum high school graduate figure under 1,000, and more than two-thirds of the 9 giving a specific estimate for private 2-year colleges chose a minimum of over 1,000 high school graduates within 25 miles of the school.

Presence of Available Buildings

Many of the existing 2-year colleges began in temporary facilities, high school buildings, former elementary schools, abandoned military bases, and the like. Therefore, it seemed logical to pose the question of availability of buildings as a consideration in establishing 2-year colleges. The "no" answers appeared to be more emphatic than the "yes" answers. Evidently, many of the persons contacted had experienced the use of "temporary" buildings that were in operation for more than a lifetime.

Nevertheless, 52 of the 101 public college respondents believed that the availability of buildings for temporary use was a desirable and important criterion in establishing a new junior college. In addition, four junior college leaders specified the use of at least one building, two thought that there should be two buildings available, and five suggested the use of a local high school building. Two of those re-

turning the questionnaire indicated that the new junior college should have separate buildings but should share certain facilities, such as shops, gymnasiums, and athletic fields with a high school. The following were additional comments:

- A room for each 30 students, plus special facilities, such as large classrooms for large lecture sections;
- Should have at least 15 classrooms;
- Adequate to house 200 students within first 2 years of operation; and
- Must meet State health and fire regulations.

Many of the comments advanced voluntarily by the 2-year college administrators reflected two basic fears that (1) so-called temporary facilities would be utilized unnecessarily long, and (2) their use would forestall quick development of an institutional identity for the college. Although many of the respondents thought this criterion was "very often desirable or even a necessity," they chose to qualify their opinions by adding such remarks as the following:

- Should not be followed unless carefully developed plans agreed on—must have own core of instructors, offer some day courses, and after several years have its own campus and facilities;
- May be used temporarily if necessary, but building planned for comprehensive college is preferable;
- Temporary facilities should not become permanent;
- A clear and sure program for permanent buildings should be on hand; and,
- Wide latitude here, provided good facilities are on the way in 3 years or less.

One administrator from a State which at present has no system of public junior colleges commented, "Temporary facilities available * * * a real necessity for starting junior colleges * * * if growth of college is not State promoted. * * *"

Others did not object to the buildings being temporary, but they did insist on separate facilities. The following are examples:

- * * * should be separate and available for full-time programs. Dual use of high school plants very questionable except for very brief initial periods.
- * * * using high school facilities after high school classes have finished their work is poor way to start a college. Rather have day classes in temporary buildings than late afternoon or evening classes in excellent facilities.

Nine of those expressing their opinions on this criterion stated that the use of temporary buildings or the sharing of some facilities was not desirable. One respondent emphatically declared, "Stay out of old buildings." Another administrator suggested starting in the "skeleton of a proposed site." State directors representing States

where the junior college movement has developed most fully recommended that each new junior college should start with full new plant, and that at least 2 to 3 years be spent in planning.

As a generalization, it may be said that the public 2-year college administrators agree that it is desirable to use temporary buildings *when there is no other way to house a new junior college*. However, the weight of opinion was strongly in favor of a definite plan for providing new and more desirable facilities within several years.

Sentiment among the private 2-year college representatives closely paralleled that of their colleagues in the public institutions. Fifteen of the 40 private administrators thought it desirable to have temporary buildings available when starting a new junior college. Two administrators indicated that at least one building should be available; 8 respondents believed that the use of temporary buildings was undesirable; 6 indicated that it was not applicable to their type of institutions; and 14 expressed no opinion of any kind. These were some of the comments: "Helpful in getting started, but sometimes proved a disadvantage later on"; and "frequently more of handicap than help because temporary buildings continue to be used 'temporarily' for many years."

The great hesitancy toward use of temporary facilities in establishing 2-year colleges sounds a warning to persons interested in beginning such colleges. In the interest of expediency, buildings constructed originally for other purposes sometimes can be channelled into temporary use for 2-year colleges. This should be done with caution and with a plan for a more permanent housing of the college clearly in mind. In the responses received, there was also considerable opposition to the prolonged joint use of facilities by junior colleges and other educational levels. The comment was frequently made that temporary buildings were preferable to joint use of facilities with a high school. In this is reflected a belief that a temporary arrangement of joint use of high school facilities develops difficulties which offset the advantages, particularly in situations where the enrollment potential of the 2-year college is small. These comments would certainly suggest that where joint use of facilities with other educational levels is proposed, plan and design should be used and not the pressure of convenience and expediency.

Other Suggested Criteria

The topics discussed so far in this chapter are the criteria items suggested in the interview form. Approximately one-fifth of the 141 respondents, beyond reacting to the criteria suggested to them,

volunteered "other" items that they believed were necessary. The ones most often advanced are reviewed here.

Accessibility of Qualified Faculty.—The suggestion made most frequently was the availability of qualified faculty. There was no indication that this should be regarded as a criterion item, but both public and private administrators considered this factor of prime importance. In fact, it was implied in several cases that this was a *sine qua non* for establishing 2-year colleges. Uneasiness about the availability of qualified faculty was general among administrators of higher institutions and reflects the growing pressures caused by rapid increases in enrollments.

Need for Educational Leadership.—Closely connected with the availability of qualified faculty was the importance of educational leadership. This was recommended by a number of respondents, some of whom expressed the opinion that leadership trained for the 2-year college was essential at each step of the way in its establishment. Trained effective leadership was believed essential for the recognition of need for a new 2-year college, the development of a survey, the solicitation of interest and financial support, the selection of the faculty, and the planning of the program and the facilities.

Student Services: Health, Financial, and Academic.—Many of the respondents made additional comments related to student services, such as, "the economic status of the students should be considered," "tuition in many colleges eliminates the student on a financial basis," "consider also the socio-economic level of the population," "provide opportunities for part-time work for students," and "the student needs guidance and help in personal problems, health, and finances as well as studies."

In all of the 20 or more remaining suggestions found among the other criteria, there was no consistent pattern. For example, some said that the parallel or transfer curricula should represent the dominating interest. Others stressed the terminal, vocational, and adult needs of the community. Many specified adult education as a vital part of the 2-year program. Many also urged greater attention to the technical rather than to the trade-level vocational programs. In general, there was a constant reminder that the criteria developed should be sufficiently flexible to permit each 2-year college to accomplish its purpose. Speaking of purposes, one respondent concluded his contribution with the following statement: "Lastly, the junior college movement is still misunderstood by the public, and in some areas and States there is considerable need for an educational program to explain the purpose of the community or junior college. Some communities that can afford junior colleges and should have

them are reluctant to start a college because they are not fully informed as to the purpose of the junior college or the community college."

Criteria in State Studies and Surveys

With the identification of 2-year colleges as a positive approach to meeting rapidly growing demands for higher education has come a greater attention to these institutions in statewide studies. Rarely in recent years has a State examined its structure for post high school education without including in the examination an appraisal of the role of existing or possible new 2-year colleges. Some have made studies of 2-year colleges alone without reference to other higher institutions, but the greatest potential for sound statewide planning seems to lie in comprehensive studies encompassing all types of higher institutions.

Between 1946 and 1959, 95 published statewide studies of higher education were completed. These have been published in separate volumes by appropriate State agencies or as articles in professional journals. While other studies may have been completed in this interval, it is believed that the number examined constitutes a large proportion of the studies completed in this 13-year period.

Analysis of Criterion Items

In these 95 published State studies, 28 contain some specific reference to the criteria for establishment of 2-year colleges. Many of the others considered 2-year colleges in higher education but did not present statements or recommendations which could be viewed as criteria for establishing 2-year colleges. Included in the 28 studies mentioned above, Florida had four and California, Illinois, and New York each had two, so the total number of different States included amounts to 22. The States which have made these studies between 1946 and 1959 are Alabama, Arizona, California, Connecticut, Florida, Georgia, Illinois, Maryland, Michigan, Minnesota, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, Texas, Washington, Wisconsin, and Wyoming. In the 28 statewide studies mentioning criteria for the establishment of 2-year colleges, five criteria appeared most frequently. These are summarized in table 9.

Table 9.—Criteria for Establishment of Public 2-Year Colleges Most Often Observed in 28 Statewide Studies¹

Criterion	Frequency of occurrence		Usual description of criterion
	Number	Percent	
Potential enrollment in 2-year college.	21	75	(a) College enrollment: 300-400. (b) High school enrollment: 500-900. (c) Total area population: 3,500-200,000.
Assessed valuation.....	10	36	No consistent pattern: range, \$3-100 million.
Evidence of local initiative....	10	36	Priorities based on evidences of interest and initiative.
Proximity to other institutions.	9	32	In terms of commuting distance or time.
Survey required.....	6	21	Results to be presented to State approving agency.

¹ Published studies completed between 1946 and 1959.

It is important to note that the criteria for establishing colleges, as stated in the 28 published statewide higher education studies were based on the needs and the particular patterns of control and support that were indigenous to that State. Therefore, criteria recommended for one State may not necessarily be the best for other States in the Nation.

It cannot be emphasized too strongly, however, that statewide planning is a first requirement for the development of an effective system of 2-year colleges. This view is generally accepted by persons responsible for advanced planning in higher education. The extent to which the authors of this publication in particular believe in this thesis can be seen in each State study which they conducted or in which they participated. Two examples are chapter V of the North Dakota survey⁵ and the Virginia study.⁶

Enrollment

In reviewing the criteria mentioned in the 28 studies from the 22 States, enrollment was the most frequently mentioned criterion. This is not surprising for the ineffective, inadequate, and uneconomical operation of 2-year colleges with very small enrollments has long

⁵ *Higher Education in North Dakota. A Report of a Survey for North Dakota Legislative Research Committee and State Board of Higher Education.* U.S. Department of Health, Education, and Welfare, Office of Education. Washington, D.C.: Vol. 1, October 1958.

