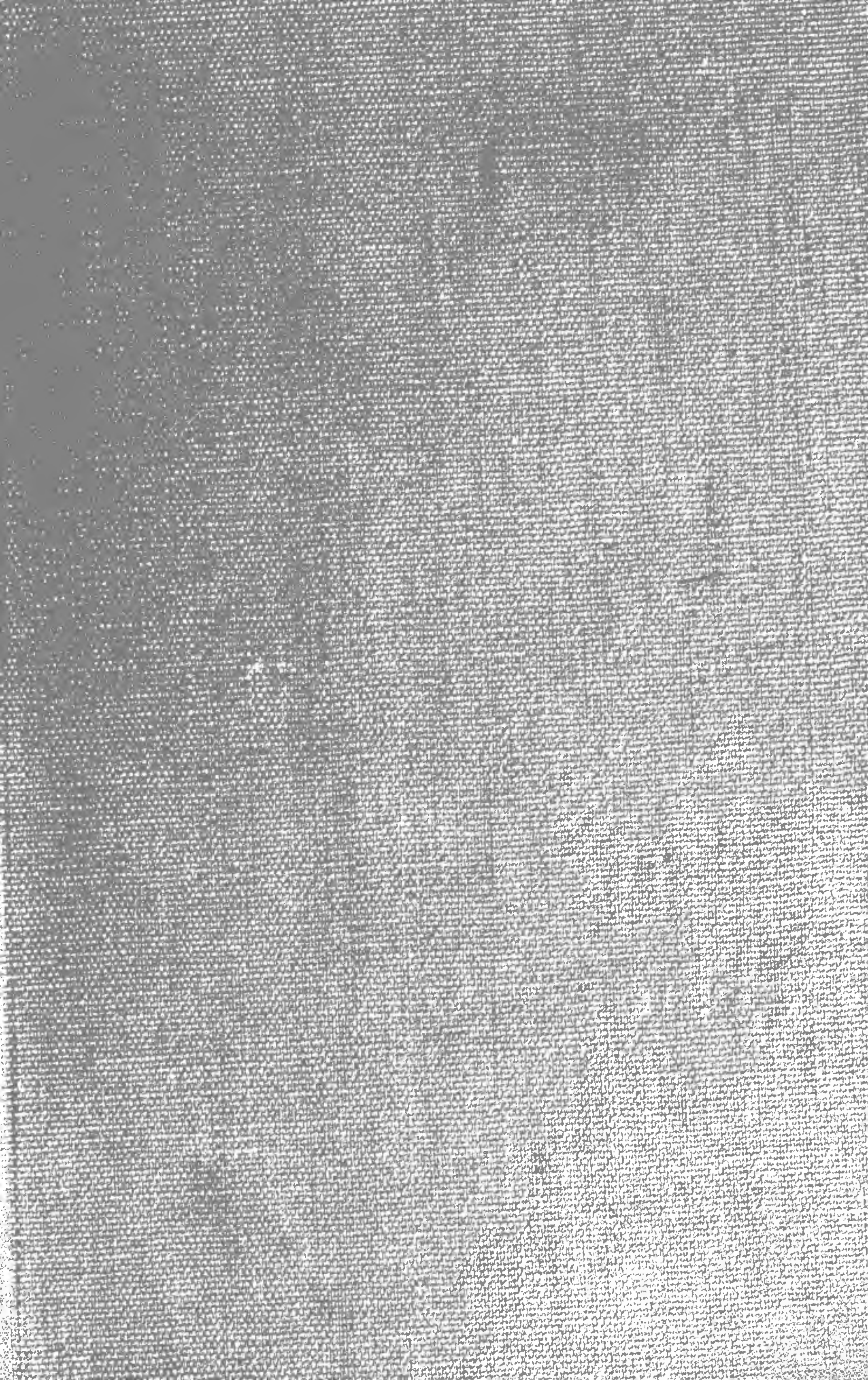

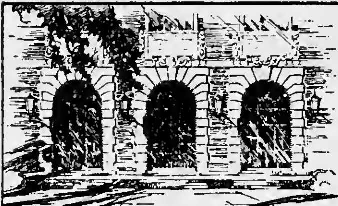

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DUCATIONAL RESEARCH CIRCULAR NUMBER 58

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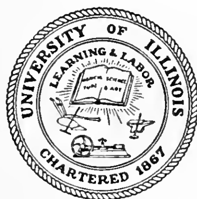
UNIVERSITY OF ILLINOIS
BUREAU OF EDUCATIONAL RESEARCH
COLLEGE OF EDUCATION

