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THE NORTH CAROLINA COMMUNITY COLLEGE SYSTEM: ITS INCEPTION--ITS GROWTH--ITS LEGAL FRAMEWORK

by

Albert Pultz Lochra

A Dissertation Submitted to
the Faculty of the Graduate School at
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Approved by

Dissertation Adviser

APPROVAL PAGE

This dissertation has been approved by the following committee of the faculty of the Graduate School at the University of North Carolina at Greensboro.

Dissertation Adviser _____

Committee Members _____

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_____

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March 31 1978
Date of Acceptance by Committee

LOCHRA, ALBERT PULTZ. The North Carolina Community College System: Its Inception--Its Growth--Its Legal Framework. (1978)
Directed by: Dr. Joseph E. Bryson. Pp. 213.

The purpose of the study was to historically document the background, statistical growth, organizational changes, and legal foundation of the North Carolina Community College System. The period of the study is from 1963 through 1976. However, historical scope required inclusion of material predating 1963.

Information and documentation supporting the study came from a variety of scources including books, manuals, magazine and newspaper articles, pamphlets, reports, speeches, laws, letters, interviews, and a questionnaire. Emphasis was given to taped interviews with five men prominent in forming, organizing, and developing the Community College System.

A review of the literature revealed that a popular desire for upward social and occupational mobility led to the development of comprehensive community colleges in North Carolina. Current policies and practices of the Community College System were studied. A survey of the future of the system was attempted by examining current issues and merging them with the thoughts and predictions of writers and practitioners in the community college field.

The study is topically divided; therefore, historical sequence was not always possible.

Many commonalities prescribed by law, regulations, and design exist between the institutions of the Community College System. However, no institution is a duplicate of another. Five significant differences are noted between the Public School and the Community

College Systems, the chief one being the age of students. Seven dissimilarities are listed between the University and the Community College Systems with curriculum the main distinguishing factor.

The first community college in North Carolina opened in Asheville in 1927. Following chronologically were post-World War II University extension centers, public junior colleges, noncomprehensive community colleges, industrial education centers, and, finally, the establishment in 1963 of the North Carolina Community College System. Each event was supported by a study of need.

The United States Constitution is basic to the formation of the Community College System. However, the state is directly responsible for education. In turn, the state delegates this responsibility to local districts. Chapter 115A of the General Statutes of North Carolina is the specific law governing the Community College System.

The number of institutions in the system grew from twenty in 1963 to fifty-seven in 1973. Student population has increased 576 percent between 1963 and 1976. Federal and state allocations rose by 2,433 percent while local contributions increased by 2,349 percent between 1963 and 1976.

The Community College System is experiencing a stabilization of enrollment and has begun a process of maturation. The future of the system will see more state control, added difficulties in funding, and an emphasis on fulfilling its educational role.

ACKNOWLEDGEMENTS

The author expresses deep appreciation to the following:

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My employer, Guilford Technical Institute, which encouraged but did not require my quest.

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My wife, Helen, who endured and persevered through a trial of neglect but who also understood and cared.

My father, a profound respecter of good education, whose spirit compelled completion of the study.

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CHAPTER I

INTRODUCTION

A school which provides adults with relevant program offerings is engaging in community education.[1] Therefore, a "community college" has existed in some form as long as written records on education are available.[2] In the United States, some type of community college has existed since the mid-nineteenth century.[3]

Many definitions of a public junior community college stem directly from descriptions of junior colleges. In 1922, the American Association of Junior Colleges defined the junior college as ". . . an institution offering two years of instruction of strictly collegiate grade."[4] During the next three years, however, a significant change occurred in the philosophy of the American Association of Junior Colleges. In 1925 the Association greatly expanded its original definition of a junior college by stating:

> The junior college is an institution offering two years of instruction of strictly collegiate grade. This curriculum may include those courses usually offered in the first two years of the four-year colleges; in which case these courses must be

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[1]Ellwood P. Cubberley, A Brief History of Education (Boston: Houghton Mifflin Company, 1922), pp. 2-26.

[2]Ibid., pp. 2-8.

[3]James W. Thornton, Jr., The Community Junior College (New York: John Wiley and Sons, Inc., 1960), pp. 46-54.

[4]Jesse Parker Bogue, The Community College (New York: McGraw-Hill Book Company, Inc., 1950), p. xvii.

> identical, in scope and thoroughness, with corresponding courses of the standard four-year college. The junior college may, and is likely to, develop a different type of curriculum suited to the larger and ever-changing civic, social, religious, and vocational needs of the entire community in which the college is located. It is understood that in this case, also, the work offered shall be on a level appropriate for high school graduates.[5]

In The Community College, Jesse P. Bogue designates the community college as a movement rather than an institution. Bogue claims the terms "community," "junior," "general college," "technical institute," "extension center," and "undergraduate center" are "all of a piece in the general movement to extend to larger numbers of the people the advantages of education and the kinds of education they need or want."[6] James W. Thornton, Jr., provides a succinct definition of the community junior college: "The community junior college is a free public two-year educational institution which attempts to meet the post-high school educational needs of its local community."[7]

The preceding definitions describe the community college at particular points in the community college movement but do not give an adequate description of the present-day community college or technical institute in North Carolina. In 1957, the North Carolina Board of Higher Education defined the community college as:

> . . . an institution dedicated primarily to the particular needs of a community, or an area and including two divisions (1) an academic division offering the freshman and sophomore courses of a college of arts and sciences, and the first or first and second years of work of a two-year technical institute of college grade and (2) a division which offers a variety of occupational, vocational, and recreational training programs, depending on need and demand.[8]

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[5]Ibid. [6]Ibid., p. xx. [7]Thornton, p. 275.

[8]Biennial Report for 1955-1957 (Chapel Hill, N. C.: North Carolina State Board of Higher Education, 1957), pp. 9-10.

This definition will serve as the basis for this study.

Statement of the Problem

The community college system in North Carolina is a product of a number of factors some of which are unique to North Carolina and some of which parallel the experiences of community colleges in nearby states.[9] What are some of the commonalities of the North Carolina Community College System? What factors distinguish the North Carolina Community College System from other public educational systems in North Carolina? How has North Carolina produced the community colleges and technical institutions now operating in the state? What legal and legislative measures were necessary to bring the system into existence? What measuring devices best indicate progress in the system since 1963? What is its future?

This study isolates for more intensive review several factors which have contributed significantly to the total development of the community colleges and technical institutes of North Carolina. Included in the study are: (1) the historical background leading to the development of the system; (2) the statistical growth of the system from 1963 through 1976; (3) the organizational framework, including philosophy and policies of the Community College System; (4) the legal foundation which provides guidelines for action necessary to accomplish the tasks of the system; and, (5) comments from community college leaders regarding the future direction of the North Carolina Community College System.

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[9]I. E. Ready, personal interview, Raleigh, North Carolina, March 17, 1976 (taped and transcribed).

Presently there is no publication available which provides an overall view of the historical development, growth, operation, and legal framework of the North Carolina Community College System. There are, however, a number of isolated publications containing information on specific aspects of the system. Moreover, disseminated memoranda have assisted in the administration of the system. Nevertheless, many guiding principles and aspirations for the system exist now only in the minds of administrators and developers of the system.

In order to gain a comprehensive view of the North Carolina Community College System, one must refer to a multiplicity of sources, some not readily accessible. Information obtained from a wide selection of sources needs to be compiled into a single publication that would encapsulate the system as a whole. It is the purpose of this study to provide in a single document a comprehensive examination of the North Carolina Community College System.

Method and Design of the Study

Because the Community College System in North Carolina has established itself as a result of a process rather than by events, an historical account provides perspective. Historical methodology clearly shows, for instance, that the 1963 legislation establishing the North Carolina Department of Community Colleges, important as that event is, was not the starting point for the system but rather a culmination of a series of prior events, or a process, extending over a period of nearly forty years.[10]

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[10]Kenyon Bertell Segner, III, A History of the Community College Movement in North Carolina, 1927-1963 (Kenansville, N. C.: James Sprunt Press, 1974), pp. 1-128.

Various statistical measuring devices assist in understanding the impact and importance of the Community College System. Comparative enrollment data compiled on several education systems in North Carolina gauge acceptance of these systems by the public. The data show that the public has accepted the community colleges and technical institutes into the total North Carolina educational spectrum. Funding data also indicate increasing state and community support for the Community College System.

Frequent reference throughout the study is made as to the intent and requirements of law. Most of the legal aspects deal with legislation rather than case law. Case law, however, becomes more and more important as one moves into certain internal phases of an educational system--an area which the study mentions briefly. Basic to any system dealing with human beings is a firm legal foundation.[11] It is important that the system stay within its prescribed legal requirements to prevent confusion. In this regard, Chapter 115A of the General Statutes of North Carolina, the law written exclusively for the North Carolina Community College System, has been the guiding constant of the system since 1963.[12] Since the policies and practices of the North Carolina State Board of Education, the North Carolina Department of Community Colleges, and the local institutions are firmly linked to Chapter 115A, its content, strength, and acceptance require examination.

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[11]Ralph Emerson Browns, ed., The New Dictionary of Thoughts ([n.p.]: The Standard Book Company, 1966), p. 345.

[12]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped).

Sources of Information

In conducting the study, the writer researched a wide range of materials and documents relating to the history, philosophy, policies, and organizational procedures of the Community College System in North Carolina. Taped personal interviews with community college leaders supplement and modify the literature.

Gathering and compiling the statistics for tables and figures led the writer to unpublished as well as published sources. Data are presented in a format that enables comparisons to be made. One questionnaire was used in compiling updated information. A bibliography of all source material quoted in the study, including that deemed necessary but not quoted in writing the study, is a part of the completed work. Also included are appendixes.

Purposes to be Served

The purpose of the study is to trace the development of the community college movement in North Carolina and discuss the current status of the Community College System within the entire system of education in North Carolina. Examination of historical data provides a means of predicting the future development and direction of the system. The study combines a review of the known facets of the system with an exploration of previously neglected historical data.

Developments in the North Carolina Community College System

While referring briefly to earlier developments, the study dates the beginning of community colleges in North Carolina to 1927 when the Buncombe County Board of Education agreed to use local tax money to

establish a post-high school educational center. In 1930, the North Carolina State Supreme Court affirmed the right of a local board of education to use local tax money for the support of education beyond the secondary level.[13] Seventeen years after this significant legal development, Wilmington became the second community to establish a community college in North Carolina.[14]

After World War II, the Extension Division of the University of North Carolina was authorized to administer twelve off-campus educational centers offering the first and second years of college-level education. While this action was meant to be a solution to a temporary problem, it later had impact on the as yet incipient community college movement in North Carolina.[15]

State administrative control over junior or community colleges accepting state financial aid was accomplished after the establishment of the North Carolina Board of Higher Education in 1955 during the administration of Governor Luther Hodges.[16] The North Carolina Board of Higher Education was formed to set and supervise basic policies for all state-supported institutions beyond the high school.[17] While some of the public junior or community colleges later came under the jurisdiction of the North Carolina Department of Community Colleges, others became branches of the University of North Carolina System.

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[13]Zimmerman v. The Board of Education of Buncombe County, 199 N. C. 259, 154, SE 397 (1930); see also "North Carolina Reports, Cases argued and Determined in the Supreme Court of North Carolina, (1930)," 199 (Raleigh: Bynum Printing Company, 1931), pp. 259-264.

[14]Wilmington College Bulletin #20, 1967, pp. 23-24.

[15]Segner, pp. 9-13. [16]Ibid., pp. 15-17.

[17]Biennial Report for 1955-1957, pp. 9-11.

With the origination of industrial education centers in North Carolina in 1958, a pattern began to emerge that took formal shape in 1963 with the passage of the Omnibus Higher Education Act.[18] This act, largely the result of an exhaustive study by the Governor's Commission Beyond the High School, formed the present system of community colleges in North Carolina and provided its basic legal foundation, Chapter 115A of the General Statutes of North Carolina. Other basic laws in the General Statutes, the North Carolina State Constitution, and the Constitution of the United States all give legal sanction to the entire operation, but Chapter 115A permeates the whole system.[19]

Another aspect of the study deals with the further growth of the North Carolina Community College System. The philosophy of providing "total education" by means of an "open door" policy is examined for its implications. A manifestation of the open door policy is seen when comparisons of year to year enrollments are made from 1963 onward. Also, the number of institutions comprising the system in 1963 as opposed to the number currently in existence is included. The figures indicate both the popularity and the acceptance of community colleges and technical institutes throughout North Carolina.

The important role that the North Carolina Department of Community Colleges plays in the administration of the Community College System is a major part of the study, and the uncertain ground lying between local autonomy and state responsibility is discussed in detail. No definite

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[18]Segner, pp. 133-134.

[19]Charles R. Holloman, personal interview, Raleigh, North Carolina, April 7, 1976 (taped and transcribed).

boundary has yet been determined which adequately separates local autonomy and state responsibility.[20] Moreover, it seems unlikely that these entities can ever be entirely separated.[21]

The overall approach to the study is to present the North Carolina Community College System's history and operational pattern, with emphasis upon its legal constraints and requirements. The study incorporates the background, development, current status and legal framework of the North Carolina Community College System into a single document.

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[20]Ready interview.

[21]Ben E. Fountain, Jr., personal interview, Jamestown, North Carolina, March 24, 1976 (taped and transcribed).

CHAPTER II

THE BEGINNING OF THE COMMUNITY COLLEGE MOVEMENT

The North Carolina Community College System consists of fifty-seven institutions spread throughout the state. What is the composite story of these institutions? What do these schools offer in the way of educational programs that has caused an increasing number of North Carolinians to participate further in this integral part of the state educational system? How does one differentiate between curriculum and noncurriculum programs or classes? What is the growth pattern of the system? How does one distinguish between industrial education centers, technical institutes, and community colleges? Is there a need for more programs? Is there a need for more institutions? What is the future of the Community College System?

Response to these questions is based mainly on the historical development approach through the use of both narrative and numbers to indicate the swift changes which have taken place since the Department of Community Colleges replaced the Department of Public Instruction as the state supervising agency for the state-wide Community College System. A short historical survey of the American educational system shows how its philosophy led to the organization of a system of education to fill an educational gap that developed because of the expansion of man's role in society.

Paralleling community college systems throughout the United States, the Community College System in North Carolina has roots in the "national

community college movement" which, in turn, was dependent on other educational developments in the United States occurring in the mid-1800's.[1] However, North Carolina's pattern of development differs from all other state systems.[2]

The Historical Context

During the eighteenth century, French philosophers such as Rousseau, La Chalotais, Rolland, Turgot, and Diderot defined a new State theory of education by saying that schools were essentially civil affairs. These philosophers stated that schools should "promote the everyday interests of society and the welfare of the State, rather than the welfare of the Church, and to prepare for a life here rather than a life hereafter."[3]

The acceptance of the State theory of education in Prussia under Fredrick the Great ultimately spread to other lands.[4] A further result of the acceptance of the new concept was the separation of Church and State in education.[5] Thus, a new system of schooling emerged which was financed and managed by the State to meet national needs instead of Church purposes.[6]

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[1]I. E. Ready, personal interview, Raleigh, North Carolina, March 17, 1976 (taped and transcribed).

[2]Leland L. Medsker, The Junior College: Progress and Prospect (New York: McGraw-Hill Book Company, Inc., 1960), pp. 207-295.

[3]Ellwood P. Cubberley, A Brief History of Education (Boston: Houghton Mifflin Company, 1922), pp. 275-278.

[4]Ibid., pp. 275-276, 308.

[5]Ibid., p. 276. [6]Ibid.

During the mid-1700's, the American Colonies no longer totally accepted European educational traditions and types of schools. The evolution of public or state schools from the original religious schools was evident toward the end of the eighteenth and the beginning of the nineteenth centuries. Therefore, after the Revolutionary War, theories of French political thinkers of the eighteenth century were actually practiced in the United States.[7] For example, Thomas Jefferson wrote to James Monroe from France in 1787, saying:

> Above all things, I hope the education of the common people will be attended to; convinced that on this good sense we may rely with the most security for the preservation of a due sense of liberty.[8]

In his Farewell Address to the American people in 1796, President Washington said, "Promote, then as an object of primary importance, institutions for the general diffusion of knowledge . . . ."[9]

Again, Jefferson wrote after his retirement:

> If a nation expects to be ignorant and free in a state of civilization it expects what never was and never will be . . . . There is no safe deposit (for the function of government) but with the people themselves; nor can they be safe with them without information.[10]

The educational transition problem was not nearly as difficult in America as in Europe because the church-controlled and supported schools were not as solidly entrenched in the colonies. The American educational traditions and foundations adapted more easily to new conditions. Most church and charity schools in the colonies presented little hindrance to the new State theory concept of education. The chief problems for the new country were (1) arousing a consciousness

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[7]Ibid., pp. 285-287. [8]Ibid., p. 288.

[9]Ibid., p. 287. [10]Ibid., p. 288.

of a need for general education and (2) developing a willingness to pay for what was deemed educationally desirable.[11]

Environmentalism and American Education

In his Commonwealth of Learning, Henry Steele Commager explains the prevalence of general education in America. According to Commager, human nature was considered corrupt and unchangeable until the origin of the State Theory of Education in the eighteenth century. This confining view of human nature was brought to America and was the basis for its educational philosophy in the colonial years. During the eighteenth century, however, a new American theory, enviornmentalism, emerged. Environmentalism postulates that man is neither depraved nor virtuous but a creature of circumstance. Man is a product of his own history, not of nature, and history is a product of man, not God.[12]

Although man's view of his own nature underwent change as a result of the State theory of education and environmentalism, problems remained which education helped solve. Encouraged by Benjamin Franklin, George Washington, John Adams, Noah Webster, Thomas Jefferson, and others, education became the instrument for change. In fact, education was ingrained in the life of America from the beginning of its history. What Americans recognized from the start was the great range and variety of abilities needed for the efficient functioning of a modern society. Lacking the traditional institutions of Europe

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[11]Ibid., p. 353-354.

[12]Henry Steele Commager, The Commonwealth of Learning (New York: Harper and Row, Publishers, 1968), pp. 20-21.

such as the military, church, merchant guilds, and apprenticeship, America turned to the schools to train for the needs of society. Moreover, unlike Europe, America embraced laborers and farmers into its educational system.[13]

American schools developed early into general purpose institutions. Schools and universities prepared the young for "professions, industry, farming, business, nursing, the stock market, marriage, citizenship, society, even for life."[14] No other country in the world calls on its educational system to be everything to everyone. The wonder is not that they so often fail but rather that they so often succeed. Although the general cultural level of the citizens of the country has risen, some critics of American education claim that a higher degree of success would be possible if the same educational energy was concentrated on fewer students. The American theory, however, holds that talent is found throughout society and it is the role of education and of the state to discover and encourage talent wherever it is found.[15]

An original and profound American education philosopher of the nineteenth century, Lester Ward, persuasively argued the case for general and universal education. Ward maintained that nature had a role to play in change but man's inextricable involvement with change speeded the process. Civilization, then, a work of man, is the triumph of art over nature. Furthermore, the function of education is to achieve and prosper civilization. A progressive society, therefore, cannot afford to waste any of its intellectual or psychic talents.[16]

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[13]Ibid., pp. 22-27. [14]Ibid., p. 27.

[15]Ibid., pp. 27-29. [16]Ibid., pp. 29-30.

The American Example

Between 1810 and 1830, there were four main forces at work which combined to produce conditions which made state rather than church control of schools more in keeping with public need. These forces were: (1) philanthropic efforts to provide education, (2) the rise of cities and manufacturing, (3) the extension of suffrage, and (4) the rise of new societal class demands for schools. The latter three forces tended to impose an economic burden on the older systems of schooling. First, the resources available to the old school systems were not adequate to meet the rapidly rising enrollments. Second, the curriculum demands for this increased number of students were far different from those traditionally provided by the sectarian and private schools. Therefore, the older schools were economically and philosophically unable to meet the newer and wider needs of the citizens of the United States.[17]

As a result of the conditions outlined, the state-supported elementary or common schools for children of the masses emerged. Around 1820, primary schools were added to meet the educational needs of the beginning student.[18] High schools soon followed with the first one established in Boston, Massachusetts, in 1821.[19] Within the next six years high schools, copying the Boston pattern, were established in several other Massachusetts cities and in Portland, Maine. However, the real beginning of the American high school as a distinct educational entity

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[17]Cubberley, pp. 363-366. [18]Ibid., p. 384.

[19]Ibid., p. 387; see also Edgar W. Knight, Education in the United States (Boston: Ginn and Company, 1951), pp. 384-385.

dates from the Massachusetts High School Law of 1827 which established a precedent for all subsequent legislation influencing high school development in the United States.[20]

While more and more states founded and developed elementary (common), primary, and high schools in the first quarter of the nineteenth century, state governments also assumed responsibility for higher education. The University of North Carolina was established in 1789 and admitted its first students in 1795. The University of North Carolina became a state institution in 1821.[21] Other states either rechartered older universities and placed them under state control or established new state-controlled universities.[22] By 1860, the American public school system was providing an education from first grade through college in all Northern states.[23]

The present-day community junior college has evolved in three stages which James W. Thornton, Jr., identified as (1) the evolution of the junior college, 1850-1920, (2) the expansion of occupational programs, 1920-1945, and (3) the community college concept, 1945 to the present.[24] Thornton states:

> During [the first stage] the idea and acceptable practice of the junior college, a separate institution offering the first two years of baccalaureate curriculums, were achieved. Next,

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[20]Cubberley, pp. 384-388; see also Knight, pp. 384-385.

[21]Cubberley, p. 391.

[22]Ibid.; see also Knight, pp. 394-396.

[23]Cubberley, p. 392.

[24]James W. Thornton, Jr., The Community Junior College (New York: John Wiley and Sons, Inc., 1960), pp. 46-54.

> the concept of terminal and semiprofessional education in the junior college . . . gained widespread currency with the foundation of the Association of Junior Colleges in 1920 . . . [and] by the end of World War II . . . the idea was an established part of the junior community college concept. Finally, the changes in post-high school education brought by the war emphasized a third element of responsibility, service to the adults of the community [which has since] seen the development of the operative definition of the community junior college.[25]

While there had been previous attempts to separate the first two years of college from the latter two years, William Rainey Harper brought success to this concept in 1892. Dr. Harper, president of the University of Chicago, split the first four years of that institution's curriculum into two colleges, the "Academic College" and the "University College." Four years later, the designations were changed respectively to "junior college" and "senior college." Dr. Harper's change in designation was the first use of the terms "junior college" and "senior college." In 1900, the University of Chicago began awarding Associate of Arts degrees to students successfully completing the junior college program. In 1901, Dr. Harper was a leader in obtaining the addition of two years to the high school program in Joliet, Illinois. The resulting Joliet Junior College is the oldest extant junior college in the United States.[26]

At the turn of the century the junior college was considered chiefly a continuation of the high school. However, the secondary education concept of the junior college changed somewhat between 1910 and 1920 because Dean Alexis F. Lange of the University of California became a principal spokesman for junior colleges. Dr. Lange was interested in promoting post-graduate work in the public high schools and asserted

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[25]Ibid., pp. 45-46. [26]Ibid., pp. 46-49.

that the difference between the first two years of college and high school was one of degree only. Dr. Lange thought the university should reduce its freshman and sophomore enrollment by distributing a sizeable number of students among federated colleges, normal schools, and six-year high schools.[27]

According to F. M. McDowell, the main influences on the junior colleges by 1919 were (1) the extension of the high school to grade twelve, (2) the rapid growth of universities, (3) the transition of normal schools to junior college status, and (4) the small colleges' change from a weak four-year program to a strong junior college.[28]

The inclusion of occupational education programs into the junior college curricula began by 1917. Dean Lange pointed out that training for specialized efficiency and general education must be combined. Dr. Lange wrote:

> The junior college cannot make preparation for the University its excuse for being. Its courses of instruction and training are to be culminal rather than basal . . . . The junior college will function adequately only it its first concern is with those who will go no farther, if it meets local needs efficiently, if it enables thousands and tens of thousands to round out their general education, if it turns an increasing number into vocations for which training has not hitherto been afforded by our school system.[29]

Twelve years later, in 1929, President William H. Snyder of Los Angeles Junior (now City) College stated that at least fifty percent of junior college graduates did not continue their studies and that semiprofessional courses were needed just as much as transfer courses. Yet, Dr. Snyder added, "If the junior college is to be really collegiate,

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[27]Ibid., pp. 47-48. [28]Ibid., p. 50.

[29]Alexis F. Lange, "The Junior College as an Integral Part of the Public School System," School Review, 25 (September, 1917), 465-479.

it cannot allow itself to become merely a vocational institution. It must have well-established courses which embrace both cultural and utilitarian subjects."[30]

James W. Thornton, Jr., cites several factors contributing to the rapid expansion of occupational education in the junior college. (1) The Smith-Hughes Act and related federal legislation, written largely for the secondary schools, were especially effective in the states that considered the public junior colleges to be part of secondary education. (2) Unemployment during the depression years encouraged the spread of occupational education to provide training that would give an applicant an advantage in the job market. (3) The increasing mechanization of production, especially during World War II, required workers with higher levels of technical skills. These workers were often trained at the junior colleges. Finally, (4) the emphasis that many of the public junior colleges placed on a close working relationship with the communities encouraged the establishment of additional occupational courses.[31]

The transformation of junior colleges into community colleges required the addition of adult education and community services. The drop in enrollment in day classes after the outbreak of World War II and the nationwide emphasis on training for defense work stimulated the colleges to engage in community activities. Public acceptance of adult education and public service offerings led the colleges to develop these classes further after the war, thereby greatly enhancing the continued

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[30]William H. Snyder, "The Distinctive Status of the Junior College," Junior College Journal, 3 (February, 1933), 235-239.

[31]Thornton, pp. 52-53.

development of the community junior college.[32]

In Henry Steele Commager's opinion, American education in the past initiated certain undersirable characteristics. First, the curricular tendency was to "level down" often causing low standards in secondary and higher education. Second, "formal" education became less important than "informal" education. Third, schools existed more for the benefit of the parents and the immediate community than for the benefit of the student. Fourth, American education consists of so many years or so many courses rather than a body of skills or knowledge.[33]

To overcome past deficiencies, Commager favors two additional years for public school systems in the hope that the added years will help equip youth and adults for the kind of society and economy in which they live. These years should be a separate and diverse educational experience to serve cultural, college preparatory, and technical interests and the students should be a part of the adult rather than the adolescent world.[34] Commager asserts that the two years can serve America in the training of:

> . . . nurses, electricians, automobile mechanics, accountants, skilled farmers, small-town and school librarians, playground and recreational directors, teachers of art and music in the schools and in adult education programs--for the thousand different vocations and semiprofessionals . . . . What a pity if those who control [the two extra years] should suppose it necessary to copy the high schools in their athletic programs, or the colleges in their fraternity or society organizations.[35]

Despite the hesitant, unsure beginning of the junior college movement, both numerical growth and enrollment increases provide graphic

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[32]Ibid., p. 53.

[33]Commager, pp. 31-32.

[34]Ibid., p. 35.

[35]Ibid., pp. 35, 37.

evidence of their acceptance in American education.[36] Of the eight junior colleges in operation in 1901, only Joliet Junior College, established in that year, is still open as a junior college. Nevertheless, junior colleges began to thrive. By 1922, there were 207 private and public junior colleges with 16,301 students.[37] Six years later, there were 405 institutions and the enrollment totaled 54,438.[38] Between 1930 and 1940 there was an increase of 40 percent (from 436 to 610) in the number of junior colleges and a corresponding 219 percent increase in enrollment (from 74,088 to 236,162).[39] California led the nation in the total number of junior colleges with sixty-four in 1940. Texas followed with forty-three while Iowa had thirty-one; Oklahoma, thirty; and, North Carolina, twenty-five. Other states with numerous junior colleges were Illinois, Kansas, Missouri, Pennsylvania, Massachusetts, Mississippi, and Georgia. These twelve states accounted for 359 of the 610 junior colleges operating in the United States.[40]

The years between 1940 and 1950 showed only a modest growth in the number of junior colleges but a large increase in enrollment. While the number of junior colleges increased by only twenty-four to a total of

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[36]In the remaining portion of the historical section of this study, the term "junior college" is used throughout without reference to the term "community college" since the community college grew largely out of the junior college. The term "community college" began to gain common currency only within the last twenty years but the term "junior college" has possessed a distinct identity since 1901.

[37]Thornton, pp. 47-55.

[38]Ralph R. Fields, The Community Junior College Movement (New York: McGraw-Hill Book Company, 1962), p. 37.

[39]Knight, p. 644. [40]Ibid., p. 645.

634, the enrollment swelled from 236,786 to 562,786 during that period. The following decade was similar to the previous one. The number of junior colleges rose only to 663 but the enrollment showed a sizeable increase to a total of 816,071.[41] Edmond J. Gleazer, Jr., Executive Director of the American Association of Community and Junior Colleges, reports that during the 1960's thirty to sixty new junior colleges were established each year. By 1970, there were about 850 junior colleges in the United States with an enrollment of 1,800,000 students.[42]

A marked slowdown in growth is likely during the latter half of this decade because of budgetary problems on state and local levels. Much of the future of the community college depends on how the various state legislatures react to the pressures of the regular public schools and the forces of higher education.[43] In addition, there are other non-educational state and local budgetary demands which bear directly on the fortunes of the community college.[44]

The North Carolina Historical Background

Dr. I. E. Ready, retired Director of the North Carolina Department of Community Colleges and current lecturer on education at North Carolina State University, Raleigh, traces the beginning of the community

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[41]Fields, p. 37.

[42]Edmond J. Gleazer, Jr., "Junior College," The World Book Encyclopedia (1972), 11, 16-161.

[43]Edmond J. Gleazer, Jr., "Critical Issues," Community and Junior College Journal (March, 1977), p. 2.

[44]Stephen S. Weiner, "The Politics of Transition: Adult Education in California," Phi Delta Kappan, 58 (January, 1977), 412-414, 417.

college movement in North Carolina, and the nation as well, back to the agrarian revolt which urged expanded educational opportunities for the ordinary citizen. The educational demands by the general public spurred the Land Grant College Movement culminating in the passage of the Morrill Act of 1862. The intent of the Morrill Act was to establish colleges to teach "such brances of learning as are related to agriculture and the mechanic arts" without excluding scientific and classical studies.[45] Both North Carolina State University (State Agricultural and Mechanical College) in 1887 and North Carolina Agricultural and Technical State University (North Carolina Agriculture and Mechanical College) in 1891 were established under the provisions of the Morrill Act to extend higher education opportunities to people interested in farming and mechanics.[46] Their establishment was a major departure from the classical type of higher education offered in North Carolina in that curricula in these two institutions empahsized practical applications of knowledge. In fact, both institutions offered courses dedicated to the ways that the majority of the people of North Carolina earned a livelihood at that time.[47]

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[45]Ready interview.

[46]Hugh Talmage Lefler and Albert Roy Newsome, North Carolina, A History of a Southern State (Chapel Hill: The University of North Carolina Press, 1963), p. 501.

[47]Ready interview. Commenting further, Dr. Ready stated: "The Land Grant institutions . . . were an influence that helped lead up to the comprehensive community colleges. In fact, John Caldwell, recently retired Chancellor at North Carolina State University, has made the [observation] on a number of occasions that the community colleges have taken over some of the original purposes of the Land Grant institutions; and the Land Grand universities have tended to become more like other universities . . . and not interested in opening the doors to more and more people . . . ."

The major factors cited by Dr. Ready leading to the development of community colleges throughout the United States and, later, North Carolina are: (1) the changing ways that people earned a living, (2) the desire of the electorate to participate more fully in social and political activities, (3) a widening society requiring social mobility and a diminishing caste system, and (4) the free enterprise system. From higher education, which was seeking educational reform, and from ordinary citizens, who were looking for education opportunities beyond the elementary and secondary levels, came the pressure for something different in education.[48] The common man wanted further education which was geographically convenient and relatively free from social, monetary, and academic barriers to admission. Furthermore, the average citizen wanted an education more attuned to the immediate needs of making a living in a changing society.[49]

Although North Carolina was not the first to move toward community colleges, two separate pieces of legislation passed by the North Carolina General Assembly in 1957 directed North Carolina rapidly toward the community college. House Bill 761 provided for the establishment of public community colleges, designated as academic junior colleges, and Senate Bill 468 allotted funds for the establishment of area vocational schools.[50] The two legislative actions began to place North Carolina

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[48] Ibid.

[49] Ibid.; see also Medsker, pp. 258-259. In Ellwood P. Cubberley's Changing Conceptions of Education (Boston: Houghton Mifflin Company, 1909), pp. 25-68, is found a broad but succinct observation on the great changes that occurred in American education during the nineteenth century.

[50] Kenyon Bertell Segner, III, A History of the Community College

among the leading states in the nation in community college development. By 1975, North Carolina had ten church-related private junior colleges and fifty-seven public two-year instituions[51] serving over one-half million full- and part-time students.[52] The fifty-seven public institutions, known collectively as the North Carolina Community College System, are located in all areas of the state. Each institution in the system operates under the same federal and state statutes, but each is also unique in its diversity. Institutional uniqueness results from geographical location in fifty-seven communities, governance by local boards of trustees, and a public mandate to meet local educational needs, thus insuring variety in training and educational emphasis.[53]

Movement in North Carolina, 1927-1963 (Kenansville, N. C.: James Sprunt Press, 1974), pp. 21-26, 66-67.

[51]Education Directory, North Carolina, 1974-1975 (Raleigh: State Department of Public Instruction, 1974), pp. 145-148.

[52]North Carolina Department of Community Colleges (Raleigh: State Board of Education, 1976).

[53]John H. Blackmon, Trustee Responsibilities for Community Colleges and Technical Institutes of the North Carolina Community College System (Raleigh: North Carolina State Board of Education, 1970), pp. 30-31.