⁶ S. V. Martorana, Ernest V. Hollis, Ken August Brunner, and D. Grant Morrison. *Needs, Policies, and Plans for 2-Year Colleges in Virginia.* Virginia State Council of Higher Education. Richmond, Va.: December 1959.

been the target of critical comment. One of the main recommendations of the *Second Report to the President*, for example, contained a warning regarding very small colleges. This recommendation was:

Recognizing that community colleges are uniquely equipped to meet the particular needs of the individual community and to be responsive to the diverse interests of its citizens, the Committee recommends that communities anticipating substantial growth in student population consider the 2-year college as a possible solution of some of the problems of providing additional educational opportunities. However, the Committee also urges that this possibility be approached with caution. Careful planning is essential to ensure success for this kind of educational program. There are already many colleges too small to be economical. Community planning must be closely related to State and regional planning in order to avoid the possibility of developing still more small, uneconomic units. The errors that were made in developing too many small high schools should not be repeated in the development of community colleges. Any community college program should be financed in such fashion as not to weaken financial support of the community's elementary and secondary schools. Without sound planning, what might have become a major community asset may become a community disappointment.'

Minimum enrollment or minimum potential enrollment was mentioned in 21 of the 28 studies. The potential enrollment was expressed in terms of high school enrollment or in total population. The minimum enrollment for the 2-year college ranged from 175 in the Maryland study to 400 in the studies in California, Florida, and Minnesota. The arithmetic mean was 300 and the median was between 300 and 320. High school enrollments, when used as a criterion for the potential enrollment of a 2-year college, ranged from 500 in Oregon to 900 in Wyoming with 800 being given most frequently as the desirable minimum.

There was considerable variation in the amount and the base used for the potential enrollment in terms of population. For example, both the Alabama study and the 1955 Florida study stated that population should be "large enough to justify" establishment of a 2-year institution. The Michigan study recommended a population of 1,200 persons aged 18 to 19 and 2,000 persons aged 19 to 21 in the county. Minnesota suggested a minimum population of 3,500 for regional junior colleges, whereas Wisconsin recommended a county population of 19,000. The Texas study stated that a district having a population of more than 200,000 should have more than one junior college with one college for the first 150,000 and an additional college for each additional population unit of 200,000.

¹ *Second Report to the President* [Dwight D. Eisenhower]. The President's Committee on Education Beyond the High School. Washington: U.S. Government Printing Office, July 1957. p. 72.

Assessed Valuation

Suggestions for assessed valuation varied considerably with the dollar amount ranging from \$3 million for a district junior college in Minnesota to \$60 million for a junior college district in Arizona. The 1957 California study recommended a tax base of \$100 million, whereas North Carolina and Pennsylvania suggested an "adequate tax base." Assessed valuation without any dollar minimum was accepted as a criterion in the studies in Alabama, Georgia, Florida (1955), and Illinois (1956). Wyoming suggested raising the required valuation in the State law from \$20 million to \$30 million. A topic infrequently mentioned in the studies was that in different States and even in different sections within a State great variations were found in the methods of assessing property. Some States may assess property at 50 percent of its "true value," while others are far below this percentage.

Survey Required

Six State studies specified that a local area survey be required: Alabama, Arizona, North Carolina, Pennsylvania, Washington, and Wisconsin. Statewide as well as community surveys were recommended in Alabama. The Wisconsin study advised that a survey of the plans and expectations of high school seniors be made. In some studies a further recommendation was made that the responsible State agency either assist in setting up the study, supervise the study, or do the study itself.

Evidence of Need

The 1957 studies in Florida, Illinois, and Michigan, and the 1948 New York study are illustrations of State studies which considered evidence of need for 2-year colleges. Illinois based its consideration on an analysis of the socioeconomic characteristics of the local area, whereas New York stated that the colleges first to be established should be located in the communities where the need was greatest. Out of the studies of socioeconomic factors which prevailed in various counties in the State, Florida developed a priority system for the establishment of junior colleges based primarily on the needs of the local area. The Michigan project also developed an order of priority for founding new 2-year colleges.

Local Initiative

Another consideration which has received much attention as a criterion for establishment in State studies is the evidence of local initiative or support. The 10 State studies that made recommendations in this area include: Arizona; Florida, 1949, 1955; Illinois, 1946, 1957; New York, 1948, 1956; North Carolina; Rhode Island; and Washington. Only one State, Connecticut, advised that a full public discussion take place in the locality, and two State studies, Alabama and Arizona, suggested a favorable vote of the people as a desired criterion. Only two States, North Carolina and Oregon, made any specific mention of adequate physical plant facilities as a criterion.

Proximity to Similar or Different Institutions of Higher Education

Invariably, the issue of duplication of services or the possibility of competition among neighboring colleges arises when an overall look is taken at a State's needs for higher education. There were nine studies which included proximity to other institutions in their list of criteria for 2-year colleges. These include studies in Alabama; California, 1957; Connecticut; Florida, 1955; Illinois, 1957; Minnesota; New Mexico; Pennsylvania; and Wisconsin.

Only the Minnesota study suggested an actual mileage requirement between institutions. The others indicated or implied that no new institution should be established within commuting distance of an existing institution. However, some important local differences are notable. It is doubtful that this last requirement would be acceptable in cities of very large population concentration, such as Los Angeles, Chicago, or New York, which already have several junior colleges within commuting distance. As observed in the opinions expressed by the administrators on this criterion, additional factors, such as population density, condition of highways, topographical and weather conditions, and types of programs offered by existing colleges, will need to be considered in determining what is a reasonable commuting range to a proposed 2-year college and the extent to which it would affect other institutions.

Summary

In reviewing the two sections of this chapter, it is apparent that there is considerable agreement between the views of the 141 administrators of 2-year colleges and the statements found in the 28 published statewide studies. The resemblance is not particularly strong between the statewide studies and the administrators of private 2-

year colleges. However, the criterion items suggested by the State studies are nearly identical with those given by the administrators of public 2-year colleges.

In the survey of leadership opinions and published studies, ten items were considered of major importance. These items, reviewed briefly below with an indication of the relative importance of each, include enrollment, financial support, community interest, unmet student needs, accessibility of students, assessed valuation, total population, number of high school graduates within 25 miles, proximity, and available buildings for use temporarily.

Enrollment

Enrollment was considered an *essential* criterion by public and private administrators and in the majority of State studies. For public 2-year colleges, a suggested starting enrollment of 100-300 students was the preferred minimum of 48 out of 70 that gave a specified figure. The preferred potential enrollment was 400-600 for public 2-year colleges as expressed by administrators of these institutions. The State studies recommended 300-400 as minimum enrollment. For private 2-year colleges, 200-300 minimum starting enrollment received the greatest preference. In the private colleges, 200-400 potential and 400-600 potential enrollments received almost equal preference. There were many different methods suggested for measuring potential enrollment.

Financial Support

Although this general term was not commonly found in State studies, it was considered an *essential* criterion by both public and private administrators. For the public 2-year colleges, \$600 per student per year was the preferred minimum. No yearly minimum was secured for private 2-year colleges. Public 2-year colleges agreed that student fees should be kept low with the *maximum* one-third of the total cost. Other sources including State and locality should provide the balance. No general pattern was discernible except that the pattern should be the one most appropriate for each State. For private 2-year colleges, the median was at a minimum student fee between 60 and 70 percent of the total cost. Other sources, such as gifts, donations, and endowments, should provide the rest. In general, church-related 2-year colleges had lower minimum percentages from the student than had the non-church-related. Church-related schools appeared to favor a set denominational contribution per student (\$200 a year suggested).

Community Interest

Both public and private 2-year college administrators believed this to be a *very important* criterion. A variety of measuring devices were suggested, especially for public 2-year colleges. In 10 State studies, local initiative was believed essential. This initiative may be considered a tangible evidence of interest.

Unmet Student Needs

This was considered a *very important* criterion. Both public and private 2-year college administrators believed it was necessary to know the unmet student needs and suggested a survey or a study should be conducted for this purpose. The private colleges said that the role of the institution must be related to the unmet needs. None of the State studies considered unmet student needs as a specific criterion, although many did so by inference.

Accessibility to Students

Accessibility was considered an *important* criterion for public 2-year colleges. Two measures of accessibility were suggested: a 30-mile maximum each way, and the other, 1-hour travel each way. Accessibility appeared less important to the private colleges and was not specifically mentioned as a criterion in any State study.

Assessed Valuation

This was considered a *desirable* criterion item for public 2-year colleges, being closely related to adequate support. A dollar minimum is not realistic without taking into account the peculiar tax and financial patterns of each State. Assessed valuation appears to be of no value as a criterion for private colleges except as an index of the wealth of the area. It should be mentioned that no other items except potential enrollment and community interest received more attention.

Number of High School Graduates Within 25 Miles

Both public and private 2-year college administrators considered this a useful criterion. For public 2-year colleges, this minimum was closely related to the potential enrollment. No minimum can be set for the entire country, for the patterns of college attendance vary

greatly. Of those expressing opinions, two-thirds of those interested in public 2-year colleges chose a minimum high school graduation figure under 1,000. Two-thirds of those interested in private 2-year colleges chose a minimum of over 1,000. In statewide studies, more attention was given to high school enrollments than to high school graduates.

Total Population

Both public and private 2-year college administrators considered total population a *desirable* criterion item. For the public 2-year colleges, there were two minimums suggested. One was 25,000 to 50,000, and the other was 100,000 to 200,000. The minimum would appear to be related to the predominant population distribution pattern within the State. For the private 2-year colleges, 70 percent of those giving a specific estimate chose a minimum population of over 100,000 within 25 miles. In statewide studies, there were only three specific references to total population, although two others stated that the population should be "large enough to justify" the establishment of a 2-year college.

Proximity

From the viewpoint of 2-year college administrators, proximity was believed to have *some importance* as a criterion. The largest group of respondents included many factors, such as population density and curricula offerings, for consideration along with proximity. Preference was given to considering proximity only in similar institutions offering similar programs. Nine State studies gave considerable attention to this item, but only one stipulated a specific mileage requirement.

Available Buildings for Use Temporarily

This criterion item was not included in any of the State studies. Some administrators said it had some *slight importance* as a criterion. The respondents believed that the use of temporary buildings was a last resort if no other means could be found.

