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FACTS AND CIRCUMSTANCES LEADING TO THE CONVERSION OF
YORK TECHNICAL EDUCATION CENTER
TO A
COMPREHENSIVE COMMUNITY COLLEGE

A Thesis
Presented to the
Faculty of the College of Education
Appalachian State University

In Partial Fulfillment
of the Requirements for the Degree
Master of Arts in Education

by
Baxter McAulay Hood
November 1974

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PREFACE AND ACKNOWLEDGEMENTS

Since the research and collection of data for this thesis first began in 1971, many things have happened to post-secondary education in South Carolina and particularly to York Technical Education Center. Based on the need for a comprehensive program of education for adults as evidenced by the research in this thesis, the South Carolina General Assembly enacted in April 1972 legislation authorizing Technical Education Centers to add college parallel curriculum if it could be justified by the local center. As a result of this study, in January 1973 the York County Commission for Technical Education and the Legislative Delegation approved the addition of the college parallel curriculum to an already existing strong vocational-technical program.

The addition of the college parallel program with the accompanying faculty put York Technical Education Center in the position of being a truly "open door" institution. With the new academic faculty, the center not only offers the college parallel program but has reconstructed the curricula so that students with marginal academic credentials can prepare themselves through developmental programs for entry into the more demanding engineering technology, business, medical, and college parallel programs.

On August 14, 1973 the York County Legislative Delegation appropriated \$1,050,000 for the construction of new facilities on the campus to house new programs and programs that had outgrown existing facilities. In April 1974 an additional \$180,000 was appropriated for the construction of a student center on campus.

In May 1974 the name of the institution was changed from York Technical Education Center to York Technical College.

The collection and analysis of data; the development and implementation of the educational program, which it dictated has been a long and exciting process. For their support in this undertaking, the writer wishes to thank the York County Commission for Technical Education and the York County Legislative Delegation.

The writer wishes to thank Susan Shugart, secretary to the President, York Technical College, for all the time and painstaking effort that she has spent preparing for meetings, writing letters, typing proposals and documents in support of the institution's becoming comprehensive.

The writer also wishes to express thanks and appreciation to his wife, Jeanne, and children; Chuck, Mary Lynn, and Chip, for all their understanding and support.

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Chapter I

INTRODUCTION

In 1961 the General Assembly of South Carolina founded the State Committee for Technical Training. The responsibility of this committee was to establish and promote a system of technical education centers and provide training in industrial skills in support of the state's industrialization effort. During the 1960's, hundreds of special training programs, designed to train people for specific jobs in new plants moving into the state, were established and carried out. From 1961 to 1971, set up, were 351 special training programs training 42,189 people. During these ten years the capital investment in new industry was 2,384,016,000 dollars.¹ During the previous ten years (1951 to 1961), industrial investment had been 814,570,000 dollars.²

In addition to the special training programs, thirteen areas of the state were identified as having the population base to support technical education centers.

¹Based on Personal Correspondence between Mr. Jack E. Riley, Director of the Industrial Division, State Board for Technical and Comprehensive Education, and the writer, May 26 to June 17, 1974.

²Ibid.

These centers were to be permanent and well-equipped structures, to be situated on major highways, to be of modern design, and were to present an atmosphere of distinction and value for the vocational-technical programs, which they would house. To qualify for a technical center, a community had to construct and maintain the facility to state standards and have 1,200 students within commuting distance graduating from high school each year. The area technical centers were to serve as a base of operations for technical training and provide on-going training and retraining programs to prepare people for jobs.

In 1964 the York Technical Education Center was the ninth center to be established. The purpose of this center, like the others, was to provide a program of education and training for citizens of the area so they could find employment in the state's growing industrial and business economy. The first programs offered by the center were designed to produce a skilled work force for industry. This was the primary need at the time, and it continues to be a vital need. Along with the development of industry came the development of more business enterprises, medical facilities, recreational facilities, and expanded governmental services, all requiring people with special skills and education. Since technical education center's purpose is to meet the educational and training needs of the area and to match people with jobs through an education-training process, the center has expanded its initial programs in

Engineering Technology and Industrial Skills and added new programs in Medical Technology and Business.

Throughout the first decade of technical education's existence, all of its resources and energy were aimed at educational programs that were strictly occupational. Even though there was diversification of occupational programs, many people found Technical Education Centers incapable of providing them with the variety of educational experiences they desired and needed. Some people wanted to take vocational-technical programs for which they were not prepared academically. Others developed a desire to earn a baccalaureate degree after attending Technical Education Centers but found in some cases their credits would not transfer.

In 1971 it became evident to the Technical Education Center leadership that technical education centers needed to become comprehensive institutions by adding college parallel programs. Even though the comprehensive community college is a widely accepted, fast growing phenomenon in American education, the transition of South Carolina's technical education centers to such a concept would be fraught with problems. Since its inception technical education had been identified with the industrial revolution in the state. The system had gained state-wide support from industrialists and politicians for its contribution to the economic development. Most people in the state would not like to see anything happen to Technical

Education Centers to change their ability to provide a skilled work force for industry. For a Technical Education Center to serve the role of a community college, new state legislation and the support of thousands of state and community leaders would be required.

PURPOSE OF THE STUDY

The purpose of this thesis is to report the facts and circumstance leading to the conversion of York Technical Education Center from a strictly technical-skill oriented educational program to one of an open door, comprehensive, community-based, performance-oriented, post-secondary institution.

Chapter II

ANALYSIS OF THE SITUATION

The greatest asset or liability that any nation, state, county, or any other political subdivision has is its people. People are an asset or a liability depending on their ability to provide for themselves, their families, and their society. In today's industrialized economy one's ability to be productive depends on the market value of his education, training and experience. Unfortunately many of the people in the state did not possess the necessary education, training, or experience to contribute their portion to the complex society in which they found themselves.

Even though the state had tremendous industrial growth and expansion during the decade of the 60's, the state was still plagued with providing public support and assistance to families who did not have the qualities to get into the mainstream of things. In addition there were many people who, because of their lack of education and training, were working at jobs below their potential.

Figure 1 shows that in 1970, 24.4 percent of the households in South Carolina had an income of near poverty level and below, with 39.7 percent receiving less than \$5,000 per year. That same year 33.2 percent had household

FIGURE 1

S.C. HOUSEHOLD INCOME



^a"It's a Young World After All," Sales Management the Marketing Magazine, July 10, 1971.

incomes of \$5,000 to \$10,000; and 27.1 percent, \$10,000 and above. The United States Department of Labor uses a figure of \$1,900 as the income necessary to sustain one individual with \$600 for each additional person in the household.¹

In a free enterprise system, a person is rewarded for his work in relationship to his ability to produce. A person's ability to produce is directly related to his level of education, training, experience, and initiative.

The United States Department of Health, Education, and Welfare reports that a man with less than 8 years of education will earn approximately \$214,000 in his lifetime. As the number of years of education increases the amount of income increases. A high school graduate can be expected to earn \$371,000 during his lifetime. The lifetime income of a man with 1-3 years of education beyond high school will be approximately \$424,000; with 4 years of college \$584,000; and with 5 or more years of college he is worth approximately \$636,000. A man with a college education can expect to make forty percent more money during a lifetime than a high school graduate. It can be seen quite clearly from Table I that the lifetime income of men rises appreciably with additional years of schooling.

¹Based on Personal Correspondence between Mr. Jim Ballard, Manager, Employment Security Office, York County, and the writer May 26 to June 30, 1974.

TABLE I
LIFETIME INCOME OF MEN, BY YEARS OF SCHOOLING
COMPLETED UNITED STATES 1968^a

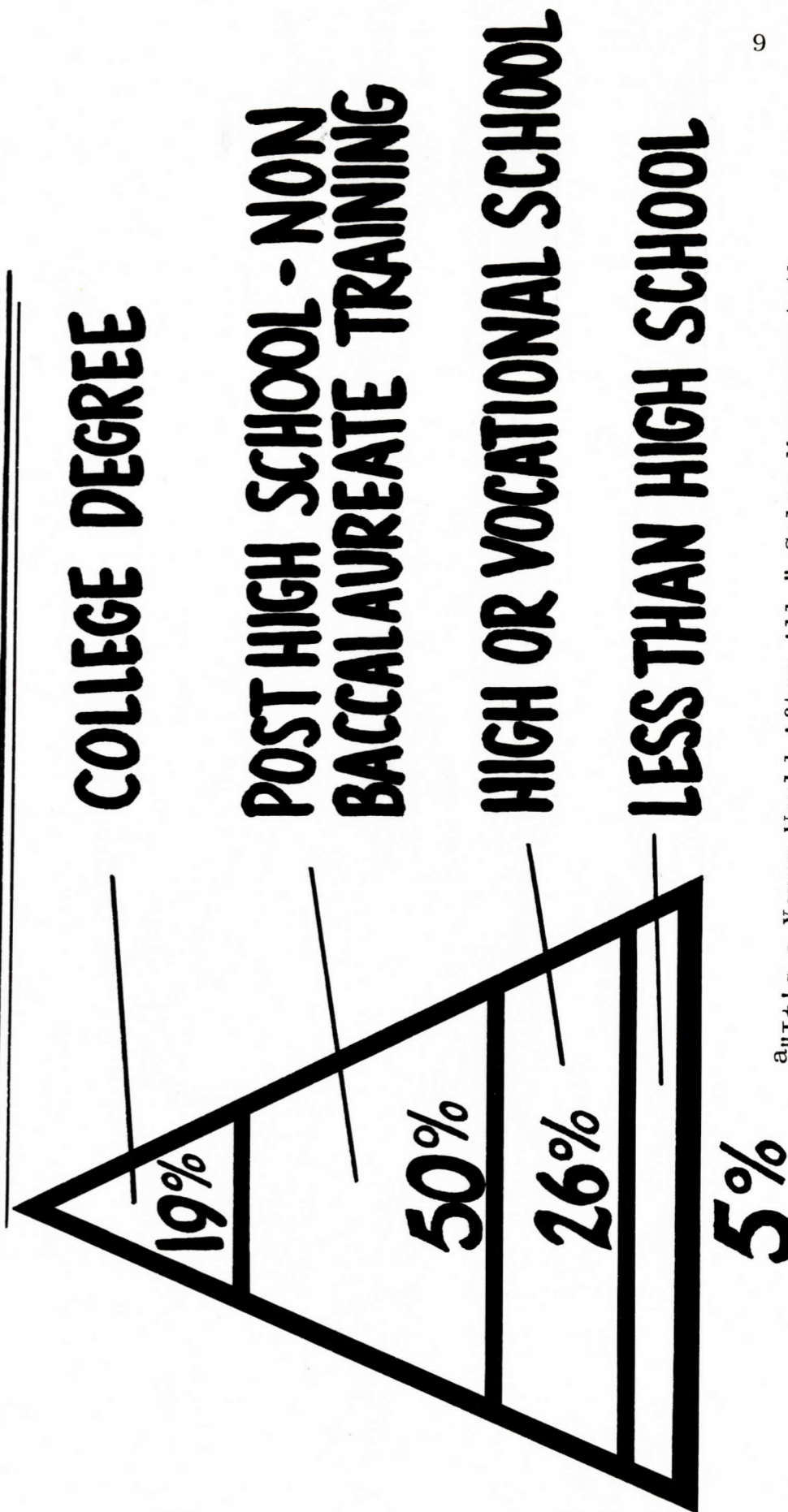
	Elementary School
Less than 8 years	\$214,000
8 years	\$277,000
	High School
1-3 years	\$308,000
4 years	\$371,000
	College
1-3 years	\$424,000
4 years	\$584,000
5 or more years	\$636,000