THE ROLE OF THE PUBLIC JUNIOR COLLEGE IN ILLINOIS

Key Facts and Basic Considerations

Prepared by the Junior-College Committee
of the Curriculum Committee of the Illinois
Secondary School Principals' Association



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PREFATORY NOTE

The committee report which constitutes the content of this circular was prepared by the Junior College Committee of the Curriculum Committee of the Illinois Secondary School Principals' Association. It is published by the Bureau of Educational Research in accord with its policy of giving through its publications helpful information and suggestions to teachers and school administrators. The development of junior colleges in Illinois is now being given widespread consideration and will probably continue to be a significant educational movement in this state for the next few years. The Bureau of Educational Research in publishing this report believes it is rendering assistance to the schools on this very important problem of extending educational facilities beyond the regular high school years. It should be understood, however, that this report does not represent the work of the Bureau of Educational Research, and full credit for its preparation should be given to the Junior College Committee which prepared it.

Walter S. Monroe, *Director*
Bureau of Educational Research

FOREWORD

THE JUNIOR COLLEGE has become an integral part of the American school system. The people of the United States have an unbounded faith in the benefits both to the state and to the individual of more education for an increasing proportion of the youth of this nation. A broad system of education at public expense for all normal youth is a basic tenet in the American way of life. The junior college is designed to meet urgent educational needs and is rapidly developing as an upward extension of secondary education.

The purpose of this publication is to provide information concerning the imperative need for junior colleges in the State of Illinois and to acquaint members of boards of education, school administrators, teachers, and others interested in secondary education with the aims, functions, and nature of the junior college.

The Junior College Committee of the Illinois Secondary School Principals' Association is indebted to Professor Harold C. Hand of the University of Illinois for preparing in form suitable for publication the materials resulting from the work of the Committee. The Committee also appreciates the fact that the Bureau of Educational Research of the College of Education was willing to publish this bulletin and to make it available to those interested in the junior college.

ARTHUR W. CLEVENGER, *Chairman*

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Section I:

Six Cardinal Principles

AFTER A LONG and careful study of the junior college problem, members of the Committee are agreed on the six following cardinal principles. The validity of each of these principles will be established in the detailed discussions which follow.

1. There are urgent reasons, which can not be evaded, for creating *now* an adequately supported state system of local public junior colleges in Illinois.
2. The public junior college should be an upward extension of secondary education.
3. As the topmost unit of the secondary school span, the public junior college should serve *all* normal youth who wish to continue their formal education through Grade 14.
4. In order to make it possible for all normal youth to attend, the public junior college must be a tuition-free institution.
5. In order to meet the educational needs of all normal youth, the program of the public junior college must be geared both to the common and to the specialized needs of youth. This means that there must be provided:
   a. Commonly needed general education for all youth.
   b. Vocational training in the semi-professions for terminal students adequate to qualify them for effective immediate entrance into the occupational world.
   c. College-preparatory courses for college-bound students adequate to qualify them for junior standing in standard colleges and universities.
   d. Adequate guidance and other necessary personnel services for all youth.
6. The public junior college should be designed as a community institution; it should provide whatever adult education of less than university grade the public may desire and should serve as the principal cultural center of the community.

Section II:

Background Information Concerning the Junior College

EVERY REAL-LIFE PROBLEM has its setting — a situation compounded of its history, present status, and future prospects. To understand the problem — even to be "literate" in reference to it — one must obviously have at least a certain minimum of reliable information concerning its setting. This is abundantly true of the junior college. Consequently, this section has been prepared to afford the reader the minimum background information necessary for an intelligent understanding of the junior college question.

To begin with, the junior college is not a new and untried institution. On the contrary, the first junior college dates back to 1677 in Maryland, although the oldest one still in existence dates from 1851 in Massachusetts. These were private institutions. The first public junior colleges appeared in the 1890's, but the oldest one still in operation opened in 1902 in Joliet, Illinois.

The American junior college has experienced a phenomenal growth, especially since World War I. In 1920 there were 165 such institutions. Today there are about 650 junior colleges enrolling some 400,000 students. Thus there are nearly as many of these institutions as there are recognized four-year colleges and universities (668) in this country, and junior college enrollments are nearly one-fourth as great as the combined number of full- and part-time students registered in all of America's recognized "regular" four-year institutions. Slightly over 75% of all junior college students are enrolled in publicly supported schools.