* * *

The responses received included many suggestions of other items to include in the list of criteria. Such items as educational leadership, adequately trained faculty, understanding of the role of the 2-year colleges, and guidance and placement services certainly do

contribute to the success of a 2-year college. These items were not discussed in this chapter because they were mentioned infrequently and because they did not possess the quality of specificity found in the basic criteria.

Informed opinion indicates that there are certain basic criteria that are necessary to meet before consideration can validly be given to establishing a 2-year college. After these are met, however, there remain still other factors to be considered in the implementation of an institution. These implementation factors are very important and merit extensive study at a later date.

CHAPTER IV

Some Proposed Criteria and Guidelines for Action

THE MAJOR PURPOSE of this study has been to contribute to an understanding of the necessary condition or conditions under which a 2-year college can be established with a reasonable assurance of success. The search for these conditions has included an examination of State laws, published State regulations, statewide studies of higher education, and a considerable sample of informed opinion.

Before making particular observations about criteria pertinent to the establishment of public and private 2-year colleges, certain general conclusions may be drawn from the data gathered in the study and from the experiences and observations of the authors. Foremost, continued improvement of status of 2-year colleges demands that they be planned on sound, objective grounds and not allowed to develop in a haphazard manner. The public or private agency which has responsibility for the establishment of any 2-year college should be aware of the consequences of failure to operate an institution effectively once it is begun. When failure occurs, it usually is occasioned by allowing an institution to start without a reasonable assurance of sufficient enrollment, adequate financing, or other pertinent requirements.

Four general principles stand out clearly as a guide for proposed criteria:

An agency which is considering or promoting a new 2-year college, therefore, should set up for itself specific criteria which can be used to judge the feasibility of establishing a 2-year college in a specific area.

The criteria selected should be reviewed periodically by the responsible agency which may be a State department of education, State board of higher education, or an educational board of a church. This review should be related to changing social and economic conditions.

The criteria for public 2-year colleges should, therefore, not be written in laws, but should be included in the regulations of the approving agency.

There is no *one* set of criteria which can be used satisfactorily by public or private 2-year colleges throughout the United States. Even an equation expressing success in terms of a number of constants and variables and representing multiple correlation would not appear practical.

Criteria for Public 2-Year Colleges

For States wishing to develop criteria for the establishment of public 2-year colleges or for States wishing to examine their present criteria in terms of changing conditions, the conclusions and generalizations which follow are offered as guidelines. At the outset of this presentation attention is called to the fact that they are directed largely at the establishment of local public 2-year colleges, that is, those controlled by local, district, or regional boards, as opposed to State 2-year colleges or 2-year centers of State colleges or universities.

Minimum and Potential Enrollments

Relatively few sources used in this study recommended a 2-year college of less than 200 students. The 200-400 range of enrollment for a beginning college was the one most frequently found, the upper limit being preferred especially where the college planned was to be comprehensive in its program. Different methods can be used to estimate the potential enrollment. Among these, however, estimates based on high school enrollment or high school graduates and those related to the number of persons 18 or 19 years old in the area appear most often. Relatively few sources supported use of enrollment estimates made in terms of total population.

A potential enrollment of 400 full-time students at the end of 5 years would appear to be necessary to provide adequate breadth of program for a 2-year college. To insure such a potential, an enrollment of 900 students in the 3-year high schools of the area or 1,200-1,500 students in 4-year high schools is considered a minimum.

Financial Support

Assessed valuation is frequently mentioned in State laws, State studies, and by leaders in the junior college movement as a useful

factor in establishing desirable support levels. The range of proposals of an adequate assessed valuation, however, appears so great that no useful generalization is possible. Moreover, assessed valuation, when considered singly, is not meaningful. The tax millage available to raise revenue for college operations, the level of State support available, and the tuition charged must also be considered.

In setting desirable criteria for support, the student tuition to be charged should be among the first considerations. Although most public junior colleges stress low tuition charges, only a few States, notably, California, Florida, and Washington, have legal restrictions on this subject. A strong consensus was found in this study that in no public 2-year college should tuition exceed 35 percent of the total cost. The other 65 percent or more must, therefore, come from other available sources. If the State supplies an amount equal to that raised by student charges (35 percent), the remaining percentage will need to be secured from the district. It is then not difficult to determine the combination of minimum assessed valuation and millage rate needed to support a 2-year college at a given level of operating costs. For example, if 2 mills is agreed upon as a reasonable millage rate and the amount needed to be raised locally is \$50,000, it will be seen that the needed minimum valuation is $\frac{\$50,000 \times 1,000}{2}$ or \$25,000,000.

This, in combination with equal amounts of support from the student and the State, would provide \$500 per student per year for operating purposes; a minimal support level in view of actual costs in most States with public 2-year colleges.

From this it is evident that criteria for support will need to be closely related to the tax pattern of the State. Where the student and the State pay most of the cost of operation, assessed valuation is not as necessary a criterion to consider as when the local district carries most of the burden. However, an "adequate support pattern" is always essential so that the student may be assured of quality education. Yet, in seeking this goal, constant concern is needed lest the tuition charges be set so high as to price out of higher educational opportunity any qualified and capable students.

Accessibility of Location to Students

In order for 2-year colleges to fulfill their primary function, they need to be located conveniently to the homes of the students. This fact is recognized in most State laws which allow local political subdivisions, counties, or school districts to establish these colleges. Consistently, statewide studies of need for 2-year colleges advocate the

principle of accessibility of colleges to students, and on this point, strong agreement was found among State directors and administrators of public 2-year colleges.

In general, where a 2-year "commuting" college is being considered, accessibility by public transportation is a major necessity. Relatively few public 2-year colleges provide transportation for their students. At present, 1 hour each way devoted to travel would appear to set the practical limit of maximum daily commuting time. Experience has shown that beyond this limit the student potential drops rapidly.

Evidence of Local Interest

Evidence of local interest is perhaps the most difficult criterion to establish and to follow objectively. Perhaps the most explicit demonstration of local interest is a vote of the people in the area to be served by the college, and this is required in most States which have enabling legislation for 2-year colleges. Some other suggestions emerged from this study which may be helpful in setting up realistic bases for appraising local interest in a 2-year college. One of the most important of these is the requirement that the locality applying for a 2-year college conduct a local study of need. This should be done under the direction of the State-level approving agency. The study should be designed to provide an accurate picture of the local unmet need for higher education, the projection of high school enrollment and potential college enrollment, the present and expected industrial development, and other factors as specified by the approving agency. Another useful measure of community interest in, as well as need for, higher education is found in the plans and expectations of high school seniors. This should be made a part of the local area study.

Proximity to Other Institutions of Higher Education

A number of States have laws or regulations dealing with proximity. These include, for example, the law in the State of Washington specifying that no junior college may be approved in any county in which there is a recognized institution of higher education. Some States have indicated that no 2-year college may be established within so many miles of another similar institution. This factor of proximity is also found consistently among the criteria considered in statewide studies of need for 2-year colleges in a State program of higher learning.

Conceivably, the establishment of a fixed requirement to regulate the proximity of higher institutions may have served a useful purpose in the formative years of the 2-year college and helped to avoid some competition between institutions. Such criteria are gradually disappearing and, in terms of the more clearly defined and unique role of the 2-year college, may now be considered anachronisms. For example, California has a definite policy whereby both State colleges and 2-year colleges are established in localities where population needs justify these institutions. As more progress is made in statewide planning of higher education, there will be less necessity for legal or regulatory restrictions in the proximity of institutions.

Therefore, it appears inadvisable that any specific distance limitation between colleges be used as a criterion in locating 2-year colleges. In heavily populated areas, there may be a university or State college and several 2-year colleges all in the same city. There should, of course, be avoidance of unnecessary duplication, but the agency responsible for approving new 2-year colleges can well be guided by a survey or study of the educational needs of an area without relying on the arbitrary distance limitation used in the past.

The feasible and useful criteria for establishment of local or district public 2-year colleges may be summarized under three major considerations. These are: (1) Potential enrollment in the 2-year college; (2) the indications of a reliable and adequate level of financial support; and (3) evidence of local interest and desire for a college. Other factors such as proximity to existing colleges can be reviewed in a study of the extent to which they support or detract from the three main factors named. In general, however, if the potential for enrollment is high, financial resources adequate, and local interest high, a 2-year college in a locality can be envisioned with confidence.

Criteria for Establishing 2-Year Centers

Two-year centers are different in several important ways from the 2-year colleges which are operating under local or district auspices or as autonomous 2-year State colleges. Centers or branches of 4-year colleges or universities in the main have a very definite and tightly drawn administrative and fiscal identification with the higher institution with which they are affiliated.

Few written statements can be found of policy regarding criteria for 2-year centers or branches. It would appear that in general a 2-year center or a 2-year branch results from the expansion of an extension program.

Procedures for Establishing Centers

The procedure of founding a center usually follows a fairly definite pattern. The pattern, with some slight variations, has been observed in the establishment of the 14 Commonwealth Centers of Pennsylvania State University and the centers of other major universities in Pennsylvania, the 7 Freshman-Sophomore Centers of the University of Wisconsin, and the centers or branches of 4-year colleges or universities found in Virginia, New Mexico, and public and private colleges in other States. First, a request is received from a certain town or district asking a 4-year college or university to provide one or more extension courses in the community. Often, the first courses requested are in teacher education needed for employed teachers to earn advanced degrees and to improve themselves professionally. The extension courses are provided as requested, sometimes using as instructors qualified persons who live in the locality and are approved by the university. In other instances, members of the regular academic staff of the university travel to the area to teach the extension courses, or both procedures in staffing are followed. The locality provides the physical facilities for the classes, and the students enrolled in the course pay most of the cost of instruction through tuition or general fees. If the services are well received, a variety of courses are soon provided every evening of the week and often on Saturday morning as well.