^aAmerican Education (U. S. Department of Health, Education, and Welfare, Office of Education, March, 1971).

Any society that wishes to survive without chaos must provide for its citizens opportunities to have a part in planning, building, and sustaining the society. In South Carolina, as well as in the nation, there was quite a dilemma. The states had developed a society which demanded that 19 percent of the work force have a baccalaureate or higher degree, that 50 percent have a post-high school education and training below the baccalaureate degree, that 26 percent have a high school education, and that 5 percent have less than high school, Figure 2. Thus, from these facts one can see that there is a strong incentive for raising the

1970 JOB STRUCTURE

FIGURE 2



^a"It's a Young World After All," Sales Management the Marketing Magazine, July 10, 1971.

educational level of society to keep up with the concurrent increase in the state's economic level.

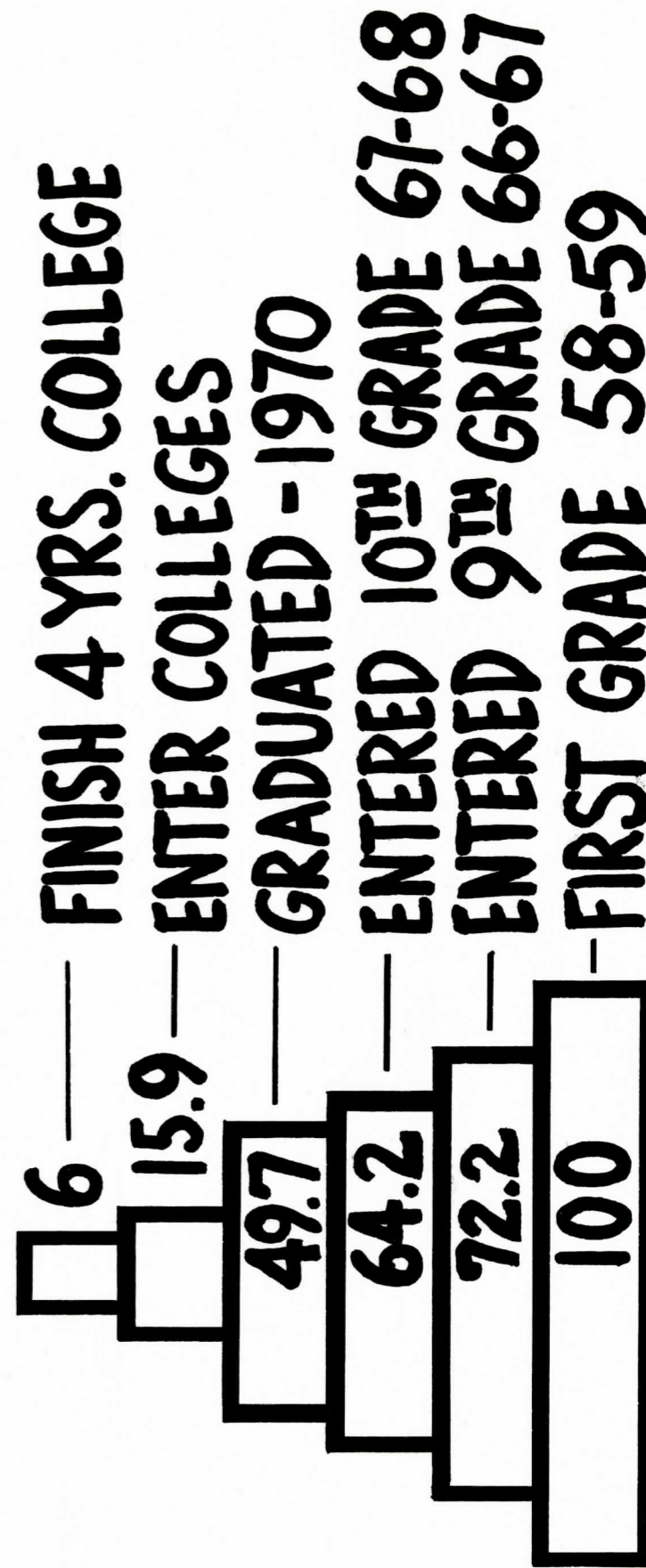
It was little wonder that a large number of the households in the state have had annual incomes that border on the poverty level. For every 100 South Carolina children who entered the first grade in 1958-59, only 49.7 percent graduated in 1970. Of the 49 that graduated from high school, 16 entered colleges; and if the trend continued, only 6 would graduate, Figure 3. When the educational requirements of the nation's job structure were compared to the educational level of South Carolinians, there was a considerable gap. South Carolina was producing enough people with the proper educational requirements for two of the categories required by the national job structure. The state was producing enough people to fill the job requirement for those jobs requiring less than a high school education. In fact, the state has 10 people for every job in this category.

To a lesser extent, the state was producing enough high school graduates. With 50 percent of the state's people graduating from high school and 25 percent of the jobs requiring this much education, the state had two people seeking each job in this category.

South Carolina was not producing the number of people that it needed with education beyond high school. The state needed approximately four and one half times the number of people entering post-high school education

SOUTH CAROLINA EDUCATION

FIGURE 3



^aSouth Carolina Department of Education, 1969-1970 Annual Report
 South Carolina Superintendent of Education (Columbia, South Carolina: State Budget and Control Board, June 30, 1970.

programs than it had. Particularly in short supply were people with post-high school education but less than baccalaureate.

There are two primary reasons why the state did not produce the number of post-high school trainees that it needed. First, the dropout from the public school system; and secondly, the lack of academic proficiency of the high school graduate. Table 2 shows facts gathered from a survey of the achievement level of eleventh grade students in York, Chester, and Lancaster Counties. This survey indicates that 37 percent of the students were functioning at their grade level or above; 14 percent at grade level and one year below; 13 percent at one to two years below grade level; 13 percent two to three years below grade level; 7 percent three to four years below grade level; 11 percent four to five years below grade level; and 5 percent more than five years below grade level. The 37 out of every 100 who are at grade level and above and possibly the 14 who are near grade level would be successful in a post secondary educational environment if they had the proper motivation. The remaining 49 percent of the high school graduates would need some type of remedial education to perform post-high school work.

TABLE II
ACHIEVEMENT LEVEL OF ELEVENTH GRADE STUDENTS
IN YORK, CHESTER AND LANCASTER COUNTIES
OF SOUTH CAROLINA, 1970-71 BASED ON
THE COMPREHENSIVE TESTS
OF BASIC SKILLS^a

	<u>READING</u>	<u>LANGUAGE</u>	<u>ARITHMETIC</u>	<u>TOTAL</u>
Grade Level and Above	.42	.44	.38	.37
Grade Level to One Year Below	.14	.15	.07	.14
One to Two Years Below Grade Level	.12	.10	.08	.13
Two to Three Years Below Grade Level	.10	.10	.21	.13
Three to Four Years Below Grade Level	.07	.07	.08	.07
Four to Five Years Below Grade Level	.07	.07	.09	.11
Five to Nine Years Below Grade Level	<u>.08</u>	<u>.07</u>	<u>.09</u>	<u>.05</u>
	100	100	100	100

^aTest Scores of One Third of Eleventh Grade Students Enrolled In Chester, Lancaster and York Counties, March 1971.

A survey of the same group of students indicated that their potential for learning was considerably above their achievement level. Table III indicates the intelligence quotient of eleventh grade students in York, Chester, and Lancaster Counties.