What forces have operated to create the junior college and to give it this almost explosive degree of growth? Historically, three major forces were operative. Principal among these, as President Angell of Yale pointed out in 1915, has been the fact of local pressures for post-twelfth-grade education. What happened was that sizable numbers of boys and girls who had graduated from high school came back asking for more education, and the school authorities found it necessary to extend upward the span of secondary education to accommodate them. This is how the first public junior college in Joliet, Illinois, got started in 1902, as did a great many other such public institutions in the years that followed. In fact, by 1904 at least 24 cities had extended upward the span of secondary education to include 6 instead of 4 years.

Most of these young people were from families who could ill afford

to send their children to colleges or vocational schools away from home. Those youth who were college-bound were thus able to reduce very sharply the expense of a four-year course, and greater numbers of poor but able students were thus enabled to secure their college education. Similarly, many who could not afford to pay their tuition and living costs at vocational schools located away from home were likewise enabled to secure the desired training, and with it a better start in life. Thus came into being three of the principal functions of the junior college; namely, the popularizing or democratizing function, the college-preparatory function, and the terminal education function. The successful discharge of these functions, born as they were of the practical needs of a great many young men and women, has been powerfully operative in giving us the large number of junior colleges and junior college students that we have today.

The other two historical forces which helped to create the junior college were both considerably less important than the fact of local pressures for an extension of the secondary school span. Both of these forces came from, or were associated with, the four-year colleges and universities. One had to do with the fact that the first two years of regular college work are generally regarded as being secondary rather than higher education; this state of affairs is reflected in the fact that more than half of 101 public four-year institutions included in a 1940 study were found to have established separate lower (grades 13 and 14) and upper divisions. Therefore, and this was argued as early as 1852 by President Tappan of Michigan, why not admit that grades 13 and 14 are secondary in character and stop trying to offer both secondary and higher education under the same administration? This argument was also advanced by several other very influential educators, among them President Folwell of Minnesota, President James of Illinois, President Jordan of Stanford, President Goodnow of Johns Hopkins, and, most notably, President Harper of Chicago, who coined the term "junior college."

As would be expected, this insistence from high quarters that grades 13 and 14 in fact constitute not higher but in reality secondary education stimulated the growth of junior colleges. It also led to the general acceptance of the now well-established point of view that the junior college constitutes the topmost unit in the secondary school span.

The other historical force, which we noted but did not discuss in the second paragraph just above, was one which gave rise to "new" junior colleges (mostly private institutions) by a not altogether happy process. Many of the small private four-year colleges proved to be unable to retain their standing as four-year institutions and gave up

their last two years of work to become junior colleges. To illustrate: Of a certain group of 203 colleges having an enrollment of 150 or more students in 1900, 14% had become junior colleges by 1929 while 37% had perished and 49% still survived as four-year institutions.

So much for the numerical magnitude of the junior college enterprise and the principal forces which have made it what it is today. We turn now to a brief discussion of what is probably the chief deficiency of the junior college, especially in Illinois.

This weakness relates to what the junior college is doing to meet the needs of its *terminal* students (those who do not go on to the university) as contrasted with what it is doing for its *college-preparatory* students (those who do go on). Careful studies show that the college-preparatory group is quite well cared for and that, when these students transfer to upper-division work in four-year colleges and universities, they make records as good as those achieved by the universities' "native sons." But when it comes to caring for the needs of the terminal students much remains to be done.

A study reported in 1941 revealed that 75% of all junior college students in the United States were terminal students, but that not over 34% were enrolled in any terminal course which was designed to equip them to hold a job. The corresponding percentages for Illinois were found to be 71 and 17. In other words, over 50% of the Illinois junior college students were found to be enrolled in curricula which did not meet their needs — especially their vocational needs. Too frequently, far too little in addition to the college-preparatory curriculum is offered, both in Illinois and elsewhere.

It should be noted, however, that many junior colleges have successfully demonstrated that terminal students can be prepared for effective and immediate entrance into the world of business and industry. These junior colleges have taken account of the widespread prevalence of those occupations which require two instead of four or more years of training beyond high school — occupations which are known as the "semi-professions" and which offer five times as many jobs as do the professions. To train for these semi-professions, junior colleges find it necessary to offer terminal vocational curricula in such fields as agriculture, business, engineering and technology, fine arts, health services, home economics, journalism, and public service. Terminal curricula of a general cultural or social intelligence type are also found to be necessary. The section of the country in which it is located has, of course, much to do in determining which among these various curricula the terminal students in any given junior college will need.