As the services in the locality become established, more formal steps are taken to consolidate the courses into programs and to crystalize the character of the center or branch. A part-time coordinator or resident director is employed to determine what additional courses would likely be successful, and otherwise to administer the operations of the unit. A permanent physical site is acquired. For example, the Wisconsin law authorizes counties through county taxes to provide buildings for the University of Wisconsin Centers, and in Pennsylvania and New Mexico, formal procedures have been established whereby this is also done. Depending on the attitude of the 4-year college or university, the strength of the local area needs for the program provided, and other factors both in the locality and the colleges involved, the program fades out, remains fairly constant, or expands into a permanent center or branch.

The center or branch, when finally and fully established, usually has a full-time administrative staff and a number of full-time resident instructors who are selected by the resident director and supervised by him under the general administration of various colleges, divisions, or departments of the parent 4-year college or university. These are supplemented by other staff from the university who teach at the

center or branch on a part-time basis. Often, individual courses of the upper-division or graduate level are offered at the center or branch as well as a full array of freshman and sophomore arts and science courses. Although some 2-year centers, such as those of Pennsylvania State University, offer 2-year courses for technicians and semi-professional workers, most centers offer programs heavily oriented to the freshman-sophomore arts and sciences. At the time when the center is established on a permanent basis, usually three significant developments occur in public institutions. These three concomitant occurrences include: (1) A drop in student fees to more nearly approximate those charged for identical courses on the parent campus; (2) an increase in State aid for the parent institution to balance out the loss in income occasioned by lowering tuition; and (3) a demand upon the community for a reaffirmation of its faith in the center by contributing a part or all of the money necessary to establish permanent facilities. As has been noted, Wisconsin, Pennsylvania, and New Mexico illustrate this fact in that capital expenditures are required from the district in which the center is located. In New Mexico, the locality is also expected to pay a part of the operational costs. Among privately controlled institutions, similar observations cannot be reported because these institutions rely heavily on student tuition and fees for operating revenue, both for the branches and for the parent institution.

Summary of Criteria

From the above description, several conclusions may be drawn. In the first place, the initiative for the establishment of a center or branch must obviously come from the community. The success of the institution is determined by the community's awareness of the need for services. Where a college arbitrarily decides to set up extension work in a community, competition and friction can result which is harmful not only to the center but to the parent institution as well. Coordination of effort is clearly called for in situations where two or more 4-year colleges or universities feel themselves to be in a position to meet local educational needs by establishing a center. Provision of identical services in a locality by two or more universities indicates lack of statewide planning, creates many knotty problems, and weakens public enthusiasm and support of the program.

In establishing 2-year branches, the size of the enrollment, it appears, is not considered so important as it is in other types of public 2-year colleges. With the center or branch, all that is required is sufficient enrollment to fill a number of individual courses or a pro-

gram. The center can advertise its willingness to provide any higher education course for which an adequate preregistration is received. There is a lack of clear-cut evidence of the costs of operation and breadth of educational services of branches as compared to other types of 2-year colleges. Such data, if available, would likely show that from 200 to 400 students are needed for a program of minimum scope and economical operation.

Financial support is not considered particularly important in the initial stages of a 2-year branch. The student pays most, if not all, of the cost, the locality supplies the physical facilities, and staff needs are usually met by academic personnel employed by the parent institution and paid extra for services rendered to extension teaching or by employing qualified personnel who reside in the community.

If the objective of a locality is to acquire a permanent service, the establishment of a 2-year branch must be based on determinations quite like those stated for other types of 2-year institutions. There must be evidence of need at a fairly consistent level; that is, enrollment potential must be demonstrable and strong. The community must be aware of its need for higher education and must request services from the 4-year college or university. Ultimately, financial resources to support a full-time resident administrative and teaching staff must be acquired. In contrast to the essential elements for establishment of a local, district, or State 2-year college, establishment of a center or branch requires the presence of a 4-year college or university which is willing to serve on a permanent basis the communities adjacent to its own campus.

Criteria for Establishment of Private 2-Year Colleges

Before considering the criteria necessary for the establishment of private 2-year colleges, it would seem desirable to review briefly the unique characteristics of these institutions. Although admittedly not found in all private junior colleges, there are a number of characteristics which are believed to be representative of many of these institutions. Most private 2-year colleges are residential, not commuting colleges. Most private 2-year colleges provide emphasis on religious or philosophical concerns in conformance with the avowed purpose of the school. According to the 1960 directory of the American Association of Junior Colleges, 154 of the total number of 279 private junior colleges are church-related institutions. Most private 2-year colleges draw students from a wider geographical area than do the public 2-year colleges since they do not have a local

district or area responsible for their support and control. Similarly, most private 2-year colleges endeavor to attract students who have a community of interests. The physical community surrounding the college is not usually served except where a limited number of day students attend. Most private 2-year colleges appear to have objectives that are more concerned with teaching the students how to live than they are with teaching them how to earn a living. They usually provide some courses in general education and a limited number of terminal programs and place more emphasis on the academic than on the technical. There is a tendency for private 2-year colleges to be for men only or for women only. Colleges for women are more prevalent than colleges for men; 74 of the total number of private 2-year colleges are for women only and 45 for men only.

Private 2-year colleges receive most of their financial support from tuition, endowments, and gifts. These endowments and gifts sometimes come from agencies within the community. There also are some instances where the community in which the college is located provides the site and part of the funds to assist in capital construction. Shenandoah College, which will be located in Winchester, Va., is an illustration. As a rule, however, no public funds are available to the private college for current operations.

With these distinctive traits of private 2-year colleges in mind, it becomes evident that the criteria for the establishment of public 2-year colleges are not completely appropriate for the establishment of private 2-year colleges. Although some of the criteria bear significance to both types of institutions, the relative importance would not be the same for the private as for the public college. In general, the projections of enrollment and expectations of financial support are likely two of the major considerations. These were paramount considerations for public 2-year colleges also, but they need a different approach when a private 2-year college is under study. In a recent report prepared by R. Orin Cornett, the minimal figures of a potential enrollment of at least 300 students for a private junior college and an initial outlay of \$4,000 per student are specified "if a college is to operate successfully, efficiently, economically, and enduringly."¹ For a church-related independent junior college, the potential enrollment may be estimated by examining the experience of similar colleges. For example, if the institution can secure the number of high school graduates among the church families within the service area, it can then estimate from the experience of similar colleges the per-

¹ Report of a Survey of Potentialities for a College in Mobile, Alabama, prepared as a service of the U.S. Department of Health, Education, and Welfare, Office of Education, Division of Higher Education, for the Alabama Baptist Convention, September 1959, by R. Orin Cornett.

centage of these graduates who would be likely to choose to attend the college. It then would add to this potential a number representing the percentage of high school graduates from families of other faiths who might be expected to attend.

Summary of Criteria

It is believed that a private 2-year college should have a potential enrollment of at least 300 students. Emphasis must be placed on the fact, however, that although 300 students may be adequate for a beginning college, additional economies can be expected with an institution that has a larger enrollment.

A subsidy of at least \$200 per full-time student per year supplied by the supporting organization seems to be essential. This is especially true if the private school is church-related, for in general the fees of the private church-related 2-year colleges are lower than for a private non-church-related 2-year college.

Although the two conclusions given above appear to be the most important, other considerations were frequently mentioned by administrators intimately connected with private 2-year colleges. The consensus expressed by these persons may be summarized by the following paragraph.

Obviously, any college needs community backing. This is not only in the viewpoint of gifts and donations, but also in providing a favorable climate in which the college may operate. It is essential to discover the attitude of the community regarding the need for higher education and whether or not these needs are being adequately met. An index of the attitude of the community may be found in its willingness to support educational, health, and cultural agencies within its environs. A community in which little attention is given to art, music, and higher education may have great need for a private 2-year college but may not be the most desirable in which to establish such an institution.

Especially pertinent to criteria are the comments expressed by one of the respondents, "There can be no set criteria for the establishment of a junior college without specific reference to the purpose, programs, and locale to be served. All answers to the questions you have asked depend upon the purposes of the institution proposed, whether co-educational or not, whether residential or not, and on whether a college-parallel curriculum, a program on general education, or terminal or technical program is proposed. After collecting this information in any given situation, some conclusions and an appropriate design should be very easy to develop."²

² J. G. Rice, Academic Vice President of Stephens College, Columbia, Mo.

Basic Criteria for 2-Year Colleges

There can be no one valid set of criteria for the establishment of all 2-year colleges. The most important criterion is a requirement of a study of the area and constituency to be served by the proposed college. The importance of this approach cannot be overemphasized. In the conducting of the study, four other criteria can be examined; potential enrollment, financial support, community interest, and the educational needs of students likely to enroll in the institution.

When public 2-year colleges are being considered, the first step should be to conduct a statewide study of higher education. In this study, the criteria governing establishment of 2-year colleges should be set up, for the role of the 2-year institutions can best be understood by examining the areas of responsibility of all types of post-high school institutions. After a statewide study has developed the necessary and sufficient conditions for the establishment of 2-year colleges in a State, local community studies and efforts to found new institutions can be undertaken with clarity of purpose and assurance of success.

There is always danger in setting up minimum requirements lest these requirements be accepted as a standard. From his 16 years as an administrator of community colleges and long years as executive secretary of the American Association of Junior Colleges, Jesse Bogue wrote that he was "strongly inclined to recommend a college of from 400 to 500 students." He further added, "Granted a favorable location and strong financial backing from independent sources, the writer would plan for an independent junior college of 500 students for both men and women as coordinate education."³

The private institution frequently has been the pioneer in education. This is especially true in the junior college field. It will not supersede the public 2-year college, nor will it be eliminated by the more extensive growth of the public 2-year college. Both are needed. As there are many types of private 2-year colleges, any further generalizations regarding criteria for their establishment do not at this time appear to be especially tenable.