CHAPTER III

RESPONSES TO BUILDING PRESSURES FOR POSTSECONDARY EDUCATION

North Carolina was relatively late in creating a system of public post-high school educational centers to meet local needs.[1] The first public junior college in North Carolina opened in 1927 in Buncombe County. Twenty years later, in 1947, the second public junior college was established. The following year, Greensboro chartered its own "Evening College." In 1949, the General Assembly granted approval to the Charlotte Board of Education to administer a former college center in that city as part of the public school system.[2] Finally, in 1957, the General Assembly passed legislation establishing a state community college program and authorizing area vocational schools.[3]

The Beginning of the North Carolina Community College Movement

The curriculum offered by the original public junior college, Buncombe County Junior College, reveals that it was more than an academically-oriented junior college. In addition to offering courses that would transfer to the University of North Carolina branches at

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[1]Leland L. Medsker, The Junior College: Progress and Prospect (New York: McGraw-Hill Book Company, Inc., 1960), p. 256.

[2]Kenyon Bertell Segner, III, A History of the Community College Movement in North Carolina, 1927-1963 (Kenansville, N. C.: James Sprunt Press, 1974), pp. 1, 9-12.

[3]See Chapter II, pp. 22-25, for more information.

Chapel Hill, Greensboro, and Raleigh, Buncombe County Junior College also offered courses that were considered terminal such as prenursing, industrial arts, secretarial science, home economics, preaviation, and primary and grammar grade teacher courses.[4] The curriculum included academic, technical, vocational, and continuing education offerings. Thus, Buncombe County Junior College's course offerings were very comprehensive in comparison to educational programs offered in the twenty-five church-related academic junior colleges operating in North Carolina at that time.[5]

Buncombe County Junior College underwent numerous changes during its long struggle for survival.[6] In the fall of 1930, free tuition was abandoned to help meet expenses. The $100 per semester fee caused a decrease in enrollment which exacerbated funding problems. Later, during the depression, students bartered such items as farm products for tuition.[7] Faculty salaries at the college were reduced and each teacher in the Buncombe County school system was asked to contribute four dollars per month to help support the college. In 1936, the county was unable to provide money for the college's operating expense and an agreement was made with the Asheville City Board of Education to assume the major share of financing and administering the college.[8] The

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[4]Segner, pp. 1-2.

[5]Ibid., p. 1; see also Edgar W. Knight, Education in the United States (Boston: Ginn and Company, 1951), p. 645.

[6]Segner, p. 4.

[7]Larry Howard Penley, "The Functioning Community College System in North Carolina" (Doctoral dissertation, Luther Rice Seminary, 1969), p. 4.

[8]Segner, p. 4.

Asheville City School Board in 1936 also changed the name of the institution to Asheville-Biltmore College.[9] In 1939, permissive legislation was passed in the General Assembly which allowed joint support of the college by the Asheville City and Buncombe County boards of education.[10]

Since its opening in 1927, the college has operated from six separate geographic locations. In spite of all adversities, Asheville-Biltmore College survived because enough people recognized the educational and cultural contributions the institution had made to the community.[11]

The importance of Buncombe County Junior College goes beyond the fact that it was the first publicly-supported junior college in North Carolina. In addition, the college was a pioneer in such community college concepts as the comprehensive curriculum and low tuition rates. Also, Buncombe County won an important court case in order to tax itself to support the college, setting a precedent for North Carolina and the nation.[12]

Other significant developments occurring in the history of Buncombe County Junior College (later Asheville-Biltmore College) during the past twenty years are also indicative of educational changes in North Carolina. In 1957, the college became the first institution to quality as a state-supported academic community college under the provisions of the

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[9]Leonard P. Miller, Education in Buncombe County, 1793-1965 (Asheville, N. C.: Miller Printing Company, 1965), p. 108.

[10]Segner, p. 5. [11]Ibid., pp. 5-6.

[12]Zimmerman v. The Board of Education of Buncombe County, 199 N. C. 259, 154, SE 397 (1930); see also "North Carolina Reports, Cases argued and Determined in the Supreme Court of North Carolina, (1930)," 199 (Raleigh: Bynum Printing Company, 1931), pp. 259-264.

1957 Community College Act. In 1963, Asheville-Biltmore College became a state senior college. Six years later, in 1969, the goal of becoming a part of the University System was successfully met as Asheville-Biltmore changed its name to the University of North Carolina at Asheville and became the sixth branch of the University of North Carolina.[13]

The Pressure for Public Junior Community Colleges

The evolution of the Community College System in North Carolina was not the result of a logical and uninterrupted sequence of events. However, the process began in December, 1946, when State Superintendent of Public Instruction Clyde A. Erwin asked the State Board of Education to "consider and ponder" the establishment of community junior colleges.[14] Erwin's arguments for advocating community junior colleges were that such institutions would (1) tend to balance senior college enrollments, (2) make it possible for parents to save tuition and residential expenses for their children, (3) enable more youth the opportunity to obtain a college education, and (4) meet educational needs as they developed.[15]

Erwin continued to advocate the establishment of a system of community junior colleges despite opposition from some newspapers and

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[13]The University of North Carolina at Asheville Catalog, 1976-1977, Vol. 13, pp. 20-21.

[14]Segner, pp. 27-28. Dr. Ready includes Dr. John Henry Highsmith, working along with Erwin, as being very influential in the community college development in North Carolina. Dr. Highsmith, at that time, was State Supervisor of High Schools in the State Department of Public Instruction.

[15]North Carolina Public School Bulletin, XI (January, 1947), p. 1, as cited in Segner, p. 29.

influential citizens throughout the state. Erwin sometimes referred to the "thirteenth and fourteenth years" of public education as appropriate offerings in the proposed community junior college.[16] The 1946-1948 Biennial Report contains Erwin's written advocacy for the establishment of postsecondary institutions on the junior college level and a recommendation that a study commission be appointed by Governor Cherry to make educational recommendations to the 1949 General Assembly. In this report, Superintendent Erwin wrote:

> . . . the time has come when we should give consideration to the establishment of several State-supported institutions on the junior college level. . . . We have got to consider the need for greater educational facilities. I recommend, therefore, that a commission be provided to study this whole field and report its findings to the next General Assembly . . . .[17]

Post-World War II Measures

Shortly after World War II, it became obvious to educators, political leaders, and Veterans Administration officials that the existing public state institutions of higher learning in North Carolina would be unable to accommodate the thousands of veterans using the "G.I. Bill of Rights."[18] Governor R. Gregg Cherry urged the state's leading educators to study the problem. Their solution to the enrollment emergency was to develop off-campus University extension centers for freshmen.[19] Twelve such centers became operational throughout the state in the fall of

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[16]Segner, pp. 29-32, 35.

[17]Biennial Report of the State Superintendent of Public Education, 1946-1948, p. 85, as cited in Segner, p. 37.

[18]Segner, pp. 6-7; see also Medsker, p. 256.

[19]Segner, p. 7; see also Penley, p. 8.

1946, each officially approved by the North Carolina College Conference[20] and administered by the Extension Division of the University of North Carolina.[21] The Conference also (1) granted admissions priority to center transfers, (2) approved the acceptance of center transfers for further training, (3) agreed upon uniform acceptance of all credits earned at the centers, and (4) authorized additional centers as needed. In 1947, the Conference also sanctioned the addition of sophomore courses at centers where there was adequate demand.[22]

The North Carolina College Conference, however, considered the centers to be a temporary means of meeting an emergency. Determining that the enrollment crisis had passed as of the 1948-1949 academic year, the influential Conference withdrew its sponsorship of the center program at the conclusion of that year.[23] Nevertheless, the centers had fulfilled their major purpose by serving the urgent postsecondary educational needs of World War II veterans.

A direct outgrowth of the college centers was the establishment of three public junior colleges in Wilmington (1947), Greensboro (1948), and Charlotte (1949).[24] The junior colleges in these cities originated as extension centers. Now that the centers were no longer funded through the Extension Division of the University of North Carolina,

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[20]North Carolina College Conference, Proceedings: The Twenty-Seventh Annual Meeting of the North Carolina College Conference, (Greensboro) 1947, p. 31.

[21]Segner, pp. 6-7.

[22]North Carolina College Conference, Proceedings . . . , p. 31.

[23]Segner, p. 26. [24]Ibid., pp. 10-11.

local financing was necessary to maintain the educational momentum gained by the centers.[25]

State Education Commission

The State Education Commission, recommended by Superintendent Erwin, was authorized by the 1947 General Assembly and appointed by Governor Cherry in 1948.[26] The report of the commission encompassed the entire public school program in North Carolina. While the commission did not call for a state system of community colleges, the report did advocate the establishment of locally funded community colleges wherever needed so long as existing education programs were not harmed. The report stated:

> North Carolina now [1947-1948] has twenty-one junior college centers associated with the university. Only two of the junior colleges are public in the sense that they . . . [receive support from] . . . public funds under school district management. In an increasingly technological age, . . . at least half of the youth who complete high school could with profit to themselves and the community pursue advanced studies for another two years.[27]

Although Superintendent Erwin and the State Education Commission impressed some members of the legislature enough to introduce two separate community college bills, neither bill got beyond Committee. Erwin, however, received authorization to name a community college study. Superintendent Erwin made his commission appointments in 1950.[28]

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[25]Ibid., pp. 9-13; see also Penley, pp. 11-14. A brief historical development of the original public junior colleges in Wilmington, Greensboro, and Charlotte is found in Appendix A.

[26]Segner, p. 37.

[27]The Report of the State Education Commission (Raleigh: The United Forces for Education, December, 1948), p. 172, as cited in Segner, p. 39.

[28]Segner, pp. 39-41.

The Hurlburt Commission

Superintendent Erwin selected businessmen, legislators, and educators from across the state to serve on the Community College Commission. Dr. Allan S. Hurlburt, Head of the Department of Education at East Carolina Teachers' College, now East Carolina University, directed the Community College Commission.[29] The Community College Study was released in October, 1952, after two years of work. The report is recognized as one of the major factors contributing to the acceptance of the community college system in North Carolina.[30]

The Hurlburt Commission recommended (1) that community college tuition should either be free or very low; (2) that location and the community's interest in a community college were significant factors to consider before granting state approval for a community college; (3) that local boards should administer each institution but such boards ultimately must be responsible to the State Superintendent of Public Instruction and the State Board of Education; (4) that the state and the locality should share in capital expenditures; and, (5) that community colleges must comply with standards as set by the State Board of Education. The study also included a plan of legislative action which would establish a system of community colleges.[31]

The Taylor Bill

House Bill 579, known as the Taylor Bill, was submitted to the 1953

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[29]Lena Pearl Dula Mayberry, "William Dallas Herring: Leader in Five Issues in Education in North Carolina, 1955-1965" (Doctoral dissertation, North Carolina State University at Raleigh, 1972), pp. 35-39.

[30]Segner, p. 133. [31]Ibid., pp. 46-48.

General Assembly. This bill included the legislative recommendation of the Community College Study[32] and would have established comprehensive community colleges throughout the state ten years ahead of the actual event if it had passed.[33]

The text of the Taylor Bill is:

> To authorize the creation, establishment and operation of community colleges under the supervision of the State Board of Education, to permit school administrative units or parts thereof to consolidate for the purpose of establishing and operating such colleges and to permit the levy of special taxes for the maintenance thereof after approval by the voters of the district to be served.[34]

Proponents of the bill believed that North Carolina would make significant education progress by establishing a system of public community colleges. Most of the bill's opponents also agreed that the community college concept was a desirable goal. Nevertheless, the Taylor Bill was defeated in its third reading.[35] What factors contributed to the defeat of the Taylor Bill? First, one of the arguments used in opposing the community college recommendations of the Community College Study was that the development of a system of public community colleges would harm the private junior colleges irreparably by draining potential students. Opponents claimed that private junior colleges were experiencing difficulty in recruiting suitable numbers of tuition-paying students and that private junior colleges depended heavily on tuition

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[33]See Chapter IV, pp. 56-57, for a review of the 1963 legislation on community colleges.

[34]Journal of the House of Representatives of the General Assembly of the State of North Carolina, Session 1953, p. 489, as cited in Segner, p. 52.

[35]Segner, p. 55.

charges as income. Further depletion of tuition income through a drop of enrollment would cause a financial crisis for these colleges.[36]

Second, de facto segregation in 1953 also helped to defeat the bill. The General Assembly's most vigorous opponent of the community college bill suggested to fellow legislators that if the bill was passed and a community decided to establish a community college, "You'll have to set up two of them."[37] Since the "separate but equal" rationale of Plessy v. Ferguson had not yet been struck down by the Brown decision of 1954, North Carolina operated a dual school system in 1953.[38]

A third argument against the Taylor Bill was that the creation of another level of schools would drain monies away from the regular public schools (grades 1-12). A fourth reason for the defeat of the Taylor Bill was a lack of leadership caused by the death of Superintendent Erwin in the summer of 1952. Finally, the 1953 General Assembly was too conservative to accept radical changes in school legislation and revamp the state tax structure required by the proposed legislation.[39]

The Rise of Vocational-Technical Education

Meanwhile, other plans designed to advance North Carolina educationally were more agreeable to political and educational leaders. Educators, citizens, and legislators conceived of developing post-high school area vocational centers which later could evolve into comprehensive community colleges.[40]

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[36]Ibid., pp. 52-53, 58. [37]Ibid., p. 53.

[38]Plessy v. Ferguson (La.), 16 S.Ct. 1138 (1896):4.3.

[39]Segner, pp. 54-58. [40]Ibid., pp. 56-60.

J. Warren Smith, Director of Vocational Education in the State Department of Public Instruction under Superintendent Erwin and his successor, Dr. Charles F. Carroll, was a strong advocate of the area vocational school concept. While serving on the Hurlburt Study Commission in 1952, Smith wrote:

> Publicly supported regional vocational-technical schools are needed in this state to provide effectively those types of training which are not feasible in our present organization . . . . The answer to this problem seems to be the provision of . . . regional vocational-technical schools in connection with some of the community colleges which are sure to be developed in the state.[41]

In 1954, Governor Umstead died in office. Succeeding him was Lieutenant Governor Luther R. Hodges who hoped to bring change to North Carolina by expanding the state's business and industrial base.[42] One of the best means of accomplishing this expansion, Hodges reasoned, was to train a labor force that would attract more industry to the state. Appropriate vocational and technical education was necessary to facilitate the effective training of a work force.[43]

Due to deaths and retirements, the State Board of Education received an infusion of new appointees: W. Dallas Herring, Barton Hayes, Charles McCrary, Charles Rose, and Guy B. Phillips. Each new Board member shared Governor Hodges' desire for the revitalization of North

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[41]North Carolina Public School Bulletin, XVI (May, 1952), p. 12, as cited in Segner, p. 61.

[42]Luther R. Hodges, Businessman in the Statehouse, Six Years as Governor of North Carolina (Chapel Hill, N. C.: The University of North Carolina Press, 1962), pp. 29-33.

[43]Segner, pp. 62-63.

Carolina by upgrading its labor force and bringing new industry into the state.[44]

The new Board members also agreed that a primary method of training workers and inducing new industry to come to North Carolina would be through a sound vocational-technical education program. In addition, some of the new appointees believed that vocational-technical schools should eventually become community colleges.[45]

State Aid Comes to the Public Junior Colleges

Local tax funds and student tuition fees supported the junior colleges in Asheville, Wilmington, and Charlotte until the State Appropriations Bill of 1955 was passed. The bill provided a total of $39,000 for the biennium to the four public junior colleges.[46]

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[44]Mayberry, pp. 39-40; Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped); and, see also Segner, p. 63.

[45]W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed). In the interview, Dr. Herring provided this side glimpse of the event:

"There was a proposal before the Board of Higher Education to which I also was a member by the State College Development Council for the creation of three technical institutes under the auspices of North Carolina State [University] and the area vocational schools in the State Board of Education. I proposed to Governor Hodges that he support me in my proposal to the Board of Education that we develop a system of industrial education to train our people to work in the plants he was helping to bring to the state. [This was] in 1956 before Charlie [McCrary] joined the Board.

"[With Governor Hodges' approval,] we put it in our [State Board of Education] budget request and presented it in September, I believe, of 1956 to the Advisory Budget Commission. It was about that time that Charlie [McCrary] came on the Board . . . . Neither one of us was chairman at that time but both of us were appointees of Governor Hodges. I told him what we had been doing about it . . . . We had our plans ready and he was a very loyal supporter of the idea and responded to it very well. It was a $3,000,000 appropriation [that] we were after. We then proposed the formal plan to the General Assembly of 1957."

[46]Segner, pp. 9-15; see also Penley, pp. 11-14. The junior college

Although the public junior colleges were disappointed with the amount appropriated, the State Appropriations Bill of 1955 established the important precedent for granting state aid to the public junior colleges in North Carolina.[47]

Reorganizing Higher Education

Responding to increasing pressure from educators and political leaders to bring some order to the state's system of higher education, the 1953 General Assembly authorized Governor Hodges to appoint a study commission that would recommend changes in higher education to the 1955 General Assembly. Four of the problem areas which the Higher Education Commission isolated were: (1) the low percentage of college-age youth in North Carolina actually enrolled in college, (2) the lack of efficiency in the use of state funds for higher education, (3) unnecessary curriculum duplication among the state institutions, and (4) general lack of planning for future anticipated enrollment increases.[48]

Acting on the recommendations of the Commission, the General Assembly established a Board of Higher Education in 1955. The overall duties of the Board of Higher Education were to (1) coordinate the higher education interests of the state, (2) examine the major function of each institution, and (3) review the annual budgets of all state colleges and universities. D. Hiden Ramsey of Asheville was elected chairman and, in early 1956, Dr. Harris Purkes, Provost of the University of

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in Greensboro is not included since it had been absorbed into Guilford College in 1953. In 1955, Charlotte had to junior colleges. Carver College, a separate college for Blacks, was established in 1950.

[47]Segner, p. 15. [48]Ibid., p. 16.

North Carolina in Chapel Hill, became the full-time director of the Board of Higher Education.[49] The State Board of Higher Education, now known as the Board of Governors of the University of North Carolina,[50] is a powerful influence on legislation affecting education in North Carolina.

Although both Ramsey and Purkes advocated the development of tax-supported junior colleges for the state, neither approved the concept of incorporating vocational and technical training or adult education into the junior college curricula.[51] The State Board of Higher Education agreed with Ramsey and Purkes and recommended to the 1957 General Assembly the Community College Act which provided a state-wide organizational plan for noncomprehensive junior colleges.[52]

The Community College Act of 1957

The Community College Act of 1957 provided more money to the public junior colleges than previously allocated.[53] The act, however, failed to provide money for programs other than college transfer programs. The colleges, therefore, began to concentrate on academic transfer classes and becoming junior liberal arts colleges.[54] The Board of Higher Education voiced the intent to fund community colleges as liberal arts

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[49]Ibid., pp. 16-18.

[50]North Carolina. General Statutes of North Carolina, Chapter 116, §116.3 (1973).

[51]Segner, pp. 19-20.

[52]Biennial Report for 1955-1957 (Chapel Hill, N. C.: North Carolina State Board of Higher Education, 1957), pp. 9-11.

[53]Segner, p. 15. [54]Mayberry, pp. 35-39.

institutions by declaring that "the contribution of the State to the operation of a community college should be restricted to the academic division."[55] As a result of the recommendations by the Board of Higher Education, the comprehensiveness of the four public junior colleges was gradually and effectively eroded.[56]

Although new public junior colleges could be established under the Community College Act, only two were added to the original four. Elizabeth City opened a new junior college in 1961,[57] and Gastonia established a junior college in 1964.[58]

One stipulation of the 1957 Community College Act authorized a governing local board consisting of twelve trustees from the district. The trustees' function was to work closely with the Board of Higher Education to assure a high degree of uniformity in operational procedures and policy.[59]

The First Appropriation

The 1957 General Assembly received a request for $2,000,000 from the State Board of Education to establish post-high school area vocational schools. However, the General Assembly largely ignored the proposal. In addition, Superintendent of Public Instruction Carroll was unenthusiastic about the plan.[60]

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[55] Biennial Report for 1955-1957, p. 10.

[56] Community Colleges, Special Bulletin of the North Carolina Board of Higher Education, 1960, p. 7.

[57] College of the Albemarle Bulletin, 1971-1973, Vol. 10, #8, p. 19.

[58] Gaston College General Catalog, 1974-1975, Vol. 11, p. 14.

[59] Segner, pp. 23-24. [60] Ibid., pp. 63-64.

Fortunately, legislators did see merit in the request. Representative Watts Hill and Senator Richard Long met with Governor Hodges and Chairman of the State Board of Education Dallas Herring and drafted a bill salvaging $500,000 of the original $2,000,000 request. Ratified on June 12, 1957, the measure appropriated the restored $500,000 to the Department of Administration for the purpose of establishing area vocational schools.[61]

The Results of the State Board of Education Study

The 1957 General Assembly questioned the State Board of Education about the necessity for area vocational-technical schools. To answer the query, Board Members Dallas Herring[62] and Charles McCrary led a research committee which discovered widespread local interest in educational institutions devoted to vocational-technical training.[63] On December 5, 1957, the State Board received a proposal that originated from the study.[64] The proposal recommended that the previously appropriated $500,000 be used for the purchase of equipment, instructional supplies and for hiring personnel. In addition, the money was to act as a challenge fund to spur local communities to raise additional capital for vocational-technical centers. Finally, the proposal also included a recommendation that seventeen localities be approved as sites for the centers. On April 11, 1958, the Department of Administration approved the proposal.[65]

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[61]Ibid., pp. 64-66.

[62]Mayberry, pp. 35-37; see also Segner, p. 67.

[63]Mayberry, p. 41. [64]Ibid., p. 40; see also Segner, p. 67.

[65]Segner, pp. 67-69.

Because adequate funds were not available for all seventeen suggested centers, seven localities which had shown great initial interest were selected as sites for the first centers.[66] The localities were (1) Burlington, (2) Durham, (3) Goldsboro, (4) Greensboro-High Point, (5) Leaksville, (6) Wilmington, and (7) Wilson.[67] Funding was assured by the $500,000 equipment money, some federal and state vocational education allocations for operating expenses, and over 2.5 million dollars for buildings from the local school boards where the centers were to be

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[66]Mayberry, p. 41. (Mayberry's account conflicts with Segner in the number of sites originally selected. Mayberry reports, "By the end of March, 1958, the State Board had received seventeen applications from local school units desiring to be studied as sites for new industrial education centers. Six were selected and twelve were approved for the next biennium.")

[67]Segner, p. 69. Mr. Zalph Rochelle, the first Chairman of the Board of Trustees for Guilford Industrial Education Center, now Guilford Technical Institute, said, in remarks made at the December 16, 1976, meeting of the Guilford Technical Institute Board of Trustees, that a very strong case could be made in claiming that Guilford County led the state in first developing the concept of industrial education centers.

Rochelle stated that long prior to the opening of the Burlington center, a group of furniture manufacturers in High Point obtained a small building in that city, hired Mr. Bruce Roberts to direct their program, utilized some of the personnel from local industries as instructors, and began training men and women to work in their plants. Later, when more space was needed and as the state began to recognize the need for industrial education centers, the High Point location was abandoned and permission was obtained from the Guilford County Commissioners to move to the Jamestown location. This led to the opening of Guilford Industrial Education Center and, as programs were added, Guilford Technical Institute.

Since the actual operation of the furniture program in High Point anticipated the state system of industrial education centers; and, since the industrial education centers merely expanded what was already being done in High Point by local people and local resources, Rochelle stated that Guilford Technical Institute had a better claim on the title of being the first industrial education center than did any other institute.

constructed.[68] The remaining ten centers had to delay plans for operation until an additional appropriation could be obtained from a future General Assembly.[69]

Soon after the original approval, classes began in all seven centers. Burlington, however, holds the distinction of being the first center in North Carolina to complete an initial building program. Aided by local and state monies, the Burlington center became a model for future centers.[70] A ceremony drawing an assemblage of state officials, including Governor Hodges, was held at the Burlington center on September 30, 1959, marking the official beginning of a burgeoning state-wide effort to meet the vocational-technical needs of the state.[71]

As slow as it was in arriving in North Carolina, the beginning of the state-wide and state-supported system of vocational-technical centers was based on enough political and popular support to assure that the system of industrial education centers would develop and mature beyond the original concept.[72]

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[68]Segner, p. 68.

[69]Minutes of the State Board of Education, XII (April 30, 1968), p. 28.

[70]Segner, pp. 69-70; see also Penley, pp. 56-60.

[71]James W. Patten, ed., Messages, Addresses, and Public Papers of Luther Hartwell Hodges, Governor of North Carolina, 1954-1961 (Raleigh: Council of State, State of North Carolina, 1963), p. 263; see also Mayberry, p. 44.

[72]Segner, pp. 73-76.

CHAPTER IV

INDUSTRIAL EDUCATION CENTERS--AN INTERIM PERIOD

With the opening of the first seven industrial education centers in 1958, a new educational concept was implanted within the educational system of North Carolina. The main purpose for establishing the centers was to help the state grow industrially and commercially by providing training in skills needed for employees in manufacturing and business enterprises. The growth of the centers between 1958 and 1963 indicates the success met in fulfilling their mission.

The Backdoor Entrance

There was more behind the opening of the industrial education centers, however, than the desire to train skilled employees. At least one person saw the industrial education centers as a backdoor entrance through which eventual acceptance of a comprehensive community college system would be possible.[1] This individual, W. Dallas Herring, strongly favored the promotion of community colleges via the industrial education centers and held a position in education that could make the possibility a reality. Herring, a member of the State Board of Education since 1955 and its newley-elected Chairman in 1957, maintained that because of the defeat of the Community College Act of 1953, a community college system had to be built from the inside as events would allow. If a community

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[1]Lena Pearl Dula Mayberry, "William Dallas Herring: Leader in Five Issues in Education in North Carolina, 1955-1965" (Doctoral dissertation, North Carolina State University at Raleigh, 1972), p. 107.

college system could not be legislated into being, then it must somehow be developed within an existing educational entity. Through cultivation, nurturing, and development, the community college concept would begin to provide its own potent argument for acceptance. The industrial education centers thus became the vehicle for bringing into actuality the present Community College System.[2]

The Community College System was established because Herring knew, in Lyndon Johnson's terms, that "politics is the art of the possible."[3] Although Governor Hodges would not support legislation for a community college system, he would support a system providing training for industrial development. That was his "bag," as Herring stated it.[4] In the same manner, but for a different reason, Dr. Allan S. Hurlburt, mentioned earlier,[5] opposed Herring in his method of establishing community colleges. Later, however, Hurlburt admitted that the shortest road leading to a community college system did indeed run through the industrial education centers. Hurlburt stated:

> I was bitterly opposed to Dallas' supporting the industrial education center interests of Governor Hodges because I thought that he was selling out the community college idea which was much more needed, it seemed to me, by the State than any system of industrial education centers. Dallas pointed out to me that for political reasons there was no hope of getting the community college system, and there was hope of getting the industrial education system. I yielded to his political acumen in spite of my bitter disappointment.[6]

After the General Assembly approved the centers, Dr. Herring wrote:

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[2]Ibid., pp. 37-38, 43. [3]Ibid., p. 43. [4]Ibid., p. 39.

[5]See Chapter III, The Hurlburt Commission, p. 33.

[6]Mayberry, p. 40.

> We can . . . turn our attention to building up the Industrial Education Centers so that after they are securely settled in good programs we may gradually introduce other vocational courses and then some basic academic courses of a terminal nature. Following this it will be only a step to introduce college-level academic programs of a junior college character and thus we will have community colleges after the national pattern.[7]

In 1972, Herring said:

> It should be clear that eventually all of these institutions should have comprehensive programs, in my judgement. The major question of timing is largely political. You have to give public opinion the chance to catch up . . . .[8]

The initial enrollment of 11,099 in the centers during the first year of operation, 1958-1959, attests to their popularity. Four years later, more than 34,000 enrolled in programs conducted through the industrial education centers. Moreover, the number of these centers had grown to twenty by 1963. Opposition from state leaders and the legislature decreased substantially and no other organized opposition to the movement developed. Even State Superintendent of Public Instruction Charles F. Carroll gave the movement a firm endorsement in his Biennial Report of 1958.[9]

As early as 1960, the state was gaining national recognition for its industrial education program. An article in the February 12, 1960, issue of the Wall Street Journal entitled: "South Fears Shortage of Help Slows Its Industrialization," stated

> Tar Heel Governor Luther Hodges, one of the South's top industrial recruiters, conceded after a recent tour of new industries that, "in two out of three plants the management

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[7]Ibid., p. 43. [8]Ibid.

[9]Kenyon Bertell Segner, III, A History of the Community College Movement in North Carolina, 1927-1963 (Kenansville, N. C.: James Sprunt Press, 1974), pp. 73-76.

told me that the chief problem in getting started was the lack of technically trained people."

North Carolina is not sitting idly by and letting this situation continue, however. An extensive technical training program has been launched by the state, with the cooperation of industry. The program's progress is being watched closely by officials in Florida, Georgia, and other southern states.[10]

Preparations for Change

From 1958 to 1963, all industrial education centers in North Carolina operated as a part of local public school systems supervised by the Department of Public Instruction under the regulations of the State Board of Education. In 1963, however, the General Assembly changed the pattern by passing the Omnibus Higher Education Act establishing another state educational administrative agency, the State Department of Community Colleges, to administer the burgeoning system of industrial education centers.[11] The State Department of Community Colleges, as a co-equal of the State Department of Public Instruction, was placed under the jurisdiction of the State Board of Education.[12]

Aside from the fact that the system of industrial education centers was getting large, a bureaucratic vehicle was needed that would enable the industrial education centers to broaden their base and increase offerings through a state approved method. Changes in the status of the centers were to be accomplished by permitting approved centers to become technical institutes by offering technical and scientific degree programs. Later, as a result of adding a college parallel program, the institution would become a community college.[13]

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[10]Mayberry, p. 48. [11]Segner, pp. 77-78, 84.

[12]Ibid., p. 78. [13]Ibid., pp. 82-83.

The transformation of the industrial education centers to a system of community colleges and technical institutes occurred because of careful planning. In February, 1958, the State Board of Education established a new agency called the Department of Curriculum Study and Research independent from the State Department of Public Instruction. The task of this department was to examine the effectiveness of the public school system and report its findings to the State Board of Education.[14] The department's recommendations greatly influenced the curricular offerings in junior and senior high schools, and industrial education centers.[15]

Directing the Department of Curriculum Study and Research was Dr. I. E. Ready with Dr. Gerald B. James named Associate Director.[16] With Dr. Ready dealing with general education and Dr. James giving attention to the vocational and life science areas of the curriculum, the staff developed a state-wide educational plan that emphasized vocational education in the high schools to a degree never attempted before.[17] In addition, the department produced a master plan for the state-wide development of industrial education centers, the forerunners of the Community College System. Thus, a systematic approach at the state level to provide a diverse selection of vocational-technical

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[14]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped).

[15]Mayberry, pp. 76-77.

[16]James interview; see also Mayberry, p. 96. There were as many as ninety people engaged in committee work for the Curriculum Study but none were employees of the department.

[17]James interview.

training was recommended to avoid what would have become an unwieldly mix of local vocational schools.[18]

The Curriculum Study staff advocated more distributive education and trade and industrial education programs in the schools and less agriculture and traditional home economics programs.[19]

In July, 1958, Dr. James was appointed Director of Vocational Education in the Department of Public Instruction and given specific instructions to implement the plans for redirecting the vocational programs Ready and James had developed.[20] In his position as Director of Vocational Education, James helped provide a greatly expanded and diversified program of vocational education in the high schools.[21]

James found the Director's position to be very powerful. For example, he was not subject to authorization for his program. Thus, without legislative sanction, he helped originate, develop, and underwrite a full-fledged Department of Industrial Education at North Carolina State University and a Department of Distributive Education at East Carolina University. The increasing demand for teachers with background and training in distributive education and trade and technical education proved Dr. James to be prophetic in his programs.[22]

In early 1961, Dr. James recommended to the State Board of Education that the public junior colleges and industrial education centers merge before they grew too large.[23] Opposition to James' suggestion was

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[18]Ibid.; see also Mayberry, p. 76. The Curriculum Study also made recommendations in such nonvocational curriculum programs as English, math, and the sciences but they are not germane to this study.

[19]James interview. [20]Ibid. [21]Mayberry, p. 106.

[22]James interview. [23]Ibid.; see also Mayberry, p. 106.

immediate. Edwin Gill, State Treasurer, and William Archie, Executive Director of the State Board of Higher Education, were vehemently opposed to such a merger.[24]

The State Board of Education received James' report six weeks before Governor Sanford's selection of a commission to study education in North Carolina beyond the high school. Future developments proved the foresight of James' report, for its essential point--merge the two systems--also appeared in a later recommendation by the Carlyle Commission.[25]

The Carlyle Commission

Irving Carlyle, a lawyer from Winston-Salem and former state senator, was named the Study Commission's chairman. Other appointments to the Commission included the chairman of the Board of Higher Education; presidents of the University of North Carolina, East Carolina College, North Carolina College, Charlotte College, Duke University, and North Carolina Agriculture and Technical College; three state senators; and, twelve additional men and women from throughout the state who held a great interest in education. The task before the twenty-five member commission was to examine the structure of higher education in North Carolina and offer recommendations for its future. The fact that North Carolina ranked forty-seventh of all fifty states in the number of college-age citizens actually attending college was a reminder to the study group that its task was a challenge.[26]

At the first meeting in September, 1961, the Commission divided itself into working committees. The following month the group addressed

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[24]James interview. [25]Ibid. [26]Segner, pp. 87-89.

itself to North Carolina's critical enrollment crisis. In that same year, the state's public institutions of higher education turned away 1,500 qualified students due to a lack of dormitory space. Private institutions did not accept approximately 3,000 qualified students for much the same reason.[27]

In January, 1962, State Superintendent of Public Instruction Carroll stated that he favored a community college approach to the problem rather than adding junior colleges. Superintendent Carroll felt that the flexibility concept of community colleges would offer a far wider range of educational opportunities. Dr. Carroll saw the need to expand post-high school offerings because of the impending sizeable increase in the number of high school graduates who either could not get into universities or colleges or needed different kinds of training.[28] Dr. Herring agreed with Dr. Carroll that adding the college-parallel program to the offerings of the industrial education centers would provide the beginning of a baccalaureate program for thousands of North Carolinians who would not otherwise be able to enroll in existing junior colleges or four-year institutions. In addition, Dr. Herring felt this approach would also help tear down some artificial barriers between liberal arts education and industrial or vocational education.[29]

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[27]Ibid., pp. 91-92. [28]Ibid., pp. 92-93.