An additional consideration that should be included in this compilation of background information has to do with the future prospects of the junior college. Every indication points to a sharp increase both in the number of junior colleges (mostly public) and in junior college enrollments. After a careful consideration of the pertinent lines of evidence, one well-qualified authority wrote in October, 1946, that during the next decade the junior college would expand with almost explosive rapidity, that new junior colleges would open their doors in all sections of the country, and that junior college enrollments would multiply. That this prophecy is already (spring, 1947) coming true we shall demonstrate when we introduce certain factual evidence in the next section of this report.

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Section III:

Why an Adequately Supported State System of Public Junior Colleges Is Urgently Needed

THERE ARE at least six lines of evidence pointing to the need for creating a state system of adequately supported local public junior colleges in Illinois *now*. These lines of evidence derive from the imminent sharp increase in the number of war veterans who will attempt to secure education of above-high-school grade, certain moral commitments by which the University of Illinois is bound, the increased birth rate since 1940, the continuing increase in the number of youth who graduate from high school, the growing proportion of high school graduates who seek training of a higher grade, and the present inadequate provisions for public junior colleges in Illinois. Each of these will be briefly discussed in turn.

Authorities in a position to make reliable estimates confidently predict that the present vast enrollment of war veterans (1,082,000) in junior colleges and standard four-year institutions will increase by about 50% by September of 1947. From past experience, it is certain that institutions in Illinois will be confronted with at least the state's proportionate share of this imminent increase.

This virtual certainty alone makes it imperative that a state system of adequately supported local public junior colleges be created in Illinois. The reason is painfully simple — there will be no other place for the majority of this vast new throng to go. With no important exceptions, the physical and other facilities of every Illinois educational institution of above-high-school grade have already been taxed to the utmost by the 114,000 full-time students now in attendance. These institutions simply can not absorb more than a small fraction of the predicted increase in war veterans. Nor can sufficient relief be found in other states, for everywhere in the United States the universities, professional and technical schools, liberal arts colleges, teachers colleges, and junior colleges are already overloaded. The only adequate answer in Illinois, and elsewhere for that matter, lies in the rapid establishment of a more adequate state system of local public junior colleges. And the time is now — in 1947.

What would happen to this predicted rate of increase (50%) should a serious economic recession or depression develop, one hesitates to estimate. But that this percentage could virtually double seems altogether likely.

We turn now to a second source of added pressure, in this instance

primarily upon the University of Illinois. Unable to meet the demands being made upon it by would-be freshmen in the summer and fall of 1946, the University worked out a cooperative arrangement with 30 high schools of the state whereby these schools would in 1946-1947 offer a year of approved work of university grade. Slightly more than 3000 students were enrolled (first semester 1946-1947) in these 30 centers who will have a moral claim upon the University which it will certainly feel obligated to assume when these youth seek to transfer to the Champaign-Urbana campus as sophomores in the fall of 1947.

These youth could be at least equally well served were adequately supported local public junior colleges provided in sufficient numbers to care for their educational needs in grade 14. Obviously, the state must bear a very substantial portion of the financial burden if this is to be effected.

To the degree that this relief is not provided, the University (which plans to stabilize at some 26,000 students — i.e., at virtually its *present* enrollment) will be obliged to deny admission to some proportionate number of other applicants — many of whom will be the high school graduates of 1947. To meet their educational needs, a state system of local public junior colleges will have to be provided.

Still another source of pressure upon the University will shortly (in the fall of 1948 and thereafter) become operative. And again it involves a moral commitment upon the part of the University. In the fall of 1946, two-year centers were established by the University of Illinois in Chicago and Galesburg. These centers now enroll about 4500 students, but this number is expected to increase by at least another 1000 or 1500. In the fall of 1948 — and every September thereafter as long as these centers are operated — a very substantial proportion of these 5500 or more students will be entitled to matriculate at the Champaign-Urbana unit. And, again, some proportionate number of other would-be entrants will have to be denied admission — many of whom will inevitably be recent high school graduates. Once more, an adequate state system of local public junior colleges is urgently indicated.

We turn now to a brief consideration of three longer-range pressure factors. First, we shall note the fact of the increased birth rate, which since 1940 has already added to the population of the United States some 5,000,000 children over and above the number earlier predicted. Of these added new arrivals, Illinois has approximately her fair share. Already, the forefront of this "wave" has reached the lower elementary school. In many communities first- and second-grade populations have already been increased by 10% or more, though the crest of the "wave"

is still to come. By about the time that the eligibility of most war veterans for educational benefits under Public Law 346 is expiring, American high schools will be turning out the largest graduating classes of all time. Very sizable proportions of these graduates (probably from 50 to 55% instead of the present 30 to 35%) will be desirous of securing two, four, or more years of added training for vocational and other purposes. Unless the institutions of above-high-school grade in Illinois, and most importantly — since it is by far the largest — the University of Illinois, can expand their presently over-extended facilities to a very considerable degree, only a minority of these future would-be freshmen will be able to matriculate. As we have previously noted, the University of Illinois plans to stabilize at approximately its present swollen strength. It is also likely that but relatively little expansion over their present enrollments (all seriously swollen) will be possible on the part of the other standard four-year institutions in the state. The requisite relief can conceivably be had only through the extension of a system of local public junior colleges which would adequately blanket every region of Illinois.