Additional studies are needed to establish guidelines for securing information needed to determine whether or not a specific type of private 2-year college should be established as well as the conditions under which its success can best be secured. In this connection, attention can be called also to the need to relate studies of criteria for 2-year colleges to those of 4-year institutions. Both need to be established and maintained on the basis of clearly defined objectives. And

³ Jesse Parker Bogue, *The Community College*. New York: McGraw-Hill Book Co., 1950. p. 100.

in this, the interrelatedness but yet distinctiveness of 2-year and 4-year colleges need to be recognized and preserved.

Some denominations have established 2-year colleges as an initial step toward the development of 4-year institutions. This practice appears to detract from effective accomplishment of the proper purposes of both types of institutions. Indeed, some 4-year colleges might be well advised to become 2-year colleges and some of the very small 2-year colleges might well be combined with other small 2-year colleges operated under the same agency. Such changes would provide a broader, more adequate service to the student, more acceptable salaries to the staffs, and stronger, more enduring units in higher education.

Guidelines for State Legislation Relating to Public 2-Year Colleges

Repeatedly, during the course of this study, the authors have been requested to translate their findings into a statement of guidelines for State legislation relating to 2-year colleges. Moreover, they have received many requests for such a statement from State officials responsible for planning or supervising statewide programs of 2-year colleges. This section of the report is included, therefore, to promote more effective State legislative enactments relating to 2-year colleges. Other studies have shown that shortcomings in legislation once created, are extremely difficult to correct and that much legislative attention and energy is consumed in the effort to do so.⁴

As a general principle, a State law enabling establishment of 2-year colleges should be phrased in broad, permissive terms, setting forth the basic conditions to be met and procedures to be followed by the agency or agencies authorized to set up and operate these institutions. Specific criteria for establishing a 2-year college and detailed restrictive statements should *not* be included in State laws. Recognizing these basic precepts, therefore, sound laws can greatly expedite the orderly and consistent development of 2-year colleges. These laws should—

1. Designate a pattern for organization and control of the individual 2-year institutions to be established in the State. This should be consistent with the antecedent history and development of education in the State.

⁴ S. V. Martorana, "The Legal Status of Public 2-Year Colleges," *American Junior Colleges*. Hense P. Bogue (editor). Washington: American Council on Education, 1956, p. 17-29; and Hollis, Land, and Martorana, *Survey of State Legislation Relating to Higher Education, July 1, 1958, to December 31, 1959*, U.S. Department of Health, Education, and Welfare (Office of Education Circular 618). Washington: U.S. Government Printing Office, 1960.

2. Establish the procedure and level of State support to be given per student for current operations and for capital outlay. This should be expressed in terms of a fraction of the total cost rather than in dollar amounts because proportionate parts of total costs automatically adjust the support formula to changes in economic conditions.
3. Establish or designate a State approval agency for 2-year colleges. This agency may be the State board of education or the State superintendent of public instruction; it may be the State board of higher education; or it may be a separate board or commission established to be the 2-year college agency.
4. Give this approval agency the power within the general provisions of the law to:—
 - a. Establish the role of the 2-year college in the State.
 - b. Develop criteria necessary for the establishment of 2-year colleges.
 - c. Administer the State financial support program.
 - d. Set up a survey form to be used for local surveys of need and potential for 2-year colleges. Provide supervision in the conducting of surveys and require that the results of the study be used in reviewing the application for approval to establish. Use the survey results to set up priorities.
 - e. Require that the initiative to establish 2-year colleges come from the area to be served.
 - f. Establish standards in programs, instruction services, and facilities to be met by 2-year colleges claiming State support.
 - g. Assist in the coordination of all post-high school institutions.
 - h. Evaluate periodically the 2-year colleges in terms of objectives, programs, instruction, facilities, and support.

APPENDIX A

Statutory and Regulatory Criteria in Operation in 1959 for the Establishment of 2-Year Colleges, by States

Alabama

There are no public junior or community colleges in Alabama and no provision is made in the law for their establishment. Alabama State College operates a 2-year branch in Mobile; however, information concerning official criteria for its establishment is not available.

There are no official published regulations pertaining to 2-year colleges.

Alaska

Qualified school districts are identified as those having an average daily membership during the previous school year of at least 175 high school students.

Criterion

Criteria in State Laws

High school average daily (See above statement) attendance.

Action for initiating a 2-year college. Application of local school board to University of Alaska.

State agency approval.----- Board of Regents of the University of Alaska establishes community colleges, including vocational and academic programs of instruction applicable to grades 13-14. (1963)

There are no regulations regarding criteria beyond those stipulated in the laws governing 2-year colleges.

Arizona

There are two types of districts in Arizona—the high school and the union or county high school district.

Criterion

Criteria in State Laws

High school average daily attendance 100 or more in high school district; 200 or more in union or county district. (1927)

Assessed valuation-----\$5,000,000 for high school district; \$5,000,000 for union or county district. (1927)

There are no regulations regarding criteria beyond those stipulated in the laws governing 2-year colleges.

Arkansas

The laws of Arkansas make no provisions for the establishment of junior or community colleges. Arkansas State College operates a 2-year branch at Beebe. Information concerning official criteria for its establishment is not available.

There are no official published regulations pertaining to 2-year colleges.

California

In California there are two types of districts in which a junior college can be established—the junior college district and the unified school district. The junior college district is identified as including all the territory in one high school district or in two or more contiguous high school or unified districts. The unified school district includes all the territory in one or more high school districts and one or more unified school districts provided all such districts are contiguous.

Criterion

Criteria in State Laws

School population----- In unified districts the total enrollment in grades 9-12 must be 3,500 pupils.

Assessed valuation----- The State Board of Education sets minimum standards. The standards shall include, in addition to others, as the Board may establish, a requirement that the assessed valuation shall be an amount which, upon the levy of a district tax, when added to the available State financial aid for junior college education, will be deemed adequate for a junior college in the proposed area. (1957)

California—Continued

*Criterion**Criteria in State Laws*

Action for initiating a 2-year college.	Petition by proposed district to State School Board of Education, or recommendation of county committee on school district organization; or by resolution of the local board in unified districts with a pupil enrollment of 3,500 in grades 9-12.
Vote of people.....	Favorable to such establishment. (1959)
Survey	Conducted by State Superintendent of Public Instruction. (1959)
State agency approval.....	The State Board of Education establishes minimum standards for formation of junior college districts. (1959)

Criteria in State Regulations

Enrollment	Sufficient to justify establishment (approximately 400).
Assessed valuation.....	No firm rule except in the unified district where \$100 million is recommended.
Financial ability.....	Evidence of ability to support.
Survey	With cooperation of State Department of Education.
Community interest.....	Based on willingness to vote for the formation and to support the district.
Curricula	Must include terminal program.

Colorado

In Colorado the junior college district consists of complete first-, second-, or third-class public school districts which may be all in one county, or may be in two or more counties.

*Criterion**Criteria in State Laws*

School population.....	3,500 or more as determined by the latest school census. (1937)
Assessed valuation.....	\$20 million or more at the time of organization. (1937)
Action for initiating a 2-year college.	Petition of 500 electors. (1937)
Vote of people.....	Majority of votes cast. (1937)
State agency approval.....	State Board of Education must approve "area for organization." (1937)

Criteria in State Regulations

Enrollment	Sufficient to justify establishment (approximately 300).
Assessed valuation.....	Recommended approximately \$50-60 million.
Financial ability.....	Evidence of ability included in survey.

Colorado—Continued

<i>Criterion</i>	<i>Criteria in State Regulations</i>
Survey -----	In collaboration with State Department of Education.
Community interest-----	Evidenced in survey.
Must not detract from other institutions.	Stated in regulations.
Curricula -----	Two-year training in arts and sciences and humanities beyond 12th grade and vocational education.

Connecticut

There are no public junior colleges in Connecticut. The 1950 law makes possible public junior colleges in local districts.

<i>Criterion</i>	<i>Criteria in State Laws</i>
Action for initiating a 2-year college.	Board of education of any town. (1950)
Vote of people-----	Approval on referendum by a majority of the electors. (1950)
State agency approval-----	State Board of Education. (1950) There are no official published regulations pertaining to 2-year colleges.

Delaware

There are no public junior or community colleges in Delaware.

There are no official published regulations pertaining to 2-year colleges.

Florida

In Florida the 2-year college district is the county unit which includes all public schools, kindergarten to junior college. Groups of counties may cooperate to support a junior college; however, the legal control remains in the county of location.

<i>Criterion</i>	<i>Criteria in State Laws</i>
Action for initiating a 2-year college.	County board of public instruction must request approval from State Board of Education. (1939, as amended)
State agency approval-----	Prior approval of the State Board of Education necessary. (1939, as amended)

Criteria in State Regulations

County unit districts are further designated as Priorities One, Two, or Three.

Florida—Continued

<i>Criterion</i>	<i>Criteria in State Regulations</i>
Enrollment -----	Priorities One and Two—not less than 400 full-time students; Priority Three—not less than 200.
Financial support-----	Local pledging of financial support for such college is necessary.
Survey -----	County or counties request State superintendent to authorize a survey to determine the local readiness to support such a college and the feasibility of the attendance area included.
Other -----	When more than one county is considered, no area should have a travel radius longer than 30 miles for commuting to and from an institution. Growth potential should be high if the area is near the lower limits of any of the criteria.

Georgia

It is possible under the laws of Georgia to establish a local junior college; however, all of the junior colleges in operation at the present time are State junior colleges under the Regents of the University System of Georgia.

<i>Criterion</i>	<i>Criteria in State Laws</i>
High school average daily attendance.	3,500 in 30-mile radius.
Action for initiating a 2-year college.	By request to the Regents from the proper political subdivision, after which criteria are presented for a decision.
Survey -----	Yes.
State agency approval-----	The Board of Regents of the University System of Georgia has complete authority to approve or disapprove and prescribe minimum standards for establishment of junior colleges. (1958)

Criteria in State Regulations

These regulations give the criteria under which local junior colleges may be established according to the 1958 law.

Enrollment -----	Minimum of 200 full-time equivalent daytime students at beginning of first year, 300 at beginning of second year, and 350 at beginning of third year. (High schools within a 30-mile radius must have had an average of 800 white graduates and an average daily attendance of 3,500 white students in grades 9-12 for 2 years prior to date of application.)
Financial support-----	From State (through Board of Regents).