TABLE III
INTELLIGENCE QUOTIENT OF ELEVENTH GRADE STUDENTS 1970-71^a
CALIFORNIA TEST OF MENTAL MATURITY

(Non Language)	
100 and Above	72 percent
90 to 99	13 percent
80 to 89	7 percent
79 and Below	8 percent
(Language)	
100 and Above	48 percent
90 to 99	19 percent
80 to 89	17 percent
79 and Below	16 percent
(Total)	
100 and Above	60 percent
90 to 99	17 percent
80 to 89	11 percent
79 and Below	12 percent

^aTest Scores of One Third of Eleventh Grade Students Enrolled in Chester, Lancaster, and York Counties, March, 1971.

Chapter III

THE CHALLENGE TO BE MET

In the planning of education offerings for an institution, there are two primary considerations. First is the demand of business and industry for workers with varying skills and education levels, and second is the education aspirations and current level of education of the potential employee.

The student today is being trained for the world of tomorrow. The advance of technology and automation plus the increased complexities of modern life have largely eliminated any substantial demand for the services of the unskilled, the untrained, or the uneducated man or woman. In the face of present national prosperity, the army of unemployed and underemployed remains high. The individual today is reduced to the choice between developing skills and services that require education and training for which there is a demand or remaining ignorant, untrained and thereby becoming more or less a permanent enrollee among the unemployed or underemployed.

The most efficient and economical way to provide educational opportunities for adults is through a broad educational program at the community level. Adults face very complex problems when returning to school. The

majority of them have financial responsibilities, homes and automobiles to be paid for, families to feed and clothe, jobs to be held; they also have the desire for an education but are reluctant to become involved in the process because of the uncertainty of their ability, time and means of support while attending. The solution to many of these problems can be found by offering a comprehensive educational program at the local level. The program would be established around an instructional staff that is dedicated and that has empathy for student problems. Students would receive instruction with peer groups that have similar backgrounds and problems. The entire educational process would be so designed that the student would gain the self-confidence and motivation to further this education to the limit of his ability. The philosophy underlying the concept embraces a twofold purpose of education: first, to prepare students to earn a living and second, to prepare them to live creative, humane, and sensitive lives. The purpose of the program would be to take the student where he is and counsel or motivate him to achieve his goals, whether it be to study in a skilled or technical field or prepare him for transfer to a college at the junior level.

It is a fact that thousands of people reach adulthood with their intellectual potential having never been fully developed. There are many cases of "late bloomers" among adults whose maturity and interest in acquiring an

education have been delayed, but who given the opportunity and proper guidance will have their ambition kindled and a desire created to achieve their maximum educational potential.

It has long been evident to the staff of York Technical Education Center, the York County Commission for Technical Education, and the York County Legislative Delegation that something should be done to increase educational opportunities for adults.

The area suffered from a low level of participation in post secondary education, as did the entire state. The Open-Door College, a report of the Carnegie Commission on Higher Education, states that South Carolina was next to the lowest among the states in the percentage of college-age youth enrolled in a post secondary institution.¹ The South Carolina Commission on Higher Education's Goals for Higher Education to 1980 reported that South Carolina had the lowest ratio in the southeast of degree credit college enrollment to population, ages 18 through 21 with 25.6 percent as compared with 49.9 for Maryland, 45.8 for Florida, 34.4 for North Carolina, and 32.8 for Georgia.²

¹The Open-Door College: Policies for Community Colleges Special Report and Recommendations (by the Carnegie Commission on Higher Education, June, 1971), p. 18.

²Goals for Higher Education to 1980, Volume I ([Columbia, South Carolina] Commission on Higher Education, January, 1972), p. 32.

In 1969-70, an average of 31 percent of high school graduates in York, Chester, and Lancaster Counties entered institutions of higher learning.³ This figure is of more concern when one considers that 33.9 percent of those students who entered the ninth grade failed to graduate from high school. Of 3,282 students who entered the ninth grade, only 2,137 graduated in 1970.⁴ Many additional students dropped out before reaching the ninth grade.

Many adults lacked the academic preparation to pursue a post secondary education. A recent survey conducted in the three-county area revealed that only 37 percent of the high school graduates are prepared for study beyond high school, (Table III). However, a 1971 study indicated that 85 percent of the high school graduates have the intelligence to pursue education beyond high school if given the opportunity. This brain drain is matched only by the frustrated ambitions of these students to achieve their potential.

Fortunately, the number of high school graduates as a percentage of the college-age population is rising with a steady, but slow, decrease in drop out rates. Still,

³Annual Report, College Freshman Report 1969-1970 ([Columbia, South Carolina] Superintendent of Education), pp. 9-25.

⁴Annual Report, Statistical Section, 1969-1970 ([Columbia, South Carolina] Superintendent of Education), pp. 5-15.

large numbers of adults lacked the minimum level of education to secure a job or advance in their chosen occupation. The gap widens as a technological and industrial society places ever-increasing demands upon individuals. Education is a continuous process and should be made available to all adults. Since 70 percent of the jobs required a post-high school education and only 37 percent of the high school graduates in this area were prepared academically for such an education, a specific need existed for a comprehensive educational program.

Educationally deficient adults are reluctant to continue their education in the traditional manner. Too shy, embarrassed or uncomfortable to return to high school and too "rusty" or deficient to meet traditional college entrance requirements, veterans and other adults need developmental and continuing education programs. Nationally adults comprise about half of the enrollment of comprehensive two-year institutions.⁵

Enrollment records at York Technical Education Center supported these data. In 1971 more than 60 percent of the full-time students enrolled at the center had been out of high school for one or more years. The average age of the York Technical Education Center student was 28. Developmental programs that enable students to remove

⁵Leland L. Medsker and Dale Tillery, Breaking the Access Barriers (New York: McGraw-Hill Book Company, 1971), p. 29.

educational deficiencies, and continuing education programs that update persons in occupational, cultural, and a vocational area appeared to be major strengths of comprehensive two-year institutions. With growing occupational and social pressures for self-improvement, and with more leisure time, continuing education promised to become increasingly important. It was anticipated that an Associate of Arts and Science Degree Program at York Technical Education Center would attract many adults from the 21 to 44 age group. The 1970 census data indicated that there were 47,057 people in the age group in the three county area (York, Chester, and Lancaster Counties) served by the center.⁶

The American dream of making post secondary education available to every citizen was placing demands upon traditional institutions that they were not able to meet. Traditional entrance requirements and demands for academic excellence, coupled with limited class scheduling during "peak" daylight hours, made it difficult for adults with family and job responsibilities and educational deficiencies to participate.

Of special concern in the York Technical Education Center service area was the limited opportunity for males to pursue a liberal arts program at the freshman and

⁶U. S. Census of Population, 1970 (Washington, D. C., Department of Commerce, Bureau of the Census).

sophomore level. The bulk of the citizens who needed developmental and college transfer opportunities resided in or near Rock Hill. The commuting distance to institutions in Lancaster, Charlotte, Gastonia, and Union discouraged all but the most ambitious. The cost of commuting was prohibitive to many.

In meeting the educational needs of these citizens, however, York Technical Education Center proposed not to offer watered-down courses. Instead, the Center proposed to provide quality Associate of Arts and Associate of Science Degree Programs whose graduates would compete on a par with juniors in the four-year institutions of South Carolina. The differences would be a commitment to effective teaching and efficient learning, intensive counseling, selective placement, wise scheduling, strong and innovative developmental programs, and more efficient use of all resources.

Chapter IV

THE PROCESS OF TRANSITION, STATE LEVEL

In June 1971, the South Carolina State Legislature recognized that the traditional concept of higher education including the effort of technical education had to be re-evaluated. During the previous decade, the state had made much progress economically, educationally, culturally, and otherwise, but there remained many adult citizens who were not finding the post secondary system responsive to their needs and desires.

South Carolina was blessed with an abundance of natural resources, the most important being people. It was common knowledge that employment opportunities were available to those individuals possessing the necessary educational background, training, and skills to meet the exacting demands of an increasingly more sophisticated society. As South Carolina's population continues to expand, this resource of people becomes more of an asset, or a greater liability to the state in direct proportion to the degree of success Educational Institutions have in upgrading the educational level of the people.

During the 1960's, a number of surveys and reports were made on higher education in South Carolina by advisory committees, legislative committees, and consulting firms.

In March of 1962, the newly-formed Advisory Committee for Higher Education, now the South Carolina Higher Education Commission, under the chairmanship of the Honorable A. L. M. Wiggins of Hartsville, submitted its first annual report to the Governor. This report dealt with many aspects of the coordination and conduct of higher education in the state. Insofar as public two-year post high school programs are concerned, this committee recommended that the existing branches of the University of South Carolina be converted to public junior colleges and placed under the direction of one of the four-year state-supported institutions but recommended that the Technical Education Centers (referred to then as state technical schools) not be included in this system. The report also suggested that new public junior colleges might be needed in Charleston, Greenville-Spartanburg, and in the Pee Dee; and recommended that all public junior colleges be prohibited from "later conversion to four-year institutions."¹

In 1961-62, the consulting firm of Cresap, McCormick and Padgett undertook a review of the state's institutions of higher education for the Advisory Committee on Higher Education. Volume 1 of their two-volume report, entitled "Coordination of the State-Supported Systems" was limited

¹A. L. M. Wiggins, Report of the Governor's Advisory Committee on Higher Education ([Columbia, South Carolina] Advisory Committee for Higher Education, March 1962), pp. 5-26.

mainly to a discussion of the (then six) public senior institutions. The report did not recommend that the (then five) University of South Carolina Branches be organized separately from the university, but did suggest that five new branches or centers, presumably to be administered by the nearest public senior institution, were needed. The report did recommend strongly that all the lower-division programs in all of these branches and centers be "coordinated closely" with the then-emerging technical education system, but it did not specify how this should be done.²

In 1964, an ad hoc Study Committee chaired by Governor Donald S. Russell was organized to make recommendations as to a community college system. The Committee's report, entitled "Recommendations of the Study Committee - A Report on South Carolina's Need for a Planned System of Public Education Beyond the High School," was issued in March, 1965. This report contained the first public call for a system of comprehensive community colleges. Major recommendations included:³

1. Establishment of a separate Board of Trustees of Community Colleges, each institution to operate as well under a local Board of Control.