[29]W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed). Once again, Herring was a prime mover in bringing about change in the North Carolina public education sector. Of this commission, he states:

"My old friend, Allan Hurlburt, was very peeved with me for settling for the IEC (industrial education center) idea [back in 1957]. I accepted the name IEC as an expedient to get [the concept]accepted realizing that Governor Hodges would be governor only for a couple of years more. It is one thing to be theoretically proper and another

As the work of the Commission continued, the necessity for an in-depth study of community colleges became evident. Therefore, the Commission established a separate study group named the College Survey Committee composed of six Commission members. The College Survey Committee[30] utilized the expertise of various consultants, two of whom were Dr. Allan S. Hurlburt and Dr. C. Horace Hamilton. Dr. Hurlburt of Duke University has been cited previously for his The Community College Study (1952) which advocated a state-wide network of community

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thing to get things accepted . . . . But Allan [Hurlburt] who had done a study . . . and recommended a comprehensive system in 1953 only to see it fail [in the General Assembly] of that year got me told about it. But I asked him to be patient . . . .

"When Sanford [became Governor] and when the first session [of the General Assembly] met in 1961, I already had plans. Wilmington, Charlotte and Asheville, which had become community colleges under the 1957 Community College Act, now wanted to get four-year status . . . . They came to Raleigh and frightened the Board of Higher Education by announcing their intention. We sat in that meeting [Board of Higher Education] all morning [discussing what to do] but no solution came; and [Major] McLendon did not know what to do about it. Finally, I said, 'If you will let us out of here long enough to get lunch, I will tell you [how to get around the problem] when we get back.' But he would not [break for lunch] . . . . He insisted on my telling it then. I said, 'Major, if we would go to the Governor right now and propose to him that he appoint a commission on education beyond the high school--and he is not going to appoint it until after this legislative session--it would take a look at all of education above the high school level, then that will stop this move in the legislature.' He agreed to do it. So we went to Sanford's office in the Capital. He bought it and told us to write him a letter [about the commission]. He called in the press and told them what he was going to do and that stopped it.

"By that expedient I was able to get the leadership of the Board of Higher Education which had been in favor of the 1957 Community College Act, and the State Board of Education together for a study of the 1957 Act. We had the IEC's; we had the five community colleges which were growing more and more alike; there was no point in there being a separate system. I had tried to get them to see that the 1957 Act was a mistake but they would not listen to me then. But they did in 1961 and 1962 because we had a changed situation . . . ."

[30]Segner, pp. 93-94.

colleges.[31] Dr. Hamilton of North Carolina State University had conducted an exhaustive statistical study of the enrollment situation for higher education in North Carolina. Hamilton's work, Community Colleges for North Carolina, A Study of Need, Location, and Service Areas, . . .[32] published in January, 1962, was used extensively in the report of the College Survey Committee to the Carlyle Commission.

The College Survey Committee report was accepted and adopted by the Commission in June of 1962. The report urged a system of low tuition comprehensive community colleges be established and administered by the State Board of Education.[33] This recommendation from the ad hoc committee was incorporated into the final report of the Carlyle Commission published in December, 1962.

Herring's Positive Influence Upon the Carlyle Commission

During the deliberations of the Carlyle Commission, Dr. Herring's guidance was obvious.[34] Indeed, he proved indefatigable in persuading influential persons to join in bringing change to education in North Carolina.[35] Long before the recommendations of the Carlyle Commission were published, Herring wrote his opinion to John Reynolds, a member of the State Board of Education and a trustee of Asheville-Biltmore College. Herring said:

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[31]Allan S. Hurlburt, The Community College Study (Raleigh: State Superintendent of Public Instruction, 1952), pp. 7-9.

[32]Horace Hamilton, Community Colleges for North Carolina, A Study of Need, Location, and Service Areas, for the North Carolina Board of Higher Education and the Governor's Commission on Education Beyond the High School (Raleigh: [n.n.], 1962).

[33]Segner, p. 96. [34]Mayberry, p. 84. [35]Ibid., pp. 86-87.

> Quality must be defined and achieved in terms of the real needs of the people. I am more convinced than ever that this goal can be achieved at Asheville, Charlotte, and Wilmington much sooner and much more adequately if the junior colleges in those places become a part of the university system.
>
> If someone doesn't rescue the so-called community colleges, they are going to take their separate paths and future General Assemblies will create others at random . . . . They must have strong centralized management . . . and the Consolidated University office is the only agency in existence which can give them this kind of leadership . . . .
>
> The present Community College Act should be repealed . . . [and] a new one written to provide for this centralized system under the auspices of the University . . . .
>
> The second major question in education beyond the high school concerns the future of the Industrial Education Centers. . . . From the very beginning they have consistently met with formidable opposition . . . . The traditionalists in public education did not want them (from the top man on down). The General Assembly, only by the most adroit maneuvering of Governor Hodges, Watts Hill, and myself, reluctantly agreed to let us try. We must have done a commendable job . . . . They are growing. We must now improve their quality and tighten our control over them to give them the centralized management which is equally necessary to their success.
>
> All that I ask of the Commission with respect to the Centers is that the State Board of Education be given authority to manage their development with a broader curriculum than they now have. . . . It is completely unrealistic and undemocratic to take an arbitrary position that they have no education needs worthy of this state's concern other than in the technical fields. This is indefensible and I am prepared to take this issue directly to the people of North Carolina, if that is the only way it can be settled.[36]

Opposing Views

The Commission's expected recommendations for the comprehensive community college met with opposition. First, there was some doubt about whether credits derived from the proposed college-parallel programs would transfer to four-year institutions. Faculty members in four-year institutions voiced concern about the quality of education provided by the community colleges.[37] President William Friday of the

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[36]Ibid., pp. 91-92. [37]Segner, pp. 107-108.

University of North Carolina, however, favored the emergence of a statewide system of community colleges, thus somewhat blunting the effect of faculty opposition.[38]

A second group of opponents feared for the future of the private colleges.[39] Spokesmen for the private schools were by far more vocal in outright opposition to the merger recommendation than was any other single group.[40] Led by the Baptists, who maintained a sizeable number of post-high school institutions in North Carolina, the church-related two- and four-year institutions mounted a formidable attack on the proposals of the Carlyle Commission. The attacks centered on (1) the possible loss of potential students due to the lower tuition charges and easy accessibility of the community colleges, and (2) the chance that the community colleges would be eligible for additional federal funds thereby giving them undue advantage over the private schools, many of which received neither federal nor state aid.[41] Nevertheless, Dr. Herring and other advocates of the Carlyle recommendations were ready for the opposition. As principal spokesman for the State Board of Education, Herring continuously defended the proposed community college system. He parried the argument that comprehensive community colleges would lower the quality of education by saying:

> We can hide behind the false belief that we are upholding the quality of higher education when we follow policies that keep half of our college capable youngsters out of college. But this is neither a Christian principle nor a wise State policy.[42]

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[38]Ibid., p. 112. See Appendix B.

[39]Ibid., p. 107. [40]Ibid., pp. 112-116. [41]Ibid., p. 115.

[42]North Carolina Education, XXIX (September, 1962), p. 17.

As for the concern over the potential loss of students, Herring claimed:

> [The proposed community college system will] reinforce and encourage the logical growth of all existing institutions, because it will bring thousands of people into higher education who would not otherwise attend college, and it will send a substantial portion on to the public and private senior institutions in due time.[43]

New Directions

Officially titled The Report of the Governor's Commission on Education Beyond the High School, the Carlyle Report represents a culmination of several studies and a codification of ideas expressed by educators and laymen during the previous two decades.[44] The legislation stimulated by the Carlyle Report under the Omnibus Higher Education Act provided a new direction for higher education in North Carolina.[45]

While the act generated numerous education modifications, three major changes in higher education are especially notable. First, the university would "be the only institution in the State system of higher education authorized to award the doctor's degree."[46]

Second, North Carolina would terminate the public supported junior college operations at Wilmington College and Charlotte College by adding the third year to their programs in 1963 and the fourth year in 1964. The conversion of Asheville-Biltmore College to a four-year institution would occur when the enrollment there reached 700. Furthermore, the newly authorized four-year colleges would remain nonresidential so as to continue to meet the needs of local residents for low-cost higher

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[43]Ibid. [44]Mayberry, p. 105. [45]Segner, pp. 121-128.

[46]The Report of the Governor's Commission on Education Beyond the High School (Raleigh: [n.n.], 1962), p. 2.

education opportunities.[47]

Third, a community college system was established. Former Governor Terry Sanford stated that the creation of the State Department of Community Colleges was the greatest single achievement in his administration.[48]

Almost every suggestion in the report was adopted by the 1963 General Assembly.[49] Even those who spoke for the private colleges did not make any appreciable effort to block the adoption of the recommendations by the legislators.[50] However, emotions, not logic, nearly found a way to kill the Carlyle Report. The greatest heat created by legislation resulting from the report recommendations was developed through the effort to agree on a new name for North Carolina State College. After much humorous as well as some threatening and serious debate, the present title, North Carolina State of the University of North Carolina at Raleigh, was at last adopted. Then, the General Assembly quickly approved the bill.[51]

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[47]Ibid., p. 62. [48]Mayberry, p. 104.

[49]Ibid., p. 105. [50]Segner, p. 128.

[51]Dr. Mayberry provides a detailed description of the events and personalities connected with the Carlyle Commission Report in her dissertation on Dr. W. Dallas Herring (pp. 80-104). See Appendix C for the eleven recommendations of the Carlyle Commission regarding Comprehensive Community Colleges.

CHAPTER V

THE PHILOSOPHICAL FOUNDATION OF THE COMMUNITY COLLEGE SYSTEM

While the philosophy that has guided the Community College System derives from many educational leaders,[1] the one who expressed it best for North Carolina was also the system's chief advocate and abiding spirit, Dr. W. Dallas Herring.[2] In a speech given on June 7, 1964, Dr. Herring said of the new institutions:

> They have not arisen to take the place of any other institution or system of education. They are not glorified high schools. They are not universities. They are not senior colleges and must not strive to become any of these institutions . . . . They are the open door to freedom and prosperity for the forgotten men and women of our state. They are the fruition of the philosophy of the leaders of the past, from Archibald Murphy, Joseph Caldwell and Bartlett Yancey to Charles B. Aycock, Walter Hines Page and Charles D. McIver . . . .[3]

The Statement of Philosophy

As enunciated by Dr. Herring, the philosophy for the Community College System states:

> The only valid philosophy for North Carolina is the philosophy of total education; a belief in the incomparable work of

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[1]Proceedings . . . . An Orientation Conference . . . Community Colleges, Technical Institutes, Industrial Education Centers, June 7-8, 1964, Chapel Hill, North Carolina, p. 8. See also Chapter IV.

[2]Lena Pearl Dula Mayberry, "William Dallas Herring: Leader in Five Issues in Education in North Carolina, 1955-1965" (Doctoral dissertation, North Carolina University at Raleigh, 1972), pp. 103-104.

[3]Proceedings . . . , p. 8.

> all human beings, whose claims upon the state are equal before the law and equal before the bias of public opinion; whose talents (however great or however limited or however different from the traditional), the state needs and must develop to the fullest possible degree. That is why the doors to the institutions in North Carolina's system of Community Colleges must never be closed to anyone of suitable age who can learn what they teach. We must take the people where they are and carry them as far as they can go within the assigned function of the system. If they cannot read, then we will simply teach them to read and make them proud of their achievement. If they did not finish high school, but have a mind to do it, then we will offer them a high school education at a time and a place convenient to them and at a price within their reach. If their talent is technical or vocational, then we will simply offer them instruction, whatever the field, however complex, or however simple, that will provide them with the knowledge and the skill they can sell in the marketplaces in our state, and thereby contribute to its scientific and industrial growth. If their needs are in the great tradition of liberal education, then we will simply provide them the instruction, extending through two years of standard college work, which will enable them to go on to the University or to senior college and on into life in numbers unheard of before in North Carolina. If their needs are for cultural advancement, intellectual growth or civic understanding, then we will simply make available to them the wisdom of the ages and the enlightenment of our own times and help them on to maturity.[4]

Withstanding the test of thirteen years of examination and use, the statement remains basic to the aims and purposes of the Community College System in North Carolina.[5] It is a clear declaration of the state's commitment to educate all its citizens to realize their full potential.

The Role of the Institutions in the North Carolina Community College System

To implement the philosophy of the Community College System in North Carolina and keep the constituent institutions within the

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[4]Ibid., p. 9.

[5]W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed). See Appendix D.

bounds of their mandated role, the North Carolina State Board of Education adopted a policy relative to the role of the community colleges and technical institutes which states that,

> The Community College System has been established to fill an educational opportunity gap between the high schools and the four-year colleges and the university system. The filling of this gap requires open door admission of both high school graduates and of others who are eighteen years old or older but are not high school graduates. The provision of educational opportunity for this broad range of curriculum offerings, including college level, high school level, and, for some, elementary level studies.
>
> The carrying out of this responsibility assigns a unique role to the institutions in the Community College System, which role is fundamentally different from the more selective role traditionally assigned to four-year colleges and universities. Because of this, for a community college to aspire to become a four-year college would not represent normal growth, but would destroy the community college role and replace it with an entirely different type of institution.
>
> The State Board of Education is completely committed to maintaining the unique, comprehensive role of the institutions in the Community College System, and is opposed to any consideration of a community college as an embryonic four-year college.[6]

There has been no change in the role of the open door institution in North Carolina from the original statement of the State Board of Education.

Figure 1 shows the functional positioning of each segment of the state-supported education system of North Carolina. The place and role of each segment of the tax-supported system of education in North Carolina is distinct. Also, each segment is administered separately. For example, the Public School System, Kindergarten through grade 12, is under the State Department of Public Instruction. The Community College System is under the State Department of

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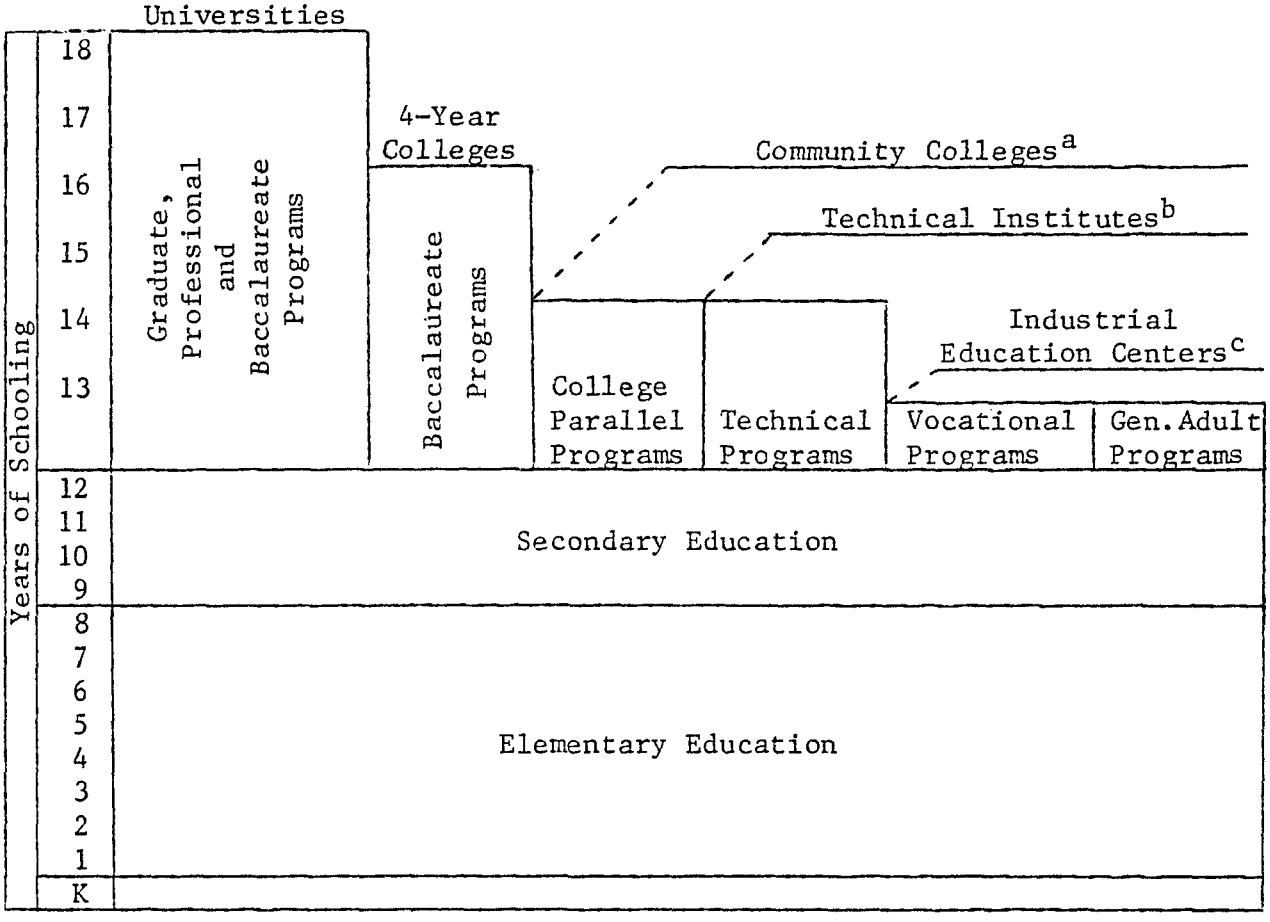
[6]The Comprehensive Community College System in North Carolina (Raleigh: State Board of Education, 1967), p. 3.

Figure 1

The Structure of Publicly-Financed Education
in North Carolina



Source:

This is a modified version of a model found in Progress Report of the Comprehensive Community College System of North Carolina, First Five Years, 1963-1968, (Raleigh: State Board of Education, 1969), p. 11.

[a]Community Colleges: Comprehensive two-year institutions offering college parallel, technical, vocational, and general adult programs.

[b]Technical Institutes: Two-year institutions offering technical, vocational, and general adult education programs.

[c]Industrial Education Centers: One-year programs or less; however, none of these exist any longer since all have changed either to a technical institute or a community college.

Community Colleges. The public four-year colleges, universities and graduate schools (higher education) are governed by the Board of Governors of the State of North Carolina.

There are, however, some duplications in programs with a major functional overlap occurring between the University and Community College Systems. This overlap is centered in the college credit transfer programs conducted by the public community colleges and the freshman and sophomore years of the public colleges and universities. The duplication, however, is intentional and serves the purpose of enabling far more students in North Carolina to enroll in the first two years of a college curriculum than would be possible through the colleges and universities only.

Many institutions of higher education promote and conduct classes and workshops in noncredit adult education, usually on a professional level, which are also considered within the domain of the Community College System.[7] Nevertheless, the exceptions only tend to prove the rule that the model presented in Figure 1 is an accurate description of the place and role fulfilled by each segment of the North Carolina public education system.

The Open Door Policy

Basic to the admissions policy of any public-supported technical institute or community college in North Carolina is the belief that

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[7]Confirmation of the "overlap" of college credit and adult education programs was made in conversations with Robert Morrow, Director of Occupational Education, Guilford County Schools, and Thomas Sork, Assistant Director, Continuing Education, University of North Carolina at Greensboro on March 30, 1977.

the "open door" is the only safe and right policy for the Community College System.[8] The open door policy is a tenet of universal education, a means by which all North Carolina citizens who have a desire to learn are provided an opportunity to do so.[9] Perhaps more has been said and written about the "open door" than any other single policy or statement or matter coming out of the Community College System.[10] The reason for the surfeit of explanation is because the term itself is open for discussion and argument. This condition is potentially dangerous, since the corollaries of discussion and argument are often misinterpretation, misunderstanding, and misuse. Perhaps Robert L. Palinchak offers a more detailed analysis of the open door concept than any other writer on the community college. Palinchak states that,

> . . . the open door issue is concerned with open admissions and equal access to universal postsecondary educational opportunity. The term "open admissions," like many others in education, is a generic descriptor having many shades of meaning with no single connotation attached to it in practice. In its most simple but troublesome form, open admissions refers to a policy that would permit anyone to pursue education beyond the secondary level. Obviously, few institutions, if any, have the capability and qualifications to implement this policy in its most basic form. All modify it one way or another and there is often little in common between two institutions that profess to operate with an open admissions policy.[11]

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[8]Proceedings . . . , p. 9.

[9]Open Door, March-May 1971 [page numbers unknown].

[10]I. E. Ready, personal interview, Raleigh, North Carolina, March 17, 1976 (taped and transcribed).

[11]Robert L. Palinchak, The Evolution of the Community College (Metuchen, N. J.: The Scarecrow Press, Inc., 1973), p. 148.

It has been fifteen years since the two-year college popularized the term "open door" yet interpretation and practice remain diverse.[12] In an effort to bring some uniformity to the policy, the Carnegie Commission has urged all state legislatures to provide admission to public community colleges "of all applicants who are high school graduates or are persons over eighteen years of age who are capable of benefiting from continuing education."[13]

Even though public community colleges are predominately open door institutions, admission to programs within the college is often on a selective basis. This fact is frequently omitted in college catalogs thereby marking a clear dysfunction between the stated goals of the institution and actual practice.[14]

Palinchak concludes with the observation that,

> It remains for the community college to provide a common base upon which further understanding of the open admissions problem can be discussed. One thing is certain, the issue of open admissions is no longer the exclusive trademark of the community college--nor are the solutions to resolve its perplexity. In the end, the public or politicians will decide the issue. Still, far too little of substance is written about open admissions and researchers have yet to unfold the ways in which its various forms affect the individual, his institution, and society.[15]

Dr. I. E. Ready, the first Director of the Department of Community Colleges,[16] provided North Carolina with a definitive statement in

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[12]Ibid., p. 150. [13]Ibid.

[14]Ibid., p. 151. [15]Ibid., p. 156.

[16]The title of "Director" was maintained throughout the tenure of Dr. Ready. It was changed to "President" under the reorganization of the Department of Community Colleges submitted to the State Board of Education by Dr. Ben Fountain.

regard to objectives of the open door policy.[17] Dr. Ready said:

> Universal education opportunity through the high school has . . . been considered a necessary service of government. Beyond the high school, however, educational opportunity has been selective. For the most part, only educational programs leading to a baccalaureate degree have been provided . . . .
>
> By establishing the [Community College System] . . . , the North Carolina General Assembly of 1963 has made it possible to extend universal education beyond the high school . . . .[18]

Dr. Ready went on to say that for any applicant who seriously wants and needs more education, the door of each institution in the Community College System is open. A counseling service, a broad curriculum, and high quality instruction are three essential parts of the open door institution.

In its strictest sense, Dr. Ready's assertion that an applicant must seriously want an education implies that there are both open and closed doors in the Community College System.[19]

The fact that some individuals can and sometimes do take undue liberties with the open door policy results in institutions preparing safeguards to the open door which can be implemented when necessary.[20] One might find, for example, academic or health qualifications which must be met before entrance can be gained in some programs. Also, restraints are usually available for students who do not manifest sufficient interest in academic work or who otherwise conduct

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[17]See Appendix E for Dr. Ready's complete statement on the open door policy.

[18]Open Door, March-May, 1971 [page numbers unknown].

[19]John H. Blackmon, Trustee Responsibility for Community Colleges and Technical Institutes of the North Carolina Community College System (Raleigh: State Board of Education, 1970), p. 29.

[20]Ibid., p. 30.

themselves in a way that interferes with the learning process. It is from such breaches of reasonable expectations and fair play that policies regarding attendance, grades, and deportment are issued. Nevertheless, the institutions of the Community College System are open and will attempt to accommodate as many students as the limitations of curriculum, money, time, space, and availability of faculty will allow.[21]

The very heart of the open door lies with counseling, curriculum, and instruction.[22] When each function operates properly, the open door policy functions satisfactorily.[23]

In broad and specific terms, the philosophy of the Community College System is educationally unassailable if the institutions are considered places where the people of the state can gain an education, learn a skill, be taught how to use leisure, be updated in vocational, technical, or professional fields of endeavor, and profit from literally hundreds of short- and long-term programs. Yet the open door policy remains a philosophy that can never really be adequately expressed or totally fulfilled. The policy fully deserves every effort toward attainment yet the open door should never be completely reached. Instead, the attainment of each of the goals of the open door should be but a step toward a higher and more worthy goal. The goal should always remain one of aiming for the next higher step in the process

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[21]Ben E. Fountain, Jr., personal interview, Jamestown, North Carolina, March 24, 1976 (taped and transcribed).

[22]Open Door, March-May 1971 [page numbers unknown].

[23]Ready interview; also see Appendixes E and F.

of fulfilling the open door philosophy.[24]

Specific Objectives of the System

In North Carolina, the overall purpose of the Community College System is to extend universal and broadened educational opportunities beyond the public school system. There are, however, certain specific objectives that must be met before the purpose of the system can be said to have been attained. The objectives are:

> To provide expanded educational opportunities for thousands of young people and adults who would not otherwise continue their education.
>
> To provide relatively inexpensive nearby educational opportunities for high school graduates, school dropouts, and adults.
>
> To provide technician programs, preparing students for jobs of this level in industry, agriculture, business, and service occupations.
>
> To provide vocational programs of less than technician level, preparing students for jobs requiring different levels of ability and skill.
>
> To provide programs of vocational education for employed adults who need training or retraining, or who can otherwise profit from the program.
>
> To provide short courses that will meet the general adult and community service needs of the people of the community.[25]

Although the six specific objectives of the Community College System are clear and direct statements, initial confusion over words and phrases did occur. The misunderstandings were often caused by the influx of general educators into the Community College System, many of whom were unfamiliar with vocational terminology. It was important, for instance, to differentiate between the terms "vocational" and "technical." Yet a distinction was not always made.

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[24]Herring interview.

[25]The Comprehensive Community College System in North Carolina, pp. 3-4.

Funding from the federal level often depended on meeting standards set by the federal government and the standards included specific terminology. It was necessary, therefore, that everyone in the Community College System speak the same language with regard to vocational-technical education.

Eventually, with the aid of such publications as Bulletin Number 1, Administration of Vocational Education, published in 1948 by the United States Office of Education along with monographs, magazines, and other tracts from the American Vocational Association, the initial confusion was eliminated.[26]

A common terminology remains an important consideration for those whose function it is to implement policy with regard to vocational-technical education.[27]

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[26]Ready interview.

[27]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped).

CHAPTER VI

ADMINISTRATIVE INFLUENCES ON THE COMMUNITY COLLEGE SYSTEM

Chapter 115A-3 of the Public School Laws of North Carolina deals with the establishment on the state level of a department to administer the Community College System and states:

> The State Board of Education is authorized to establish and organize a department to provide State-level administration, under the direction of the Board, of a system of community colleges, technical institutes, and industrial education centers, separate from the free public school system of the State. The Board shall have authority to adopt and administer all policies, regulations, and standards which it may deem necessary for the establishment and operation of the department . . . .
>
> The State Board of Education shall appoint an Advisory Council consisting of at least seven members to advise the Board on matters relating to personnel, curricula, finance, articulation, and other matters concerning institutional programs and coordination with other educational institutions of the State . . . .[1]

Although the wording of Chapter 115A-3 has remained the same the department created by the section has undergone several reorganizations. Changes in the organization of the Department of Community Colleges resulted from the system's expansion from twenty institutions in 1963 to the present total of fifty-seven reached in 1974.[2]

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[1]North Carolina. General Statutes of North Carolina, Chapter 115A, Sec. 3 (1973).

[2]Ben E. Fountain, Jr., personal interview, Jamestown, North Carolina, March 24, 1976 (taped and transcribed); see also North Carolina Community College System Biennial Report, 1972-1974 (Raleigh: State Board of Education, 1974), pp. 37, 52.

An indication of the growing complex nature of the state-level organization for administration and supervision of the community colleges is illustrated by comparing the 1967 organizational chart of the Department of Community Colleges (Figure 2) with that existing in 1974 (Figure 3). The two charts show a substantial difference in staff and a greater degree of involvement by the Community College System in many activities by 1974.

The North Carolina State Board of Education

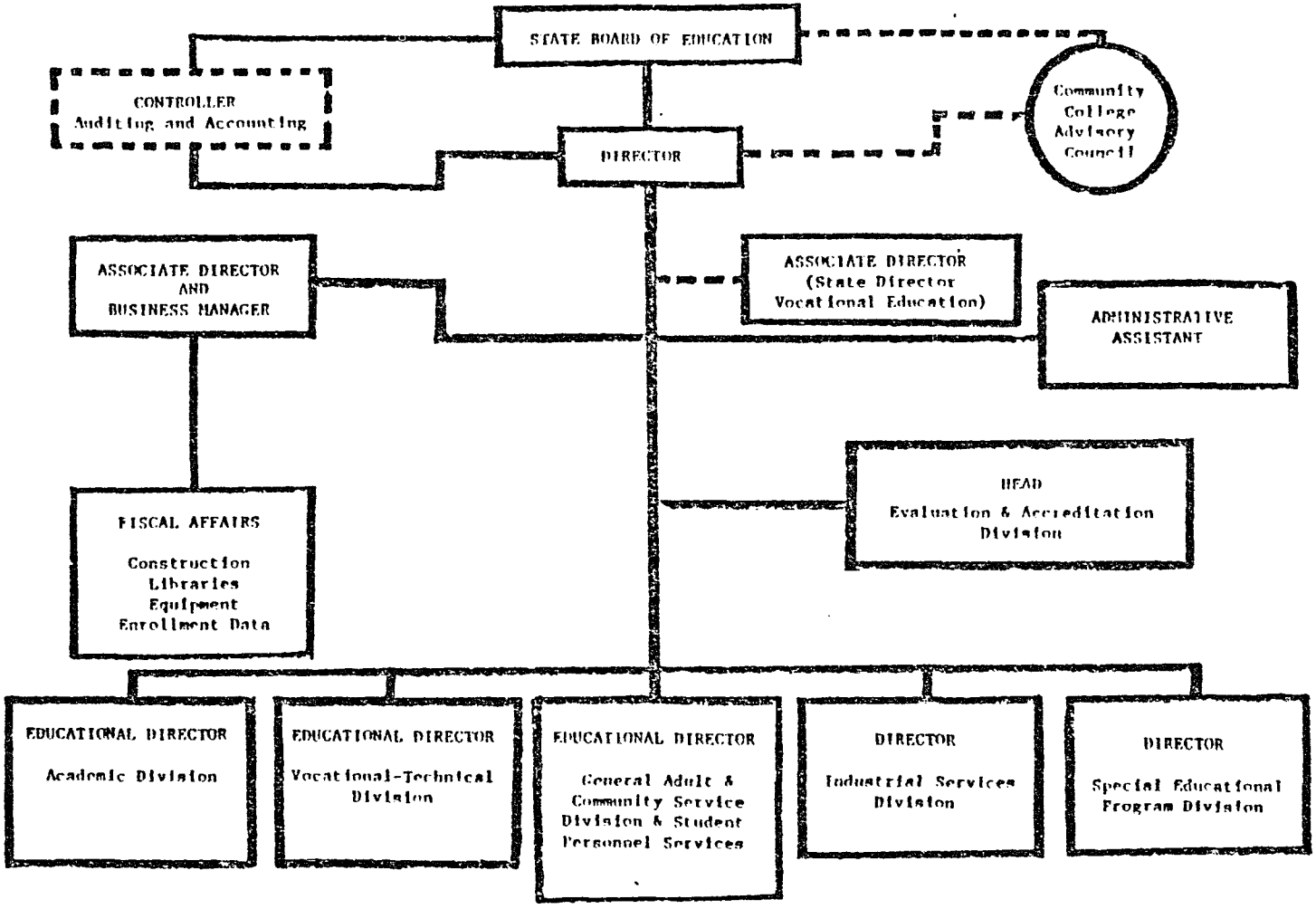
As Figures 2 and 3 indicate, the Department of Community Colleges is responsible to the North Carolina State Board of Education which is in direct conformity with the opening paragraph of Chapter 115A, Section 3, giving the State Board of Education authority in 1963 to establish a department to operate a system of community colleges.

For a number of years after the establishment of the Department of Community Colleges, the State Board of Education consisted of eleven gubernatorial appointees and two elected officials of state government, the latter serving as ex officio members of the State Board. The two elected state officials were the Lieutenant Governor and the State Treasurer. The State Superintendent of Public Instruction, also an elected State Officer, was one of the appointed members of the State Board and served as Secretary for the Board.[3] By 1972, however, the State Board was administratively restructured. The Governor still appointed eleven members and the Lieutenant Governor and

[3]Progress Report of the Comprehensive Community College System of North Carolina, First Five Years, 1963-1968 (Raleigh: State Board of Education, 1969), pp. 4-5.