Georgia—Continued

<i>Criterion</i>	<i>Criteria in State Regulations</i>
Financial ability-----	Potential subdivision must demonstrate adequate bonding and/or taxing ability to satisfactorily discharge their financial obligations to the Board of Regents without undue hardship.
Survey-----	Yes.
Community interest-----	There must be clear evidence that a majority of the qualified voters of the political subdivisions applying are enthusiastically in favor of the establishment.
Must not detract from other institutions.	There must be evidence that operation of the proposed junior college will not adversely affect any other public or private institution of higher education.
School plant-----	Political subdivisions must furnish a complete school plant including site, buildings, grounds, and equipment which will house the projected enrollment for the fourth year of operation, but for not less than 400 full-time equivalent students.
Curricula-----	All curricular offerings must be of junior college grade; however, both college preparatory and terminal curricula of 1 and 2 years may be offered.
Compliance with operating policies.	Each applicant will demonstrate a continuing willingness to comply with operating policies established by the Regents. (This applies only when applying under an act of legislature. All new colleges have come into existence through constitutional powers of the Regents to establish new units.)

Hawaii

There is no State legislation affecting junior colleges in Hawaii.

There are no official published regulations pertaining to 2-year colleges.

Idaho

In Idaho the junior college district consists of one or more school districts of one or more counties having an aggregate high school enrollment during the school year next preceding the organization of such district of not less than 800 students.

<i>Criterion</i>	<i>Criteria in State Laws</i>
School population-----	(See above statement.)
Assessed valuation-----	(Junior College District) Not less than \$10 million as shown by the equalized assessment rolls of real and personal property for the preceding calendar year. (1939)

Idaho—Continued
Criteria in State Laws

<i>Criterion</i>	
Action for initiating a 2-year college.	Petition signed by not less than 300 qualified electors residing in the district with not less than 100 petitioners from each high school district. (1939)
Vote of people.....	Majority of votes cast. (1939)
State agency approval.....	State Board of Education. (1939)

Criteria in State Regulations

Curricula	Approval of State Board of Education
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Illinois

Prior to 1959, there were two types of districts in which junior colleges might be established. These were (1) districts of less than 500,000 population which were authorized to establish a junior college as part of the public school system; minimum population in school district of 10,000—where less than 10,000 one junior college may be established in each county; and (2) joint junior college districts wherein two or more districts may enter into a written agreement for the establishment of joint junior colleges. In 1959 the area junior college district was established which is described as being "contiguous and compact" and which must contain no part of a district now operating a 2-year college, or must contain all of such districts.

Criterion

Criteria in State Laws

Total population in the district.	(See above statement.) For area junior colleges—not less than 30,000, nor more than 500,000.
Assessed valuation.....	Area junior colleges—\$75 million.
Action for initiating a 2-year college.	By the district—submitted to Superintendent of Public Instruction. (1957) Area junior college—petition signed by 500 voters and containing signatures of voters from three-fourths of high school districts in described territory, must be filed with county superintendent of county in which greatest population of proposed territory resides.
Vote of people.....	Majority of voters voting. (1957) Area junior colleges—majorities in (1) corporate areas, total of votes cast; (2) unincorporated areas, total of votes cast; (3) total of votes cast in each district now operating a 2-year college.
Survey	Including such considerations as enrollment, assessed valuation, and needs in the area. (1957).
State agency approval.....	State Superintendent of Public Instruction.

Illinois—Continued

<i>Criterion</i>	<i>Criteria in State Regulations</i>
Enrollment	Projection to show minimum of 200 in first full year of operation.
Financial support.....	Must show local ability to support through legal tax rate plus State aid.
Survey	Local survey group in addition to county superintendent—State Superintendent study.
Community interest.....	State office will furnish no assistance to establish until clear evidence is shown of community interest.
Proximity to other institutions.	Survey must show no conflict between operation of existing institutions and proposed 2-year college.
Curricula	Both transfer and terminal programs required to extent that they meet community needs.
Compliance with operating policies.	Required for recognition and reimbursement.

Indiana

There are no public junior or community colleges in Indiana and no provision is made in the law for the establishment or maintenance of such colleges. Indiana and Purdue Universities operate 2-year branches. Information concerning official criteria for their establishment is not available. Vincennes University, a 2-year college, is operating under regulations of the original charter of 1880.

There are no official published regulations pertaining to 2-year colleges.

Iowa

In Iowa a qualified school district maintaining a 2-year college is identified as one containing a population of 5,000 or more.

<i>Criterion</i>	<i>Criteria in State Laws</i>
Total population in the district.	5,000 or more.
Action for initiating a 2-year college.	Application of local district board of education to State Board of Public Instruction (through State Superintendent).
Vote of people.....	Cannot be adopted unless the vote in favor of the establishment is equal to at least 60 percent of the total votes cast for and against it at a given election. (1941)
Survey	Yes. There are no official published regulations pertaining to 2-year colleges.

Kansas

In Kansas junior colleges may be established in cities of first or second class or by special legislation.

Criterion

Criteria in State Laws

Assessed valuation-----	Board of education of any city of first or second class may levy a tax not exceeding two mills on the dollar of the assessed valuation of the city. Board of trustees of a county high school may levy a tax not exceeding $\frac{1}{10}$ of a mill on the dollar of the assessed valuation of the county.
Action for initiating a 2-year college.	Local school board calls election.
Vote of people-----	Majority of the electors voting must favor such an extension of the high school course of study.
State agency approval-----	State Board of Education.

Criterion

Criteria in State Regulations

Financial support-----	Yes, as a policy of the State Department.
Financial ability-----	Evidence shown—as a policy of the State Department.
Survey -----	Yes, as a policy of the State Department.
Curricula -----	Must offer college transfer program.
Compliance with operating policies.	Yes. Reports to county superintendent and State Superintendent.

Kentucky

In Kentucky boards of education of cities of the second class may establish or acquire by lawful conveyance municipal junior colleges for the purpose of promoting public education. The University of Kentucky operates four 2-year centers established on the basis of need in the community, support, and the size of the area.

Criterion

Criteria in State Laws

Action for initiating a 2-year college.	(See Vote of people.)
Vote of people-----	Boards of education of school districts in counties containing a city of the fourth class whether the boundary lines of the district are contiguous with that of the city or not, are authorized to establish or to acquire by purchase, gift, lease, or by lawful conveyance junior colleges for the purpose of promoting public education. Such colleges are supported by a tax levy which must be passed by a majority of the voters. There are no official published regulations pertaining to 2-year colleges.

Louisiana

In Louisiana there are no public junior colleges; however, the law makes provision for establishing junior colleges in districts comprising an entire parish. Louisiana State University operates a 2-year branch center at Chambers. Legislation authorizes appropriations be made for its expansion from both the State general fund and from funds derived from State mineral leases.

Criterion

Criteria in State Laws

- | | |
|---|--|
| Action for initiating a 2-year college. | On initiative of parish (county) school boards. |
| Vote of people..... | Majority in number of voters (property' taxpayers only) and assessments voted, to levy up to 2 mills for 10 years. |
| State agency approval..... | State Department of Education. |

Criteria in State Regulations

- | | |
|-------------|---|
| Other | Must be in conjunction with State high school and offer two years of standard college work prescribed by State Department of Education. |
|-------------|---|

Maine

There are no public junior or community colleges in Maine and no provision is made in the law for the establishment and maintenance of such colleges; however, any junior college seeking authority to grant an associate degree makes application to the Secretary of State in a manner prescribed by him. The Commissioner of Education and the State Board of Education exercise joint supervision.

There are no official published regulations pertaining to 2-year colleges.

Maryland

In Maryland the qualified district is the county, with the exception of the city of Baltimore. In addition, there are three State teachers colleges offering general 2-year programs and a State junior college located at St. Mary's City.

Criterion

Criteria in State Laws

- | | |
|----------------------------|----------------------------------|
| State agency approval..... | State Superintendent of Schools. |
|----------------------------|----------------------------------|

Criterion.

Criteria in State Regulations

- | | |
|------------------|---|
| Enrollment | (In practice only—no written regulations)
Estimated on school enrollment and total population. |
|------------------|---|

Maryland—Continued
Criteria in State Regulations

<i>Criterion</i>	
Financial support.....	Evidence shown.
Survey	Yes, by State Department of Education.
Community interest.....	Yes.
School plant.....	Adequacy of high school plant on a 4-10 p.m. basis.
Curricula	Must offer at least one complete 2-year curriculum, either terminal or transfer.
Compliance with operating policies.	Must comply with standards for approval of junior colleges approved by the State Board of Education.

Massachusetts

In Massachusetts in 1946, two junior colleges were established under special law. In 1959 legislation was passed authorizing the Board of Regional Community Colleges to establish junior colleges at their discretion. Junior colleges are not to be established by cities or towns after January 1, 1959.

Criterion

Criteria in State Laws

Action for initiating a 2-year college.	(See above statement.)
State agency approval.....	Massachusetts Board of Regional Community Colleges determines need, develops and executes overall plan to meet the need, chooses suitable locations. (1959)

Criteria in State Regulations

Community interest.....	Continuance when established with local school boards subject to termination on 6-months notice by either party.
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Michigan

There are four types of districts in Michigan in which junior colleges may be established. These include: (1) a qualified school district identified as a first-, second-, or third-class or graded school district having a population of more than 10,000 (1951); (2) a cooperating district wherein two or more districts may join together in establishing and operating a community college, (where 10,000 population is not available, an affirmative vote of the majority of electors present and voting in each district concerned is required), (1955); (3) a joint county district comprising one or more entire counties; prior approval of State Superintendent of Public Instruction and State

Michigan—Continued

Board of Education necessary (1958); and (4) the unified school district—a community college district which includes 2 or more school districts operating grades K-12 (1959). Formed by affirmative vote of electors in each district involved subsequent to approval of Superintendent of Public Instruction, with advice and counsel of State Board of Education; operated and controlled by special board representing each of the school districts involved.