²Coordination of the State-Supported Systems ([Columbia, South Carolina] Cresap, McCormick, and Padgett Consulting Firm Study of 1962), pp. 10-60.

³Donald S. Russell and Others, Recommendations of the Study Committee-A Report on South Carolina's Need for a Planned System of Public Education Beyond the High School ([Columbia, South Carolina], March, 1965).

2. Inclusion of all of the technical education centers and of "most if not all" of the existing University of South Carolina branches and centers in the new system.
3. Prohibition by statute from introduction of, in the area of college transfer curricula, more than lower division programs.
4. Establishment of such colleges in any population center that may be expected to provide 500 full-time equivalent, or more, students within two years.

A legislative committee appointed by Governor Robert E. McNair and chaired by then-Senator John C. West issued this interim report in 1966. Included in this committee's five recommendations were these:⁴

1. That an experimental pilot project to include the essential ingredients of a comprehensive community college be initiated in September, 1966, at the Greenville Technical Education Center. Furthermore, that Clemson University be requested to give assistance to the Greenville Area Commission for Technical Education in establishing a two-year college parallel program.

⁴John C. West and others, Interim Report of the Committee Created to Study the Feasibility of Establishing a State-Supported System of Junior College ([Columbia, South Carolina] Advisory Committee for Higher Education, March, 1966).

2. That other similar pilot programs be initiated at Sumter, and Conway, once related questions involving facilities and curriculum have been resolved. It is further recommended that in each of these latter locations, a committee be established (to include three members of each of the respective governing boards affected) to better coordinate educational efforts in those communities. Elimination of wasteful duplication and the guarantee of efficiency and quality of combined programs should be the committee's basic aim.
3. That no additional technical education centers or university branches be established or built for a period of at least one year so that the results of these pilot operations can be evaluated.
4. That a comprehensive State plan on education be developed to insure that proper areas of responsibility are assigned to existing educational institutions and that new areas and fields of education be properly covered, with responsible institutions or agencies being given clear mandate in such fields. It is recommended that the responsibility of developing an overall comprehensive educational plan be the

joint responsibility of this committee and the Governor's Advisory Committee on Higher Education.

In 1968 Moody's Investor Services published a study entitled "Opportunity and Growth in South Carolina." This study of many aspects of state government programs included these recommendations:⁵

1. That technical (education) centers should be expanded and strengthened in the important task they are performing in the state . . . and that the centers should retain their vital orientation toward adult education.
2. That existing branches and centers of the universities should be brought under the governance of a new board, the Board for Parallel Institutions, and that a minimum size for these institutions be established.

This study also contained an explicit recommendation that the technical education centers and the branches and centers not be combined into community colleges, primarily out of a fear that the usefulness of the technical education system to industry might be diluted.

⁵Opportunity and Growth in South Carolina: 1968-1985 ([Columbia, South Carolina] Moody's Investor Services, Incorporated, and Campus Facilities Associates, March, 1968).

The Commission on Higher Education, as one of its first formal acts after its formation in 1967, appointed a Study Committee of South Carolina educators to make recommendations as to the future of the state's two-year post-high school institutions. The five-man committee was chaired by Dr. Glenn G. Thomas, then of the Medical University of South Carolina. In its final report to the Commission, presented in June, 1968, the committee recommended among other things the following:⁶

1. The system of public two-year colleges be organized under two state-level governing boards, one for regional (comprehensive or college-parallel only) colleges and one for technical (occupational/vocational only) colleges.
2. The state be divided into 14 regions by specific criteria population, numbers of high school graduates, property tax base, availability of other institutions, and regional needs; and that at least one regional or technical college be located in each region.
3. The regional colleges be restricted, at least initially, to lower-division curricula in the college transfer area.

⁶Glenn G. Thomas and Others, Survey and Principles for Implementation: South Carolina Two-Year Post-High School Education ([Columbia, South Carolina] Commission on Higher Education, June, 1968).

4. Both new boards be subject to coordination by the Commission on Higher Education.

The 1971 General Assembly, in a provision attached to the Appropriation Act for 1971-72, charged the South Carolina Commission on Higher Education as follows:

Provided, Further, That the Commission shall, jointly with the State Committee for Technical Education, immediately study the devising of a state-wide plan for a system of community colleges compatible with the master plan for post high school education now being devised by the Commission, such system to be implemented at such time as funds therefore may be appropriated or made available, and to report its recommendations of such plan or plans devised, to the General Assembly and the Governor, no later than January 1, 1972.⁷

In Compliance with this legislative mandate, the Commission on Higher Education and the State Committee for Technical Education jointly appointed a ten-member Study Committee on Community Colleges in late July, 1971. This committee was jointly charged by its two sponsors to recommend to them, by December 1, a plan or plans for such a system of community colleges.

The state's system of technical education centers, which began in 1961, includes 13 centers, three regional technical education centers (the former area trade schools), a manpower development training center, a number of skill development centers, and temporary special schools for

⁷Frank E. Kinard and others, Report of the South Carolina Community College Study Committee ([Columbia, South Carolina] Commission on Higher Education and State Committee for Technical Education, November 23, 1971) p. 1.

industries, all operating under the administration of the State Committee for Technical Education. The 13 technical education centers provide a rich variety of post-high school programs in occupational and technical fields, up through and including the associate degree, as well as many occupational training programs of shorter duration.

The two senior universities Clemson and University of South Carolina operated nine off-campus two-year branches or centers, the primary purpose was to provide lower-division college curricula. Some of these did provide, however, terminal two-year programs in vocational fields, such as those in secretarial science or nursing. In addition, the University of South Carolina operates, on its main campus in Columbia, the Midlands Branch, which primarily was intended to provide terminal occupational and vocational programs. But credits earned in some of the Midlands Branch programs, for example law enforcement and nursing, are transferable to baccalaureate curricula.

The technical education center system and the off-campus university branch system together occupy buildings totaling just under 2 million gross square feet of space.⁸ At a very conservative estimate, this represents an investment in capital facilities alone of \$40 million, exclusive

⁸Goals for Higher Education to 1980, Volume I ([Columbia, South Carolina] Commission on Higher Education, January, 1972), p. C-24.

of land, and not including the equipment which makes the buildings functional as centers of learning and training. Both systems have followed a policy of requiring the county or area served to provide these capital facilities, utilizing to the maximum extent possible whatever programs of federal assistance were available such as the Higher Education Facilities program.

All of these facilities taken together are situated such that more than 97 percent of the area of the state is located 30 miles or less from either a technical education center or a university branch or both.⁹ Only an insignificant portion of the state's total population lives more than 30 miles from one or both kinds of institutions. More than 50 percent of the area of the state lies within 30 miles of both a technical education center and a university branch or center. Because these institutions are for the most part concentrated in areas of the state which are the more densely populated, these areas of dual coverage are concentrated in two broad bands running roughly east and west across the state--one in the northern portion extending from Anderson and Oconee in the west to Lancaster in the east, and another across the midsection of the state extending from Edgefield and Aiken in the west to Horry in the east. Figure 1.

⁹Ibid., p. C-27.

Fall full-time student enrollment in the institutions under the administration of the State Committee for Technical Education stood at 6,200 students in 1970.¹⁰ The Commission on Higher Education has estimated that full-time enrollment in these occupational and vocational programs will nearly double, to 12,000 students, by 1980.¹¹ Autumn full-time enrollment in the university branches and centers in 1970 was about 2,700. The Commission on Higher Education has estimated, presuming little or no changes in the mode of operation of these institutions, that this figure will climb to about 4,200 full-time students by 1980, an increase of more than 55 percent.¹² Enrollment in all other public senior institutions, exclusive of the branches and centers is expected to increase by only 48 percent by 1980 over the 1970 figure.

In 1970-71, direct state support for the operation of these two systems amounted to \$13.93 million--\$12.35 million for the Technical Education system and \$1.58 million for the University Branch and Center systems.¹³ Because of the distinctive nature of the Technical Education system, particularly because of the large number of

¹⁰Goals for Higher Education to 1980, Volume I ([Columbia, South Carolina] Commission on Higher Education, January, 1972), p. 56.

¹¹Ibid., p. 35.

¹²Ibid., p. 31.

¹³Ibid., p. 33.

special and part-time training programs, accurate unit cost comparisons between this system and the University Branches and Centers are not available. On the premise that there is a direct relationship between these state costs and enrollment, and assuming that the Commission on Higher Education's enrollment projections are accurate, this annual cost to the state will increase to about \$27 million by 1980--an estimate that provides neither for possible increased costs of instruction nor for the effects of any inflation which might occur.

The report of the Study Committee on Community Colleges was completed on November 23, 1971. The Committee made two recommendations either of which the Committee felt would promote a more effective and efficient means of providing a comprehensive program of higher education to adults:

I. Prime Recommendation

- A. That a new State Board to govern all Technical and Community Colleges be established on July 1, 1972, to assume the governance and operation of all existing programs and institutions now falling under the purview of the State Advisory Committee for Technical Education and all of the Branch and Center operations of the University of South Carolina and of Clemson.

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II. Alternate Recommendation

- A. That at these seven locations where a Technical Education Center and University Branch or Center are or will be situated in the same county or town;
1. The Technical Education Center be prohibited from introducing lower division college parallel courses or curricula;
 2. The University Branches or Centers be prohibited from introducing new terminal occupational/vocational courses or curricula;
- B. That the remaining Technical Education Centers be authorized to request, through the State Committee for Technical Education, approval of the Commission on Higher Education to introduce lower division college parallel programs.