Figure 2

North Carolina Community College System 1967 Organizational Chart

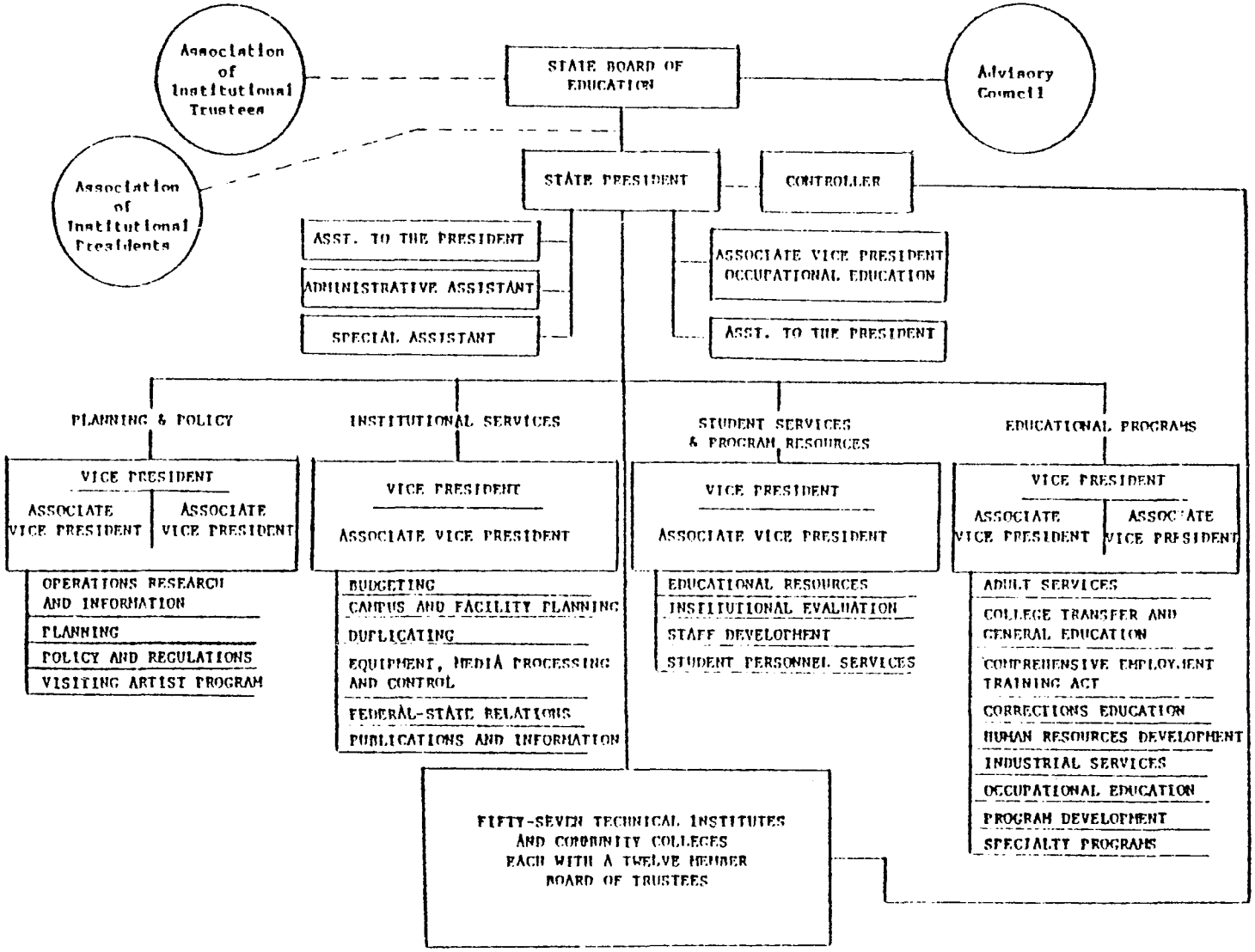


Source:

The Comprehensive Community College System in North Carolina (Raleigh, State Board of Education, 1967), p. 8.

Figure 3

North Carolina Community College System 1974 Organizational Chart



Source:

North Carolina Community College System Biennial Report, 1972-1974 (Raleigh: State Board of Education, 1974), p. 4.

the State Treasurer remained as ex officio members. However, the State Board added a staff of Chief Administrative Officers consisting of the State Superintendent of Public Instruction, who retained the position of Secretary, the Controller of the Department of Education, and the State President of the Department of Community Colleges.[4] Thus, in accordance with the 1972 restructuring, the total membership of the North Carolina State Board of Education consists of two ex officio members (the Lieutenant Governor and the State Treasurer), one appointed member from each of the eight educational districts of North Carolina, three at large appointees, and the three nonvoting chief administrative officers.[5]

The Community College Advisory Council

The second paragraph of 115A-3 mentions an Advisory Council ". . . consisting of at least seven members to advise the Board in matters relating . . ." to the Department of Community Colleges. The Act mandates that, "Two members of the Advisory Council shall be members of the North Carolina Board of Higher Education [Board of Governors of the University of North Carolina] or its professional staff, and two members . . . shall be members of the faculties or administrative staffs of institutions of higher education in this State."[6]

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[4]North Carolina Community College System Biennial Report, 1970-1972 (Raleigh: State Board of Education, 1972), pp. 5-6.

[5]North Carolina Community College System Biennial Report, 1972-1974, p. 5; see also Appendix G for a more comprehensive review of the history and duties of the North Carolina State Board of Education.

[6]North Carolina. General Statutes of North Carolina, Chapter 115A, Sec. 3 (1973).

Rather than limiting the Council to the minimum number stated in 115A-3, the State Board appointed thirty-three members to the original Advisory Council. The Council reflected representation from not only those specified in the Act but also representatives from agriculture, business, industry, and other organizations and agencies throughout the state.[7] Four committees were formed from this group and during its first five years of existence the Council dealt with matters related to facilities and finance, staffing and faculty, student personnel, and curriculum.[8] Recommendations eminating from the Council have formed a basis for many of the policy and operational procedures which the Community College System has followed since the original date of adoption.[9] For example, one of the more important assignments given the Council was that of involving the staffs of the Department of Community Colleges and others in the development of standards by which the quality of institutions could be evaluated. In November of 1968--one month short of two years from the date of the assignment--the Council presented the State Board of Education a recommended set of standards and evaluative criteria. The State Board accepted the recommendations in January of 1969.[10]

Other examples of studies conducted by the Advisory Council at the request of the State Board, generally on a regular basis, are

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[7]North Carolina Community College System Biennial Report, 1972-1974, p. 78.

[8]Ibid.

[9]North Carolina Community College System Report, 1963-1970 (Raleigh: State Board of Education, 1970), pp. 17-18.

[10]Ibid.

those dealing with biennial budgets, changes needed in the General Statutes, and long-range planning for the Community College System.[11] The Advisory Council is, therefore, a very important adjunct to the State Board of Education in conducting many studies and performing much of the required basic work from which the State Board of Education can make policy decisions.

In 1968, the State Board expanded the Advisory Council to 131 by including into membership the president and board chairman of each of the constituent institutions of the Community College System.[12] In 1971, the officers of the North Carolina Comprehensive Community College Student Government Association were also added to the Council so that, in 1974, there were 159 members of the Advisory Council.[13]

The Controller

Since the Controller is the permanent executive administrator of the State Board of Education in the supervision and management of the fiscal affairs of the Board,[14] his office has great influence in the administration of the Community College System. Specifically, the Controller's office supervises and manages the budgeting, allocation, accounting, auditing, certification, and disbursing of public school funds (including both the Department of Public Instruction and the Department of Community Colleges) administered by the Board.

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[11]Ibid., p. 18. [12]Ibid., p. 17.

[13]North Carolina Community College System Biennial Report, 1972-1974, pp. 6-7.

[14]North Carolina Community College System Report, 1963-1970, p. 18.

The work of the Controller's office also includes all budget making, bookkeeping, voucher writing, and financial reports, for the departments under the State Board of Education.[15]

Still another manifestation of power wielded by the Controller over the Community College System made its appearance in 1973 when two accounting supervisors were added to the Controller's office under the direction of the Division of Teacher Allotment.[16] It is the responsibility of the accounting supervisors to check institutional records with regard to student attendance and make reports to the Controller, who provides general supervision of these attendance record auditors. The supervisors also conduct campus audits and make recommendations to local institutions and the Department of Community Colleges for standardizing report procedures. The intent in standardizing reports is to distribute federal and state funds more fairly to all institutions and prevent misinformation regarding student attendance from becoming public record.[17] The bulk of state financial support given to institutions is based on attendance translated into membership.[18]

The Department of Community Colleges

As stated previously, the administrative arm of state government

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[15]Ibid., p. 7.

[16]North Carolina Community College System Biennial Report, 1972-1974, p. 7.

[17]Ibid.

[18]I. E. Ready, personal interview, Raleigh, North Carolina, March 17, 1976 (taped and transcribed). Attendance is translated by formulae into full-time equivalency, or FTE.

utilized to supervise and administer the state-wide system of community colleges is the State Department of Community Colleges under the State Board of Education.[19] The Department of Community Colleges is a state-level bureaucratic-type organization subdivided into a number of functional units each of which is authorized to carry out specific delegated responsibilities.[20] Figures 2 and 3 show that the department was subdivided by function in 1967 and 1974. The internal complexity and number of personnel of the department has grown somewhat with the increase in number and size of the fifty-seven institutions supervised, but the department's growth has been less than proportional to that of the system.[21]

The chief administrators have made several organizational changes in the Department of Community Colleges during the system's existence. As Figure 2 shows, "The department was organized into three educational divisions [(1) Academic, (2) Vocational-Technical, and (3) General Adult and Community Service and Student Personnel Services], one Industrial Services Division, one Special Educational Program Division, one Evaluation and Accreditation Division, and a Fiscal Affairs Section."[22] By 1968 and through 1970, some changes can be noted. A comparison of the 1970 organizational chart (Figure 4) with that of 1967 (Figure 2) reveals some changes between 1968 and 1970. Changes in staff realignments were made in 1968 when a redefining of divisional

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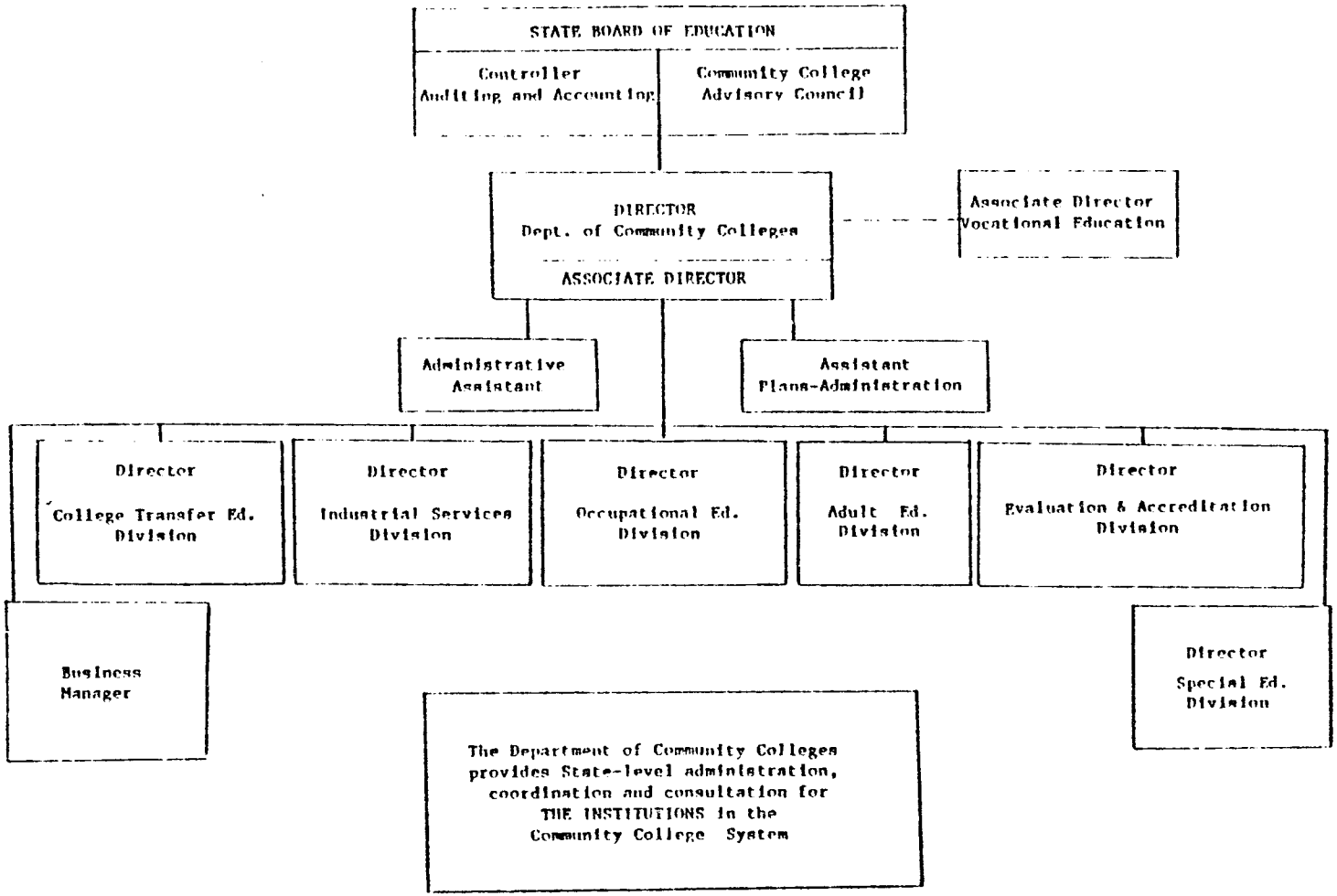
[19] North Carolina Community College System Report, 1963-1970, p. 15.

[20] Ibid. [21] Fountain interview.

[22] The Comprehensive Community College System in North Carolina, p. 7.

Figure 4

North Carolina Community College System 1970 Organizational Chart



Source:

North Carolina Community College System Report, 1963-1970, (Raleigh: State Board of Education, 1970), p. 16.

responsibilities was approved by the Director, Dr. I. E. Ready.[23]

In 1971, the newly appointed head of the Department of Community Colleges, Dr. Ben E. Fountain, Jr., made an impressive organizational adjustment. President Fountain divided the department into two broad categories: (1) Administrative Services, and (2) Educational Services.[24] An examination of the 1971-1972 organizational chart (Figure 5) shows the delineation of functions between the Administrative Services and Educational Services areas. According to Dr. Fountain, the 1971 change was an attempt

> . . . to develop the Department itself to the point that it could hold its own with the very powerful and very effective University System and the very large and powerful Public Schools System . . . . I had to find a way . . . to break out of the pattern of being considered just another agency of state government . . . . [Being very small] we were more or less lost in the shuffle [therefore] I conceived the notion of redefining the titles of the administrative officers to sound more educational. Hence, I chose the term "dean" . . . . Further, I had [my] title changed from Director to State President, adding the word "State" to distinguish [it] from the institutional presidents and to coincide with . . . and put it on more equal footing with the State Superintendent of Public Instruction and the President of the new University System.
>
> [Even though] the State Board went along with this . . . the incumbent administration [of the Department of Community Colleges] opposed it . . . . But with the assistance of Governor Bob Scott, I was able to push through the title changes . . . but only about half of the reclassifications . . . . We did establish, I think, the notion in State government and in the legislature that the State Department of Community Colleges was an educational agency rather than just another Raleigh bureaucracy . . . .
>
> It was interesting to watch the [local] institutions mimic the organization of the Department. I recall shortly after the reorganization was accomplished that I spent probably three

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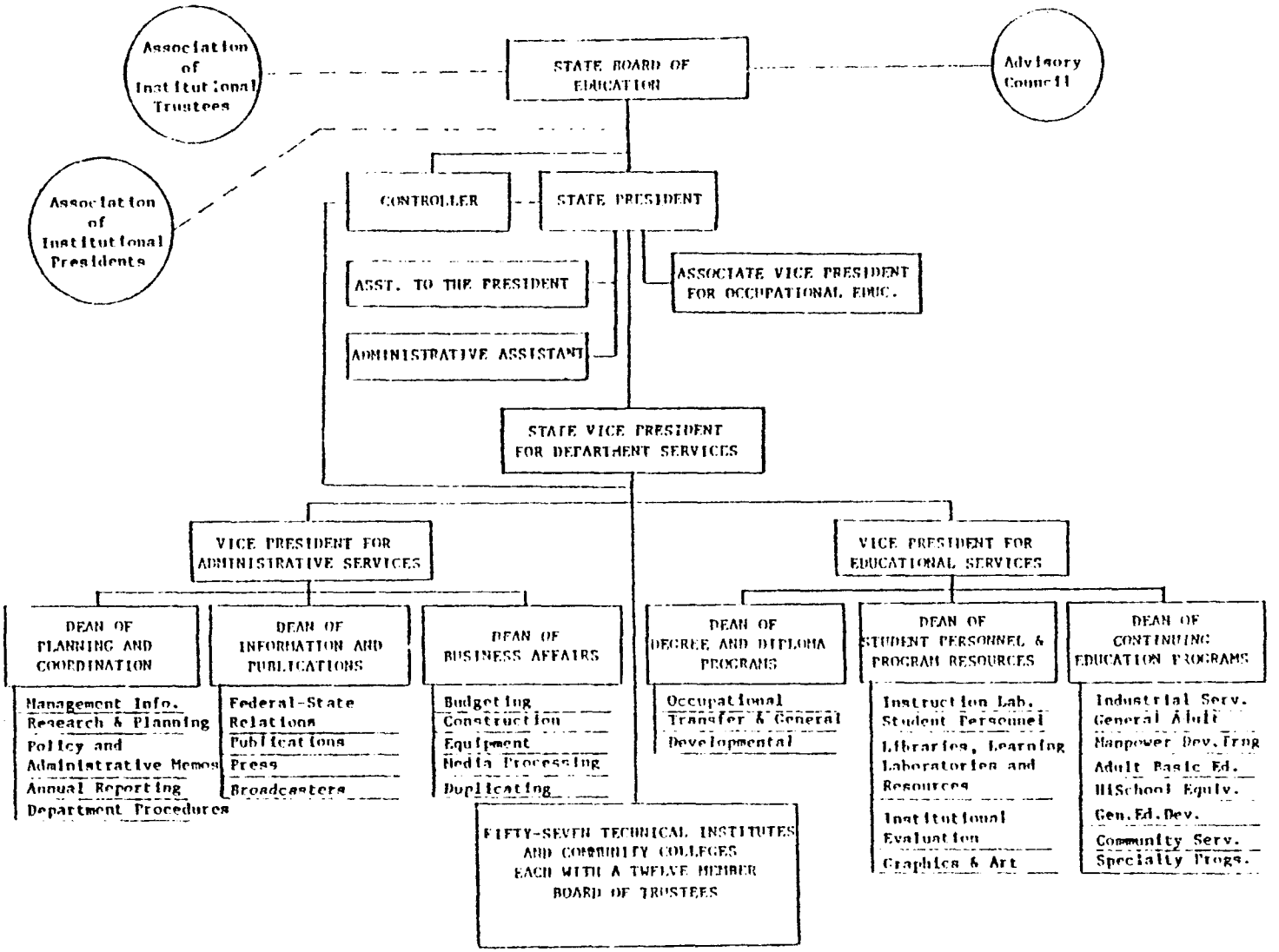
[23] North Carolina Community College System Report, 1963-1970, pp. 15-29; also Ready interview.

[24] North Carolina Community College System Biennial Report, 1970-1972, pp. 7-33.

Figure 5

North Carolina Department of Community Colleges 1972 Organizational Chart



Source:

North Carolina Community College System Biennial Report, 1970-1972 (Raleigh, State Board of Education, 1972), p. 4.

> hours of a Presidents' [Association] meeting . . . describing the organization to the presidents. Then over the next year or so I watched their own institutional organization evolve into the same pattern.[25]

Since institutional and curriculum development became essentially a secondary need by 1974, President Fountain restructured the Department to deal more effectively with planning and policy, institutional services, student services and program resources, and educational programs.[26] Instead of leaving the Department divided into two broad categories, each headed by a vice president (Figure 5), the new pattern (Figure 3) shows a more specific breakdown of responsibilities. Consultation and leadership became the primary thrust of the Department.[27] Dr. Fountain explains,

> [In this second] reorganization . . . I moved away from the title of "dean," which is really an instructional leader rather than an administrative post . . . . I moved to the state president, vice president, assistant vice president, associate vice president, and division head approach . . . . The second reorganization was made less clear deliberately . . . . The reason I made it more diffused . . . was to begin to break down some [institutional] dependence on the Department--heavy dependence by a few institutions--and we have broken down that heavy dependence on the Department . . . . We still have some operational functions . . . but in the main we have moved away from the idea of handing down programs to the institutions.
>
> I never really explained the second reorganization to the presidents [and] they have never asked for me to explain it. [Nevertheless] it has been rather interesting to watch the schools move again to basically the same pattern [as the Department] . . . . In the first reorganization each institutional counterpart to the Department counterpart was readily identifiable . . . . It is less easy this way now . . . , [but with the reorganizations] . . . we can hold our own with the University System and with the Public School System despite the fact

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[25]Fountain interview.

[26]North Carolina Community College System Biennial Report, 1972-1974, pp. 8-9.

[27]Ibid., p. 8.

> that our Department is much younger and smaller. The one area that is suffering the most presently is the legal area . . . .[28]

The new organizational plan, still in operation, identifies four functional areas with roles sufficiently different to warrant departmental separation. Each functional area is headed by a vice president assisted by at least one associate vice president.[29] The organizational chart shown in Figure 3 was approved in May, 1974.

The Four Functional Areas of the 1974 Reorganization

The Planning and Policy division consists of three subdivisions. Research and Planning provides direction for local institutional research and assists with both short- and long-range institutional plans.[30] Operations Research and Information collects data on students, curriculum, space, and funds for federal and state reports.[31] The third subdivision, Policy and Regulations, gives attention to policy revision or development, the distribution of State Board policies, and administrative procedures of the Department. This subdivision also interprets and supervises federal, state, and local regulations and policies.[32]

The Division of Institutional Services deals with business affairs, advice and consultation on construction, equipment (purchasing and inventory), media processing, publications, and information services.[33]

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[28]Fountain interview.

[29]North Carolina Community College System Biennial Report, 1972-1974, p. 4.

[30]Ibid., p. 8. [31]Ibid.

[32]Ibid. [33]Ibid.

The third major division, Student Personnel and Program Resources, consists of four subdivisions. Helping individual institutions achieve and maintain an acceptable quality educational program is the responsibility of the Educational Resources subdivision. A second subdivision, Institutional Evaluation, develops individualized instruction centers, and audio-visual resources throughout the system on a consultative basis. The Student Personnel subdivision works in an advisory and training capacity on matters relating to recruitment, admissions, testing, counseling, financial aid, student activities, job placement, and follow-up of former students. The fourth subdivision, Staff Development, helps institutions with conferences and training programs over a wide range of interests and special needs.[34]

Educational Programs, the principal reason for the existence of the Community College System,[35] comprises the fourth major division of the department. Educational Programs is further segmented into four categories. A Program Development staff designs curricula, develops course outlines, and determines what the needs are for instructional materials. The College Transfer and General Education staff addresses itself to transferability problems between local institutions and the public and private four-year institutions. Implementation of programs, resolving budgetary problems, and assuring adherence to federal and state occupational education regulations are responsibilities of the Occupational Education staff. Finally, the Continuing Education subdivision assesses, characterizes, and defines the

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[34]Ibid., pp. 8-9. [35]Fountain interview.

industrial, cultural, and educational needs of North Carolina and acts as a clearinghouse for such information. Noncredit courses, such as literacy training, arts and crafts, and citizenship courses are examples of the kinds of programs offered through the Continuing Education subdivision. In addition, the subdivision serves as a liaison for new industries and assists in interpreting and translating training needs for education, and employment and manpower agencies.[36]

The Administrative Head of the Department of Community Colleges

In 1963, Dr. I. E. Ready became the first director of the Department of Community Colleges.[37] Seven years later, after the retirement of Dr. Ready and the naming of Dr. Ben E. Fountain, Jr., to fill the office, the State Board authorized a change in title from director to president.[38] With either title, however, went similar responsibilities and duties. A job description for the office in the 1972-1974 Biennial Report of the Community College System states:

> The State President is the chief executive officer of the Department of Community Colleges. He is responsible for organizing and managing the Department of Community Colleges and carrying out the philosophy, policies and instructions of the State Board of Education that pertain to technical and community colleges. He reports to the State Board of Education. He works cooperatively with the State Superintendent of Public Instruction and the Controller, who also report to the Board. The

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[36]North Carolina Community College System Biennial Report, 1972-1974, p. 9.

[37]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped); see also Appendix H for Dr. James' explanation on how Dr. Ready was chosen to head the Department of Community Colleges.

[38]North Carolina Community College System Biennial Report, 1970-1972, pp. 7-8.

> State President also conducts planning activities for the Community College System jointly with officials of the University System and coordinates the work of the Department with other State agencies and with federal agencies.
>
> . . . The State President receives advice from the North Carolina Trustees' Association of Community Education Institutions . . . .
>
> The State President receives advice and assistance from the North Carolina Association of Public Community College Presidents. . . .[39]

The President of the Department of Community Colleges must maintain open communications with the four major divisions of the department at all times. One of the President's primary responsibilities is to insure that the divisions in the department advise and consult rather than issue orders.[40]

Reactions to Major Problems Faced by Dr. Ready

As head of the newly-created Community College System, Dr. Ready set many precedents which are now accepted procedures.[41] One of the initial tasks faced by Dr. Ready was that of choosing a staff, particularly the lead staff to head up the three major educational divisions of the department existing at that time. The divisions were the Transfer Program, the Occupational Programs, and the Adult Education phases of the operation.[42] In Dr. Ready's words:

> We already had a person on the staff of the IEC operation in the State Department of Public Instruction, Ivan Valentine, who had been director of the IEC in Burlington. Ivan had come to the State office to head that up after the original person who headed that operation at the state level had gone to South Carolina . . . . Wade Martin was the original one and had done a lot in developing the IEC's. . . .

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[39] North Carolina Community College System Biennial Report, 1972-1974, pp. 7-8.

[40] James interview. [41] Ready interview. [42] Ibid.

> . . . we went to Miami-Dade Community College in Miami, Florida--one of the big community colleges in the nation--and got Dr. Gordon Pyle to come up and head the section on the Transfer Program. Then we went out to Wyoming at the University of Wyoming where Dr. Monroe Neff had just completed his doctorate and was working with the university extension division and got him to come in and handle the Continuing Education extension-type operations which we think of now as adult comprehensive . . . education. So we had the three phases filled with individuals who worked with me in developing the program.[43]

Another problem was the distribution of state funds to the various institutions. Regarding the finance issue, Ready said:

> The biggest problem that we had was financing--budgeting. At that time--in the very beginning--we had a negotiated type of budget. That is, the local people in local IEC's would tell us what money they needed on a line item development--so much for the salary of the president, so much for the secretaries and every line item in the normal comprehensive budget. We would negotiate with them and try to fill it in. Well, we obviously needed to develop a better system than that--one that would be more equitable [to all institutions and] . . . we needed some formal method of handling it.
>
> We examined what was done in other states. We found out they used, primarily, the basis of some way of measuring an institution's financial needs by looking at their enrollment; and the full-time equivalent, the FTE, was accepted as a base. . . . We accepted 16 [as an FTE figure]. We found that California used 15 and some others used 16; and we just decided that 16 was probably better. And that was really arbitrary . . . .
>
> The Controller's office was expected to handle all the financial operations--just like they did the public schools'. But they lacked experience and they lacked personnel . . . . Gradually some people were added to the Department of Community Colleges staff to help work out a better system . . . . Hugh Battle is the one now in the state office [and] Charlie Holloman for a good while worked in that area to help work it out. So a formula budget was developed . . . after studying what other states were doing . . . . [It was] pretty much the same one now operating. It's not perfect. It needs a lot of attention and a lot of scientific studies to improve it. But it is right remarkable how well it has served, really.[44]

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[43] Ibid.

[44] Ibid., see also Larry Howard Penley, "The Functioning Community College System in North Carolina" (unpublished Ed.D. dissertation, Luther Rice Seminary, 1969), pp. 228-230. According to Penley, the

Despite the fact that the Omnibus Education Act of 1963 established a Department of Community Colleges, only one institution coming under its jurisdiction was actually a community college. Rather, the legislation provided for three major types of institutions: the community college, the technical institute, and the industrial education center.[45] However, Dr. Ready felt that any designation less than community college was a disservice to the population in an institution's service area because the lesser designation automatically restricts educational choices. Dr. Ready said:

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development of a budget formula did not occur without event. Penley writes:

"In the early part of 1965 the State Board of Education directed the Department of Community Colleges to develop a uniform policy for the fiscal administration of the system. The State Board of Education believed that the community college institutions could operate on a formula budget similar to that of the public schools. Dr. Ready and Herman Porter were instructed by the board to work out a formula. Dr. Herring said that the formula was not worked out, but the Department of Community Colleges had decided to continue the old budget method for another year. These budgets had been worked out by negotiations with the college and institute presidents. The State Board of Education, however, was not aware of the decision of the Department of Community Colleges. Some of the staff members of the Department of Community Colleges had convinced Dr. Ready that a formula could not be worked out. The State Board of Education found that nothing had been done when the department came before the board to present the institution budgets for the 1965-1966 school year. The State Board of Education admonished the director for his failure to come up with a budget formula, and the board stopped all funds for the Department of Community Colleges for a thirty-day period.

"Dr. Herring said, 'We had to get rough with the department. They had misled us into thinking that they had worked out a formula. Instead, we were told that they planned to use the old method of budgeting for another year. They also informed us that they would work out a formula for the fiscal administration by the following year. The board refused to release any monies to the department until it worked out a budget formula. The funds were frozen for a thirty-day period during July, 1965. The department staff was told that if they could not work out the formula, they were not entitled to their pay. During the month I made some suggestions to the staff, but it was their production.'"

[45]North Carolina. General Statutes of North Carolina, Chapter 115A, Sec. 2 (1973).

> We felt that it was important to have an "open door" comprehensive institution, one that included equally all three of these functions [the college transfer, occupational, and adult extension programs] and the provisions were made for an institution to request approval through the State Board of Education to add the transfer program--because that is the only difference between a technical institution and a community college. Most of the State Board--and I know Dallas Herring felt this way--thought that all of them should become community colleges because that would be the truly comprehensive type of operation.
>
> [Under the new statute] all of the IEC's pretty quickly applied to become either technical institutes or community colleges. Under the law, the State Board couldn't approve a change until there were state funds available. The thing that restricted the institutions from becoming community colleges right away was this provision.
>
> [The] 1963 General Assembly took [into the Community College System] the College of Albemarle and the consolidation [of the two existing community colleges] in Charlotte . . . . In 1965, Gaston College and the IEC [located there] consolidated into Gaston Community College. So we had these three places, really. [In addition,] the . . . General Assembly in 1963 provided funds for five [changes from IEC's to community colleges]. But we couldn't go beyond the five because we hadn't provided funds for more than five . . . . Then the next [General Assembly] approved a few more, and the next a few more, etc., but the General Assembly's restrictions on approving money for new community colleges kept that development from being very rapid. That is why we have now only seventeen community colleges and forty technical institutes.[46]

Another problem was the vexing competition between local and state authority. Much that Ready faced in this regard is still a live issue because of the near impossibility of legislating absolute answers to the issues raised.[47] Dr. Ready wrestled with both state and local authority throughout his tenure. One of his major concerns

> . . . was the problem that arises when an institution is classified as being both local and state . . . .
>
> There are lots of things related to this: what is state

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[46]Ready interview. (In the Spring of 1976, the General Assembly approved a change in the status of three technical institutions to that of community colleges. The count is now twenty community colleges and thirty-seven technical institutes.)

[47]Fountain interview.

> authority and what is local authority and just working it out together . . . . Through the years the trend has been and the State Board's desire has been to provide as much local autonomy as was possible within its responsibilities to see that state funds are properly spent.[48]

By 1965, all existing industrial education centers submitted plans for a change in status to become either a technical institute or a community college.[49] A change in an institution's status requires that the Department of Community Colleges review the local plans made from a local study of educational needs.[50] Being a new venture, clear procedures on how to convert to a different status were not always known by the parties to the process, especially by the local institutions. However, since the State Board of Education was endeavoring to shape a system of education that would reduce duplication of educational effort as well as meet the requirements of law, it was incumbent on the State Department of Community Colleges to give guidance toward preparation for a new status. Dr. Ready explained:

> . . . The law itself requires in the change of status on the development of a new institution [that they] be based on a local study . . . . In Guilford County, for example, there was an IEC already developed when the 1963 act was passed. This industrial education center was serving quite a few high school students from the high schools in the county as well as adults. . . . We worked with them to try to get them to phase out the high school student and let the high schools do that part of the work . . . . [We also urged that they] take those who had dropped out of high school [but especially] those who had already finished high school [and offer more for] adults because they did not have . . . many adults [there].

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[48]Ready interview; see also Appendix I for some personal observations by Dr. Ready on state and local authority.

[49]Ibid.

[50]North Carolina. General Statutes of North Carolina, Chapter 115A, Sec. 4 (1973).

> This [situation] was also true in . . . Gastonia . . . and in Wilmington. Those three places were primarily serving high school students rather than adults whereas the emphasis was felt by the State Board that this system of institutions should not take over the job of the public schools. We did not want to compete with them . . . and they did not want us to compete with them in most places.[51]

Two other problems during Ready's term of office included a salary schedule and state certification of professional personnel. The state adopted for the first time a salary schedule for community college personnel. However, the schedule for the Community College System differed from that used by the Public School System in that far more negotiation is possible at the Community College System level.[52] With regard to certification, it was decided that none be required since certification of community college personnel nationally was not recommended. This is a departure from the policy of the public schools in North Carolina.[53]

Reactions to Major Problems Faced by Dr. Fountain

After Dr. Ready's retirement in 1971, Dr. Ben E. Fountain, Jr., became President of the North Carolina Department of Community Colleges. One problem Dr. Fountain faced was the potential danger of stagnation.[54] Fountain said that he had

> . . . watched the development of the Community College System slow down considerably. Our money was drying up, the state legislature was not looking at our system with the same favor it had in the past . . . . Basically, my decision to go to Raleigh was with the notion that maybe I would be able to play some role in getting the system moving again.
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> . . . I thought it would take ten years to do what we have done in roughly four to five years. [In that time span] these

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[51]Ready interview. [52]Ibid.