This brings us to the second of the three longer-range pressure factors. In response to the needs of society for better-trained citizens and workers, the increasing ambitions of American parents for their children, and other social forces which can be expected to continue to operate, the proportion of youth who complete high school has risen very sharply in the past 35-40 years. In 1910, only 93 out of every 1000 persons in the United States had a high school diploma. By 1938, this figure had risen to 450 out of every 1000. This was an increase of more than 380%.

There is good reason to believe that this upward trend will continue, and perhaps even be accelerated — for our economic, political, and social world is becoming ever more complex, and the ambitions of parents for their children are certainly on the increase — ask any war veteran who is a parent! In regard to what is in the cards in this respect, the president of a midwestern state university recently predicted that in a decade or so we shall be enrolling in our high schools at least 90% instead of about 70% (the present figure) of the youth of appropriate age, and holding until graduation some 80% instead of the present 50% of all who enter. Completely *excluding* the added new arrivals yielded by the increased birth rate, this would add about 1,400,000 to our present high school population and would increase by about 60% the present number in the graduating class. This, of course, means that the present demands from would-be new students for places

in Illinois educational institutions of above-high-school grade would numerically be increased by at least 60% (see following paragraph for evidence indicating that this would appreciably exceed 60%). That the president's prediction is probably on the conservative side is attested by the fact that in three states 90% or more of all youth aged 14-17 are *now* enrolled in high school. Again, the evidence of this paragraph makes imperative the establishment of an adequate state system of local public junior colleges in Illinois — and elsewhere.

We come now to the last of the three longer-range pressure factors which make necessary the establishment of an adequate system of local public junior colleges. This third type of pressure is created by the fact that larger and larger proportions of youth of college age continue their formal education in some institution of above-high-school grade. In 1910, only 67 out of every 1000 persons in the United States continued their full-time formal education beyond high school graduation. By 1938, this figure had grown to 150 per 1000, an increase of about 124%. This trend is powerfully operative today and can be expected to continue into the next decades. Since the Illinois institutions which offer work of above-high-school grade are, with no important exceptions, already at virtual maximum capacity, this third type of longer-range pressure alone would make necessary the marked extension of local public junior college facilities in this state.

Of particular significance is the fact that the operation of the first trend (increased birth rate) compounds the effects of the second (a sharply increased proportion of all youth aged 14-17 who go to high school), and the operation of this compounded second trend similarly compounds the effects of the third (a markedly increased proportion of all college-age youth continue their education beyond high school). What this multiple compounding of long-range trends adds up to is a flood of would-be matriculants which will completely swamp all present Illinois institutions of above-high-school grade. The most economical and desirable resolution of this problem seems to the Committee to be the establishment of a state system of adequately supported local public junior colleges.

We come now to the last of the six lines of evidence mentioned in the opening paragraph of this section, namely, the present inadequate provisions for public junior colleges in Illinois.

In total income received, Illinois ranks *fourth from the top* among the 48 states. In proportionate number of youth of junior college age (18-20) in the total population, Illinois ranks *fifth from the bottom* among all the states. Illinois is thus able to afford as adequate a state

system of local public colleges as virtually any state in the union. In such a state one could reasonably expect to find one of the highest general educational levels in the entire country. Regrettably, this is not the case. Actually, only 20 of the 48 states have a *lower* general educational level than does Illinois. Put the other way around, 27 states excel Illinois in this regard. Among these 27 states are Iowa, Indiana, Michigan, and Ohio in this area — all of which have proportionately *more* youth to educate and proportionately *less* wealth to tax.

In reference to general educational level, California leads the nation. It is the second, whereas Illinois is the fourth, wealthiest state. It has the second, whereas Illinois has the fifth, smallest proportionate (to total state population) number of youth aged 18-20. In California, 36.9% of the total population aged 25 and above have completed four years of high school or above; the corresponding figure for Illinois is 24.1%. In other words, California's record is *50% better* than that for Illinois.