Additional criteria recommended by the Community College Study Committee can be found in Appendix A.

In May of 1972, the General Assembly provided for the establishment of comprehensive institutions under the director of the State Board for Technical and Comprehensive Education. Subsequently, this board has developed criteria by which new comprehensive institutions may be created and by which existing Technical Education Centers may add college parallel subjects to their existing programs.

The criteria developed by the State Board for Technical and Comprehensive Education for the addition of the Associate in Arts or the Associate in Science degree to an existing Technical Education Center are the following:

1. That the institution and its Area Commission comply with the provisions of Section 3 Act 1268 of 1972. (Appendix B).
2. That 1,500 students shall graduate annually from high schools within the institutions service area.
3. When there are public or private institutions of higher education within 30 miles of the institution, analyses shall be made to identify the sources of students not being served by existing colleges and to determine the effect on these colleges by adding the Associate of Arts and Science curricula in the Technical Education Center. Liaison should be established with all such colleges to ascertain the role of each, to define the clientele population of each, to develop cooperation in programs and services and to facilitate the transfer of students.

Chapter V

THE PROCESS OF TRANSITION, LOCAL LEVEL

In anticipation of legislation authorizing the conversion of Technical Education Centers to Comprehensive Community Colleges, York Technical Education Center began planning for such an eventuality in August, 1971. The planning had to be thorough, rational and this need for change well-documented; effects on neighboring institutions of higher education had to be determined and political and community support had to be gained. Due to the many and widely differing opinions on how a post-high school educational system should be structured and operated, timing was of the essence. In the service area of York Technical Education Center are two State supported institutions of higher education and two private Junior Colleges.

It would appear to the average citizen that with five institutions within commuting distance of each other, a person desiring an education would have little difficulty in fulfilling his need. Even though the area seemed to be blessed with higher education, none of the institutions singularly or collectively could provide a total comprehensive education package relevant to students' needs.

Winthrop, a state supported Senior Liberal Arts College with an enrollment of 3600 students, is located

four miles from York Technical Education Center. Winthrop in 1971 was a women's college offering Liberal Arts and education degrees. Although several attempts had been made to make Winthrop co-educational, all efforts had failed.

The University of South Carolina had a two-year Liberal Arts branch in Lancaster, South Carolina which is twenty-eight miles away. This institution was co-educational and under the new law creating the State Board for Technical and Comprehensive Education it could become a four year Senior College once its enrollment reached 1000 students. The enrollment in 1971 was 442 students.

Two private Junior Colleges, Clinton and Friendship, are located approximately four miles from York Technical Education Center. Both institutions were predominantly black and church supported. Neither of the colleges was accredited. The combined enrollment of both schools was 270 in 1971.

To study the effect of a Community College on other institutions, the York Commission for Technical Education sent the Commission, Planning Committee and Center Director to Greenville, N. C., in September 1971 to visit and talk to officials of East Carolina University, Lenoir Community College, Wayne Community College and Mount Olive Junior College. These colleges are located in close proximity to each other and offer a study in relationships similar to those found in the Rock Hill area. Fortunately, one of the Vice-Presidents of Winthrop was a member of the York

Technical Education Center Commission and Planning Committee and accompanied the group on the trip. The President and Deans of each institution visited were interviewed, and without exception each person thought the Community Colleges complemented and enhanced the higher educational efforts in the area. The visit to Greenville, N. C., and the data collected helped remove some of the apprehension of Winthrop officials.

In December 1971 the Center Director published a report "Challenge of the 1970's." The report documented the findings of the Planning Committee concerning the educational level of adults in York, Chester and Lancaster counties; the number of high school graduates anticipated to graduate during the next twelve years; the achievement level of high school graduates and their potential for learning; the industrial demands of the labor market and other demographic, educational and economic data. The report¹ made these conclusions:

1. Something should be done to increase the household income of South Carolinians.
2. The educational level of South Carolinians does not correspond with the job structure of the United States. Seventy-four per cent of

¹Baxter M. Hood, Challenge of the 1970's ([Rock Hill, South Carolina] York County Commission for Technical Education, January, 1972).

the state's people have an education level below that required by industry and business for them to be proficient.

3. Over seventy per cent of the people over twenty-five years old in York, Chester and Lancaster Counties lack a high school education.
4. The dropout from the public school system will probably continue. The offering of vocational programs at the high school level will have little effect on the drop out rate.
5. Over fifty per cent of the high school graduates lack the academic background to perform post high school level work satisfactorily.
6. The Intelligence Quotient of high school graduates is above their achievement level.
7. The vast majority of the students attending York Technical Education Center came from York County.
8. Most of the students with achievement levels high enough to attend college are doing so.
9. The public school enrollment and number of graduates will probably stabilize at present level or slightly decline during the next decade.
10. Population growth is difficult to predict but will probably be .6 to .8 percent per year.

11. Industry and business in the area will expand at a moderate rate.
12. Enrollment in a course of study in York Technical Education Center tends to stabilize after the third year it is offered.
13. Much of the enrollment growth of York Technical Education Center has been in trade courses and by the addition of programs.
14. Enrollment in the evening program at York Technical Education Center has apparently stabilized with present programs offered.
15. York Technical Education Center ranks fourth from the top compared to other Technical Education Centers in the state, in per cent of total population in the service area attending the full-time day programs.
16. The majority of students enrolled at York Technical Education Center have been out of school one or more years.
17. Students enrolled at York Technical Education Center have a wide variety of aptitudes and academic achievement.
18. The York Technical Education Center facility can accommodate 294 additional students between the hours of 8:00 a.m. and 2:30 p.m. From 2:30 p.m. to 10:30 p.m., 600 additional students can be accommodated.

19. There is a definite need in York, Chester and Lancaster Counties for the educational endeavors of the various institutions to be coordinated.
20. There is a tremendous number of individuals who need educational service who are not being reached at the present time.

The York Commission for Technical Education gave unanimous endorsement to the report and recommended that the Center Staff pursue and establish a Comprehensive Community College Program when the opportunity presented itself. Since legislation had not been passed authorizing a system of Comprehensive Community Colleges and any move to do so would require all the support it could get, sixty copies of the Planning Committee report were presented to the local county legislation delegation, community leaders, and faculty and staff.

In June 1971 the General Assembly of the State of South Carolina passed Act 1268 creating the State Board for Technical and Comprehensive Education. This bill authorized Technical Education Centers meeting certain criteria (Appendix B) to add the college parallel division, thereby becoming Comprehensive Community Colleges.

In view of the Winthrop co-education issue, the York Technical Education Center Commission decided to postpone seeking approval from the South Carolina Commission of Higher Education for the college parallel

program. The local Technical Education Center Commission feared that pursuit of this program would jeopardize Winthrop's chances for co-education. The primary reason in previous efforts by Winthrop to become co-educational had been the fact that local males did not have an opportunity to pursue a college degree without going away to school. If York Technical Education Center initiated a college parallel program, it was feared that Winthrop would lose part of its support for co-education. The thread that promotes and fosters education is very thin.

By December 1972 it became evident that due to changes in administration at Winthrop, co-education would not be sought during the 1973 legislative year. The York Commission for Technical Education did not feel that it could wait any longer to become comprehensive and deny adults additional opportunities for education. A target date for July 1973 was set as the date to get final approval from the South Carolina Higher Education Commission.

A proposal was written and received approval by the York Technical Education Center Commission; the York County Legislation Delegation; Director, University of South Carolina Lancaster Branch; Chairman of the Board of Trustees, Winthrop College; State Board for Technical and Comprehensive Education and South Carolina Commission on Higher Education. Final approval was received in July 1973 from the South Carolina Commission on Higher Education.

York Technical Education Center began the College Parallel Program in September 1973. The College Parallel Program in itself did not make the institution comprehensive, but this program with its academic faculty strengthened the Center's engineering technology program, and the developmental, industrial, medical and business programs.

The entire process of transition from a pure Vocational Technical program to a comprehensive program was based on timing and on documenting the need thoroughly enough that it could not be disputed or discredited.

Chapter VI

SUMMARY AND IMPLICATIONS

During the last five years there has been a great deal of public discussion in South Carolina on status, needs, and trends in the state post-high school education. Taxpayers, as well as lawmakers, have expressed concern over the rising costs of higher education, the financial and geographic barriers to post-high school education for many citizens, the need to improve the economic well-being of the untrained and undereducated, the financial plight of private colleges whose enrollments have declined with rising costs, and the importance of every citizen having access in the highest level of education and ability. Many have become confused by conflicting information regarding the duplication of effort among institutions, the relative costs of different kinds of education, and even about the roles of the institutions themselves. Compounding this situation was the concern of the traditional college administrators that the conversion of technical education centers to comprehensive community colleges would have a detrimental effect on their enrollments. Change at any time is hard to bring about, but when individuals or groups with vested interests are threatened with changes

that they think could hurt them, then they fight the change for reasons of self-preservation.

The two-year comprehensive post-high school educational institution is anything but a competitor with its sister institutions of higher education. It is the newest and best means for making post-high school education and training available to masses of people at low cost; it is the proving ground upon which some can test their inclinations and capacities as a basis for further education; and it is the only way in which many will be able to fulfill their hopes and aspirations. It screens and selects for the senior colleges potentially successful candidates at a cost less than that if the upper level schools had to do it entirely alone. It supports and complements the rest of higher education.