[53]Ibid. [54]Fountain interview.

> things have occurred: We have substantially increased the funding for equipment and library books . . . . The State Board [has approved] the construction of a basic campus for the fifty-seventh institution in the system. We have gotten the funding and have had it matched locally so that each school . . . will have underway . . . a basic campus . . . . Some thirty-five million dollars were made available in the 1971-1975 period for construction. . . . In the process, the local institutions have put up about two dollars for every dollar of state money . . . .
>
> [In addition,] the enrollment has nearly doubled, the allotments of instructional units for the institutions [has] doubled . . . [and] the nonteaching staffs of the institutions have nearly doubled. [Yet] the department staff has only increased by twenty state-paid positions . . . .
>
> . . . Another significant [accomplishment] was the change made in the law that required a vote by the people on establishing an institution or even adding the college transfer program. These limitations are gone.[55]
>
> . . . As to the most significant development, . . . we have the system moving again . . . . The real generation of support for what has happened had to come from the local level. . . . We would not be where we are today if there had not been a partnership of the state and local working together.[56]

There was also the matter of getting all institutions in the system to see that they were serving similar needs and that they should not alienate other institutions. Dr. Fountain observed that,

> . . . the chief problem was in getting presidents and trustees of institutions as small, say, as those in Pamlico County in the east and in Cherokee County in the west, and those in Guilford, Forsyth, and Mecklenberg Counties to see that they had a common interest . . . . [The difficulty] was trying to put together that common interest for an effective program . . . to serve the people of the state through postsecondary education. There have been times when the so-called larger institutions felt that maybe they had been unfairly treated and there are times when the small institutions have felt that way . . . . Of course, everybody has to give a little bit in developing a program . . . . Generally, we have been able to come up with something that everybody could live with. But we will never compromise a principle.

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[55]The county commissioners are now charged with making this decision following the approval of the Legislature.

[56]Fountain interview. [57]Ibid.

Governance, the issue that naturally arises when working with two or more levels of government, especially where absolute lines of responsibility are not drawn, posed the greatest challenge to Dr. Fountain. He felt that the issue would never be resolved. Dr. Fountain said:

> . . . As long as you have different levels of government . . . there are always going to be areas of sensitivity. It is the nature of people . . . to be jealous of their prerogatives and their powers. . . .
>
> [The arbitrary taking of authority from] institutions arises only when you have a situation involving irresponsible action on the part of an institution or institutions. We have a recent example of a passage by the State Board of Education of a far more stringent student accounting policy directly as a result of the recommendations of the state auditor . . . . This has chafed the institutions . . . . I believe strongly in . . . "local autonomy" but along with local autonomy is local responsibility . . . . Freedom to act independently is something that is earned and is easily lost. As long as institutions operate effectively and responsibly . . . they [do not] need to worry about losing more of their control to Raleigh.
>
> In a strictly legal and constitutional framework, the authority over the institutions lies with the North Carolina General Assembly . . . . The only local autonomy that exists is by the grace and action of that body . . . [which], beginning in 1963, has designated the State Board of Education as the state governing board for the institutions. . . . Legal authorities have said that the State Board of Education has, if it wants to exercise it, virtually total control of the institutions . . . . [However,] the State Board of Education . . . has acted quite sensibly in relying on the judgement of the institutions and their boards of trustees and has exercised very lightly the controls that it could exercise . . . .
>
> The real job is to see that there are competent boards and competent presidents. If the boards and presidents are competent, they will select competent personnel to teach and to administer the institution. Exercising good judgement, there is no reason for the state to step in. [It must be remembered, though, that] by an act of the legislature, the system can be wiped out or restructured overnight. The legislature in North Carolina is perhaps the most powerful lawmaking body in the United States. Occasionally it exercises that [authority]. We only have to look at the University System [to see this]. . . . There is far less autonomy now in the University System than in the Community College System. [However,] I believe

> that we can maintain a high degree of local autonomy in the Community College System as long as the institutions do their job well in serving the people and . . . acting responsibly.[58]

In the process of reorganizing the department, Dr. Fountain was determined to keep the number of state staff personnel at a minimum.[59] Before changing the structural arrangement of the organization, Fountain worked and learned much about them. Finding that a combination of the State Personnel Commission, the State Personnel Act governing personnel, and other state policies tend to restrict freedom to move personnel and change organizational patterns as quickly as might be desired, alternate methods had to be developed to help the staff meet the newer demands of the Community College System.[60] Fountain reports,

> At the time I joined the department, there was one doctorate and that was Dr. Ready. When he retired, my doctorate[61] was the only one. We did not have the resources to recruit highly-trained people, so I did what I had done in other institutions: We began to grow our own . . . . We needed to develop our people so that they would feel confident and secure as we dealt with other people in other educational agencies; [to feel that] they were meeting them on the same level of training and background.
>
> I had to bring in some young people because I could get them for less money than highly-experienced people. But now, of course, these young people are quite experienced; and several have attained a doctorate in the meantime. In taking in the talent that was [already] there, bringing in . . . a few more people, and fit [them] into the new structure as well as I could, . . . we can [now] hold our own with [other educational] systems in our state . . . . I am rather pleased at the way it worked out.[62]

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[58]Ibid. [59]Ibid. [60]Ibid.

[61]Dr. Monroe Neff and Dr. Gordon Pyle, both brought into the Department of Community Colleges by Dr. I. E. Ready, had since left before Dr. Fountain had accepted the directorship of the Community College System.

[62]Fountain interview.

Dr. Fountain claims that he did not have to meet a lot of problems head-on.[63] In this regard, Fountain gives credit to others for having set the proper course. President Fountain mentions that,

> . . . Dr. Herring, Terry Sanford, Irving Carlyle, Luther Hodges, Dr. Ready, and others had established the basic framework and policy. For example, there are going to be open door institutions and they are going to be two-year institutions. They are going to have a combination of state and local support. The institutions will be comprehensive. . . . So these basic policy and philosophical problems have been pretty well resolved. My role, as I saw it, was to fill out the framework; . . . my role was leadership and administrator . . . .[64]

The issues facing Ready and Fountain were often different. Yet, the underlying solution for both was to secure agreement from people with divergent viewpoints. Without this agreement, neither administrator could lead the Department of Community Colleges in meeting the needs of North Carolina's people.[65]

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[63] Ibid. [64] Ibid.

[65] Ready interview; also Fountain interview.

CHAPTER VII

FEDERAL, STATE, AND LOCAL RESPONSIBILITIES

Basic to the shaping of the Community College System in North Carolina are federal, state, and local laws directly affecting operational procedures. Where power is involved, laws sometime overlap and conflict.

Federal Authority

In the American political system, full governmental authority rests with individual states while the national government possesses delegated power. Our federal government is dependent upon an agreement among the states to delegate certain powers to Congress and the President. Furthermore, control of national affairs through federal regulation is limited by the Constitution which takes precedence over all other laws in two directions--by restricting action or by permitting greater freedoms.

When the Constitution speaks clearly, no problems in comprehension or enforcement arise. On the other hand, individual interpretation of Constitutional implications breeds controversy. If the Constitution were given only a strict legalistic interpretation, the federal government would not play such an active and extensive role in education.

According to Dr. Charles R. Holloman, Vice President, Planning and Policy, Department of Community Colleges, the United States government involves itself in education principally through three separate clauses

of the Constitution. First, the due process clause--the Fourteenth Amendment--ties protection to legislation that Congress may enact. Under this clause, everyone is guaranteed equal protection of the law. Second, Congress has the power to enact legislation regarding commerce between foreign countries or among the states, the presumption being that granting funds for education to states constitutes some form of commerce. The antidiscriminatory laws are often linked with the commerce clause. Third, the contract clause of the Constitution exercises control over the manner in which states may use federal funds for education. States must meet certain conditions acceptable to the United States Department of Health, Education, and Welfare in order to qualify for federal funds.[1]

Edward C. Bolmeier, in The School in the Legal Structure, emphasizes the importance of certain "implied" powers which are now read into the Constitution. Article IV, Section 3:2, gives Congress the power to dispose of and make rules and regulations regarding territory and property belonging to the United States. Since the courts have interpreted "money" to be "property," the federal government has wide latitude in collecting, expending, and regulating funds for educational purposes.[2] Also, Article I, Section 8, says: "The Congress shall have power to lay and collect taxes, duties, imposts and excises, to pay the debts and provide for the common defense and general welfare of the United

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[1]Opinion expressed by Charles R. Holloman in an address to the Title IX Conference in Burlington, North Carolina, October, 1975.

[2]Edward C. Bolmeier, The School in the Legal Structure (Cincinnati: The W. H. Anderson Company, 1973), p. 5.

States . . . ."[3] This section implies authorization for the federal government to participate in education when in the best interest of the nation.

In general, federal laws on education aid education with a minimum of control. However, the national government is able to influence the direction and operation of education, especially since the 1960's, by means of grants, guidelines, and funding policies.[4] Because of relative freedom from control there has been little opposition to federal legislation supporting education and almost no litigation alleging unconstitutionality.[5]

Today, all three branches of the federal government are intricately involved in education perhaps inextricably so. The legislative branch of our national government affects education by financing or partly financing education in accordance with various acts of Congress. The executive branch exercises authority in education through the United States Office of Health, Education, and Welfare. Finally, the judicial branch has radically changed education by its decisions, especially decisions centering on integration of the races and due process.[6] Cubberley is of the opinion that, "Were the Constitution to be framed today there is little doubt that education would occupy a prominent place in it."[7]

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[3]Ibid.

[4]Stephen J. Knezevich, Administration of Public Education (New York: Harper and Row, 1969), pp. 21-22.

[5]Bolmeier, p. 3. [6]Ibid., pp 2-3, 10-11.

[7]Ellwood P. Cubberley, Public Education in the United States (Chicago: Houghton Mifflin Company, 1934), p. 85.

State Responsibility

In the process of knocking down the "separate but equal" doctrine of the Plessy v. Ferguson[8] decision of 1896, the Supreme Court of the United States stated in 1954, "Today education is probably the most important function of state and local governments."[9]

In North Carolina and all other states, the state legislature determines basic policies in education. For the Community College System in North Carolina, the legislature decides the selection process for the board of trustees of each institution, the number of members for each board, the powers exercised by the boards, the subjects taught, and the financial resources available.[10]

Historically, states have delegated educational responsibility to local communities.[11] In recent decades, however, states have exercised more control over public education. This turn of events has resulted mainly from the fact that individual states have begun to increase their financial support of public education. With more and more states adopting state income taxes as a major source of revenue and with the greater efficiency of the state to collect taxes as compared with local districts, the local school districts have had to seek help from the state in order to finance local school systems. Along with additional state financial support has come a corresponding increase, in some form, of state control

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[8]Plessy v. Ferguson, (La.), 16 SCt 1138 (1896).

[9]Brown v. Board of Education, 347 U.S. 483 (1954).

[10]North Carolina. General Statutes of North Carolina, Chapter 115A, Secs. 1, 2, and 3 (1973).

[11]Bolmeier, p. 63; see also Dr. Charles R. Holloman's outline of the growth of the educational system in North Carolina as detailed in Appendix J.

over the schools.[12]

Federal, state, and local governments all help in funding the fifty-seven institutions of the North Carolina Community College System.[13] However, very little federal or state support is channeled directly to local institutions. Instead, the State Department of Community Colleges through the State Board of Education is the normal channeling agent for all monies from federal and state sources.[14]

The state provides funds to the Community College System for (1) library books, (2) equipment, (3) materials, and (4) supplies.[15] In addition, matching money from the state is available to each institution for capital or permanent improvements.[16] Salaries and travel of administrative and instructional personnel are also the responsibility of the state.[17] Furthermore, the state continues to move in the direction of accepting greater responsibilities for and control over the Community College System.[18]

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[12]Bolmeier, pp. 63-64.

[13]Charles R. Holloman, personal interview, Raleigh, North Carolina, April 7, 1976 (taped and transcribed).

[14]Ibid.; see also Status and Progress Report[s] (Raleigh: State Board of Education, 1967, 1968, 1970, 1972, and 1974).

[15]North Carolina Community College System Biennial Report, 1972-1974 (Raleigh: State Board of Education, 1974), p. 21.

[16]North Carolina Community College System Biennial Report, 1970-1972 (Raleigh: State Board of Education), 1974), p. 21.

[17]North Carolina Community College System Biennial Report, 1972-1974, p. 21.

[18]Ben E. Fountain, Jr., personal interview, Jamestown, North Carolina, March 24, 1976 (taped and transcribed); also opinion expressed by James Wattenbarger in an address ("Future Directions for Community Colleges and Technical Institutes") to the North Carolina Community College Study Commission, Greensboro, January 6, 1977.

Local Authority

All public schools in North Carolina are operated by a board composed of local residents. While the public schools, Kindergarten through grade 12, call their policy makers a board of education and the technical institutes and community colleges refer to their policy makers as a board of trustees, both types are similar in nature and function.[19] Whereas the responsibilities of a local board of education never cross over active district or county lines, the trustees of a community college or technical institute have responsibilities which are not necessarily confined to a school district boundary or county line.[20] The institutions that boards of trustees oversee and help govern often serve a wider population than a board of education of a local school district. In Guilford County, for example, three separate boards of education operate the schools in the districts of Greensboro, High Point, and Guilford County while the Board of Trustees for Guilford Technical Institute encompasses all three districts.[21] Furthermore, boards of trustees of community colleges or technical institutes in North Carolina are permitted to operate their institutions in multi-county areas, with public approval, in order to better serve a wide but usually sparsely populated region of the state. This is done for economic as well as educational reasons.[22]

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[19]North Carolina. General Statutes of North Carolina, Chapter 115, Secs. 18-53, and Chapter 115A, Secs. 7-14 (1973).

[20]Ibid., Chapter 115A, Sec. 37 (1973).

[21]North Carolina Education Directory, 1975-1976 (Raleigh: State Department of Public Instruction, 1975), pp. 60-63, 146.

[22]North Carolina. General Statutes of North Carolina, Chapter 115A, Sec. 37 (1973).

Boards of trustees of community colleges or technical institutes operate their institutions within the framework of a quasi-municipal corporation.[23] In other words, the area served by an institution and from which the institution gets local monies, operates "as if" it is a municipal corporation except that its authority is far more limited.

In regard to finances, a board must approve all institutional budgets but is powerless to appropriate funds. Local monies must come from county commissioners while the General Assembly appropriates state monies.[24]

Like a corporation, the quasi-municipal corporation can be defined as:

> . . . a collection of many individuals united in one legal body which has perpetual succession under an artificial form, which is vested with the capacity to act in several respects as an individual might, and whose powers are specified and conferred upon it by some governmental agency.[25]

In the case of boards of trustees in the North Carolina Community College System, it is the North Carolina General Assembly which gave those boards the authority to exist and exercise the following powers: "(1) Those expressly granted by statute, (2) those fairly and necessarily implied in the powers expressly granted, and (3) those essential to the accomplishment of the objectives of the corporation."[26] Furthermore, powers delegated to a board of trustees by the General Assembly cannot be redelegated or allocated by that board to others such as outside committees,

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[23]Knezevich, p. 117.

[24]John H. Blackmon, Trustee Responsibilities for Community Colleges and Technical Institutes of the North Carolina Community College System (Raleigh: North Carolina State Board of Education, 1970), pp. 32-34.

[25]Knezevich, p. 116. [26]Edwards, p. 146.

employees, or other governmental officials.[27] In addition, regulatory requirements of the State Board of Education or the Department of Community Colleges cannot be abrogated by board action.[28] These constraints on a board's freedom of action are felt from federal laws, state statutes, local political pressures, and community expectations.[29]

The acquisition of land, the erection of buildings on that land, and payment of all current expenses connected with the operation and maintenance of the physical plant are specific examples of the responsibilities of a local governmental agency.[30] In addition, local supplemental funding is practiced consistently since nothing in the Community College Act forbids the use of local funds to supplement federal or state monies. For instance, the local expense per full-time equivalent student has stood at about $100 per year throughout the North Carolina Community College System from 1970 through 1974.[31]

The Governance Dilemma

The federal and state governments are funding the North Carolina Community College System at an increasing rate. In 1967-1968, the combined federal-state funding ratio was 80% as compared to the combined

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[27]Knezevich, p. 215. (Some authorities separate a board's powers between those designated as discretionary authority and ministerial duties. Discretionary authority cannot be delegated; however, the courts have said ministerial duties may be delegated. The problem arises when trying to distinguish between the two for often they are so intertwined that it is wiser not to delegate these powers unless it is clar that no discretionary authority is involved.)

[28]Blackmon, p. 16. [29]Knezevich, p. 216.

[30]North Carolina Community College System Biennial Report, 1972-1974, p. 21.

[31]Ibid., see also North Carolina Community College System Biennial Report, 1970-1972, p. 66.

local government-student portion of 20%.[32] During the 1972-1974 biennium, the percentage ratios changed to federal-state 85% and local government-student 15%.[33] Between 1969 and 1974, the federal-state funding per full-time equivalent rose from $754 to $1,095.[34]

An increase in funding from any source tends also to increase governance from that source.[35] With the amount of federal aid to education rising at a greater rate than local and often state aid, Bolmeier says that,

> It is highly conceivable that the same social and economic forces which caused greater state responsibility and control over local schools are likely to develop on a still broader scope so as to bring about federal-state relations somewhat analogous to those now existing between state and local districts.[36]

As long as federal, state, and local governments all possess a constantly varying amount of control over the North Carolina Community College System, there can never be a totally satisfactory resolution of the

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[32]The Comprehensive Community College System in North Carolina (Raleigh: State Board of Education, 1967), p. 9.

[33]North Carolina Community College System Biennial Report, 1972-1974, p. 21.

[34]Ibid., see also North Carolina Community College System Report, 1963-1970 (Raleigh: State Board of Education, 1970), p. 11.

[35]W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed). Dr. Herring expressed himself strongly regarding federal aid to education. In response to a question about the attempt to decentralize government and how decentralization might affect the financing of education from the federal level, Herring said, "I wish they would cut it [federal support] all out. There will never be federal support without federal control. If we are going to have federal support and federal control then we need a lay board of education at the national level to keep the bureaucrats and politicians from ruining American education . . . . I think decentralization is something that everybody talks about when they are running for office but I have not seen it happening in this state . . . ."

[36]Bolmeier, p. 64.

governance controversy. Therefore, the community colleges and technical institutes must function efficiently within their complex hierarchal governmental framework while retaining as much local control as possible.[37]

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[37]Holloman interview. Dr. W. Dallas Herring provides a variation on the governance issue. He calls his solution to the problem a "third option." Herring's statement on the matter is given in Appendix K.

CHAPTER VIII

INDICATORS OF GROWTH

A comparison of yearly expenditures shows the growth of the North Carolina Community College System. Similarly, increasing enrollments and general public acceptance reflect advancement.

Table 1 shows instructional, administrative, and related expenditures in the Community College System from fiscal years 1963-1964 through 1975-1976. The thirteen-year span reflects a 2,433 percent increase in the amount of federal and state funds allocated while a 2,349 percent increase is indicated for monies obtained locally. The dramatic drop in expenditures for fiscal 1975-1976 is also reflected in the enrollment statistics listed in Table 5 (p. 111). Nevertheless, the totals in Table 1 of fiscal 1975-1976 as compared with fiscal 1963-1964 represent increases and graphically illustrate the tremendous growth pattern for the system.

Tables 2, 3, and 4 are provided to underscore the impressive amount of money committed to the Community College System in three fiscal areas since the beginning years of the industrial education centers. Table 2 shows a sizable decrease in federal monies and an appreciable increase in state-level monies committed to capital funds.

Tables 1 through 4 emphasize the considerable involvement of federal, state, and local funds in the establishment, operation, and maintenance of the Community College System in North Carolina. Because

Table 1

North Carolina Community College System
Current Expenditures

Year	Number of Institutions	Current Expenses[a]	Percent of Change	Local Current Expenses[b]	Percent of Change
1963-1964	22	$ 4,074,962	-	$ 603,898	-
1964-1965	28	6,849,273	68	879,996	46
1965-1966	43	10,222,757	49	1,493,582	70
1966-1967	43	13,932,464	36	2,122,757	42
1967-1968	50	19,220,193	38	2,950,628	39
1968-1969	50	25,138,908	31	3,756,048	27
1969-1970	54	36,251,294	44	4,790,139	28
1970-1971	54	42,282,846	17	5,779,728	21
1971-1972	56	53,155,391	26	6,985,804	21
1972-1973	56	62,595,976	18	8,359,497	20
1973-1974	57	82,984,792	33	9,790,441	17
1974-1975	57	101,338,317	22	14,140,096	44
1975-1976	57	103,214,173	02	14,787,052	05
Increases 1975-1976 over 1963-1964	35	$ 99,139,211	2,433	$14,183,154	2,349

Sources:

1963-1970 Figures: North Carolina Community College System Report, 1963-1970, pp. 85-86.

1970-1974 Figures: Biennial Report for 1972-1974, pp. 24-25.

1974-1976 Figures: G. Herman Porter, Associate Vice President, Student Services and Program Resources, Department of Community Colleges, Raleigh.

Table 1 (continued)

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[a]Funds derived from federal and state funds plus instructional receipts deposited with the State Treasurer. Expense includes general administration, curriculum instructional services, extension instructional services, and other related costs.

[b]Local expenses are those expended for operation and maintenance of plant plus any local funds voluntarily made available to supplement other budget items.

Table 2

North Carolina Community College System
Capital Funds Expenditures

	1959-1974		1974-1976		1959-1976	
	Amount	Percent	Amount	Percent	Amount	Percent
Local	$ 66,182,687	52	$45,914,266	53	$112,096,953	52
State	22,710,183	18	24,647,471	29	47,357,654	22
Federal	39,383,871	30	15,326,430	18	43,710,301	26
Totals	$128,276,741	100	$85,888,167	100	$214,164,908	100

Sources:

1959-1974 Figures: Biennial Report, 1972-1974, pp. 29-30

1974-1976 Figures: G. Herman Porter.

Table 3

North Carolina Community College System
Major Equipment Purchases
(State Funds Only)

	1958-1974	1974-1976[a]	1959-1976[a]
General Use	$ 8,399,073	$ 4,304,183	$12,703,256
Adult Education	534,304	275,238	809,541
College Transfer	1,895,035	970,932	2,865,968
Occupational Education	21,553,770	11,046,670	32,600,441
Speciality Education	563,165	288,747	851,911
Totals	$32,945,347	$16,885,770[b]	$49,831,117[b]

Sources:

1959-1974 Figures: Biennial Report, 1972-1974, pp. 31-32.

1974-1976 Figures: G. Herman Porter.

[a]Estimates based on actual totals compared with 1958-1974 figures.

[b]Actual total figures.

of fiscal involvement, the three levels of government assume responsibility for expenditures. Restrictions such as time limits, categorical spending, matching funds, and financial status reports control funds. Frequent state audits of all fifty-seven institutions assure proper expenditures of funds.[1]

[1]Charles R. Holloman, personal interview, Raleigh, North Carolina, April 7, 1976 (taped and transcribed); also W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed).

Table 4

North Carolina Community College System
Library Books Acquisition
(State Funds Only)

	1957-1974	1974-1976	1957-1976
Number of Books Purchased	616,674	350,007	966,681
Average Cost Per Book	$10.50	$9.47	$10.11
Total Expenditures	$6,457,077	$3,315,891	$9,772,968

Sources:

1959-1974 Figures: Biennial Report, 1972-1974, pp. 33-34.

1974-1976 Figures: G. Herman Porter.

Enrollments

Enrollment statistics for the former industrial education centers and present Community College System serve as a valid gauge of growth. Data on several aspects of the Community College System provide a comparative study. The figures presented are documented bookkeeping-type entries. There is no intent to equate the figures with quality or effectiveness. Instead, the figures and tables reveal the rapid growth of the Community College System as compared with other statewide educational systems.

Table 5 is a tabulation of available enrollment statistics for the five-year period of the industrial education centers and for the entire thirteen-year period of the Community College System. In terms of enrollment, the Community College System experienced continued success. A tenfold increase in total headcount, with curriculum

Table 5

North Carolina Community College System
Enrollment and Full-Time Equivalency Statistics[a]

Year	Number of Institutions[b]	Curriculum		Noncurriculum		Total Headcount	Total FTE
		Headcount	FTE[c]	Headcount	FTE[c]		
1958-59	7	N/A	N/A	N/A	N/A	6,000	N/A
1959-60	-	N/A	N/A	N/A	N/A	11,000	N/A
1960-61	-	N/A	N/A	N/A	N/A	18,000	N/A
1961-62	-	N/A	N/A	N/A	N/A	25,800	N/A
1962-63	16	N/A	N/A	N/A	N/A	35,000	4,341
1963-64	24	8,367	3,657[d]	44,413	4,124[d]	52,870	7,781
1964-65	26	12,660	6,144[d]	66,457	6,655[d]	79,117	12,799
1965-66	31	24,192	12,595[d]	127,008	13,109[d]	151,200	25,704
1966-67	43	25,618	13,846	140,415	14,404	166,033	28,250
1967-68	50	32,981	18,171	156,295	14,585	189,276	32,756
1968-69	50	42,054	22,280	198,797	17,790	240,851	40,070
1969-70	54	51,300	26,058	242,302	21,799	293,602	47,857
1970-71	54	62,976	32,684	295,038	26,645	358,014	59,329
1971-72	56	71,776	37,550	315,503	32,029	387,279	69,579
1972-73	56	84,466	40,989	346,708	32,970	431,174	73,959
1973-74	57	100,127	45,804	300,093	33,059	400,220	78,863
1974-75	57	131,709	58,740	394,214	46,124	525,923	104,864
1975-76	57	148,889[e]	69,606[e]	385,944[e]	32,845[e]	534,833[e]	102,451[e]

[a]For 1958-1963, figures are for industrial education centers. After 1963, figures cover the entire system.

[b]Inconsistent figures were found in official documents of the community college system on the

number of institutions in a given year. This table bases its count on figures from the Biennial Report, 1972-1974.

[c]Full-time equivalency (FTE) is defined as 704 student hours. Figures in this table do not include FTE gained through classes in Adult Basic Education, Learning Lab, Comprehensive Education Training Allowance, and new industry because these classes are funded separately. The FTE would be around 10 percent higher if these classes were included.

[d]Only total full-time equivalency figures are available for 1963-1964, 1964-1965, and 1965-1966. Therefore, FTE figures in the curriculum and noncurriculum columns for those years are estimates.

[e]G. Herman Porter.

Key: N/A = Not available.
FTE = Full-time equivalency.

programs experiencing the greatest percentage increase, speaks convincingly for the growth pattern. In addition, more than thirteen times more full-time equivalency was recorded at the end of fiscal 1976 than in 1964. Only twice during the thirteen-year period of the community colleges has there been a minus figure. A downturn occurred in 1973-1974 when the noncurriculum headcount decreased by 46,615. In the same year, however, the curriculum count increased by 15,661 leaving a net loss in total headcount of 30,954. Nevertheless, the overall effect was still a gain since the full-time equivalency count increased by 4,904.

The second minus figure occurred during fiscal year 1975-1976. The noncurriculum headcount was down by only 8,270 while the curriculum programs gained by 17,180, or a net overall gain of 8,910 enrollees. This time the total full-time equivalency was down by 2,413 thus adversely affecting the budget for the system. The lower full-time equivalency figure is largely a function of the increasing popularity of evening programs where, typically, a student takes only one or two courses, whereas the average daytime student enrolls in three to five courses.[2] This trend shows no reverse tendency since what is likely to occur is an even greater emphasis on innovative approaches to provide general and specific education and training at times and ways convenient to the community. It is expected that future headcounts will continue to rise while the full-time equivalency produced by headcounts will be earned at a lower ratio.[3]

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[2]Lucille S. Hill, Registrar, Guilford Technical Institute, personal interview, Jamestown, North Carolina, April 25, 1977.

[3]Ibid.

Table 6 gives an enrollment comparison between various systems of education in North Carolina both public and private. The data reflect the enrollment patterns for each system.

The smallest and largest systems have had a net loss over the period covered in the table. The inclusion of public kindergarten in 1973 increased public school enrollment marginally for two years but even the addition of those data could not prevent a decrease in the 1975 totals. The statistics clearly show that the chief drain on public school enrollment has resulted from a lowered birthrate and the establishment of private schools. However, growth of private grade schools has slowed considerably since 1973 and even if the 1975 total of 54,653 private school students were added to the 1975 public school enrollment only a 2.5% increase in enrollment for public schools over the 1964 figure would result.

Except for 1971, private four-year colleges and universities have not shown much growth since 1968. It is precisely this no-growth situation added to the across-the-board increases in educational expenses that has caused private colleges and universities to seek financial help from the state. The chief source of income for these schools comes from tuition and fees charged to students. With ever rising costs, private colleges and universities can scarcely survive without a corresponding increase in income. As attempts are made to narrow outgo with additional income by raising tuition, there is a tendency for enrollment to decline because of the added costs to students. Thus is actuated another cycle of the same problem. Therefore, private colleges and universities continue to request

Table 6

Enrollment Statistics for State-Supported and Private Schools, Colleges and Universities in North Carolina 1963-1975

Year/% Change	Univ. of N.C. System Including Centers	Private 4-year Colleges/ Universities	Private Bible/ Junior Colleges	Public Schools Grades 1-12[a]	Private Schools Grades 1-12	Community College System		
						Curriculum	Noncurriculum	Totals
1963	47,138	33,057	5,461	N/A	N/A	8,367	44,413	52,870
+ or -	-	-	-	N/A	N/A	-	-	-
1964	51,324	34,310	6,582	1,178,134	11,000*	12,660	66,457	79,117
+ or -	8.9	3.8	20.6	-	-	51.3	49.6	49.6
1965	58,209	36,585	7,345	1,181,552	13,500*	24,192	127,008	151,200
+ or -	13.4	6.6	11.6	0.3	22.7	91.1	91.1	91.1
1966	63,021	37,792	7,948	1,183,690	16,904	25,618	140,415	166,033
+ or -	8.3	3.3	8.2	0.2	25.2	5.9	10.6	9.8
1967	68,129	38,746	8,104	1,193,267	18,300	32,981	156,295	189,276
+ or -	8.1	2.5	2.0	0.8	8.3	28.7	11.3	14.0
1968	71,906	39,439	8,324	1,195,583	21,802	42,054	198,797	240,851
+ or -	5.5	1.8	2.7	0.2	19.1	27.5	27.2	27.2
1969	75,884	39,546	8,162	1,191,576	27,471	51,300	242,302	293,602
+ or -	5.5	0.3	-1.9	-0.3	26.0	22.0	21.9	21.9
1970	82,117	39,512	8,376	1,184,688	36,820	62,976	295,038	358,014
+ or -	8.2	-0.1	2.6	-0.6	34.0	22.8	21.8	22.0

Table 6 (continued)

Year/% Change	Univ. of N.C. System Including Centers	Private 4-year Colleges/ Universities	Private Bible/ Junior Colleges	Public Schools Grades 1-12[a]	Private Schools Grades 1-12	Community College System		
						Curriculum	Noncurriculum	Totals
1971	86,727	41,189	8,447	1,171,351	49,686	71,776	315,503	387,279
+ or -	5.6	4.2	0.8	-1.1	35.0	14.0	6.9	8.2
1972	89,439	41,920	7,698	1,158,549	52,265	84,446	346,708	431,174
+ or -	3.1	1.8	-8.9	-1.1	5.2	17.7	9.9	11.3
1973	92,184	42,144	6,739	1,173,415	53,489	100,127	300,093	400,220
+ or -	3.1	0.5	-12.5	1.3	2.0	18.5	-13.4	-7.2
1974	99,224	42,494	6,546	1,177,860	53,602	131,709	394,214	525,923
+ or -	7.6	0.8	-2.9	0.4	0.2	31.6	31.4	31.4
1975	108,356	42,345	6,209	1,152,790	54,653	148,889	385,944	534,833
+ or -	9.2	-0.4	-5.1	-2.1	2.0	13.0	-2.1	1.7
% Change Since 1964	111.1	23.4	-5.7	-2.2	396.8	1076.1	480.7	576.0

Sources:

Columns 1, 2, and 3: Statistical Abstract of Higher Education in North Carolina, May 1973, April 1974, March 1975, and May 1976, issues, Division of Institutional Research, the University of North Carolina, Chapel Hill.

Column 4: State Department of Public Instruction, State Board of Education, Raleigh.

Table 6 (continued)

Column 5: Calvin L. Criner, Coordinator for Nonpublic Schools, State Department of Public Instruction, State Board of Education Raleigh.

Columns 6, 7, and 8: State Department of Community Colleges, State Board of Education, Raleigh.

[a]Includes kindergarten beginning in 1973.

Key: N/A = Not available
* = Estimate

state funds in order to remain solvent.

Private Bible and junior colleges were hardest hit by recent losses in enrollment particularly in light of previous gains from 1963 through 1968. With their college parallel programs, community colleges have attracted many students who would have chosen a private junior college to further their education.

The percentages indicate which systems are growing in enrollment. The percentages were computed using 1964 as the base year since complete enrollment data for 1963 was not available. The University of North Carolina System shows a relatively stable growth pattern whereas private grade schools and the Community College System have shown a wider pattern of percentage differences from year to year. Private schools did not experience growth until busing became the legal means of eliminating racial imbalance in the public schools.