No small part of this vast difference in general educational achievement is associated with the respective statuses of the local public junior colleges in these two states. California has a well-established, adequately supported state system of local public junior colleges which blanket all regions of the state and which are tuition-free. In 1944-1945, that commonwealth had 60 public junior colleges which enrolled some 118,000 students. In the same year, Illinois had but 12 public junior colleges enrolling but an approximate 7000 students. The City of Chicago, however, had 6 of the institutions and all except about 1000 of the public junior college students. Of the 12 Illinois institutions, all but three found it necessary to charge tuition — this because of the present completely inadequate provisions for state support.

Both states have private as well as public junior colleges. In California, scarcely more than 2% of all junior college students attended private institutions in 1944-1945. In Illinois, over 26% did so in that year.

Another way of noting the contrast between the degrees to which California and Illinois are meeting the educational needs of junior-college-age youth is to reflect upon the fact that, for every 10,000 persons in the total population, 125 and 25, respectively, were *just prior to World War II* attending some type of junior college. Since the needs of youth can not be presumed to differ to any appreciable degree in a quantitative sense in the two states, this comparison affords a reliable indication of the unmet need for junior college education which was resident in Illinois *prior* to the present postwar influx of students. In other words, had there been no war, no Public Law 346, and no increase

in the birth rate, Illinois would have had to expand fivefold her junior college population to bring the commonwealth abreast of California. Since the evidence is quite conclusive that even California still had (and has) a very considerable distance to go in meeting the needs of her older youth, it is obvious that making adequate provision for the 18-20-year-olds of Illinois would have necessitated much more than even this fivefold increase in junior college enrollments, facilities, and financial support.

Section IV:

The Public Junior College Should Be an Upward Extension of Secondary Education

THE WORK in grades 13 and 14, whatever it may be called, is typically secondary in character in its purpose, content, organization, and method. True higher education has as its purposes specialization, professional preparation, and the advancement of pure research; and its content, organization, and method are in harmony with these purposes. These are *not* the purposes which are typically operative in grades 13 and 14. The chief emphasis in these years is typically on *general* education rather than on specialization, and on semi-professional, preprofessional, or trade training instead of professional education. And virtually nowhere can one find — or expect to find — pure research being advanced by thirteenth and fourteenth grade students in any typical sense. Accordingly, the content, organization, and method typically employed in the work in these years differ both in kind and in degree from those ordinarily observed in the upper-division years and beyond.

Another fact which should emphatically be noted here is that offering the work of grades 13 and 14 in a standard four-year institution and calling it "college work" affects not one whit its essential character — this never has, and never can, make it "higher education."

This fact, as we pointed out in an earlier section, has been recognized by leading university presidents for nearly 100 years. These men have again and again called attention to it and demonstrated that the traditional four-year institution (a historical accident, so far as America is concerned) thus attempts to serve two clear-cut purposes which can not be transmuted into a single all-inclusive goal which is internally self-consistent. Further, their experience as university administrators taught them that one or the other of these two purposes (those of general and of higher education) was certain to suffer when made the twin responsibilities of a single administration, and that it was general education which was usually neglected in such situations.

That this is generally recognized to be the case is attested by the fact, already noted, that as many as half of our larger publicly supported four-year institutions were, in a recent study, found to have established separate lower and upper divisions, with the demarcation between the two administrative units falling between the fourteenth and the fifteenth grades. In these reorganized institutions, general education which is typically secondary in character is provided in the first two

years under conditions freed as much as possible from the domination of the upper division.

But even this lower-upper division arrangement represents but a stopgap and too frequently a seriously inadequate solution to the problem. Principally, there are three lines of evidence which make this conclusion inescapable. First, the top institutional administration will too frequently impoverish the lower division by its allocation of funds — witness the impossibly overcrowded class sections typical at this level. Witness also the comparative training, experience, and professional standing of the instructors at the two levels. Second, when the same instructors teach at both levels they soon discover that it is (a) research and publication rather than (b) good teaching in the best tradition of general education that results in promotions in rank and pay, and they channel their major efforts accordingly. Third, even if the lower division were accorded its rightful share of funds and staff time, most ranking professors would continue to regard it as "beneath them" to teach at the lower level — an attitude bound to create disaffection among the staff members so assigned. These two last-named factors were (and still are) so powerfully operative at one great west-coast university that its president for years advocated the establishment of a separately campused, separately staffed, and separately administered lower-division unit — in short, a separate junior college.