The population served by the two-year comprehensive institution is different from the clientele of the other forms of higher education. The two-year commuter institution reaches those who cannot afford the traditional college. It serves those who lack the educational background or the innate ability to succeed in a traditional college environment. It serves that large group of persons who in maturity see the need, or finally have the opportunity, to improve their skills and knowledge to enhance their usefulness and employability. It makes available to individuals, to business and industry an assortment of

small and large courses of study for job upgrading and personal development.

Personal, academic, and vocational counseling and advising are central to the conduct of the two-year comprehensive institution. Open admission requires care and patience to assist students in making prudent choices for academic or occupational goals. Comprehensive institutional staff and faculty are chosen for their commitment to this end.

Since the nature of the two-year comprehensive institution is essentially different from that of other institutions of higher education, the composition of the faculty is inherently different from other faculties. Causing students to learn is expected of the comprehensive institution's faculty. Teaching the students, regardless of their backgrounds, strengths or deficiencies, is the reason for the two-year comprehensive institutional faculty member. His task is to take the student where he is and bring him toward the fullest realization of this potential. Scholarship and research are secondary.

In the two-year institution, comprehensiveness refers to a wide array of programs ranging from basic literacy education, remedial and developmental studies, to the intellectually rigorous courses in modern technological fields. Because of this breadth of offering, the comprehensive two-year institution is designed to serve students on a non-selective basis. This is one of the

most significant distinctions between the comprehensive two-year institution and the traditional college. Experience nationally has proven that the open-door admissions policy does not result in lowering quality. Rather, the spectrum of options available to students enables this kind of institution to provide programs to match a student's interests, abilities, and desires. It makes possible the placement of individuals into courses of study in which they may expect to succeed; it provides them avenues toward employment and increased productivity. Open admission without appropriate curriculum scope would be wasteful of both financial and human resources.

The concept of a post-secondary comprehensive institution must also be understood and accepted by the staff and faculty of an institution before it can be implemented. It does not matter whether an institution is transitioning from a strong academic program to the addition of vocational-technical subjects or vice versa. The understanding of the faculty and staff is of the utmost importance. The comprehensive institution is the adults' elementary school, junior high, high school, and junior liberal arts or technical college. If the academic, vocational and technical programs are not thoroughly integrated and supportive of each other, then a strong developmental program cannot exist, and the institution will not be comprehensive. It is important that all of the programs and courses offered by the institution be

organized and scheduled so a student can begin at the point where his achievement level places him and move to where his interest, aptitude and ability lead him.

The establishment of a comprehensive community oriented post-secondary institute requires a nontraditional approach to education. It requires first of all that the total community be evaluated; namely, its people, its businesses, its industry, its social makeup, its political structure, and all other aspects that affect the future. Once this information has been analyzed and the educational needs of the community defined, a plan for the development of a comprehensive educational program can be formulated. The collection of data about the community and the formulation of an educational plan for York Technical Education Center took more than a year.

The compiled information proved worthwhile for the present as well as the future. The information dictated a change to a comprehensive concept and will be valuable in years to come in guiding the educational program to accomplish the new purpose of the institution.

The process of conversion of York Technical Education Center to a comprehensive community college began with collecting facts about the communities' educational needs that could not be disputed. From that point on, it was a matter of presenting the facts to the right people at the right time. South Carolina, unlike many other states does not have a clear policy on establishing a system of

comprehensive community colleges or a higher education master plan. Therefore, any effort to convert an institution to the comprehensive concept involves educating the public and the various commissions, delegations, and boards.

The York Technical Education Center's plan was formulated by a subcommittee of the center's policy board. This subcommittee, the Long Range Planning Committee of the York County Commission for Technical Education, became thoroughly familiar with the community and its needs. The program that this committee felt would best serve the community was one with five major areas: preparation for advanced study (transfer), occupational education (terminal), developmental education, guidance and counseling services, and community services.

The Long Range Planning Committee then explained and recommended the program to the York County Commission for Technical Education. The Commission unanimously endorsed the concept.

The problem then became one of how to sell the comprehensive approach to the public so they would understand and support the transition. Technical education in South Carolina had become its own worst enemy. Technical education for thirteen years had trained thousands of people for new jobs in the state's booming industrialization effort. The technical education system had won national and international acclaim for its ability to produce a skilled labor force to the specifications of a new

or expanding industry. Few people would want to see anything happen to technical education that would affect the system's ability to accomplish this important mission.

With the facts gathered during the year of planning, it was clear that this institution must become comprehensive if the community was to continue to make economic and social progress in the future. The facts supporting the conversion were presented to the news media. A number of articles stating the facts and supporting the transition were published by area newspapers. If it had not been for the evident need as supported by the facts, the media in all probability would have editorialized against the concept as duplication of effort and destruction of a technical system that had contributed greatly to the industrial development of the state.

The comprehensive concept was approved by the county legislative delegation and State Board for Technical and Comprehensive Education. The ground work for approval by these two groups was accomplished by keeping them informed during the entire process.

The most difficult group to convince was the South Carolina Commission on Higher Education. The Higher Education Commission consists primarily of members representing the nine senior college and universities. When York Technical Education Center's proposal for conversion to the comprehensive community college concept was presented to the Higher Education Commission, the writer and

members of the York Technical Education Center's Commission were present. It was at this meeting that all the planning and collection of data paid off. The facts were presented in such a manner that the Higher Education Commission could not reject the proposal.

York Technical Education Center started the comprehensive program in September, 1973.

The procedure used by this institution probably would not work at another time and place even in South Carolina. However, the planning, which preceded the proposal to convert York Technical Education Center to a comprehensive community college, would be beneficial to others. The outcome was worth the effort, the anxiety, the fear, and the change.

The institution has grown tremendously under the comprehensive concept. As this growth continues, the institution will become even more comprehensive because the larger enrollment will give greater flexibility in scheduling and course offerings.

The addition of the college parallel program with its comprehensiveness has contributed greatly to the attitude of the public and the student. The public sees the institution as having reached a status of quality and excellence that an institution serving adults should have. Moreover, students like the status of attending a college regardless of the level of courses they may be taking.

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APPENDIXES

APPENDIX A

Two recommendations were made by the Study Committee on Community Colleges. These recommendations were presented to the Commissioner, South Carolina Commission on Higher Education in November, 1971.

A. The Prime Recommendation

The most desirable plan for implementing a community college system in the state seems to us to require the establishment of a new governance system for all public two-year post high school institutions.

We therefore recommend:

1. That a new State Board to govern all Technical and Community Colleges be established on July 1, 1972 (or, in the words of the legislative charge to the Commission on Higher Education, "at such time as funds . . . may be appropriated . . .") to assume the governance and operation of all existing programs and institutions now falling under the purview of the State Advisory Committee for Technical Education; and all of the Branch and Center operations of the University of South Carolina and of Clemson University. By the latter is meant specifically Clemson University Centers at Greenville and Sumter, University of South Carolina

Centers at Allendale and Beaufort; University of South Carolina Branches at Aiken, Conway, Lancaster, Spartanburg and Union; and the Midlands (Columbia) campus operation of the University of South Carolina.

2. That the Board should consist of 9 members appointed by the Governor with the advice and consent of the Senate, one to be selected from each congressional district and three from the state at large; that the terms of office for such members be six years, except that of those first appointed, the term of office in years should be equal to the number of the congressional district from which appointed; and that the three at-large members shall choose by lot which of them shall serve terms of two, four, and six years respectively. In addition, there shall be two ex-officio members: the State Superintendent of Education and the Executive Director of the State Development Board.
3. That the Board should develop a planned system of two-year institutions, including the division of the state into service areas or districts, along county lines, utilizing criteria such as minimum total population (e.g., 100 thousand), minimum annual high school graduations (e.g., 1.5 thousand), minimum college age population (e.g., 8 thousand), maximum commuting distance, and the existence of other institutions, public or private; and that these

criteria be used in evaluating the continued existence of existing public two-year institutions as well as the establishment of new ones. Although the specific numerical criteria to be applied, and the actual location of district lines, would be determined by the Board, the Committee has developed one such scheme, based on all the demographic factors cited above. This is given as Figure 1.

4. That the Board should establish policy calling for the creation of a local Board of Trustees in each such district; and of determining jointly with such local Boards the educational needs of that district.
5. That the Board should establish minimum qualitative and quantitative standards for institutions, curricula, programs, degrees, certificates and requirements for graduation.
6. That the hiring of personnel necessary for the operation of the institutions be a responsibility of the local Boards, subject to the approval of the state Board.
7. That the Board adopt policy continuing the established principle that capital expenditures (including land, site improvements, buildings and maintenance) be a responsibility of the local Board primarily; and that the responsibility for educational and general expenses, and equipment,

be primarily a state responsibility through the state Board.

8. That the Board be authorized to establish maximum tuition and fee levels which may be charged students by local Boards for the institutions under their jurisdiction.
9. That the Board be authorized to assume all the assets and liabilities of the State Advisory Committee for Technical Education; and of those of Clemson University and of the University of South Carolina at the affected sites.
10. That the Board be authorized to award certificates, diplomas, and associate (but not baccalaureate) degrees.
11. That the Board have the responsibility to approve, or to withdraw approval of, new or existing programs and curricula; subject also to approval of the Commission on Higher Education.
12. That the Board be authorized to participate in various federal programs of aid to public two-year institutions and to the students therein.
13. That the State Advisory Committee for Technical Education be abolished on the effective date of creation of the Board.