Both curriculum and noncurriculum programs in the Community College System made dramatic enrollment gains. The noncurriculum enrollment is approximately at a three to one ratio with curriculum enrollment; therefore, the yearly percentages of the noncurriculum enrollment have a marked effect on the total enrollment percentages.[4] Two reasons for rapid growth are low tuition and accessibility. An increasing number of people needing more education,

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[4]The effect of noncurriculum enrollment on full-time equivalency is less dramatic. Essentially, full-time equivalency is based on class contact hours and the curriculum student typically attends classes many more hours per quarter than does a noncurriculum student. In addition, contact hours in noncurriculum programs generate less full-time equivalency credit than the same number of contact hours in curriculum programs.

and the open door policy are also factors. Finally, relevant course offerings have brought literally thousands to the technical institutes and the community colleges.[5]

Employment Impact

How effective have the industrial education centers and the Community College System been in expanding the industrial base of North Carolina? Statistics indicate a positive relationship exists.

The immediate post-World War II years found the South becoming less dependent on agriculture for its economic base and more dependent on manufacturing.[6] In North Carolina many citizens migrated to other states to find suitable work.[7] While increasing in size, farms were decreasing in number. Moreover, farm laborers, also declining in number, were required to produce at a higher level. Compounding the problem, industry had not yet begun to expand sufficiently to absorb those who were no longer needed on the farms.[8] Furthermore, the principal industry in North Carolina, textiles, was notorious for paying low wages as compared with most other kinds of manufacturing.[9]

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[5]Leland L. Medsker and Dale Tillery, Breaking the Access Barriers, A Profile of Two-Year Colleges (New York: McGraw-Hill Book Company, 1971), pp. 15-16, 32; see also Robert L. Palinchak, The Evolution of the Community College (Metuchen, N. J.: The Scarecrow Press, Inc., 1973), pp. 113, 141-143, 148-151, 207-209.

[6]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped).

[7]Opinion expressed by W. Dallas Herring in an address at the North Carolina Vocational Association in Convention, Wilmington, North Carolina, October 11, 1975.

[8]James interview. [9]Ibid.

In the 1950's, the total number of people leaving the state, largely for economic reasons, exceeded the number moving into the state by 291,544. This emigration represented a -6.1 percent drain on the population of the state.[10] Between 1970 and 1974, however, there was a net immigration figure of 88,000 people, or +1.7 percent of the total population.[11] The positive immigration figure is attributed to the expanding industrial base to which the state's economy has been increasingly tied. In the 1957-1958 year, for instance, only 470,300 manufacturing jobs existed in North Carolina. By 1973, however, this figure had risen to 814,900, a gain of 344,600 jobs.[12] In a span of only fifteen years, the number of manufacturing jobs had increased by 73.2 percent. During the late 1950's and early 1960's the number of farmers and farm laborers in North Carolina decreased at approximately the same rate as the number of manufacturing jobs increased.[13] Thus, the state did not experience either an overabundance or an undersupply of laborers, and the industrial education centers helped make the transition smooth.[14]

In 1958, the total population of North Carolina was approximately 4,451,000. By 1973, the figure had risen to an estimated 5,240,000, a 17.7 percent increase in total population over 1958.[15] A comparison

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[10] North Carolina Administrative Code for the Community Colleges, Chapter 4, Subchapter B, Sec. .0202 (1976), p. 4/10. (However, North Carolina could still claim a plus in total population due to the higher number of births over deaths.)

[11] Ibid. [12] Ibid., p. 4/9.

[13] James interview. [14] Ibid.

[15] Population figures obtained from The World Book Encyclopedia, 1972, Vol. 14, p. 369.

of the 17.7 percent population gain with the 73.2 percent gain in manufacturing employment indicates the significant economic change that North Carolina has undergone. In 1958, only 10.6 percent of the population of the state held employment in manufacturing jobs. By 1973, however, this figure had changed to 15.6 percent of the total population.[16]

A recent study by Essie Hayes at Wilkes Community College revealed that in ten years' time more than $45,500,000 has been pumped into the economy of the Wilkes County area as a result of its community college. The figure represents a return of $18.43 for each dollar spent for capital outlay and operating expenses at Wilkes Community College. The average alumnus of the school enjoyed increased earnings of $4,615 annually for the training received there.[17]

The Community College System has been an instrument for changing the economy. The industrial education centers, technical institutes, and community colleges were established during the late fifties and early sixties to help solve the employment situation. Moreover, in the 1970's, there is a continued need for an educational vehicle which will reflect immediate differences in and toward a changing economy and a changing world of work. "In Hickory, there's a course in hospital emergency room work; in Fayetteville, advanced training in insurance; a School of Telephony is operating in Sanford; and in Cleveland County, the staff of the Department of Social Services is

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[16]Percentages obtained by dividing manufacuring employment totals by population totals.

[17]Open Door (Fall-Winter, 1976-1977), 23.

gaining increased knowledge of successful office procedures."[18] All attempts to meet varying local as well as state-wide employment needs and trends are consistent with the intent and philosophy of the Community College System.[19] The rising enrollment figures for the Community College System, through 1975, reiterate the evidence that community colleges and technical institutes are prime movers in aiding and even changing the economy of localities across the state.

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[18]Bill Noblitt, "Better Jobs at Higher Pay" (editorial), Greensboro Record, January 22, 1977.

[19]North Carolina Administrative Code for the Community Colleges, Chapter 4, Subchapter 4B, Secs. .0101 and .0102 (1976), pp. 4/4-4/7.

CHAPTER IX

FUTURE DIRECTIONS

Undoubtedly, future legislatures will change policy and administration in the North Carolina Community College System. Governance, funding, national trends, and role definitions are all-important basic issues affecting the destiny of the Community College System.

Who Will Govern the System?

Five immediate questions arise about the place of the Community College System in the educational chart for North Carolina. (1) Will the North Carolina Community College System remain under the policy jurisdiction of the State Board of Education beside the State Department of Public Instruction? or (2) Will the community colleges and technical institutes be shifted to higher education's Board of Governors? (3) Will the Community College System be given a status of its own? (4) Will the State Board of Education retain control of the technical institutes but transfer control of the community colleges to the Board of Governors of the University of North Carolina? (5) Will all three education entities, the State Department of Public Instruction, the State Department of Community Colleges, and the Board of Governors of the University of North Carolina, each retain a separate identity but be governed by a super board headed by someone who would or might be named Commissioner of Education?

Those educators who have been most intimately involved with the North Carolina Community College System are not in favor of any significant change in governance.

Dr. Charles Holloman's reaction to the issue of governance is that he does not wish to see the legislature make any major changes in the present act.[1] Holloman said that,

> I would hope that the legislature would not tamper . . . with the present act . . . . We have . . . legislators who do not seem to be aware that this is a system of locally owned institutions. I have often seen bills introduced that sound very much as if the introducer [believes] that these are state institutions. Any legislation that is written proposing to confer power directly on local boards . . . is legislation that is a derogation of the system set up by Chapter 115A.[2]

Holloman admits that Chapter 115A can be improved but the attempt may provoke some undesirable changes to "the outstandingly well-written piece of legislation."[3]

Dr. I. E. Ready offers some personal observations regarding the possibility of changing the state-level governing board for the Community College System. Ready said there are three major reasons why the State Board of Education rather than the Board of Higher Education was selected originally to govern the Department of Community Colleges. (1) In 1963, the twenty industrial education centers, forming the overwhelming bulk of the system, were already under the State Board of Education. Only one institution joining the system was governed by the Board of Higher Education. (2) Federal vocational funds, by law, could be disbursed only by the State Board of Education. (3) The group

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[1]Charles R. Holloman, personal interview, Raleigh, North Carolina, April 7, 1976 (taped and transcribed).

[2]Ibid. [3]Ibid.

asked to study the matter recommended that the State Board of Education be given responsibility for governing the Community College System. Ready does not favor a change from governance by the State Board of Education to the Board of Governors because, "The Community College System would be a little fish among a lot of big fish in a large ocean and would not get good treatment."[4]

Ready cites two conflicting national trends regarding governance of community colleges. Some states are opting for a separate board for community colleges. Other states, however, are centralizing their education through the development of a board of education over all education. Ready cites the development of the Board of Governors of The University of North Carolina as a move towards centralization. Ready thinks that North Carolina could move toward a separate board for the Community College System for the following reasons: (1) North Carolina already has a consolidated system of fifty-seven institutions which meets the vocational, technical, and continuing education needs of the state. (2) A trend exists for identifying the institutions in the Community College System as a separate entity rather than an extension of the public school system. (3) The heavy weight of public school matters for which the State Board of Education is responsible often leaves inadequate time for matters involving the Community College System.[5]

Ready concedes he has a more comfortable feeling in working closely with the public school system than with higher education. If a separation from the State Board of Education was mandated, Ready would prefer

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[4]I. E. Ready, personal interview, Raleigh, North Carolina, March 17, 1976 (taped and transcribed).

[5]Ibid.

a separate board for the Community College System rather than being organizationally tied to higher education.[6]

Dr. Ben E. Fountain, Jr., affirms what both Holloman and Ready say but offers more direct information. Replying to a question regarding whether he or the State Board of Education were contemplating changes in Chapter 115A, Dr. Fountain admits that some minor overhaul is needed but that "if you begin tampering with . . . a good law, there is no telling when the tampering will end."[7]

According to Fountain, the major issue is whether the Community College System should be removed from the governance of the State Board of Education. There is no doubt about Fountain's stand on the matter: "I have felt that it is in the best interest of the state and the system to stay with the present governing board."[8] Seven reasons are given by Fountain to support his assertion. (1) The Community College System has prospered under the State Board of Education. (2) Protection from both the University and Public School Systems, especially in the early years, has been provided by the State Board of Education. (3) The State Board of Education, being a constitutional board with staggered eight-year terms, has offered stability for the Community College System. (4) The flow of one-third of North Carolina's share of federal vocational funds to the Community College System may be jeopardized if changes are made in the governance of the Community College System. (5) The Controller of the Public School System is also the Controller for the Community

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[6]Ibid.

[7]Ben E. Fountain, Jr., personal interview, Jamestown, North Carolina, March 24, 1976 (taped and transcribed).

[8]Ibid.

College System, thereby precluding the necessity for another Controller. (6) The State President of the Department of Community Colleges should report directly to the State Board of Education and not through another executive officer as would be the case if a separation was effected. (7) The traditional close working relationship between the State Department of Public Instruction and the Department of Community Colleges should and can best be assured through the present organizational framework.[9]

In the long-range view, Fountain says that North Carolina may move in the direction of having one board for all public education. Among the possible organizational arrangements, two have been given consideration: (1) "a separate board for each system below the so-called super board," or (2) "just one controlling board for all three [systems]."[10] Meanwhile, Fountain is committed to the presidents of the fifty-seven institutions of the Community College System to resist any movement of a takeover by any one of the other segments of education. If a takeover attempt is made, Fountain states that, "I will . . . take whatever steps are needed within my power to obtain a separate board."[11]

In regard to the viability of North Carolina's Community College System, as it now exists, Dr. Gerald B. James comments:

> Compared with South Carolina, which has fourteen different commissions, boards, etc., providing public education, and Virginia, which is about as bad, North Carolina has a system of education which is at least "describable." Each system [in North Carolina] has an identifiable administration and each has a policy-making board, with the State Department of Public Instruction and the Community College System sharing the same one.[12]

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[9]Ibid. [10]Ibid. [11]Ibid.

[12]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped).

Dr. James also noted that there is a movement underway to ask for a separate board for the Community College System. The legislature established the Barker Commission to study the issue and to report is recommendations before the 1977 General Assembly convened. Also, the Trustees Association, whose membership consists of board members from the fifty-seven institutions in the Community College System, was to give the matter considerable attention.[13]

Funding

In North Carolina, enrollment is the basis for funding the Public School, the Community College, and the University Systems. For the public schools, kindergarten through grade 12, the formula is based on the highest membership in six of the first seven months of school. In higher education, state funding is determined by enrollment figures as of the end of the fall and spring quarters. The Community College System earns its state allotment of funds from the average annual end of quarter membership figures.[14] The average annual end of quarter membership is derived in the following manner: At the close of the fall, winter, spring, and summer quarters, the number of enrollees remaining in school at the end of each quarter are added together and the sum is

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[13]Ibid. Dr. James made no mention of the Commission on Goals for the North Carolina Community College System which at the time of the interview was examining the Community College System. The Commission was scheduled to make its report and recommendations public sometime during the Spring of 1977. James did not wish to make any statement during the interview which might be viewed as a breach of ethics or an attempt to influence the Commission's report.

[14]Gerald B. James, Funding Bases for Tax Supported Education in North Carolina, Informational bulletin in support of a revamping of the state budget formula for the North Carolina Community College System, November 8, 1976.

divided by four, the number of quarters in a school year. The quotient is the average annual membership by which state funding is determined.[15]

The budget formula for the Community College System is inequitable as compared with the Public School and University Systems.[16] In addition, the Community College System in both the 1975 and 1976 fiscal years did not receive the amount earned under the formula. In 1975, the General Assembly mandated a cut of sixteen percent. The 1976 cut in state funds amounted to almost twenty percent. In comparison, neither the public schools, kindergarten through grade 12, nor higher education suffered any cuts whatsoever from their earned budgets.[17]

Dominated by the other two educational systems, the Community College System had been unsuccessful in securing the withheld funds and will continue to receive less than its rightful share until it can assert more power.[18]

The Commission on Goals for the North Carolina Community College System

On December 3, 1975, Lieutenant Governor James B. Hunt brought before the State Board of Education a resolution calling for "a new examination of the [Community College] System's role in the total educational picture for approximately the next twenty years."[19] The Board approved the resolution unanimously. By January 2, 1976, State Board Chairman W. Dallas Herring had named a twenty-five member "blueprint

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[15]Ibid. [16]Ibid.

[17]James interview. [18]Ibid.

[19]From a statement by Dr. W. Dallas Herring, Chairman, North Carolina State Board of Education, and released as public information on January 2, 1976.

commission" headed by Dr. Allan S. Hurlburt[20] of Duke University. Thus, the newly-appointed commission was chaired by a professional who had already gained recognition for his expertise. Significant also was the inclusion in the study commission of Dr. C. Horace Hamilton who had issued a detailed report in 1961 outlining proposed locations and areas of individual institutions within the Community College System.[21] The appointment of Drs. Hurlburt and Hamilton assured continuity as the Commission started its work. The remaining twenty-three members of the Commission included men and women, minority representation, representatives of business and industry, and postsecondary educators. In addition, the Commission selections came from a wide geographic area of the state.[22]

Early in the Study Commission's existence. Dr. Hurlburt divided the membership into three subcommittees to concentrate on different broad study areas. One group was to evaluate the mission and structure of the Community College System. A second subcommittee was to direct its efforts on funding for the system. A third group was assigned the task of examining programs, articulation, and other pertinent matters.[23] The report was scheduled to be completed during the spring of 1977 (pp. 140-141).

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[20]Dr. Hurlburt resigned from this study commission in October, 1976, for health reasons. Named to replace Hurlburt was Dr. Edgar J. Boone, Head of the Department of Adult and Community Education, North Carolina State University at Raleigh. The entire membership of the commission is included in Appendix L.

[21]See Chapter IV, The Carlyle Commission, pp. 50-53.

[22]By November, 1976, the Study Commission membership had been increased from twenty-five to thirty-one members.

[23]"Community College Study Commission, Suggested Topices for Study," an outline to the Study Commission members, May 26, 1976.

Questions from the Legislature

In 1976, the Fiscal Research Division, an investigative arm of the North Carolina General Assembly, employed Mrs. Hilda Highfill to gather information and frame questions about the operation of the Community College System. Mrs. Highfill developed twenty-two areas of study that require careful explanation.[24]

First, the legislature sought to know the rationale for such a low tuition rate in the System. Mrs. Highfill pointed out that the tuition rate for the Community College System is the lowest in the Southern Regional Education Board states and that the in-state tuition rate has gone virtually unchanged since 1963.[25]

Another concern was that local and student financial support of the System had not matched the amount which the Carlyle Commission recommended in 1962. Instead, the federal and state percentage of support was greater than ever.[26]

According to Mrs. Highfill, an "equitable distribution of federal and state funds" had not always been made to all institutions in the system which is contrary to Chapter 115A. The Legislature also asked why overestimates of enrollment had been a consistent pattern for at least five previous years.[27]

Some institutions seemingly lacked precise guidelines about which programs belonged to curriculum and which were extension. Since there

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[24]Untitled and restricted memorandum. (No issuing agency, no author, no date.)

[25]Ibid.

[26]Ibid.; see also Chapter VII, The Governance Dilemma, pp. 102-104.

[27]Untitled and restricted memorandum.

was a difference of funding for these areas, with curriculum programs receiving a higher percentage of state aid per full-time equivalency, the need for accurate reporting was fundamental. The Legislature also asked why the Community College System shifted general adult extension courses, which are supposed to be self-supporting, to other categories in order to maintain state support.[28]

Between 1972 and 1976, a range of between 89.6 and 94.1 percent of the state salary allotment went for state allotted positions while the remaining percentage was used to hire extra personnel. This condition meant that allotted staff and faculty had not been paid the amount provided by the state for them.[29]

The System seemed unable to prevent a large number of school leavers (dropouts). Degree or diploma completions were very low in comparison with the number initially enrolling.

Legislation passed by the 1975 General Assembly attempting to nullify rates specified by the State Board of Education's budget formula for the Community College System seemingly had been circumvented. Action of the State Board on November 4, 1976, substantially changing the budget formula, was challenged as not meeting "the intent of the Legislature." Another issue was that of lump sum funding which sometimes led to transferring funds to programs generating large enrollments rather than those meeting local educational needs.[30]

The fact that twenty-four technical institutes offered a college transfer program by means of a General Education curriculum troubled many legislators. These lawmakers asked what the role of a technical

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[28]Ibid. [29]Ibid. [30]Ibid.

institute is and how this role differs from that of a community college? It was also discovered that many students repeated courses, particularly in adult extension programs. Legislators questioned the use of public funds for repetition of work.

The Legislature was concerned that the state staff of the Community College System increased by 10.5 percent, or a total of fourteen additional staff, since 1972 instead of reducing its number in accordance with a recommendation of the Governor's Efficiency Study Commission. In addition, the State Board of Education created in July, 1976, a separate Community College Management Division in the Controller's office. No official report was ever made regarding the efficiency of the division even though the Legislature had requested the information. Moreover, the Controller's staff had nearly doubled in size since 1973-1974. Was the 90.5 percent increase in staff justified? Also, there was a marked difference in cost of supervision for curriculum vis-à-vis extension programs, with extension programs over three times as high. The members of the General Assembly inquired about the duties of the State Agency Curriculum specialists and questioned whether these specialists had been beneficial to the system.[31]

The Legislature also wanted answers regarding the policy concerning in-plant training. There was a possibility that routine training had been conducted with tax dollars which were not a part of in-plant training for which the state is responsible.

Travel and advertising expenditures were to be scrutinized. Also, local autonomy seemingly was lending itself to unnecessary duplication

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[31]Ibid.

and varying qualities of similar programs over the state. Would statewide planning and managing be better? The use of forty-three Area Coordinators for specialty programs throughout the state was questioned. Finally, the Legislature wanted to know the meaning of the open door policy and what impact it has had on the state's citizens during the past fourteen years. Should the open door policy be continued or should it be modified?[32]

This type of inquiry must be expected from time to time. The search for truth is part of an accountability process that should become routine in all levels of education. Definitive replies to these twenty-two concerns are not yet available. However, the direction of the Community College System will be affected when answers to the queries are finally revealed.[33]

What Lies Ahead?

In a speech before the Community College Study Commission, Dr. James Wattenbarger provides a glimpse into the future of community colleges.[34] Dr. Wattenbarger stated that there would be a ". . . continued expansion of opportunities for education to all persons beyond the high school." The opportunities would lie in the areas of individual improvement and

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[32]Ibid.

[33]W. B. Sugg, President, Guilford Technical Institute, personal interview, Jamestown, North Carolina, November, 1976.

[34]Opinion expressed by James Wattenbarger in an address ("Future Directions for Community Colleges and Technical Institutes") to the North Carolina Community College Study Commission, Greensboro, January 6, 1977. In his address, Dr. Wattenbarger used the term "community college" to encompass vocational and technical training centers as well as the junior college. (Dr. Wattenbarger is Director, Institute of Higher Education, University of Florida.)

preparation for work. Dr. Wattenbarger added that "slightly more than fifty percent of the college age group (18 through 21) are now attending some kind of college whereas in 1900 only three percent of the same age group were doing so." However, there will be strong competition for these students since a reduced number of them will be available because of the lowering birthrate. This will lead the post-high school institutions to seek additional enrollees from older age groups ". . . causing the typical community college student age range to increase from 18-21 to a more mature 26-30."

Dr. Wattenbarger sees program offerings moving more toward meeting real community educational needs. "The community colleges will stress general education and not just the college parallel liberal arts courses." Cooperative education programs will become commonplace as general education gains emphasis. This will also bring business and industry into partnership with education to assist in the total development of the student. Much of the artificiality often found in traditional approaches and training will thus be reduced. Wattenbarger said that,

> It will not be unusual for many holding a bachelor's degree to come to the community colleges to sharpen or to attain different technical skills. For example, professional people will need to constantly update themselves in new techniques and with new and expanded knowledge. Doctors, dentists, lawyers, engineers, and perhaps every professional field will have need of becoming current in their specialties.

In Wattenbarger's view, "community colleges will have a major concern with education for the older citizen." There is a positive correlation of education attainment and high morale in older people. If the community is serious about the well-beling of its older citizens it

will provide educational opportunities designed to help their morale. Community-based institutions may become "educational clinics" where educational deficiencies can be determined and remedial education prescribed. There will be much more emphasis of self-improvement by all people. Therefore, an agency, place, or organization, must be readily available to the public to provide for expanded services. Wattenbarger sees the community college as the logical institution in which to center such activities.[35]

Wattenbarger said that "funding will be an ever perplexing problem. Since the early 1970's, the budgets for the community colleges have generally been inadequate for the task assigned to them."[36] Funding limitations have caused a reduction in the number of programs offered in community colleges in parts of the country. "Caps," meaning that no state aid may be requested for programs beyond a predetermined enrollment figure, were imposed in California.[37] Other methods suggested to save money are cutbacks in the number of part-time students, a curtailment of evening programs, and across the board cuts in the total program.[38] The term used consistently in recent years in urging educators to justify expenditures is accountability. Accountability is used in reference to budgets, the quality of teaching, the amount of learning

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[35]Ibid.

[36]Ibid. (This period roughly corresponds to the beginning of budgetary cutbacks experienced by the North Carolina Community College System although the cutbacks did not become serious in North Carolina until 1975.)

[37]Stephen S. Weiner, "The Politics of Transition: Adult Education in California," Phi Delta Kappan (January, 1977), 412-413.

[38]Wattenbarger.

or training, the productivity of work, and the performance and capability of all personnel. The attempt is made to translate accountability into some kind of monetary figure. The question becomes: Is there sufficient educational return on the money invested? As yet there is no reliable objective method devised in education that measures accountability definitively.[39]

The money for community colleges ". . . will increasingly come from state revenues with a corresponding decrease of local funds being used."[40] This condition results from the larger tax base on which revenues can be derived through state governments. Moreover, the Serrano v. Priest case in California requiring an equalization of expenditures among school districts may oblige state governments to fund community colleges to a greater extent than in the past.[41] The almost certain corollary to increased state funding is increased state control. Wattenbarger warns, however, that "This [greater state control] will be so whether or not the state increases its financial aid to the institutions." Additional revenue will be derived from a rise in tuition rates. An unfortunate side effect is that tuition increases will lower enrollment, especially by the minority student and probably the part-time student as well. To somewhat offset this probability, more frequent use by students of various federal, state and local student financial aid packages will result.[42]

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[39]Ibid. [40]Ibid.

[41]Serrano v. Priest, 5 Cal. 3d 584, 487 P.2d 1241 (1971).

[42]Wattenbarger.

Dr. Wattenbarger is optimistic about the future of community colleges. However, warned Wattenbarger, a "business as usual" attitude will bring disaster. Wattenbarger also said that a much higher degree of "accountability" can be assured only when all appropriate community resources such as libraries, businesses, museums, sister educational institutions, and cultural, social, and other agencies are incorporated into the framework of total education.[43]

Dr. Richard Hagemeyer also addressed the Community College Study Commission. Dr. Hagemeyer states that, "Educational institutions will not survive unless they make some major changes; [and that such changes] must produce a better product through the means of productivity."[44] One means of accomplishing better productivity, Dr. Hagemeyer suggests, is for the teacher "to become a teacher and not just a dispenser of facts." We must also recognize the fact that learning can be accomplished in many instances in a shorter time span than is typically given for it. Perhaps education "should be taken to students, even their homes," and not the other way around. The technology for so doing is available now. We are just not using the technology. Such well-known devices as television, telephones, computers, programmed learning, compressed video, cassettes, and mobile vans have all been used but not as much or as effectively as they can be. Hagemeyer says that, "Education is labor intensified, therefore, costly. It must become capital intensified

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[43]Ibid.

[44]Opinion expressed by Richard H. Hagemeyer in an address ("Program and Instructional Trends") to the North Carolina Community College Study Commission, Greensboro, January 6, 1977. (Dr. Hagemeyer is President of Central Piedmont Community College, Charlotte, North Carolina.)

[through some of the above devices] to take the place of the customary kind of instruction provided by teachers which is very costly."[45]

Dr. B. Lamar Johnson views the future in more general terms. Quoting an observer as saying the growth of community colleges during the past thirty years is perhaps, "'the outstanding educational event in this era,'" Dr. Johnson claims the growth is continuing. "In 1976, during a so-called enrollment leveling-off period, two-year college enrollments expanded more than fifteen percent. And again the end is not in sight . . . ."[46]

Johnson states that, "The community college cannot and will not rest its claim to fame on its growth and on the size of its enrollment. [Rather,] quality of the highest order is essential. And quality for the community college must be achieved in terms of its particular objectives . . ." and not those of any senior institution.[47]

Johnson believes that the community college ". . . should and will give increasing emphasis to career education." Placement records for graduates of vocational programs ". . . exceed those of graduates of doctoral programs at many of our institutions." Re-training ". . . is an area in which our community colleges are and increasingly will play an important role [especially as it is] relevant to the employment needs of our communities."[48]

Johnson emphasizes that, "The reality of costs and of the financial crises . . . faces all of education. [We must expect] . . . increased

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[45]Ibid.

[46]B. Lamar Johnson, "The Community College: Prospects in Its Diamond Jubilee Year," Community College Frontiers (Fall, 1976), 33-37.

[47]Ibid. [48]Ibid.

efficiency in teaching, counseling, and other services . . . . Salaries and wages can be expected to increase, but this is contingent on an increase in productivity"; and, productivity will be accomplished through ingenuity and sound innovations. Also, extensive use will be made of ". . . coordinated instructional delivery systems--including television, radio, and newspapers," and by making a study of efficiency in community college teaching.[49]

The Commission on Goals for the North Carolina Community College System published its report during the spring of 1977. The Study Commission set six major long-range goals for the Community College System. These goals are:

> 1 To accelerate . . . economic growth and development through a . . . manpower training program.
> 2 To make education accessible to all . . . adults . . . .
> 3 To eliminate illiteracy among the adult population . . . .
> 4 To enhance the development of . . . citizenship skills among the . . . adult population.
> 5 To promote and aid in the development of a cultural renaissance among the adult population . . . .
> 6 To achieve excellence in the effective and efficient use of all human and material resources available to the . . . Community College System.[50]

The Study Commission unanimously agreed upon nine recommendations as a key for attaining the six major goals. The recommendations are that:

> . The Community College System continue to be administered by the State Board of Education . . . .
> . The State Board of Education . . . [be] given authority to change the funding formula as community needs and demands on the individual institution change.

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[49]Ibid.

[50]The Commission on Goals for the North Carolina Community College System, Total Education: The Duty of the State (March, 1977), p. 11.

. Community colleges and technical institutes continue to give first priority to the development and maintenance of a highly comprehensive and relevant manpower training program.

. Every avenue be pursued to achieve total articulation between the Community College System, the Public School System, the University System, and other state educational organizations and agencies.

. The System explore and utilize every conceivable means to extend educational opportunities to all North Carolina adults.

. The . . . community colleges and technical institutes wage an all-out educational campaign to eliminate adult illiteracy.

. Community colleges and technical institutes work with public and private universities and colleges, public schools, and other educational organizations and agencies to form a nexus for community education and the development of citizenship skills among the people.

. Each of the . . . community colleges and technical institutes join hands with all community groups in its service area to develop and promote a cultural renaissance.

. Each of the . . . community colleges and technical institutes strive to achieve standards of excellence in terms of a thorough knowledge of its service area and the quality of its programs, staff, and administrative management.[51]

The implementation of these goals will demand, in the Study Commission's words, ". . . some hard choices and sacrifices . . . . But the ultimate rewards from their attainment are beyond calculation."[52]

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[51]Ibid., p. 53. [52]Ibid., p. 52.

CHAPTER X

SUMMARY AND CONCLUSIONS

Summary

This is a historical study of the Community College System in North Carolina. The study includes historical background, statistical data, organizational changes, the legal foundation for the system, and observations by leading figures in the Community College System.

Although the principal period of the study extends from 1963 through 1976, the provision for proper scope and sequence requires exceptions to that time frame for those years prior to 1963.

The following definition of a community college serves as the basis for this study:

> . . . an institution dedicated primarily to the particular needs of a community, or an area and including two divisions (1) an academic division offering the freshman and sophomore courses of a college of arts and sciences, and the first or first and second years of work of a two-year technical institute of college grade and (2) a division which offers a variety of occupational, vocational, and recreational training programs, depending on need and demand.

Junior colleges, the antecedent of community colleges, date from the 1890's. The inclusion of occupational education into the curricula of junior colleges gradually transformed them into community colleges. However, it was after World War I before the concept of community colleges gained wide acceptance throughout the United States.

North Carolina dates its first public junior college from 1927. Twenty years later, a second public junior college opened. In 1948

and 1949, the third and fourth public junior colleges were established in North Carolina. The beginning of a state-wide system of technical institutes and community colleges came in 1957 when the General Assembly approved legislation establishing separate state-assisted area vocational schools and noncomprehensive junior colleges. All previous efforts culminated in the establishment in 1963 of the North Carolina Community College System and its state-level administrative agency, the North Carolina Department of Community Colleges.

The first head of the Department of Community Colleges, Dr. I. E. Ready, faced organization, policy, staffing, governance, and credibility problems. Dr. Ready's successor, Dr. Ben E. Fountain, Jr., felt that reorganization to avoid stagnation, growing independence of the system, and the ever present issue of governance were his major problems.

The legal foundation for the North Carolina Community College System is based on the Constitution of the United States. However, the principal legal background for the system is found in legislation which delegates authority to local governments as agencies of the state. Specifically, Chapter 115A of the General Statutes of North Carolina is the legal framework for the Community College System.

The Community College System is influenced by requirements of federal, state, and local levels of government. These restraints are maintained by means of law, regulations, policies, guidelines, decisions, and negotiations. Ultimately, adherence or nonadherence to all requirements is reflected in funding. Individual institutions within the system are similarly influenced.

The open door philosophy of the Community College System facilitated its rapid growth. Beginning with a student population of 52,870 in 1963, the system grew to 534,833 students in 1976. Also, data show a positive relationship exists between the growth of the Community College System and an expanded industrial base for North Carolina.

Currently, both the Public School and the Community College Systems are governed on the state level by the State Board of Education. Several studies have been made to determine if each system should be governed by separate boards. The latest and most prestigious study recommended that the State Board retain control of both systems. Centralized control of the University, Public School, and Community College Systems is seen only as a long-range possibility.

The operational future of the Community College System includes more strict accounting for all aspects of its program, an expansion of its role in the community, continued problems in governance, and funding difficulties.

Conclusions

The commonalities of the institutions of the Community College System stem from the law establishing them (General Statute 115A), State Board policies, and regulations of the Department of Community Colleges. All institutions are open door, up to two years in length, and funded by a combination of state and local funds. Every institution provides a comprehensive curriculum including credit courses in general, vocational, and technical programs. Each institution offers a wide variety of noncredit continuing education courses, and

makes available an adult high school program. Every institution is headed by a president who receives direction from a local board. All boards are selected in the same way. The Department of Community Colleges requires from each institution documentation of the same data and the state funding formula is administered equally in accordance with that data. Every institution is under the jurisdiction of local county governmental authorities and the land and buildings are county, not state, property.

In spite of the apparent duplication, no institution is a carbon copy of another. Geographic location, varied curriculum offerings, size of institution, educational and training needs of the area served, and the operational latitude permitted all institutions together provide assurance that each institution can claim its own identity.

The Community College System differs from the free Public School System in five important ways.

1. There is a significant difference in age of students. Unlike the Public Schools, which can enroll students at age five, the Community College System may not enroll students less than age eighteen without special permission.

2. The state funding formula is different. Whereas the Public Schools use the best six out of the first seven months' membership figures as a basis for funding, the Community College System uses average end of quarter membership figures.

3. The selection of the chief officer of each system is at variance. While the State Superintendent of Public Instruction is elected by state-wide popular vote, the President of the Department

of Community Colleges is appointed although both officials report to the same board.

4. State certification of Public School teachers is required and a state pay scale is used as a basis for teacher salaries. State certification is not required for teachers in the Community College System and salaries are determined by each institution.

5. The curriculum in the Community College System is broader than that of the Public Schools. The mission of the Community College System is thus reflected by its wide program offerings in both credit and non-credit courses.

A comparison with the University System shows at least seven dissimilarities.

1. The curriculum of technical institutes is heavily weighted with vocational-technical courses, with community colleges adding the first two years of a college-parallel program. The University System is not vocationally oriented but offers curricula of professional depth in liberal, technical, or professional fields of study.