Criterion

Criteria in State Laws

Total population in the district.	(See above statements.)
Action for initiating a 2-year college.	Local board of education.
Vote of people.....	(See above statements.)
State agency approval.....	State Board of Education. (1951).

Criteria in State Regulations

(Working policy of Superintendent of Public Instruction)

Financial ability.....	The needed local tax rate to be levied on the community college district for operation and capital outlay should not extend the total tax rate in any included tax unit beyond what is reasonable for property owners to pay.
Community interest.....	Strong desire on the part of the citizens of the proposed community college district for at least a major part of the proposed community college program.
School plant.....	Central facilities within commuting distance of all citizens of the district for at least a major part of the proposed program.

Minnesota

Minnesota has two types of districts wherein junior colleges may be established. One is the independent or special school district where a school board or any independent or special school district may make application to the State Board of Education for establishing a junior college. The State Board then surveys the need, ability, and facilities of the district. If the State Board of Education approves the application, the question of establishment is presented to the voters of the local district. (See vote required.) The other type of district is the cooperating district wherein two or more school districts may cooperate—same general procedure as single district.

Minnesota—Continued

*Criterion**Criteria in State Laws*

Action for initiating a 2-year college.	Local board of education.
Vote of people.....	Two-thirds vote of the electors voting on the proposal.
Survey	Yes, (need, ability, and facilities). (1941)
State agency approval.....	State Board of Education.

Criteria in State Regulations

Enrollment	Minimum first year enrollment of 50; at least 150 students in 4th year.
Assessed valuation.....	Minimum of \$3 million for districts free from outstanding debt. In case of outstanding debt, the assessed valuation shall be increased to such an amount that a 10-mill tax on such valuation will yield at least \$30,000 in addition to all debt service requirements.
Financial ability.....	At least \$30,000 per year from resources of district for maintenance and operation.
Survey	Yes, authorized by State Board of Education.
Community interest.....	As evidenced by vote.
Must not detract from other institutions.	Operation and maintenance of junior college shall in no way lessen the support for other units in the school system.
School plant.....	The district shall provide sufficient space and facilities for the vocational program.
Curricula	The proposed curricula should be submitted to the Commissioner of Education for approval.
Compliance with operating policies.	Each applicant will signify a willingness to comply with operating policies established by the State Board of Education.

Mississippi

In Mississippi qualified junior college districts are designated as such by the Junior College Commission.

*Criterion**Criteria in State Laws*

Action for initiating a 2-year college.	Jointly by county school board and board of supervisors. (1950)
State agency approval.....	Junior College Commission. (1950)

Criteria in State Regulations

Enrollment	There should be evidence that the enrollment will be sufficient for an effective junior college program. Experience has shown that there should be not less than 200 regular full-time students for a minimum program, and at least 400 if a program is to be diversified. Long-term population trends in the district should also be considered.
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Mississippi—Continued*Criterion**Criteria in State Regulations*

- Assessed valuation----- Sufficient to guarantee an adequate program of education including buildings and maintenance costs. Trends in valuation and population are to be considered.
- Community interest----- The people of the district should be willing to support the junior college by attendance, by the levying of sufficient taxes, and by the maintenance of sound professional administration.

Missouri

In Missouri a school district which has a fully accredited high school may provide for 2-year college courses in such schools—subject to the approval and supervision of the State Board of Education.

*Criterion**Criteria in State Laws*

- Action for initiating a 2-year college. Local district board of education.
- State agency approval----- State Board of Education. (1927)
There are no official published regulations pertaining to 2-year colleges.

Montana

In Montana qualified high school districts, including county high school districts, having fully accredited high schools, may establish and maintain a department of junior college work, in accordance with the laws. The establishment of additional 2-year colleges is dependent on, and an extension of, the fully accredited high school. Criteria pertinent to the accredited high school have direct bearing on the establishment of a department of junior college work.

*Criterion**Criteria in State Laws*

- Assessed valuation----- \$3 million assessed taxable valuation of county or school district. (1939)
- Action for initiating a 2-year college. Petition of not less than 25 percent of the qualified voters of the school district concerned, or request of local district board, submitted to State Superintendent of Public Instruction. (1939)
- Vote of people----- Upon approval of petition by State Superintendent of Public Instruction, county or district board shall submit question to voters. Favorable vote of majority of all qualified voters of the county or district is required.

Montana—Continued
Criteria in State Laws

<i>Criterion</i>	
Survey -----	State Superintendent, of Public Instruction may require independent investigation if he deems such advisable to determine desirability of granting said petition.
State agency approval -----	State Superintendent of Public Instruction approves final application, and so informs State Board of Education which shall finally approve or disapprove of establishment of said department.
Other -----	Adequate building space, library, and laboratory. (1939) There are no regulatory criteria beyond those stipulated in the law.

Nebraska

In Nebraska a junior college district may be organized and be coterminous with any school district having a total average daily attendance of 200 (400 or more if not part of secondary school system) or more pupils in high school—as shown by the commissioner's report of preceding year.

Criterion

Criteria in State Laws

Assessed valuation -----	Not less than \$5 million (\$10 million if not part of secondary school system—1955) as shown by the last preceding equalization assessment roll, (1931)
Action for initiating a 2-year college.	Petition of 500 (10 percent, if not part of secondary school system—1955) or more qualified electors accompanied by signatures of majority of the board of education of the school district. (1931)
Vote of people -----	Minimum of 55 percent of votes cast. (1931) There are no official published regulations pertaining to 2-year colleges.

Nevada

The University of Nevada (the entire system of higher education in the State) has authority to operate off-campus instructional centers. Less than bachelor's degree programs are established in close cooperation with the public schools and the State Vocational Education Department. At present, there are no public junior colleges.

There are no official published regulations pertaining to 2-year colleges.

New Hampshire

There are no public junior or community colleges in New Hampshire and no provision is made in the law for the establishment of such colleges. There are, however, two technical institutes of junior college grade at Manchester and Portsmouth operated by the State Board of Education. Information regarding criteria for their establishment is not available.

There are no official published regulations pertaining to 2-year colleges.

New Jersey

At present, the general statutes governing public school districts regulate how public junior college programs may be established in New Jersey. The one public junior college in the State is administered as part of a city school system under the general supervision of the State Board of Education.

New Jersey has developed standards for appraising junior colleges but has not developed regulations for establishing these institutions. A formal application to the State Board of Education is required of both local boards of education and private corporations for a license to operate a 2-year college.

New Mexico

In this State, a municipal or county board of education joins with a parent State institution of higher education to jointly sponsor the community college program.

Criterion

Criteria in State Laws

Action for initiating a 2-year college.

By municipal or county board of education seeking an agreement with a parent higher institution for joint sponsorship of a community college. (1957)

Survey -----

By municipal or county board of education following a determination of need; an agreement is to be reached between the board and the Board of Regents of the parent higher education institution. (1957)

State agency approval -----

State Board of Education's approval. (1957)
There are no official published regulations pertaining to 2-year colleges.

New York

A community college district in New York is the cooperating district wherein community colleges may be established by any local sponsor or combination of sponsors (city, county, intermediate school district, or school district) on approval of State University's Board of Trustees.

*Criterion**Criteria in State Laws*

Action for initiating a 2-year college. Action by official agency representing the sponsoring district or political subdivision.

Vote of people..... Proposal may be submitted to a referendum at a general election when the plan for establishment is formulated by a county board of supervisors and approved by the Trustees of the State University (majority of votes necessary). (1957) Note: County is only sponsoring agency which may go to a referendum.

State agency approval..... Trustees of the State University. (1948)

Criteria in State Regulations

Enrollment..... There should be at least 500 full-time potential students in any given year living within a 25-mile commuting distance.

Assessed valuation..... There should be a favorable ratio between the value of property in the sponsoring agency's area and the capital and operating costs of the college.

Survey..... Plan required by State University.

Community interest..... Local business and industry should be able to provide appropriate and continued employment opportunities to graduates unless the college is to offer liberal arts and science programs only.

Proximity to other institutions. Must be considered in plan.

School plant..... Preliminary plans and specifications must be approved by State University.

Curricula..... Approved by Board of Trustees of State University.

North Carolina

The district for 2-year colleges in North Carolina is the county or independent city.

*Criterion**Criteria in State Laws*

Action for initiating a 2-year college. Petition of county board of education to Board of Higher Education. (1957)

Vote of people..... Yes, to authorize an annual tax levy which must be done for financing operations.

State agency approval..... Board of Higher Education.

North Carolina—Continued

Criteria in State Regulations

Enrollment ----- Immediate—300; potential—600 (de facto).

North Dakota

In North Dakota the qualified school district comprises any city having a population of more than 5,000—establishment of junior college to be in conjunction with the high school.

*Criterion**Criteria in State Laws*

Total population in the district. (See above statement.)

Action for initiating a 2-year college. Local board of education.

Vote of people----- Two-thirds vote of the electors. (1931)

There are no official published regulations pertaining to 2-year colleges.

Ohio

There are no public junior colleges in Ohio and no provisions are made in the law for the establishment or maintenance of such colleges. Each of the State universities in Ohio operates branch centers, as do some of the private institutions. Generally, these centers are established only on invitation of local authorities and are geographically restricted to their own areas.

There are no official published regulations pertaining to 2-year colleges.

Oklahoma

In Oklahoma there are both State and municipal junior colleges. There are seven State-owned junior colleges. The State Legislature is responsible for the establishment of any State-supported institutions of higher learning. For all State-owned colleges, the criteria of the North Central Association of Colleges and Secondary Schools are used for accreditation purposes.

*Criterion**Criteria in State Laws*

Action for initiating a 2-year college. Local boards of education authorized to establish and operate junior colleges. (1949.)

Criteria in State Regulations

Enrollment ----- No junior college work should be offered with fewer than 25 regularly enrolled students for the 1-year program and 40 for the 2-year program.