The Committee envisions that the new Board would require some time to establish its staff, develop policy as to local Boards, arrive at a division of the state

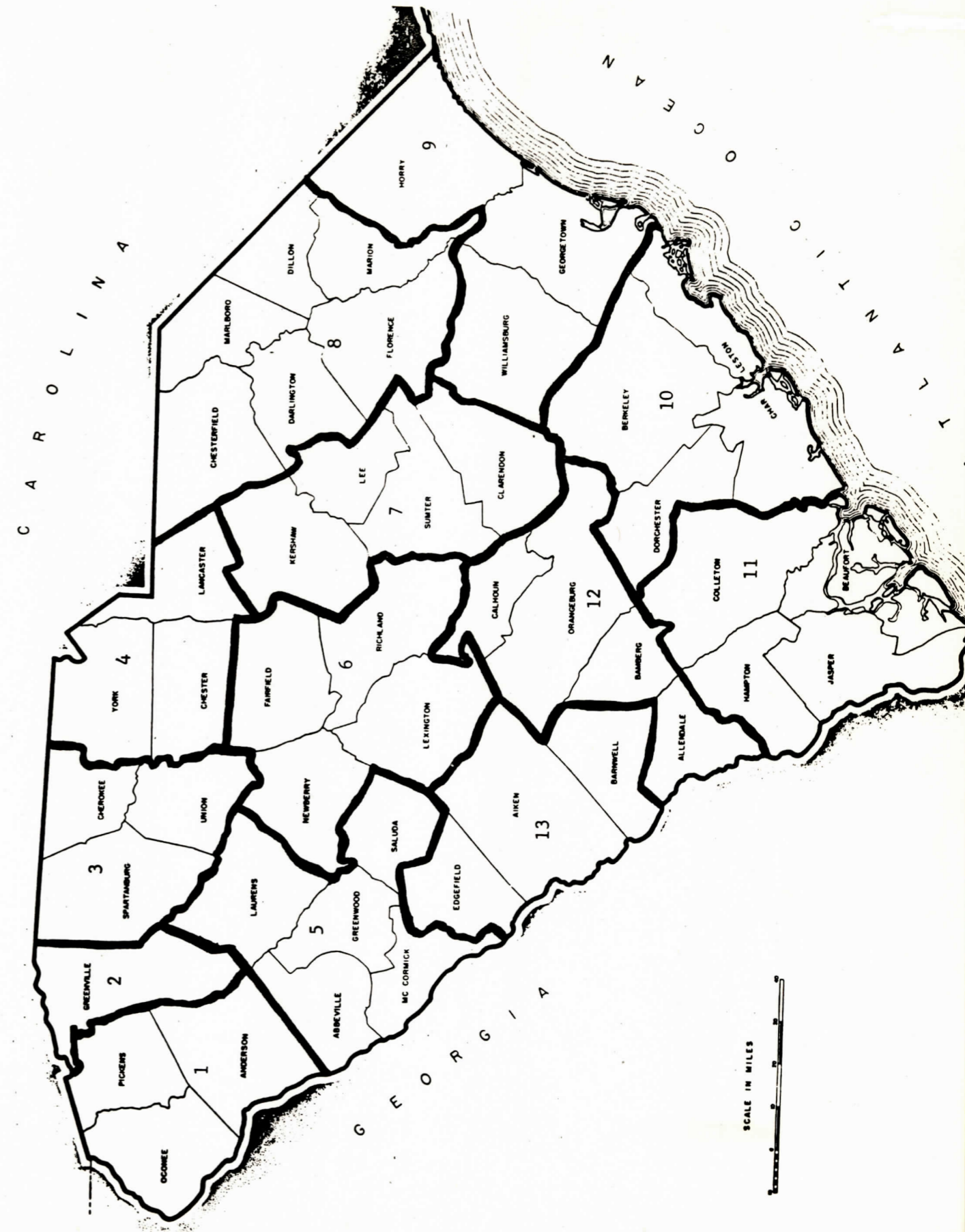
into the suggested Districts and ascertain, with local participation, local educational needs within each of the districts. Thus the new Board would, at least initially, merely act as the state governing body for all the public two-year institutions. The Committee strongly recommends that, at least for the first year of this new mode of operation, all existing programs and curricula be continued as before; and that all personnel now employed by these institutions, administration and staff as well as instructional staff, be retained by the new Board. This would help insure an orderly transition.

Although the district plan finally adopted by the Board may well differ from that suggested by the Committee (Figure 1), the Committee suggests as a result of its investigations into this problem that the Board may wish to direct its attention to the following specific kinds of locations, in this priority order, to ascertain the suitability of establishing the state's first comprehensive community colleges:

First - Greenville, primarily because this location has petitioned the Commission on Higher Education as early as 1967 for community college status, partly because in the suggested districting this is the only one-county district - in which, as it happens,

Figure 1

A Suggested Scheme For Community College Districts



the local Technical Education and Higher Education Commissions are the same.

Second - Those districts in which both a Technical Education Center and a University Branch or Center are already located in the same town (e.g., Aiken, Beaufort, Conway, Columbia, Spartanburg and Sumter).

Third - Those districts now served by only one type (Technical Education Center or Branch) of institution (e.g., Tri-County Technical Education Center, Piedmont Technical Education Center, Charleston Technical Education Center, Chesterfield-Marlboro and Florence-Darlington Technical Education Centers).

Fourth - Those districts (e.g., York-Lancaster-Chester, Allendale-Bamberg-Orangeburg-Calhoun) in which there is both a Technical Education Center and a Branch, but where these are located in different towns.

Fifth - Those districts in which there is no public two-year institution or program (There are none in the suggested districting scheme).

B. An Alternative Recommendation

The Committee's professional judgement is that the plan described above represents the best and most

sensible approach to follow if and when the decision is made to implement a community college system.

The Committee is also aware of the fact that this plan may not meet with automatic acceptance on the part of all parties. We are aware that the issue is highly charged with emotion in this state at this time, and we are of the belief that perhaps some additional time may be required before this plan could be accepted by the people of the state.

But the Committee feels that some steps could be taken now to bring at least some of the benefits of a community college system to the citizens of the state, perhaps without calling for a restructuring of the governance of all two-year public institutions.

The Committee therefore considered several alternative approaches, bearing always in mind that the plan recommended above represents, in our opinion, the most logical course of action to follow. The Committee did consider, for instance, recommending that the University Branches and Centers be organized under a separate new Board of Public Junior Colleges, to continue their role of providing lower-division college curricula to a larger segment of the state's population. We know that the Commission on Higher Education's recommendation to this effect has yet to gain the public support necessary to achieve it. While we respect the Commission's desire to achieve this end so as to bring some

additional order into the system of higher education, this single change of governance would not in and of itself necessarily lead to a system of comprehensive two-year colleges.

The Committee recommends instead that, if the plan detailed previously is not acceptable, the following alternative recommendations be considered:

1. That at those seven locations where a Technical Education Center and a University Branch or Center are or will be situated in the same county or town (i.e., Aiken, Beaufort, Columbia, Conway, Greenville, Sumter and Spartanburg):
 - a. The Technical Education Centers be prohibited from introducing lower-division college parallel courses or curricula;
 - b. The University Branches or Centers be prohibited from introducing new terminal or occupational/vocational courses or curricula;
 both until such time as there is local initiative to effect a merger of such co-located institutions subject to criteria set forth in accord with paragraph 3 below, and subject to prior approval of the State Committee for Technical Education, the affected University and the Commission on Higher Education.

2. That the remaining Technical Education Centers be authorized to request, through the State Committee for Technical Education, approval of the Commission on Higher Education to introduce lower-division college parallel programs where:
 - a. A valid local need, documented to the satisfaction of the CHE, exists and is not otherwise being met;
 - b. A local demand exists;
 - c. The county, or service area, of the Center, meets uniform criteria to be established by the CHE; these criteria to include at least minimum total population in the county or service area (e.g., 100 thousand); minimum college-age population in the county or service area (e.g., 8 thousand); minimum high school graduations annually in the county or service area (e.g., 1.5 thousand); maximum commuting distance; the existence of other institutions, public or private, being taken into full account; and other factors the CHE may establish.
3. That the remaining University Branches or Centers (i.e., Allendale, Lancaster, Union) be prohibited from introducing any new terminal or occupational/vocational programs not offered prior to 1971-72; except that if and when any of these desire to become comprehensive institutions, prior approval

of the State Committee for Technical Education and of the CHE is required.

4. That at the seven locations specified in paragraph 2 the University Branches or Centers and the Technical Education Centers coordinate academic calendars, and conduct joint recruitment, testing, guidance and counselling programs.
5. That tuition and fees for full-time students at all University-operated Branches and Centers be reduced to levels commensurate with those charged to full-time students at Technical Education Centers (e.g., approximately \$125 per semester or \$250 per year) and that fees for part-time students be reduced proportionately; with the necessary corollary being that state funding be increased accordingly so that the income for the systems at least not be reduced.
6. That all new programs and curricula, of one academic year duration or longer, to be introduced at any institution under the administration of the State Committee for Technical Education require approval of the CHE; and that the CHE also be authorized to recommend discontinuance of existing programs.
7. That specific review and approval of the CHE be required before any new public 2-year post high school institution be authorized; or before any additional site acquisition or capital construction

at any existing public 2-year post high school institution be authorized.

APPENDIX B

Ratified -

Calendar No. H. 3169Introduced by EDUCATION AND PUBLIC WORKS
COMMITTEE

S. Printer's No. 373—S. Read the first time May 9, 1972.

THE COMMITTEE ON EDUCATION

To whom was referred a Bill (H. 3169), to create the state board
for technical and comprehensive education; etc., respectfully

REPORT:

That they have duly and carefully considered the same, and recom-
mend that the same do pass with the following amendment:Amend the printed version of the Bill (Printer's No. 801—H) by
striking Paragraph 2 of Section 2 and inserting in lieu thereof the
following:

"It is provided further that such university branches and centers
are hereby specifically authorized to offer programs and courses in the
junior level where such branch or center has an enrollment of seven
hundred full-time equivalent students and to offer senior level pro-
grams and courses when such branch or center has one thousand full-
time equivalent students, both of these are subject to the approval
of the Board of Trustees of the university concerned and the Higher
Education Commission and provided that such courses and programs
are adequately funded."