2. The Community College System offers no degree greater than the associate but the University System confers the baccalaureate, masters, and doctorate degrees.

3. The University System is governed by an appointed Board of Governors set apart from the State Board of Education, the governing body of the Community College System.

4. Funding for the University System is determined by enrollment, not membership, as with the Community College System.

5. The state exercises full control over the University System. Control of the Community College System, however, is shared by state and local governments.

6. A chancellor heads each university but each institution in the Community College System is headed by a president.

7. The institutions comprising the Community College System are all commuting schools whereas institutions in the University System are largely residential.

Chronologically, the events which produced the North Carolina Community College System began in Asheville in 1927 with the opening of Buncombe County Junior College. Temporary post-World War II University extension centers, created to accommodate veterans who could not be absorbed into existing colleges and universities, soon led to public community colleges in Wilmington (1947), Greensboro (1948), and Charlotte (1949). Meanwhile, a 1948 report of the State Education Commission advocated locally-funded community colleges. In 1952, the Hurlburt Commission issued The Community College Study recommending a state system of community colleges supported by state and local funds. The recommendations initially went unheeded. A precedent in 1955 provided state money to local public junior colleges. During the same period, the state was in a process of economic transition. A specially trained work force was needed for the state's changing and expanding economy.

Two divergent educational philosophies flourished in the mid-1950's and both were successful in partially attaining their goals. First, the newly-authorized Board of Higher Education soon recommended

a system of noncomprehensive state-supported community colleges. The Community College Act of 1957 established this system by approving the absorption of locally funded and controlled public junior colleges into the state's Higher Education System. Second, a 1957 State Board of Education study urged the establishment of area vocational schools to meet the demand for a trained work force. Within a year, seven industrial education centers were approved and funded.

By 1961, the need for further revamping of education beyond high school was evident. The Carlyle Commission was directed to make a study. A subcommittee of the Carlyle Commission, the College Survey Committee, submitted a report that combined much of the 1952 Hurlburt Commission recommendations with a 1962 study, Community Colleges for North Carolina, A Study of Need, Location, and Service Areas, ... Consideration was given to the fact that while industrial education centers were rapidly increasing both in number and enrollment, only two public noncomprehensive junior colleges had been added to the system of Higher Education.

The 1963 General Assembly adopted almost every recommendation in the Carlyle Report. One major recommendation urged creation of a new state agency under which the industrial education centers and remaining public junior colleges would merge to form a state-wide comprehensive community college system. Under the provisions of the Omnibus Higher Education Act, three noncomprehensive public junior colleges were scheduled to become senior colleges under Higher Education and three were aligned with seventeen industrial education centers to form the nucleus of the newly-created Community College

System. Currently there are thirty-seven technical institutes and twenty community colleges in the Community College System.

The United States Consistution undergirds all public education through its due process, commerce, and contract clauses. Also, certain implied powers in the common defense and general welfare section involve the federal government in education. In North Carolina, as in all states, the state legislative body determines educational policies but generally delegates responsibility for education to local districts. Educational responsibility for institutions in the Community College System is delegated to local boards of trustees in accordance with provisions found in General Statute 115A. This Chapter also empowers the Department of Community Colleges to provide state-wide leadership and supervision for the system.

Growth of the Community College System is measured in a number of ways. Beginning with twenty institutions in 1963, the system reached its present total of fifty-seven in 1973. Federal and state contributions to the current expenses of the institutions rose by 2,433 percent from 1963 to 1976. During the same span, local expenditures for current expenses increased by 2,349 percent. From 1959 through fiscal 1974, a period which includes most of the industrial education center era, capital fund outlays totaled $128,276,741. For the following two years, 1974 through 1976, capital fund outlays amounted to $85,888,167, or 66.9 percent of the amount spent in the prior fifteen-year period. Beginning with 1957, more than half the library books purchased with state funds were acquired during the 1974-1976 period. In student population terms, credit granting

programs increased from 8,367 in 1963-1964 to 148,889 in 1975-1976 while noncredit programs rose from 44,413 to 385,944. These totals represent a 576 percent increase in student population. From 1957 through 1973, the state's population grew by 17.7 percent but the gain in manufacutirng employment amounted to 73.2 percent. Much of the rise in manufacturing employment is attributed to the effects of training provided through the Community College System.

Future changes in the Community College System center around governance, funding, and the system's role in education vis-à-vis the Public School and University Systems. In the immediate future, the Community College System will likely remain with the Public School System under the State Board of Education. However, in the early 1980's changes are probable which could take one of two directions: formation of a separate board for the Community College System or a single board for all three systems of public education. In either case, the result will mean more state control.

Funding will continue to be an issue. The state will increase its funding for the Community College System but local districts will also have to increase their financial support in order to retain a share in the governance of the institutions.

Finally, a greater accountability for all education will bring a more direct relationship between the University, Public School, and the Community College Systems. Already experiencing a growing maturity and a stabilization in numerical growth, the future role of the Community College System will be that of improving what it is presently doing: (1) developing and maintaining a program of training

for manpower needs, (2) extending educational opportunities to all North Carolina adults, (3) eliminating adult illiteracy, (4) developing citizenship skills among the people, and (5) developing and promoting a cultural renaissance.

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APPENDIXES

APPENDIX A[1]

A HISTORICAL DEVELOPMENT OF THE PUBLIC JUNIOR COLLEGES IN WILMINGTON, GREENSBORO, AND CHARLOTTE

The second public junior college in North Carolina was established in Wilmington in 1947, twenty years after the first one had opened in Asheville. A bond election in New Hanover County gave approval to finance and administer the Wilmington College Center.[2] Unlike the Asheville institution, Wilmington College was adequately financed from the beginning and its enrollment grew steadily.[3] In 1958, Wilmington College became a part of the state system of higher education as an academic junior college.[4] Five years later, the college became a four-year institution.[5] In 1969, Wilmington College became the fifth campus of the University of North Carolina through an act of the General Assembly.[6]

The third public junior college in North Carolina opened in Greensboro in 1948 fostered by the same impulse that the college

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[1]See Chap. III, fn. 36.

[2]Wilmington College Bulletin #20, 1967, pp. 23-24.

[3]Kenyon Bertell Segner, III, A History of the Community College Movement, 1927-1963 (Kenansville, N. C.: James Sprunt Press, 1974), p. 10.

[4]Wilmington College Bulletin #20, p. 24.

[5]Ibid.

[6]Wilmington College Bulletin #26, 1976, p. 13.

centers aroused in Wilmington and Charlotte. This was the desire to provide postsecondary educational opportunities for local residents and continue the work started by the centers.[7] In 1953, the municipal junior college in Greensboro, known locally as the Evening College, became a part of Guilford College and renamed the Greensboro Division of Guilford College. The enrollment of the Evening College in 1961-1962 was 1,300 whereas the main campus of Guilford College had only slightly more than 700 residential students.[8] Early in 1973, the Greensboro Division of Guilford College was purchased by Guilford County and placed again under public domain with general supervision by a Board of Trustees.[9] It is currently identified as the Greensboro Division of Guilford Technical Institute.

The largest college center in North Carolina was in Charlotte. In 1949, the Charlotte Board of School Commissioners formally took legal possession of the center. The 1949 General Assembly approved a bill authorizing the Charlotte Board of Education to administer the college as part of the public school system and charge tuition fees. Named Charlotte College, the institution enrolled more students than any other public junior college in the state.[10] In 1958, Charlotte College became a part of the state system of higher education as an academic

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[7]Segner, pp. 9-13; see also Larry Howard Penley, "The Functioning Community College System in North Carolina" (Doctoral dissertation, Luther Rice Seminary, 1969), pp. 10-14.

[8]Segner, p. 11; see also Penley, p. 12.

[9]Minutes of the Board of Trustees of Guilford Technical Institute, November 17, 1972, p. 1.

[10]Segner, pp. 11-13.

junior college. Senior college status was attained by the college in 1963.[11] Charlotte College became the fourth campus of The University of North Carolina and renamed The University of North Carolina, Charlotte, by action of the 1965 General Assembly. When a new campus was built for The University of North Carolina, Charlotte, the former downtown campus became the new location of Central Piedmont Community College,[12] a member institution of the North Carolina Community College System. Central Piedmont Community College inherited from Charlotte College the commitment of a large urban educational center.[13]

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[11] The University of North Carolina at Charlotte Undergraduate Catalog, 1975-1976, Vol. 11, No. 1, p. 5.

[12] The University of North Carolina at Charlotte Catalog, 1971-1972, Vol. 7, No. 1, pp. 3-5.

[13] Central Piedmont Community College General Catalog, 1974-1975, Vol. 7, pp. 6-7.

APPENDIX B[1]

A SIDLIGHT ON AN ACTIVITY OF A SUBCOMMITTEE OF THE CARLYLE COMMISSION

James recalls some unpleasant days spent in an automobile on several trips that he, Friday, Archie, Carson (from North Carolina State University) and others made as a subcommittee of the Carlyle Commission. Their task was to visit the five operating public junior colleges and a number of the industrial education centers to ascertain merger possibilities. While each was a personal friend of the other, their philosophies of education were quite diverse. Archie vigorously opposed merger while James was just as adamant favoring merger. Others on these trips ranged between the extremes of the issue. "It was like putting cats and dogs together," James said. "The trips were not pleasant personally but they helped get the job done."[2]

The results of this subcommittee's work did not favor either extreme. Rather, three of the public junior colleges soon became four-year colleges and later branches of the University System. These schools were in Asheville, Charlotte, and Wilmington. The College of the Albemarle became a community college and Carver College,

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[1]See Chap. IV, fn. 51.

[2]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (tape and transcribed).

essentially a black school, merged with the industrial education center in Charlotte and formed Central Piedmont Community College. Somewhat later, Gaston College, a newly-approved public junior college, Gaston Technical Institute, which was a branch of the North Carolina State School of Engineering, and the two industrial education centers in Gastonia, one black and one white, eventually merged to become Gaston Community College. The North Carolina Vocational Textile School at Belmont was also invited to join the merger but the invitation was declined. As a result, the Vocational Textile School still remains uniquely an independent school. No state agency has any jurisdiction over it in spite of being supported largely by public funds through a separate provision of the Community College Act.

APPENDIX C[1]

THE ELEVEN RECOMMENDATIONS OF THE CARLYLE COMMISSION REGARDING COMPREHENSIVE COMMUNITY COLLEGES

The Report of the Governor's Commission on Education Beyond the High School, Raleigh, 1962

Eleven Recommendations Regarding Comprehensive Community Colleges

1. We recommend that the State develop one system of public two-year post-high school institutions offering college parallel, technical-vocational-terminal, and adult education instruction tailored to area needs; and that the comprehensive community colleges so created be subject to state-level supervision by one agency.

2. We recommend that responsibility for state-level supervision of the industrial education centers and the community colleges now existing (except for Charlotte, Wilmington, and Asheville-Biltmore Colleges) or hereafter established be vested in the State Board of Education; that the Board perform its supervisory duties through a new agency created for the purpose and responsible directly to the Board, with a professional staff composed of persons with training and experience appropriate to the supervision of collegiate institutions; and that the members of this professional staff be exempt from the State Personnel Act.

3. We further recommend the creation of a State Community

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[1]See Chap. IV, fn. 64.

College Advisory Council consisting of at least seven persons, appointed by the State Board of Education, to make recommendations to the State Board of Education on matters relating to personnel, curricula, finance, articulation and coordination with other institutions, and other matters concerning the community college program.

4. We recommend: (1) That the board of trustees of each comprehensive community college consist of 12 members: four appointed by the Governor, four by the board of county commissioners of the county of location of the college, and four by the board of education of the location, all to serve six-year terms. (2) That at least the locally-appointed members of the board be representative of the area served by the college. (3) That trustees be chosen for their interest in and ability to assist in the development of the entire educational program of the college. (4) That the administrative head of the institution be responsible only to the board of trustees of his institution and to the State Board of Education.

5. We recommend: (1) That the State Board of Education be empowered generally to supervise and administer the comprehensive community college system and make all needful rules and regulations with respect to the system. (2) That initiative in the selection of community college personnel; in the establishment of college policies, procedures, and curricula; and in the location, design, and construction of college physical facilities be vested in the respective boards of trustees of the community colleges, subject to the rules and regulations of the State Board of Education.

6. We recommend: (1) That the State not approve the establishment

of a separate community college in any county or service area in which an individual education center exists or has been authorized. (2) That the State approve and support the introduction of college parallel instruction in the existing industrial education centers where needed, to the end that comprehensive community colleges may thus be developed.

7. We recommend that in the case of Mecklenburg College and the College of the Albemarle, and in those communities where no industrial education center has been authorized but where a community college should be established, there be established a comprehensive community college adapted to the educational needs of the community.

8. We recommend that no additional two-year colleges be established under the auspices of or responsible to the Board of Higher Education.

9. We recommend: (1) That the acquisition of land, construction of buildings, and maintenance of plant be entirely a local responsibility, and that multi-county sponsorship and financing of a comprehensive community college be permitted where two or more counties desire it. (2) That the cost of equipment, furnishings, and library acquisition be provided from state and available federal funds. (3) That the cost of college operations be divided proportionally as follows:

State and federal	65 per cent
County	15 per cent
Student	20 per cent
	100 per cent

County expenditures for maintenance should be credited against the

county's 15 per cent of operating cost. (4) That state appropriations for comprehensive community colleges be made to the State Board of Education for reallocation by it to the colleges.

10. We recommend that student charges, appropriately pro-rated for part-time students and for students in short courses of less than full-term length, be established at approximately 20 per cent of total operating costs of the comprehensive community college.

11. We recommend: (1) That a minimum of fifteen comprehensive community colleges be established as soon as possible in top priority areas of the State, and that legislative action be taken by the 1963 General Assembly to permit as many of these institutions as possible to open their doors to students by the fall of 1965. (2) That an adequate appropriation for this purpose be made to the State Board of Education for the 1963-65 biennium, and that the funds not used in the first year of that biennium be carried forward into the second year.

APPENDIX D[1]

DR. W. DALLAS HERRING'S ILLUSTRATION OF THE OPEN DOOR PHILOSOPHY

During the course of the interview, Dr. Herring related two human interest stories that go to the heart of the open door philosophy. The first concerns a crab fisherman who obtained a better job through training at one of the community college institutions. Dr. Herring expressed it this way:

> It boils down to how much you care about people who have a chance otherwise. This is the way I view it at any rate . . . . What do you say about the black man from Pamlico County who wrote me a letter and explained in it that somebody had told him that I was the one to whom he should write. He said that he earned his living previously as a crab fisherman . . . . It is probably the bottom rung of the economic ladder. It sounds romantic to us who like to do that . . . for amusement.
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> He eked out an existence in the Neuse River basin in Pamlico. He had a large family [to support] and somebody told him about Pamlico Tech--that it was open to black people as well as to whites; and that he could go there although he was not of school age and learn how to be a welder or a carpenter or a brick mason or whatever he wanted to be.
>
> [After completing his training] . . . he got a job at Cherry Point Marine Base and his first pay check . . . was over $250; and he wrote: "Captain, I have never had that much money in my hand at one time in my life. I had to tell somebody about it and the boss said that you were the one to write."
>
> Now, I wouldn't take anything for that kind of testimony. . . . When you think about what you have done--what we have all done together for thousands of people like that . . . well, you can't put a monetary value on that. When you think that about twenty years ago nobody gave a damn about them. If you couldn't cut it, you couldn't get into the institutions . . . .[2]

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[1]See Chap. V, fn. 5.

[2]W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed).

The second testimonial concerned an already "successful" individual and recognized leader of his community. This individual was a member of the board of trustees of the local technical institute and had just been chosen to serve on a commission to study the future of the community college system in North Carolina. Nevertheless, this man felt the need for an educational background which he had not attained until just recently.

Continuing with the interview, Dr. Herring asked rhetorically,

> So, who is Wayne West? Wayne is the boss of stevedores at the Morehead City docks. He is a trustee of Carteret Technical Institute. He called me the other day and I noticed his voice was strained a little bit. He said he had something to tell me of which he was very proud. I said, "Go ahead, Wayne, let me hear it." He said that he had just graduated from high school at Carteret Technical Institute.
>
> I'm not worried about what Wayne West will say about the Community College System. He would go through hell fire to make it a success. There isn't a stronger advocate anywhere. . . . He is an intelligent and articulate man. I don't know his title, but he is in the rough and tumble of wrestling with the stevedores' labor union . . . but he knows how to deal with them. They get along. He is interested in his men; he looks out for them . . . . They load those ships . . . .
>
> Why not have him on a commission [to study the community college system]? Why should a lawyer from Greensboro or Winston-Salem decide for him whether he can get a high school education in Carteret County? I think he's got as much right to advise on that as anybody . . . .[3]

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[3]Ibid.

APPENDIX E[1]

DR. I. E. READY'S STATEMENT ON THE OPEN DOOR POLICY

Universal education opportunity through the high school has for some time been considered a necessary service of government. Beyond the high school, however, educational opportunity has been selective. For the most part, only educational programs leading to a baccalaureate degree have been provided, and costs to the student as well as scores below the cut-off point on admissions tests have been roadblocks to many students.

By establishing the system of industrial education centers, technical institutes, and community colleges, the North Carolina General Assembly of 1963 has made it possible to extend universal education opportunity beyond the high school. Any person who is 18 years old or older, whether he is a high school graduate or not, can find in one of these institutions an education opportunity fitted to his ability and his needs.

This is what the open door admission policy means. For any applicant who seriously wants and needs more education, the door of the institution is open. After admission, he is tested and counseled, not in order to reject him if he does not meet a set educational standard, but to help him get placed in the educational program for which his ability, his previous educational background, and his objectives in life best fit him.

This counseling service is the first of three essential parts of an open door institution. The student must be helped to find and directed into the educational program that is best for him. If he is found to be ready, he can enter directly the program of his choice. If not, his choice may be redirected to another program better fitted to his ability, educational background, and needs. If he has the potential ability but has certain educational deficiencies that stand in his way, he can be directed to a basic educational program in which he can make up his deficiencies. He can then enter the program of his choice.

The second essential part of an open door institution is a broad curriculum that offers many different types and levels of education programs. It would be foolish and wasteful to open the door of all programs to all applicants. There must be a reasonable prospect of success for the student, because the graduation standards are set at whatever the next step requires, whether it is transfer to a four-year college or university, or

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[1]See Chap. V, pp. 62-67.

successful entrance into a job. Many doors within the institution opening into different educational programs must therefore be provided, with the one door to basic elementary and secondary level studies open to all who need a second chance in order to make up deficiencies.

The breadth of curriculum offerings [is a key element in the success of an open door policy; the wider the curriculum, the greater opportunity there is for enrollees to find a course of study which suits him. As to the uniqueness of an industrial education center, a technical institute, and a community college,] the only difference among different types of institutions is the breadth of curriculum offerings. The community college is the most comprehensive and the industrial education center the most limited. In all other respects they are alike.

An important point is that each area of instruction is given equal importance. The needs of the student are the only things that matter. The teaching of reading to an adult who cannot read is just as much "quality education" for him as the preparation of a student to succeed as a junior in a four-year college is "quality education" to the college transfer program.

This leads to a third essential feature of an open door institution--high quality instruction that has as its objective the highest possible educational development of the individual student. Teachers must be good teachers, well educated themselves in the subjects they teach, skilled in the art of teaching, and deeply concerned that their students succeed in their educational tasks. Universal educational opportunity beyond the high school through the open door policy will mean little unless this goal is accomplished.

North Carolina has in the units, technical institutes, and community colleges, the institutions through which universal educational opportunity can be extended beyond the high school.[2]

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[2]Open Door (March-May 1971) [page numbers unknown].

APPENDIX F[1]

DR. I. E. READY'S VIEW OF THE OPEN DOOR

Dr. Ready further expressed some views on the "open door" which are appropriate. Ready said that the open door is a challenging policy,

> . . . based on what we speak of as the egalitarian philosophy . . . [which] is defined . . . as a belief in the equality of man especially in political, social, and economic rights and privileges . . . . It is an extension of universal opportunity. . . . It is not a meritocratic philosophy--based on merit--which is traditionally the higher education approach. (I.e., scholastic merit, athletic merit, music merit, etc.) . . . .
>
> To have [the "open door"] you also face all the problems of handling individual differences . . . . Everybody is [not] physically or mentally equal. We have struggled with the matter of individual differences in the public schools for years and have never fully solved it and we haven't fully solved it in the community colleges either . . . . In order to help solve it, we have counseling and guidance. We have to have a lot of attention given to helping people achieve their full potential. We have to have some way of providing a broad range of opportunities . . . . The so-called developmental or remedial program . . . multi-entrance/multi-exit concept . . . .
>
> . . . The learning labs were invented in North Carolina. Dr. Edward Brown, who now works out of Atlanta . . . for the Southern Region Education Board . . . was teaching at Furman [when] we got him to come to North Carolina to help us with this problem of trying to help people whose educational level was low but otherwise should be admitted to some program in the comprehensive open door institutions. He developed, based on the concept of the automated learning devices and programmed learning and learning machines and this sort of thing, the learning lab as a place where people could go and start at their own point of beginning, at their own pace and learn arithmetic . . . mathematics . . . English grammar . . . mechanics of the English language, and all sorts of other things . . . . A lot of adults have been helped in this manner . . . .[2]

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[1]See Chap. V, fn. 23.

[2]I. E. Ready, personal interview, Raleigh, North Carolina March 17, 1976 (taped and transcribed).

APPENDIX G[1]

THE NORTH CAROLINA STATE BOARD OF EDUCATION UNDER CHAPTER 115A OF THE GENERAL STATUTES

North Carolina is credited with establishing the first state board in the nation given the responsibility for disbursing state funds to local districts for educational purposes. Created in 1825, the North Carolina State Board is antedated only by one established in New York State in 1784.[2] However, the board in New York concerned itself with administrative matters but had no funding authority. The third state board in the United States was established in Vermont in 1827.[3] A fourth, a few years later, was created in Missouri.[4] In 1837, the State Board of North Carolina was granted broadened powers over education. At this time, North Carolina began to define the responsibilities of the state board more as an educational agency than a purser of state monies to schools.[5]

However, it remained for Horace Mann to develop a board that today's educator would recognize as a bona fide state board of

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[1]See Chap. VI, fn. 5.

[2]Stephen J. Knezevich, Administration of Public Education (New York: Harper and Row, Publishers, 1969, p. 156.

[3]Ibid.

[4]Edward C. Bolmeier, The School in the Legal Structure (Cincinnati: The W. H. Anderson Company, 1973), p. 91.

[5]Knezevich, p. 156.

education.[6] In 1837, the Commonwealth of Massachusetts joined a growing list of states in establishing a state board of education and invited Mann to become the board's secretary.[7] Mann structured and developed the activities of the board so well that it became the prototype of the modern state board of education found throughout the United States today.[8] By 1968, forty-eight states had established state boards of education.[9]

Madaline Remmlein spoke about the legal authority of state boards of education and set boundaries to their legal scope. Remmlein defined the legal boundaries of a state board of education in these words:

> In any phase of school management wherein the state board of education has been given powers of operation, the rules and regulations of the state board have the force and effect of law. However, being a creature of the legislature in most states, the state board has only the powers delegated to it or implied in the delegated powers. In the states where the state board is created by constitutional provision, its consitutional powers are very general, and in specific instances it depends upon the legislature for its authority to act. In either case, if the state board acts outside its delegated or implied power, the rule or regulation is void. There is, however, a presumption of authority, and until challenged in court, all rules and regulations of the state board are presumed to be valid and have effectiveness as a statute enacted by the legislature.[10]

The North Carolina law authorizing a state board of education to administer a public educational system is written into Chapter 115, Elementary and Secondary Education. Although this authorization

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[6]Bolmeier, p. 91.

[7]Ellwood P. Cubberley, A Brief History of Education (Boston: Houghton Mifflin Company, 1922), pp. 379-380.

[8]Knezevich, p. 156. [9]Bolmeier, p. 91.

[10]Madaline Kinter Remmlein, School Law (New York: McGraw-Hill Book Company, 1950), p. 3, as cited in Bolmeier, p. 92.

deals with elementary and secondary education, much of the powers and duties outlined for the State Board of Education over the free public schools also hold for the North Carolina Community College System. Examples of these dual responsibilities of the State Board of Education are, (1) Giving general supervision and administration of educational funds provided by the federal and state governments. (2) Appointing a Controller, subject to the approval of the Governor, to supervise and manage the fiscal affairs of the Board. (3) Apportionment of funds to educational districts and institutions. (4) Giving direction to the State Treasurer in the investment of interest-bearing securities. Other powers and duties of the Board which affect both the free public school system and the Community College System include those dealing with: (1) the acceptance of federal funds and aid, (2) provisions for sick leave, (3) the acceptance of gifts and grants, (4) assistance in providing aid for projects in cultural and fine arts, and (5) the sponsoring or conducting of educational research.[11]

Chapter 115A, Community Colleges, Technical Institutes, and Industrial Education Centers

The North Carolina State Board of Education is delegated certain additional powers in Chapter 115A specifically covering the Community College System. Some of the more important powers delegated to the Board in Chapter 115A are in Section 115A-3. The section states that,

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[11]North Carolina. General Statutes of North Carolina, Chapter 115, Subchapter II, Art. 2 (1973).

> The State Board of Education is authorized to establish and organize a department to provide state-level administration, under the direction of the Board, of a system of community colleges, technical institutes, and industrial education centers, separate from the free public school system of the state . . . .

Under this provision, the North Carolina Department of Community Colleges was established to operate the state-wide system of community colleges in accordance with all the provisions of Chapter 115A. Section 115A-4 reads, ". . . the establishment of all community colleges, technical institutes, and industrial education centers shall be subject to the prior approval of the State Board of Education . . . ." This statement in Section 115A-4 does not mean that the Board will establish an institution but that the Board must approve all institutions proposed by a county or combination of counties.

The Board must oversee programs offered in the Community College System. Section 115A-5 states that,

> The State Board of Education may adopt and execute such policies, regulations and standards concerning the establishment and operation of institutions as the Board may deem necessary to insure the quality of educational programs, to promote the systematic meeting of educational needs of the State, and to provide for the equitable distribution of State and federal funds to the several institutions . . . .

Section 115A-6, Withdrawal of State Support, virtually amounts to a negative way of stating Section 115A-5: "The . . . Board . . . may withdraw or withhold State financial and administrative support [for stated causes]."

Dr. Charles Holloman had reference to Sections 115A-5 and 115A-6 in mentioning a concern he and others at the state level have had regarding circumventions of the State Board by federal and local educational authorities. Dr. Holloman observed that,

> The law requires that the State Board make an equitable distribution of state and federal funds . . . to the institutions. [And, indeed] the federal government does send money to North Carolina which is distributed by the State Board of Education to the institutions . . . . [However,] some of the institutions, contrary to the law, get direct federal grants. . . . I think the State Board needs to act to clear up this matter because it means that the State Board loses control. . . . This is a problem that has grown somewhat. But the state can and has ample authority to stop the matter. It may take a little negotiating with the federal people, but under state law, the State Board is the only board in the Community College System that has statutory authority from the General Assembly of North Carolina to accept federal funds to be distributed to the institutions. There is not an institution board in the system that has any authority in state law to accept [federal funds]; and not having that authority, it is an unlawful practice . . . one that I think will receive more attention in the future.
>
> [Supporting this view,] the federal people, without any nagging from the State Board, have recently become . . . concerned about the fact that a great many grants are going directly to the institutions . . . . It is my impression that a decision will be made by the federal government to comply with the North Carolina State law that would have these funds designated to the State Board . . . . It has always been difficult to rationalize this circumvention.[12]

Most of the remaining direct powers of the State Board of Education center around financing or handling funds. Section 115A-18 makes the Board responsible for providing funds to meet the financial needs of institutions according to policies previously set by the Board. The funds include those for capital outlay, current expenses, and added support for regional institutions (a regional institution being one that serves four or more counties for the purpose of conducting adult education classes). This section also empowers the Board ". . . to accept, receive, use or reallocate to the institutions any federal funds or aids [from] the United States government . . . ." Student tuition and fees are covered in Section 115A-26 in this

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[12]Charles R. Holloman, personal interview, Raleigh, North Carolina, April 7, 1976 (taped and transcribed).

manner: "The State Board of Education may fix and regulate all tuition and fees charged to students . . . . The receipts from all student tuition and fees, other than student activity fees, shall be State funds . . . ."

The Board has two options in making payments of state and local public funds to boards of trustees of the various institutions. The Board may either deposit funds in the State Treasury to the credit of each institution or disburse funds to each institution under a separate set of policies and regulations. However, the Board will not make funds available until local institutions submit a statement to the Board itemizing all accounts payable or due in the next succeeding month. This stipulation is found in Section 115A-29. The handling of funds, either by state employees or by employees of local institutions, is outlined in Section 115A-33 which states, "The State Board of Education shall determine what State employees and employees of institutions shall give bonds for the protection of State funds and property."

Additional direct powers of the State Board are included in Article 5, Special Provisions, of Chapter 115A, but are not administered uniformly to all institutions. However, the powers, decisions, and even inclinations of the State Board are pervasive. Since a local institution is influenced by the State Board on any course of action the institution might want it must be totally familiar with Chapter 115A. Also, it is often necessary to receive approval from the Department of Community Colleges before a local institution can act. Furthermore, Chapter 115A is the law as enacted by the General Assembly

while the State Board of Education is, in bureaucratic terms, the administrative arm of the General Assembly for the free public schools and Community College System. It is the Board's official duty to assure that the intent of the General Assembly is carried out and maintained in public education in North Carolina.

In Remmlein's words, "a presumption of authority" gives the State Board license to attempt many things in making policy. The fifty-seven institutions of the Community College System know how powerful that presumption can be. The State Board acts for the legislature which has plenary authority. The institutions, however, also know that the State Board listens when confronted by a united effort of the institutions. The State Board sets policy but the Board will also change or abandon policies which are in error or are too difficult to administer.[13] This is the "give and take" of the democratic process necessary to a system of education which must show loyalty to more than one authority. The task of satisfying several levels of governmental authority becomes a necessary challenge in a democracy and is often difficult. But understanding, goodwill, and persistency have all played a part in surmounting whatever difficulties that have occurred.[14]

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[13]W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed).

[14]I. E. Ready, personal interview, Raleigh, North Carolina, March 17, 1976 (taped and transcribed).

APPENDIX H[1]

CHOOSING THE FIRST HEAD OF THE DEPARTMENT OF COMMUNITY COLLEGES

Dr. James explained that while the State Board of Education, especially the chairman, Dallas Herring, assumed and expected that James would be appointed, James privately felt that the special kinds of strengths needed to head the Department of Community Colleges were not his "long suit." James wished to continue working in education rather than worrying about budgets and persuading legislators. When Herring continued to press James to head the Community College System, James told Herring that, "Eps [Ready] could do it." Herring relented and asked that James set up a luncheon for James, Herring, and Ready to discuss the matter.

At the luncheon, held at the Holiday Inn in North Raleigh, Herring told Ready that James, ". . . would not accept the position but that Gerald said that you could do the job." Ready answered that he would accept the position if James became associate director. James then told Herring that he would agree to serve if Herring, in turn, would agree to retain him as State Director of Vocational Education. James also asked that he be provided with an associate director to assist him in the State Department of Public Instruction. Herring quickly

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[1]See Chap. VI, fn. 37.

agreed with both requests.

James said all this was settled in less than an hour's time.[2]

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[2]Gerald James, personal interview, Wentworth, North Carolina, November 24, 1976 (taped).

APPENDIX I[1]

DR. I. E. READY'S OBSERVATIONS ON STATE AND LOCAL AUTHORITY

. . . [All technical and community college] institutions in North Carolina are what generally we think of as partnership institutions. The law itself provides certain local autonomy. It provides, for example, that the local trustees own the buildings, the property. They hold title to it. [Conversely,] at State Universities . . . the state holds title to [the] buildings.

The employees of the local institutions are not state employees in the sense that employees of State University are . . . . They are more like public school employees.[2] A local board of trustees is a quasi state agency; that is, they are delegated certain powers by the General Assembly . . . but they are somewhat different from the trustees of the University System. Of course, they are delegated powers, too, but not from any local authority. Local technical institution and community college trustees work not only with the General Assembly and get their money from it [as well as] their authority, and the State Board of Education, because it is delegated [with] certain authority by the General Assembly, but they [must also] work with county commissioners . . . to get some of their money as well as some of their authority.

What is state authority, what is state control, and what is local autonomy--and to maintain a reasonable balance was [a perpetual] problem we had. You can imagine. All of us [were] pretty naive about it . . . . Local IEC presidents [prior to 1963] had been working under local public school superintendents; [therefore, they were not] used to making all those decisions. . . . And so the telephone [to my office] and everything else was kept hot for a long time to decide who could do what. Gradually, [however,] policies were developed . . . .

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[1]See Chap. VI, fn. 48.

[2]Explanation: Dr. Ready said that this was a result of a compromise with the head of the State Personnel Office. He wanted all Department of Community College personnel to be under the State Personnel Act but the State Board did not. And even though Governor Sanford agreed with the State Board, the head of the State Personnel department said he would fight the issue in the General Assembly. The end result was that the state office personnel of the Department of Community Colleges were placed under the State Personnel Act but all institution personnel were left out of it.

From the beginning I wanted to leave as much as possible to the local level using the state level authority to maintain the state's interest, as required by the General Assembly . . . . The "intent of the General Assembly" is the term that the Attorney General's office always uses in trying to interpret what is actually required . . . . For example, the law says that local trustees have the authority to elect the president of an institution and set his term of office and the conditions. But his election has to be approved by the State Board of Education, [that is,] his election approved but not his term of office. So the State Board cannot fire a person but they can refuse to approve the local trustees' choice . . . . I do not know that it is of any great significance . . . but I was the "in between" man [on certain of these occasions] . . . . The State Board really emphasized the person who had the ability to act as an administrator but was committed to the comprehensive institution . . . . Sometimes [the State Board of Education] felt that the local trustees were advancing a candidate to them who favored the college parallel institution or perhaps only an occupational institution but not the comprehensive type institution. . . . The State Board would say to them, "You ought not to get this person" . . . . So the need to negotiate in between the State Board and the local trustees to be sure that we did not have any embarrassing situations, such as local trustees announcing the choice of a president before the State Board approved the action, was one of my problems.