What this adds up to is obvious to any intelligent observer; namely, if the purposes of general — i.e., secondary — education are to be served and not subverted, the enterprise must be taught and administered by persons who believe in such purposes and who are both competent and willing to carry them out. This combination of competence and willingness is commonly found among secondary school teachers and principals and but rarely encountered among college professors and deans. Grades 13 and 14 should be considered the province of the former and not of the latter. In sum, the junior college should be regarded as the topmost unit in the secondary school span.

More than this, research findings demonstrate that the more closely grades 13 and 14 are integrated with the high school grades, the better the educational results and the lower the financial cost. In a careful and extended study recently conducted by one of America's most outstanding students of the junior college, it was found that best results in both of the respects just noted were yielded by the four-year junior colleges (grades 11, 12, 13, and 14 housed and administered in a single unit). He found that, in both respects, the separate two-year junior college (grades 13 and 14 separately housed and separately

administered) came out in the number three position. Occupying a position about midway between the other two were the associated junior colleges (grades 13 and 14 housed with the high school and not completely under a separate administration in all respects). In view of these findings, it should not surprise the reader to learn that all members of the present committee favor the four-year junior college (6-4-4 plan) for most of the situations which they envisage within the state.

In conclusion, it is instructive to note that the authors of the *Report of the Commission to Survey Higher Educational Facilities in Illinois* (1945) urged that the junior college be "accepted as part of the basic school system" in this state.

Section V:

The Public Junior College Should Serve All Normal Youth Who Wish to Continue Their Formal Education through Grade 14

AT LEAST SIX important considerations make it highly desirable that the public junior college be designed to meet the educational needs of *all* normal youth who wish to continue their formal education through grade 14, which in most cases would mean up to age 20 or 21.

First, the American way of life is premised upon equality of educational opportunity. One has but to glance at any one of the several research studies bearing on the socioeconomic or welfare level composition of the student bodies in standard four-year colleges and universities to note how very markedly the accident of birth in an economic sense determines who shall and who shall not continue his formal education in such institutions. What one sees here reflected is anything but equality of educational opportunity. Instead, what these data reveal is a situation which is shockingly antidemocratic; an aristocracy of economic privilege is being maintained, which leads to other consequences equally repugnant to the principles of democracy. Chief among these consequences are the creating of still greater economic, social, and cultural inequalities, the engendering of more seriously widened class distinctions, and the inducing of more rigid social stratification.

The evidence is clear that an extensive system of public junior colleges makes possible the education of more youth from the lower income levels. It is no accident that California has to her credit *both* the largest number of public junior colleges *and* a citizenry with the highest educational level of any state in the union. The democratization of education and the provisions of an adequate state system of public junior colleges are but the opposite sides of the same coin.

A second consideration which favors the establishment of public junior colleges to serve all normal youth derives from the fact that the age of entry into American occupations has risen steadily and, in the opinion of persons most competent to predict, promises shortly to reach and probably stabilize at age 20 or 21. Apparently, the choice is between serving all youth in local public junior colleges or forcing them into disintegrating idleness with its consequent train of juvenile delinquency.

A third consideration relates to the increased and increasing complexity of virtually all aspects of modern life and the consequent need

for more formal education. Universal education to age 20 or 21 is clearly indicated in this regard.

Another and closely related consideration is suggested when one recalls the findings of the United States Chamber of Commerce inquiry into the relationship between business profits and the educational level of the community. The fact that this study everywhere revealed a high positive relationship between the two argues powerfully on a cold dollars-and-cents basis that all normal youth should be educated through the junior college years.

A fifth consideration derives from the present appalling wastage of human resources in states inadequately served by local public junior colleges. In one of these states it was found that for every 105 out of 1000 high school graduates who successfully completed the first two years in standard four-year colleges, 174 out of a thousand who were of equal mental power did not continue their formal educations. The loss to society thus entailed is truly prodigious.

The fact that increasing proportions of youth of junior college age desire to continue their formal education beyond grade 12 affords a sixth consideration of great importance. It may safely be presumed that if democracy successfully meets the reasonable expectations of youth for the good things of life — among which education is central because it is so largely causal — rival ideologies will have but little success. On the other hand, to deny their reasonable expectations of opportunities for vital and meaningful education is to invite dissatisfaction and unrest, and their consequent exploitation by exponents of undemocratic ideologies.

Section VI:

The Public Junior College Must Be A Tuition-Free Institution

GIVEN THE FACTS of family income in the United States, there is no disputing the statement that the junior college *must* be a tuition-free institution if it is to enroll and hold any sizable proportion of youth from the lower income brackets — even of those who keenly desire to continue their full-time formal education.