Majority favorable. J. P. MOZINGO, III, for Majority.

Minority unfavorable. JOHN D. LONG, III, for Minority.

A BILL

To Create the State Board for Technical and Comprehensive Educa-
tion; to Provide for Its Powers and Duties; to Repeal Sections
21-701 through 21-703, Code of Laws of South Carolina, 1962,
Relating to the Advisory Committee on Technical Training;
And to Repeal Sections 21-651 through 21-659, Concerning the

Former South Carolina Area Trade Schools, Which Were
Transferred in 1969 to the Advisory Committee on Technical
Training.

Be it enacted by the General Assembly of the State of South Carolina:

SECTION 1. There is hereby created the State Board for Techni-
cal and Comprehensive Education as a continuing body and agency
and instrumentality of the State. The board shall consist of eight mem-
bers, appointed by the Governor for terms of six years and until
successors are appointed and qualify. One member shall be appointed
from each congressional district, with the advice and consent of the
legislative delegations of the congressional district involved, and be
a resident thereof. There shall be two at-large members appointed
by the Governor. The initial terms of office of board members rep-
resenting congressional districts shall be for a period of years corres-
ponding to the numerical designation of their respective districts. The
initial terms of office of the at-large members shall be for three and six
years, determined by lot. In addition, the State Superintendent of
Education and the Executive Director of the State Development
Board shall serve as *ex officio* members of the board. The chairman
shall be elected by the board. The board shall make such rules and
regulations and enter into such contracts as it deems necessary to
fulfill the requirements of this act.

SECTION 2. The board shall have within its jurisdiction, in ac-
cordance with the provisions of this act, all two-year, state-supported,
post-secondary institutions and their programs that are presently
operating and any created in the future. Excepted are the present
university branches and centers, which shall continue the present
programs under the direction of the University of South Carolina
and Clemson University, respectively.

It is provided further that such university branches or centers are
hereby specifically authorized to offer courses in the junior level where
such branch or center has an enrollment of seven hundred full-time
equivalent students and to offer in the senior level when such branch
or center has one thousand full-time equivalent students, both subject
to the approval of the Board of Trustees of the University concerned.
Such branch or center shall continue to be under the administrative
and jurisdictional control of its local governing board and the board
of trustees of the University of South Carolina or Clemson University,
as the case may be.

SECTION 3. It shall be possible for two-year institutions to meet the changing educational needs of their service area by:

- (1) adding the first-year and second-year college parallel curricula to technical education centers;
- (2) merging two or more two-year institutions; and
- (3) enabling university branches or university centers to become comprehensive institutions under the direction of the State Board for Technical and Comprehensive Education.

Any major modification, as specified in this section shall require the concurrence of the local governing or advisory boards and the legislative delegations affected, the board of trustees of the university directly affected, the State Board for Technical and Comprehensive Education and the Commission for Higher Education.

SECTION 4. The board shall be empowered to assume all of the assets and liabilities of the existing State Advisory Committee for Technical Training and continue all of the existing institutions and programs, with continued emphasis on the special schools program which provides training for prospective employees for new and expanding industry, such programs to be closely coordinated with the State's economic development efforts. The regional technical centers, regional manpower centers and all federal programs presently assigned, or that may be assigned, to the State Advisory Committee for Technical Training will be continued under the auspices of the board.

The board shall maintain coordination with the Commission on Higher Education and other educational efforts to facilitate effective coordination of activities. Coordination with the Commission on Higher Education shall be accomplished as follows:

- (1) by the service of the Chairman of the State Board for Technical and Comprehensive Education as an ex officio member of the Commission on Higher Education; and
- (2) by the presentation to the Commission on Higher Education of the board's plans, programs and academic educational budget, for review and comment.

All associate degree programs shall be subject to the approval of the Commission on Higher Education.

The admission criteria for the college parallel program shall be established by the Board with the concurrence of the Commission on Higher Education.

SECTION 5. In addition to the power, and without the intent of limiting the powers and duties necessary to achieve the purposes of this act, duties and responsibilities hereinabove designated to it, the board shall:

(1) be responsible for the development and implementation of an adequate post-high school vocational and technical training program;

(2) establish criteria, subject to the approval of the Commission on Higher Education, for the establishment of new public two-year, post-secondary institutions and programs; such criteria to include minimum population, both total and of college age, in the area to be served, and minimum annual secondary school graduations in the area to be served, with specific allowance to be made for the existence, within the area to be served, of other post-secondary institutions, public and non-public;

(3) continue the policy of full participation at the local level in its programs and institutions through the mechanisms of local boards and advisory committees, and through the requirements of local provision of capital facilities, all subject to state-level policy and budgetary control through the new board, which shall include, but not be limited to: (a) establishing maximum tuition and fees which may be charged students of any of the institutions under its control, (b) award certificates, diplomas and associate (but not baccalaureate) degrees to students who successfully complete authorized and prescribed courses of study and training, (c) participation in various programs of federal aid to public two-year institutions and to the students therein, and (d) accept and administer donations of funds, real property or equipment from individuals, corporations, foundations and governmental bodies, and to possess title to all donated or purchased equipment for which maintenance is provided by the State.

SECTION 6. The board shall file reports on its activities annually, with such recommendations as may be appropriate, to the Governor and the General Assembly.

SECTION 7. Sections 21-701 through 21-703 and Sections 21-651 through 21-659 of the 1962 Code are hereby repealed.

SECTION 8. All additional four year institutions created under this Act shall be under the control of the State College Board of Trustees.

SECTION 9. This act shall take effect on July 1, 1972.

APPENDIX C

STATE BOARD FOR TECHNICAL AND COMPREHENSIVE EDUCATIONCriteria:

- I. For establishing new technical or comprehensive institutions under the State Board for Technical and Comprehensive Education:
 - A. A minimum total population of 100,000.
 - B. A college-age (18 to 24) population of 8,000.
 - C. An annual high school graduation of 1,500 students.
 - D. A projected enrollment of 1,000 day students within three years of establishment.
 - E. An established continuing need for no fewer than 15 trained employees each in at least 4 highly skilled occupational fields.
 - F. A plan for adequate local supervision. An Area Commission shall be established by legislative act that specifies composition, powers and responsibilities. The Legislative Delegation(s) of the area to be served, including the Senator(s) where applicable, must recommend to the Governor the appointment of an Area Commission of not less than seven (7) nor more than nine (9) members.
 - G. Local funds must be provided to construct suitable buildings as prescribed by the State Board for

Technical and Comprehensive Education. Local funds may include federal funds allocated to local groups.

- H. When there are public or private institutions within the service area of the proposed institution, analyses shall be made to identify the sources of students not being served by existing institutions and to determine the effect on these schools by the creation of the proposed institution. Liaison should be established with all such schools to ascertain the role of each, to define the clientele population of each, to develop cooperation in programs and services and to facilitate the transfer of students.
- I. The responsibility for initiating a request for establishment of a new institution rests with the Legislative Delegation(s) and the Area Commission.
- II. For adding the Associate in Arts or the Associate in Science Degree to an existing Technical Education Center:
 - A. The institution and its Area Commission shall comply with the provisions of Section 3 of Act 1268, (the 1972 Technical and Comprehensive Education Act).
 - B. There should be an annual high school graduation of 1,500 students

or

- C. The number of high school graduates going to college should fall below the state-wide average and there shall be no public higher educational institution within 30 miles (30-45 minutes commuting time) of the institution.
- D. When there are public or private institutions of higher education within 30 miles of the institution, analyses shall be made to identify the sources of students not being served by existing colleges and to determine the effect on these colleges by adding the AA/AS curricula in the Technical Education Center. Liaison should be established with all such colleges to ascertain the role of each, to define the clientele population of each, to develop cooperation in programs and services and to facilitate the transfer of students.

III. For merging two or more existing two-year institutions:

- A. The governing boards of both institutions shall comply fully with the provisions of Section 3 of Act 1268 (the 1972 Technical and Comprehensive Education Act).
- B. When there are public or private institutions of higher education within the service area of the proposed merged institution, analyses shall be made to determine the effect of the merger on other schools. Liaison should be established with

all such schools to ascertain the role of each, to define the clientele population of each, to develop cooperation in programs and services and to facilitate the transfer of students.

IV. For adding the Associate in Applied Science Degree or occupational diploma to an existing University Branch seeking to become comprehensive and come under the jurisdiction of the State Board for Technical and Comprehensive Education:

- A. The Board of Trustees and Administration of the University concerned and the Branch seeking to add occupational programs to become comprehensive shall comply with the provisions of Section 3 of Act 1268 (the 1972 Technical and Comprehensive Education Act).
- B. There shall be an established and continuing need for no fewer than 15 trained employees each in at least 4 highly skilled occupational fields.
- C. There should be an annual high school graduation of 1,500 students
- or
- D. There shall be no public, post secondary technical or occupational institution within 30 miles (30-45 minutes commuting time) of the institution..
- E. When there are public or private institutions offering technical or occupational education within 30 miles of the institution, analyses shall

be made to identify the sources of students not being served by existing schools and to determine the effect on these by adding the occupational curricula to the University Branch. Liaison should be established with all such colleges to ascertain the role of each, and define the clientele population of each, to develop cooperation in programs and services. Established procedures of the State Board for Technical and Comprehensive Education should be followed to maximize the employment of graduates of the occupational programs.