The State Board is supposed to approve all curriculum programs --in fact, it says all programs offered by the local institutions. . . . The request is made from the local level [and submitted] to the State Board for . . . approval . . . . The State Board has come now to the point where it generally approves all these requests with the stipulation that [the new program] has to be supported under the [budgeting] formula; [that no] extra [state] money can be requested. So this leaves the initiative at the local level to decide what they want to teach . . . . This also puts the pressure on them to say that they can live within . . . the uniform budget.

The open door policy is mandated by the State Board. Local trustees cannot decide that they will not operate under the general open door philosophy; [however,] they can decide about how they will handle the mechanics of it. They can decide, for example, whether . . . [an applicant] . . . ought to enter [his first program choice but rather] some other program in the institution . . . . Locally, [it can be decided] that he needs to take some remedial work . . . before entering a program. Or, he may be let in to try his success before other courses of action are recommended. There must be no [artificial barriers] to his choice. So you have a general statement from the state level that maintains an open door admissions policy which is typical of the whole national community college movement. But how you handle it can be determined locally.[3]

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[3]I. E. Ready, personal interview, Raleigh, North Carolina, March 17, 1976 (taped and transcribed).

APPENDIX J[1]

DR. CHARLES R. HOLLOMAN'S EXPLANATION OF THE ORIGIN AND BACKGROUND OF THE COMMUNITY COLLEGE SYSTEM

Dr. Holloman offers a more general view of the origins and background of the Community College System which in no way conflicts with Dr. Ready's statement in Chapter II but supplements it in certain specific instances. Holloman offers this panoramic view of the beginnings and development of education in North Carolina and the manner in which the Community College System evolved from it.

> [The Community College System] has one basic set of laws. It is called Chapter 115A of the General Statutes . . . . Outside of that, there are hundreds or even thousands of laws adopted by the state or by the federal government, or laid down by court rulings (case law). There are even some local ordinances that have bearing on our system.
>
> The education laws of the state that tended to give rise to the Community College System began at least as far back as 1760 when the [colonial] legislature of North Carolina first proposed a free public school system . . . . A petition was sent to the king of England by that legislature asking that certain money that the Crown . . . was going to pay North Carolina [and other colonies] in compensation for services rendered . . . in the French and Indian War would be made available for the establishment of one or more free public schools in every county of North Carolina. The Crown never provided the money for that purpose but the movement itself resulted in the establishment of a considerable number of schools in North Carolina between the period 1760 and the time of the Revolution . . . .
>
> This idea of a free education, or education at low cost, was included in the [state] consitution of 1776. [It] authorized the state to have public schools and provided that one or more universities be established. It was under the authorization of this constitution that the University of North Carolina

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[1]See Chap. VII, fn. 16.

was established in 1792 . . . . But it was not until 1839 that a state-wide free public school system was established by law. [They] were financed by the counties through district taxes. By the beginning of the Civil War, North Carolina had one of the best public school systems in the country.

[The school system and the university] were closed as a result of the Civil War . . . and had difficulty in reopening, with the public schools having to wait until after 1870 [to get going again]; and it was 1898 before the public schools or the university got direct appropriations from the state government as they do now . . . .

The [state] constitution was revised substantially after the Civil War but it brought forward some of the provisions existing in the constitution of 1776. The 1868 State Constitution established the principal that . . . the people have a right to the privilege of education and that the state is obligated to guard and maintain that right.

Before the [Civil] War, almost all teachers had been men . . . but a great many of them had been killed in the war with others moving out of the state to Western territories. [Since] there were many more women than men [in North Carolina] after the war, a program of "normals" was begun to teach women to be teachers. We would now refer to them as short-term training sessions. These normals gradually grew and extended and became normal schools . . . running from nine months to a year, sometimes longer. They became, in effect colleges. Several were referred to as "Normals and Industrial Colleges"--the term "industrial" meaning that they taught business practices, stenography, some mechanical arts, and this kind of thing. . . . There may have been as many as twenty-five or thirty of these short normal schools . . . but by 1930, there were perhaps as many as nine left. [After] 1930 . . . these institutions tended to specialize more and more in academic work in their teacher training program and to de-emphasize the industrial and commercial training work.

The [North Carolina] Board of Higher Education was created in 1955. This board [began an examination] of three institutions, the University of Chapel Hill, North Carolina State University, and Woman's College (now called the University of North Carolina, Greensboro). The Board of Higher Education also insisted that the teacher colleges purify their curriculum by taking out . . . the occupational training courses except teacher training. Occupational training was to be provided only in those cases where it was part of the skills to be learned by teacher trainees . . . . This meant that the only opportunities for getting vocational and technical training in most fields was through an apprenticeship program or by going to a private training institution . . . which were mainly beauty schools and business schools . . . .

In the early 1950's there was a growing consciousness of the need to have postsecondary, public institutions of a comprehensive nature that would give people occupational training

and would also give them the first two years of academic training . . . . [As a result] there was a community college act passed in 1957 which dealt with a very limited number of institutions . . . . It was one of the approaches that the General Assembly used in experimenting and eventually developing . . . the present system . . . . This approach . . . was not a good one because all that were being developed . . . were local academic junior colleges that simply offered the first two years of a liberal arts college . . . . It did not respond to the need for occupational training.

Another proposal was made [at about the same time] by way of an experiment that there be developed under the sponsorship of North Carolina State University, School of Engineering, a number of technical institutes of college grade . . . . This was not written into the statutory law but . . . provided for in the Appropriation Acts of the General Assembly with money [going] to North Carolina State University, School of Engineering . . . for, I think, two technical institutes . . . . The one in the west was built and equipped [and] called Gaston Technical Institute . . . . The money for the other one . . . was eventually used by the Department of Engineering at North Carolina State for other purposes.

[Still another] approach was through the State Board of Education through the public school system . . . which was given money to set up at selected high schools . . . industrial education centers . . . in the [late] afternoon and evening hours and on Saturdays . . . for persons eighteen years old or older . . . . This [too] was done without a statute [but through] the Appropriations Act. The main weaknesses of this operation [were] that it was not comprehensive . . . and not open during [most of] the day . . . .

All of this group of experiments led to the appointment of a special commission called the Carlyle Commission . . . by Governor Sanford. [This commission] built its recommendations out of a study of the experimentations that had been attempted and from a detailed review of a very thorough study done by Dr. Allan Hurlburt in the early 1950's regarding a comprehensive community college system in North Carolina. [The culmination] of the Carlyle Commission recommendations was the approval in 1963 of a state-wide system of community colleges and technical institutes . . . under Chapter 115A . . . with twenty-seven institutions [forming] the original system.

Since 1963, we have been guided by Chapter 115A of the General Statutes. I think it is the most successful and best written pieces of legislation that I have seen in my experience of forty years.[2]

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[2]Charles R. Holloman, personal interview, Raleigh, North Carolina, April 7, 1976 (taped and transcribed).

APPENDIX K[1]

DR. W. DALLAS HERRING'S "THIRD OPTION"

Affirming that education is a responsibility of the people while remaining a function of governmental bodies, Dr. W. Dallas Herring perceives that education is not an "either-or" matter; that either the local agencies will run the schools or the state will, or vice versa. Herring views education as requiring a healthy combination of both state and local efforts with a third factor becoming the controlling influence. Herring refers to this controlling influence as a "third option." "We must seek a consensus," Herring states, and argues his case in this manner:

> I certainly do not believe that all wisdom resides in me or in Raleigh or in anybody else individually. I believe in the democratic process and I believe there is another option [to state or local control], a third option . . . . We [often] hear it presented in an either-or context . . . . Either the strong hand of state government . . . or . . . what is called local autonomy . . . . I do not believe in either one of these extremes . . . .
>
> What we do in North Carolina when we succeed, what we did with the Carlyle Commission in 1962 and the Community College Act of 1963 was this: The state said to the localities throughout the state, "Come sit down with us and let us reason together about a policy direction in which we want to go." We spent a year in doing it and we played that thing over and over again and came up with a blueprint that was acceptable . . . . The state initiated it [through] a proposal that I . . . personally made to Governor Hodges. But then we went about broadening the thing . . . and so we called the people in . . . . We got into the newspapers and television. It was widely discussed and debated throughout the year . . . [and] at the end of the line we reached an agreement which we took to the Governor and

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[1]See Chap. VII, fn. 47.

General Assembly. They almost unanimounsly approved it.

Now that is a proper function of the state: to challenge local people all over the state to face together an issue of importance . . . and to reach a consensus . . . . [But] you cannot be too definitive about it . . . ; you cannot spell out every detail. You have to leave some level of government day-to-day decisions about important matters because conditions change. But [through consensus] we can chart the blueprint, we can make the roadway, we can have some perimeters, . . . some boundaries . . . . Then we go back home and the state does its part and the localities do their part . . . .

[Consensus becomes] a leadership role and those closest to the community can represent the point of view of the community better than those at the state level. But [the state] also has a genuine point of view and it can and should represent the consensus of the state [as a whole]. I am opposed to dictatorship but I do not think the New England town meeting will work on a thing this big. Somewhere in between--some good elements from both systems, efficiency from dictatorship, democracy from the town meeting . . . . When we do away with government by consensus with enforcement by the state of the agreed conclusions you will see disintegration. It has happened in higher education. Leo Jenkins put them all to shame with his expertise . . . . We have thirty-five or thirty-six million dollars earmarked for the medical school [at East Carolina University]; and he has [many] actually believing that this will mean more medical doctors for eastern North Carolina. You are now in eastern North Carolina. I live here in this house where I was born sixty years ago. If I thought that the mere provision of that educational opportunity eighty-five miles northeast from here would produce more doctors as residents of this section then I would be stronger for it than Leo Jenkins is. But I reason this way: I know two young men who had grown up in this community. One of them is the son of the school principal. . . . The other is the son of a lumberman. They went to the University Medical School at Chapel Hill. One of them is in Connecticut and the other one is in Florida. That isn't because they went to Chapel Hill instead of East Carolina. They went [to Connecticut and Florida] for the money. They went where the money is. If you want to fill the woods full of doctors, give them some tax relief to cover their [educational] bills. That would be very easily handled and would be less expensive than satisfying somebody's ego about a new medical school . . . . It has already cost us millions of dollars . . . .

We have a unified system [of community colleges and technical institutes] now but it will not long remain unified if individuals who are in leadership positions put their selfish personal gain ahead of the system . . . . There is a role for the state to play in this, but, as I pointed out, the limit to it is dictatorship. So we avoid that by losing it on a consensus. For what is it if it is not all the people everywhere?

> It is not a handful of state leaders; and it is not the legislature by any means. It is the people of the state not as some nebulous quality X [but] the collection of individuals who can contribute all across the state . . . . We do together the things that we think are wise and leave to individual choice the variety of things we think should be done that way, so long as we have a floor, have set standards . . . and protect the rights of the innocent and minorities . . . .
>
> Now the people will try to correct a wrong. They are not always articulate about it but they have an uncanny way of understanding the truth about it and I do not know or understand that mystery. Not always but generally they can discern truths even when they cannot state intelligently what the issues are. They seem to instinctively sense this. They guess wrong some of the time, as all of us do, but [their basic understandings] make me believe very firmly in democracy.[2]

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[2]W. Dallas Herring, personal interview, Rose Hill, North Carolina, May 10, 1976 (taped and transcribed).

APPENDIX L[1]

NORTH CAROLINA COMMUNITY COLLEGE STUDY COMMISSION

("Blueprint Commission")

January 2, 1976

Dr. Allan Hurlburt
Dr. C. Horace Hamilton
R. Barton Hayes
Dr. Edgar J. Boone
Edward J. Dowd
John R. Foster
Dr. Waltz Maynor
Mrs. Minnie Miller Brown
W. Stanley Moore
Mrs. Diane Jones
Mrs. Gloria C. Dancy
W. Curtis Russ
Ralph L. Bowman
W. Bill Wilkins
M. J. McLeod
Dr. Almstead N. Smith
Dr. George S. Willard, Jr.
William D. Bryant
Carter Newsom
Mrs. Harry B. Caldwell
Dr. Eloise R. Lewis
Dr. Wilbert Greenfield
D. Wayne West, Jr.
Phillip J. Kirk, Jr.
Joseph W. Grimsley

Additions since January 2, 1976

J. Paul Essex, Jr.
Dr. John Tart
Dr. J. F. Hockaday
Jack Young
James P. Blanton
Dr. Charles H. Byrd
Dr. O. M. Blake
Dr. Gordon Blank

Deletions since January 2, 1976

Dr. Allan Hurlburt (Resigned-health)
Joseph W. Grimsley

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[1]See Chap. IX, fn. 28.

APPENDIX M

LETTER SENT TO THE FIFTY-SEVEN MEMBER INSTITUTIONS OF THE NORTH CAROLINA COMMUNITY COLLEGE SYSTEM*

May 17, 1976

Mr. John W. Davis
Dean of Student Services
Asheville-Buncombe Technical Institute
340 Victoria Road
Asheville, NC 28801

Dear Mr. Davis:

Enclosed is a questionnaire which I am requesting you to fill and return. It should not require any involved effort to complete.

This is a personal request from me asking for your assistance in providing information which will be included in the appendix of a dissertation. Your reply will certainly be appreciated--and used.

Thank you for your response.

Sincerely yours,

A. P. Lochra

Encl.

APL:jfs

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*This is a sample of a letter sent to all fifty-seven member institutions of the North Carolina Community College System. Follow-up letters were sent until 100% response was attained.

APPENDIX N

QUESTIONNAIRE

Name of Institution _____

Person Responding _____

Address _____

1. Date of the establishment of the institution as an Industrial Education Center, Technical Institute, or Community College (year only if actual date not immediately available).

   Answer _____

2. Did your institution begin as an:

   _____ Industrial Education Center?
   _____ Technical Institute?
   _____ Community College?
   _____ Other? What type? _____

3. What year did your institution change from an:

   _____ Industrial Education Center to a Technical Institute?
   _____ Industrial Education Center to a Community College?
   _____ Technical Institute to a Community College?

4. What was your enrollment (unduplicated head count for the combined curriculum and continuing education program) for the first year of operation as an industrial education center, technical institute, or community college?

   Answer _____ for first year of operation.

5. What was your enrollment for the 1974-1975 reporting year?

   Answer _____

6. Please list the names of the administrative heads of your institution since your institution opened as an industrial education center, technical institute, or community college. (Directors or Presidents)

	Name	Dates held position
a.	_____	_____
b.	_____	_____
c.	_____	_____
d.	_____	_____

Please return this questionnaire in the enclosed self-addressed, stamped envelope to: A. P. Lochra, Dean of Student Services
Guilford Technical Institute
POB 309
Jamestown, NC 27282

APPENDIX O

INSTITUTIONAL HISTORICAL DATA

Institution	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution Name	Dates
Anson TI Ansonville	1962	Unit of Central Piedmont CC	1967	Technical Institute	Dan Warren Dr. H. B. Monroe	1962-1969 1970-Pres.
Asheville-Buncombe TI Asheville	1959	Industrial Education Center	1963	Technical Institute	Thomas W. Simpson Harvey L. Haynes	1960-1975* 1975-Pres.
Beaufort County TI Washington	1968	Industrial Education Center	1971	Technical Institute	Charles Byrd James Blanton	1968-1971 1971-Pres.
Bladen TI Dublin	1967	Technical Institute	No change	No change	Col. George C. Resseguie	1967-Pres.
Blue Ridge TI Flat Rock	1969	Technical Institute	No change	No change	Dr. William D. Killian	1969-Pres.
Caldwell CC/TI Lenoir	1964	Technical Institute	1970	Community College	Dr. Edwin Beam	1964-Pres.

*Deceased.

APPENDIX O (continued)

Institution	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution Name	Dates
Cape Fear TI Wilmington	1959	Industrial Education Center	1964	Technical Institute	George West M. J. McLeod	1959-1963* 1963-Pres.
Carteret TI Morehead City	1963	Industrial Education Center	1968	Technical Institute	Maj. Henry J. McGee Dr. Donald W. Bryant	1963-1973 1973-Pres.
Catawba Valley TI Hickory	1960	Industrial Education Center	1963	Technical Institute	Robert E. Paap	1960-Pres.
Central Carolina TI Sanford	1961	Industrial Education Center	1965	Technical Institute	W. A. Martin Dr. J. F. Hockaday	1961-1969 1969-Pres.
Central Piedmont CC Charlotte	1959	Industrial Education Center	1963	Community College	Dean B. Davis Dr. Richard H. Hagemeyer	1959-1962 1962-Pres.
Cleveland County TI Shelby	1965	Industrial Education Center	1967	Technical Institute	James B. Petty	1965-Pres.

*Deceased.

APPENDIX O (continued)

Institution	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution Name	Dates
Coastal Carolina CC Jacksonville	1964	Industrial Education Center	1970 1972	Technical Institute Community College	Dr. James L. Henderson, Jr.	1964-Pres.
College of the Albemarle Elizabeth City	Charter: 1960 First Students: 1961	Community College	No change	No change	Dr. C. R. Benson Dr. R. I. Hislop Dr. B. A. Barringer Dr. S. B. Petteway Dr. J. P. Chesson, Jr.	1961-1963 1963-1966 1966-1968 1968-1975 1975-Pres.
Craven CC New Bern	1965	Branch of Lenoir CC	1966 1973	Technical Institute Community College	Dr. Thurman Brock	1965-Pres.
Davidson County CC Lexington	1958	Industrial Education Center	1965	Community College	Not available W. T. Sinclair Dr. Grady E. Love	1958-1962 1962-1965 1965-Pres.
Durham TI Durham	1958	Industrial Education Center	1965	Technical Institute	H. K. Collins John M. Crumpton, Jr.	1958-1975* 1975-Pres.

*Deceased.

APPENDIX O (continued)

Institute	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution	
					Name	Dates
Edgecombe TI Tarboro	1967	Branch of Wilson TI	1968	Technical Institute	Thurman Horney C. B. McIntyre	1968-1970 1970-Pres.
Fayetteville TI Fayetteville	1961	Industrial Education Center	1963	Technical Institute	J. F. Standridge H. E. Boudreau	1961-1963 1963-Pres.
Forsyth TI Winston-Salem	1960	Industrial Education Center	1963	Technical Institute	Albert Johnson Dr. Ernest Parry H. P. Affeldt	1960-1963 1963-1971 1971-Pres.
Gaston College Dallas	1952	Technical Center	1958 1965	Industrial Education Center Community College	Walter Wray Dr. Jimmie Babb C. R. Benson Dr. W. B. Sugg Dr. J. L. Mills	1958-1963 1963-1964 1964-1967 1967-1975 1975-Pres.
Guilford TI Jamestown	1958	Industrial Education Center	1965	Technical Institute	Bruce Roberts Dr. Herbert Marco Dr. L. R. Medlin Dr. W. B. Sugg	1958-1965 1965-1967 1967-1975 1975-1977

APPENDIX O (continued)

Institute	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution Name	Dates
Halifax CC Weldon	1967	Technical Institute	1976	Community College	Dr. P. W. Taylor	1967-Pres.
Haywood TI Clyde	1966	Industrial Education Center	1967	Technical Institute	M. C. Hix	1966-Pres.
Isothermal CC Spindale	1966	Community College	No change	No change	Fred J. Eason	1966-Pres.
James Sprunt Institute Kenansville	1964	Technical Institute	No change	No change	Dixon S. Hall Dr. C. D. Price	1964-1976 1976-Pres.
Johnston TI Smithfield	1969	Technical Institute	No change	No change	Dr. J. L. Tart	1969-Pres.
Lenoir CC Kinston	1958	Industrial Education Center	1963 1964	Technical Institute Community College	H. H. Bullock D. C. Wise Dr. Ben E. Fountain, Jr. Dr. J. L. McDaniel	1958-1963 1963-1965 1965-1970 1971-Pres.

APPENDIX O (continued)

Institute	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution Name	Dates
Martin CC Williamston	1968	Technical Institute	1975	Community College	Dr. E. M. Hunt Dr. J. B. Carter** Dr. Isaac B. Sutherland	1968-1975 1975-1976 1976-Pres.
Mayland TI Spruce Pine	1971	Technical Institute	No change	No change	Dr. O. M. Blake	1971-Pres.
McDowell TI Marion	1964	Industrial Education Center***	1967	Technical Institute	John A. Price	1964-Pres.
Mitchell CC Statesville	1852	Private Junior College	1973	Community College	Dr. B. R. Herrscher Dr. C. C. Poindexter	N/A -1974 1974-Pres.
Montgomery TI Troy	1967	Technical Institute	No change	No change	David Bland Marvin Miles	1967-1971 1971-Pres.

**Acting.
***Satellite unit of Asheville-Buncombe TI.
N/A = Not available.

APPENDIX O (continued)

Institute	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution	
					Name	Dates
Nash TI Rocky Mount	1968	Technical Institute	No change	No change	J. D. Ballard	1968-Pres.
Pamlico TI Alliance	1962	Industrial Education Center	1967	Technical Institute	P. H. Johnson	1962-Pres.
Piedmont TI Roxboro	1970	Technical Institute	No change	No change	C. H. Summerell Melvin Bright** Dr. E. W. Cox	1970-1973 1973 (3 mos.) 1973-Pres.
Pitt TI Greenville	1961	Industrial Education Center	1964	Technical Institute	Lloyd Spaulding Dr. W. E. Fulford, Jr.	1961-1964 1964-Pres.
Randolph TI Asheboro	1962	Industrial Education Center	1965	Technical Institute	R. E. Carey M. H. Branson	1962-1963 1963-Pres.
Richmond TI Hamlet	1964	Technical Institute	No change	No change	Dr. Samuel Morgan J. H. Nanney	1964-1969 1969-Pres.

**Acting.

APPENDIX O (continued)

Institution	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution Name	Dates
Roanoke-Chowan TI Ahoskie	1967	Technical Institute	No change	No change	J. W. Young, Jr.	1967-Pres.
Robeson TI Lumberton	1965	Extention unit of Fayetteville TI	1967	Technical Institute	R. Craig Allen	1965-Pres.
Rockingham CC Eden	1959	Industrial Education Center	1965	Community College	Leaksville (Eden) City School Board Dr. Gerald B. James	1959-1963 1964-Pres.
Rowan TI Salisbury	1963	Industrial Education Center	1964	Technical Institute	C. Merrill Hamilton Joel Freeman**	1963-1976 1976-
Sampson TI Clinton	1966	Technical Institute	No change	No change	J. E. Vann Robert Smith** Bruce I. Howell	1966-1975 1975 (6 mos.) 1976-Pres
Sandhills CC Carthage	Approved: 1963 Started: 1965	Community College	No change	No change	Dr. Raymond A. Stone	1963-Pres.

**Acting.

APPENDIX O (continued)

Institute	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution	
					Name	Dates
Southeastern CC Whiteville	1965	Community College	No change	No change	Warren Land E. Philip Comer Tom Cottingham Dr. W. R. McCarter	1965-1967 1967-1969 1969-1973 1973-Pres.
Southwestern TI Sylva	1964	Industrial Education Center	Not given	Technical Institute	Edward E. Bryson	1964-Pres.
Stanly TI Albemarle	1972	Technical Institute	No change	No change	Dr. C. H. Byrd	1972-Pres.
Surry CC Dobson	1965	Community College	No change	No change	I. John Krepick J. H. Templeton** Dr. Swanson Richards	1965-1970 1970-1971 1971-Pres.
TI of Alamance Haw River	1958	Industrial Education Center	1964	Technical Institute	Ivan E. Valentine Dr. Wm. E. Taylor	1958-1962 1962-Pres.

**Acting.

APPENDIX O (continued)

Institute	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution	
					Name	Dates
Tri-County TI Murphy	1964	Technical Institute	No change	No change	Holland McSwain Vincent W. Crisp	1964-1972 1972-Pres.
Vance-Granville CC Henderson	1969	Technical Institute	1976	Community College	Dr. Donald R. Mohorn	1969-Pres.
Wake TI Raleigh	1963	Industrial Education Center	1966	Technical Institute	Kenneth W. Wold Robert W. LeMay, Jr.	1963-1965 1965-Pres.
Wayne CC Goldsboro	1957 Opened: 1958	Industrial Education Center	1964 1967	Technical Institute Community College	Dr. N. H. Shope Kenneth Marshall Hal K. Plonk H. B. Monroe Dr. C. A. Erwin, Jr.	1958-1960 1960-1962 1962-1963 1963-1966 1966-Pres.
Western Piedmont CC Morganton	1964	Community College	No change	No change	Dr. Herbert Stallworth Dr. Gordon Blank	1964-1967 1967-Pres.

APPENDIX O (continued)

Institute	Year of Original Establishment	Status of Inst. When Established	Year Inst. Changed Status	Status of Inst. After Change	Head(s) of the Institution	
					Name	Dates
Wilkes CC Wilkesboro	1965	Community College	No change	No change	Dr. Howard E. Thompson David E. Daniel	1965-1976 1976-Pres.
Wilson County TI Wilson	1958	Industrial Education Center	1964	Technical Institute	S. Del Mastro Dr. Ernest B. Parry	1958-1971* 1971-Pres.

*Deceased.

APPENDIX P

UNDUPLICATED CONTINUING EDUCATION AND CURRICULUM ENROLLMENT

Institution and Location	Enrollment: Year of Establishment	Enrollment: 1975-1976 School Year
Anson TI, Ansonville	1962 - N/A	5,870
Asheville-Buncombe TI, Asheville	1959 - 510	9,111
Beaufort County TI, Washington	1968 - 1,511	10,140
Bladen TI, Dublin	1967 - 106	2,476
Blue Ridge TI, Flat Rock	1969 - 379	7,298
Caldwell CC/TI, Lenoir	1964 - 1,000	12,667
Cape Fear TI, Wilmington	1959 - 750	12,877
Carteret TI, Morehead City	1963 - 300	4,386
Catawba Valley TI, Hickory	1960 - 435	11,280
Central Carolina TI, Sanford	1961 - 110 (est.)	14,730
Central Piedmont CC, Charlotte	1959 - 375 (est.)	46,371
Cleveland County TI, Shelby	1965 - 830	8,229
Coastal Carolina CC, Jacksonville	1964 - 1,400	20,015
College of the Albemarle, Elizabeth City	1961 - 161	6,328
Craven CC, New Bern	1965 - 2,560	8,989
Davidson County CC, Lexington	1958 - 475	11,257
Durham TI, Durham	1958 - N/A	7,053
Edgecombe TI, Tarboro	1967 - 100 (est.)	5,347
Fayetteville TI, Fayetteville	1961 - 51	32,616
Forsyth TI, Winston-Salem	1960 - 120 (est.)	15,737
Gaston College, Dallas	1952 - 63	13,464
Guilford TI, Jamestown	1958 - 593	27,227
Halifax CC, Weldon	1967 - 362	5,430
Haywood TI, Clyde	1966 - 1,740	4,765
Isothermal CC, Spindale	1966 - 213	4,799
James Sprunt Institute, Kenansville	1964 - 850 (est.)	3,835
Johnston TI, Smithfield	1969 - 3,464	15,203
Lenoir CC, Kinston	1958 - 80 (est.)	11,512
Martin CC, Williamston	1968 - 395	3,751
Mayland TI, Spruce Pine	1971 - 1,650	2,913
McDowell TI, Marion	1964 - 175	2,994
Mitchell CC, Statesville	1852 - 3,930	7,170
Montgomery TI, Troy	1967 - 49	2,119
Nash TI, Rocky Mount	1968 - 443	5,924
Pamlico TI, Alliance	1962 - 400 (est.)	2,043
Piedmont TI, Roxboro	1970 - 2,242	5,109
Pitt TI, Greenville	1961 - 125	8,977

APPENDIX P (continued)

Institution and Location	Enrollment Year of Establishment	Enrollment 1975-1976 School Year
Randolph TI, Asheboro	1962 - 72	8,159
Richmond TI, Hamlet	1964 - 500 (est.)	6,770
Roanoke-Chowan TI, Ahoskie	1967 - 714	4,600
Robeson TI, Lumberton	1965 - 21	9,146
Rockingham CC, Eden	1959 - N/A	5,744
Rowan TI, Salisbury	1963 - 1,269 (est.)	13,195
Sampson TI, Clinton	1966 - 60	4,112
Sandhills CC, Carthage	1965 - 2,053 (1967)	8,580
Southeastern CC, Whiteville	1965 - 1,000 (est.)	6,994
Southwestern TI, Sylva	1964 - 64	5,144
Stanly TI, Albemarle	1972 - 661	6,218
Surry CC, Dobson	1965 - 239 (est.)	8,045
TI of Alamance, Haw River	1958 - 535	9,783
Tri-County TI, Murphy	1964 - 115	3,442
Vance-Granville CC, Henderson	1969 - 1,669	6,520
Wake TI, Raleigh	1963 - 351	7,048
Wayne CC, Goldsboro	1958 - 47	12,267
Western Piedmont CC, Morganton	1964 - 2,194	10,577
Wilkes CC, Wilkesboro	1965 - 78	9,835
Wilson County TI, Wilson	1958 - 3,489 (62-63)	8,641
		534,833

N/A = Not available.

APPENDIX Q

NAMES AND ADDRESSES OF THE INSTITUTIONS OF THE NORTH CAROLINA DEPARTMENT OF COMMUNITY COLLEGES

Anson Technical Institute
POB 68
Ansonville, NC 28007

Asheville-Buncombe Technical Institute
340 Victoria Road
Asheville, NC 28801

Beaufort County Technical Institute
POB 1069
Washington, NC 27889

Bladen Technical Institute
POB 266
Dublin, NC 28332

Blue Ridge Technical Institute
Route 2
Flat Rock, NC 28731

Caldwell Community College and Technical Institute
POB 600
Lenoir, NC 28645

Cape Fear Technical Institute
411 North Front Street
Wilmington, NC 28401

Carteret Technical Institute
3505 Arendell Street
Morehead City, NC 28557

Catawba Valley Technical Institute
Hickory, NC 28601

Central Carolina Technical Institute
1105 Kelly Drive
Sanford, NC 27330

Central Piedmont Community College
POB 4009
Charlotte, NC 28204

Cleveland County Technical Institute
137 South Post Road
Shelby, NC 28150

Coastal Carolina Community College
444 Western Boulevard
Jacksonville, NC 28540

College of the Albemarle
Elizabeth City, NC 27909

Craven Community College
POB 885
New Bern, NC 28560

Davidson County Community College
POB 1287
Lexington, NC 27292

Durham Technical Institute
POB 11307
Durham, NC 27703

Edgecombe Technical Institute
POB 550
Tarboro, NC 27886

APPENDIX Q (continued)

Fayetteville Technical Institute
POB 5236
Fayetteville, NC 28303

Forsyth Technical Institute
2100 Silas Creek Parkway
Winston-Salem, NC 27102

Gaston College
New Dallas Highway
Dallas, NC 28034

Guilford Technical Institute
POB 309
Jamestown, NC 27282

Halifax Community College
PO Drawer 809
Weldon, NC 27890

Haywood Technical Institute
POB 457
Clyde, NC 28721

Isothermal Community College
POB 804
Spindale, NC 28160

James Sprunt Institute
POB 398
Kenansville, NC 28349

Johnston Technical Institute
POB 2350
Smithfield, NC 27577

Lenoir Community College
POB 188
Kinston, NC 28501

Martin Community College
PO Drawer 866
Williamston, NC 27892

Mayland Technical Institute
POB 547
Spruce Pine, NC 28777

McDowell Technical Institute
POB 1049
Marion, NC 28752

Mitchell Community College
West Broad Street
Statesville, NC 28677

Montgomery Technical Institute
PO Drawer 487
Troy, NC 27371

Nash Technical Institute
Route 5, Box 255
Rocky Mount, NC 27801

Pamlico Technical Institute
POB 185
Alliance, NC 28509

Piedmont Technical Institute
POB 1197
Roxboro, NC 27573

Pitt Technical Institute
POB 7007
Greenville, NC 27834

Randolph Technical Institute
POB 1009
Asheboro, NC 27203

Richmond Technical Institute
POB 1189
Hamlet, NC 28345

Roanoke-Chowan Technical Institute
Route 2, Box 46-A
Ahoski, NC 27910

Robeson Technical Institute
Drawer A
Lumberton, NC 28358

Rockingham Community College
Eden, NC 27288

Rowan Technical Institute
POB 1595
Salisbury, NC 28144

Sampson Technical Institute
PO Drawer 318
Clinton, NC 28328

APPENDIX Q (continued)

Sandhills Community College
Route 3, Box 182-C
Carthage, NC 28327

Southeastern Community College
POB 151
Whiteville, NC 28472

Southwestern Technical
Institute
POB 95
Sylva, NC 28779

Stanly Technical Institute
Route 4, Box 5
Albemarle, NC 28001

Surry Community College
POB 304
Dobson, NC 27017

Technical Institute of Alamance
POB 623
Haw River, NC 27258

Tri-County Technical Institute
POB 40
Murphy, NC 28906

Vance-Granville Community College
POB 917
Henderson, NC 27536

Wake Technical Institute
Route 10, Box 200
Raleigh, NC 27603

Wayne Community College
Caller Box 8002
Goldsboro, NC 27530

Western Piedmont Community College
1001 Burkemont Avenue
Morganton, NC 28655

Wilkes Community College
PO Drawer 120
Wilkesboro, NC 28697

Wilson County Technical Institute
POB 4305
Wilson, NC 27893