Oklahoma—Continued
Criteria in State Regulations

<i>Criterion</i>	
Financial support.....	Annual income should be sufficient to provide adequately for maintaining standards without appropriation funds needed for elementary and secondary school support.
School plant.....	Adequate library service and sufficient laboratory apparatus, equipment, and supplies.
Curricula	Should be organized and administered so as to achieve as nearly as possible the philosophy and objectives developed by the local college authorities.

Oregon

In Oregon the area education center is the 2-year college district. The district is considered qualified when other criteria are met, or if it has a population of more than 100,000.

Criterion *Criteria in State Laws*

School population.....	At least 1,000 resident pupils in grades 9-12. (1959)
Assessed valuation.....	True cash value of the taxable property in the district of at least \$75 million. (1959)
Action for initiating a 2-year college.	Petition of at least 10 percent or 500 of the registered voters of a contiguous county desiring to form an area education district. (1959)
Vote of people.....	Yes, for formation of area education districts. (1959)
State agency approval.....	State Board of Education has final approval. (1959)
Other	Available building space, well-chosen library, and suitable laboratory and shop space. (1959) There are no official published regulations pertaining to 2-year colleges.

Pennsylvania

Pennsylvania has no State enabling legislation authorizing public 2-year colleges. Pennsylvania State University, Temple University, and the University of Pittsburgh operate 2-year branch centers. The Pennsylvania State University has set minimum requirements for the establishment of a campus in the Commonwealth Campus System of the University. These requirements include a qualified resident faculty, library and other research facilities, adequate program, site and structures, and a program of student person-

Pennsylvania—Continued

nel services. Hershey Junior College is a quasi-public 2-year college.

Regulations are contained in a policy statement issued by the State Department to act as a guide for sponsoring agencies in determining need and support.

Rhode Island

There are no public or community colleges in Rhode Island. Provision is made in the 1959 law directing the Board of Trustees of State Colleges to survey the need for and report proposals for establishment of 2-year community colleges looking toward the establishment of such schools as part of a unified system of higher education under the jurisdiction of the Board of Trustees of State Colleges.

There are no official published regulations pertaining to 2-year colleges.

South Carolina

There are no public 2-year colleges in South Carolina; however, the law provides for the establishment of junior colleges in independent or special school districts.

Criterion

Criteria in State Laws

Total population in the district.	See Vote of people. (1935)
Assessed valuation.....	Must exceed \$1 million. (1935)
Action for initiating a 2-year college.	See Vote of people. (1935)
Vote of people.....	Three-fourths vote of an independent or special school district will authorize establishment by school board, while the majority of the electors of a school district whose limits are coextensive with the limits of any city of 5,000 or more will authorize establishment. (1935)
Other.....	Available building space, well-chosen library, and suitable laboratory space and equipment. (1935)
	There are no official published regulations pertaining to 2-year colleges.

South Dakota

There are no public junior or community colleges in South Dakota and no provision is made in the law for such colleges.

There are no official published regulations pertaining to 2-year colleges.

Tennessee

There are no public junior or community colleges in Tennessee, nor is there legislation providing for such institutions.

There are no official published regulations pertaining to 2-year colleges.

Texas

In Texas there are two types of 2-year college districts—the independent and union (or county).

<i>Criterion</i>	<i>Criteria in State Laws</i>
School population.....	Independent junior college district—400 enrolled in upper 4 grades (alternative: 300 in a growing community). Union junior college district—400 enrolled in upper 4 grades with 7,000 scholastic enrollment (alternative: 400 plus 5,000 scholastic enrollment). (1947)
Assessed valuation.....	Independent junior college district—minimum of \$12 million (alternative: \$20 million in a growing community). Union junior college district—\$9½ million (alternative: same). (1947)
Action for initiating a 2-year college.	Petition by 5 percent of the voters of the area (10 percent for union district). Approval by local board (for independent district) and county board (union district) followed by State Board of Education.
Vote of people.....	Majority favoring proposal.
<i>Criteria in State Regulations</i>	
Enrollment	Evidence of potential minimum enrollment of 200 full-time student equivalent by the beginning of the second year of operation.
Financial ability.....	Evidence of \$100,000 as minimum taxable wealth and/or other community resources.
Survey	By team composed of three State Board members, three junior college presidents, three businessmen, and the Texas Education Agency.
Community interest.....	Must be determined.
Proximity to other institutions.	In general, no junior college district shall be created where the college site is within 50 miles of the site of another public junior college.

Utah

In Utah two of the three existing public 2-year colleges are branches of State universities. The third is a State junior college. Specific action by the legislature following study and recom-

Utah—Continued

mentation by the coordinating Council of Higher Education is needed to establish a 2-year college. There are no regulations as such. However, information pertaining to such regulatory criteria as community interest, school plant, curricula, and compliance with operating policies is contained in specific acts establishing 2-year institutions under the State Board of Education or one of the State universities.

Vermont

There are no public junior or community colleges in Vermont, and no provision is made in the law for the establishment and maintenance of such colleges.

There are no official published regulations pertaining to 2-year colleges.

Virginia

Provision is made for the establishment of new colleges and college programs in the law creating the State Council for Higher Education which provides that "no State institution of higher learning shall establish any additional branch or division or extension without first referring the matter to the Council for its information, consideration, and recommendation and without specific approval by the General Assembly of the location and type of such branch or division; provided, that this section shall not apply to any branch or division for which funds are specifically appropriated at the regular session of the General Assembly in 1956." The University of Virginia, Virginia Polytechnic Institute, the College of William and Mary, and Virginia State College have established 2-year branch colleges. Information concerning official criteria for their establishment is not available.

*Criterion**Criteria in State Regulations*

School plant.....	Shall provide for physical safety, health, and efficient instruction; library facilities needed to make the institution's program effective; equipped laboratories and shops.
Curricula	Should contain the subject matter offerings implied by its statement of objectives.

Washington

Any unified or union school district may add 2 years of vocational or general education to the usual 12-year course of common school education.

Criterion

Criteria in State Laws

Action for initiating a 2-year college.	100 qualified voters or the local board of education. (1941)
State agency approval-----	State Board of Education and the State Board for Vocational Education. (1941) (1945)
Other -----	A 2-year college may not be established in the same county where another higher education institution is located.

Criteria in State Regulations

Enrollment -----	In 1941, State Board refused to accept Everett as a junior college until it had 100 full-time students. In 1943, Clark was closed down when it dropped under 100.
Survey -----	In 1956, the State Board required a local study for Tri-City. Regional surveys now initiated by State Board for all potential community college areas.
Compliance with operating policies.	Subject to State Board regulation—submission of required reports.

West Virginia

There is no law as such for establishing junior colleges; however, the legislature may initiate action for establishing junior colleges. Potomac State College is a junior college closely affiliated with West Virginia University but independent in support and administration (receives direct appropriation from the legislature).

There are no official published regulations pertaining to 2-year colleges.

Wisconsin

There are no public junior or community colleges in Wisconsin. The University of Wisconsin operates 2-year branch centers, and there are 21 county and 2 joint-county normal schools which provide 2-year programs. Information concerning official criteria for the establishment of these institutions is not available. The Milwaukee Board of Vocational and Adult Education operates a comprehensive community college program which has been approved by the State Board of Vocational and Adult Education. There are no official published regulations pertaining to 2-year colleges.

Wyoming

In Wyoming there are two types of districts—the high school district and the community college district. The board of trustees of any high school district may establish a junior college; the community college district, which may be a subdivision of a county or counties, or parts of several counties, may establish and maintain a community college.

*Criterion**Criteria in State Laws*

School population.....	Community college district—not less than 700 pupils regularly enrolled in grades 9-12. (1951) No requirement for high school district.
Assessed valuation.....	Community college district—not less than \$20 million. (1951) No requirement for high school district.
Action for initiating a 2-year college.	Community college district—by 25 percent of electors or by 500 electors, whichever is smaller. (1951) High school district—by board of trustees of any school district or high school district maintaining a 4-year high school. (1945)
Vote of people.....	Community college district—favorable elections (1941) (majority of property owners and majority of non-property owners both). High school district—to levy special school or high school district tax for purposes of the act, majority vote of electors of district. (1945) There are no official published regulations pertaining to 2-year colleges.

APPENDIX B

Interview Form on Criteria for Establishing or Continuing 2-Year Colleges

Name of person interviewed.....
Title.....
Name of agency represented.....
Type of College: Private..... Type of Control.....
Public..... Type of Control.....
Type of Organization: Junior College..... Technical Institute.....
Extension Center..... Other.....
Other than from student fees, major source of income.....
Percentage to which support for college is received from: Student
Fees..... Local Public Funds..... State Funds.....
Gifts and Donations..... Other Sources.....
College is approved..... or accredited..... by.....
Is there any means of coordinating this college with other higher institutions
in the State?..... Is there an agency for this purpose?
.....
Is a study required before initiating a new college? Yes..... No.....
By whom?..... Factors
considered.....
Is there a written statement of policy regarding criteria for establishing or
continuing this college? Yes..... No..... Available now.....
Will be forwarded.....
If no written policy has been prepared, what do you believe the policy
is..... or should be..... as related to:
---- A Enrollment: Starting..... Potential..... How Measured.....
---- B Accessibility to students.....
---- C Support..... Other than from student fees,
how much..... Where from.....
---- D Proximity to other institutions.....
---- E Population within 25 miles..... Number of high school
graduates within 25 miles.....
---- F Assessed valuation of property in district, town, or city where
college is located.....

ESTABLISHMENT OF 2-YEAR COLLEGES

- G Available buildings for use temporarily-----
- H Attitude of community toward higher education-----
- I Extent to which needs of student clientele are not being met elsewhere-----
- J Other factors-----

Would you be willing to expand-----verify-----a report on your agency to be included in this study?

Would you like a copy of this study when completed? Yes-----No-----

Selected References

The listing of selected references given below is not intended to be a complete bibliography. It includes a few of the major writings relating to 2-year colleges and is arranged under the headings background, criteria, and laws.

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