This fact was clearly recognized by the authors of the *Report of the Commission to Survey Higher Educational Facilities in Illinois* (1945). In recommending that the public junior colleges of Illinois be tuition-free they wrote, "The imposition of a tuition charge interferes with the democratization of education in junior college years by excluding many youth of the lower socio-economic levels of society."

The findings of research studies are highly illuminating on this point. Very markedly greater proportions of economically underprivileged youth attend the junior college when it is tuition-free than when a tuition charge is made. Most successful of all as a democratizing agency, these studies show, is the *locally provided* tuition-free public junior college.

Section VII:

The Public Junior College Should Provide Commonly Needed General Education for All Youth

GENERAL EDUCATION for all public junior college youth is an imperative both from the standpoint of the long-range needs of the investing society and the commonly experienced life-needs of the junior college youths themselves.

From the long-range point of view of society there are certain social processes which must effectively be carried forward — these can be neglected only at the certain cost of societal retrogression and decay. These vitally essential processes have to do with keeping the population healthy and vigorous and safeguarding it against accidents and disease; providing physical security and guaranteeing the peace; developing, wisely utilizing, and conserving natural resources; enabling the population to make a living; rearing and educating the young; enabling the population to satisfy its aesthetic and spiritual impulses; providing for adequate recreation; providing a common body of beliefs and aspirations to assure societal integration; and governing the population in consonance with its commonly held beliefs and aspirations.

Since America can maintain itself only as these processes are effectively carried on, and since in every instance their effective performance is a function of education, no public junior college properly sensitized to its societal responsibilities would ever commit the fate of the indicated learnings to the discretion — much less the whim — of its students. Instead, such a school would so far as possible make these learnings central in its required curriculum in general education.

In order to aid in the development of the desired attitudes, insightful understandings, and appropriate modes of behavior in reference to these necessary social processes, the program of general education to be required so far as possible of all students should include *whatever is functionally related thereto and no more* from the arts (literature and the fine and applied arts), philosophy and ethics, mathematics and the biological, natural, and social sciences. The same principle should be applied to whatever other subject matters may be capable of yielding similar aid.

A word of caution may be in order here. What should *not* be tolerated is precisely what now obtains in some junior colleges: namely, utilizing some combination of the standard liberal arts courses as the curriculum in general education. Much too frequently most of the content of these traditional courses bears no demonstrable functional relationship to the *common needs of man,* the only defensible bench mark

for determining what should and what should not be included in the general education curriculum to be required so far as possible of all students.

The second component of the required "common learnings," "core," or "general education" aspect of the public junior college curriculum should center around the commonly experienced "felt" needs of youth. Included here would be provision for those needs of youth which stem in the main from commonly experienced or anticipated personal inadequacies in reference to abilities or other qualities which youth have discovered one must possess in order to "get on" in school and in life. Among the types of learnings, or help, of which the junior college youth commonly feels in need in this regard, the following are typical: orienting himself to the new school; discovering the nature and degree of his interests and abilities; developing good study habits; acquiring needed vocational and educational information; choosing an appropriate vocation; choosing appropriate elective subjects and student activities; learning how to improve his personal appearance; acquiring good manners, poise, and self-confidence; learning how to express himself more effectively and enjoyably both in oral and in written speech; learning how to read more skillfully and enjoyably; becoming a more cultivated and interesting person; acquiring skills in social dancing, games, sports, handicrafts, music, art, etc.; learning what makes him "tick" emotionally and biologically; learning how to keep healthy and physically fit; preparing for a happy marriage, intelligent home management, and wise parenthood; developing good work habits; learning how to get a job and progress in it; developing an adequate philosophy of life.

On the above basic principles which should govern the general education, common learnings, or core curriculum in the public junior college, the Committee is in substantial agreement. It is unable, however, to agree that any one of the various designs for the general education curriculum is definitely to be preferred over all others. Indeed, no member of the Committee is strongly of this opinion. All are agreed, however, that two of the possible designs are definitely not worthy of recommendation. Consequently, these two patterns will first be noted and the Committee's major reasons for its negative recommendations given. Then the designs of which the Committee more or less equally approves will be stated briefly.

One of the proposed designs for general education which the Committee believes to be inadequate is the so-called "One Hundred Great Books" approach. The Committee is fully aware that there is much of

great value in the "Great Books" and believes that they should be consulted in reference to whatever of the timeless problems of man they treat. The Committee is convinced, however, that most of the real and vital problems of man are not timeless. Instead, it believes that these problems always have a setting in a particular time and place. To illustrate, the problem of guaranteeing peace and physical security in the atomic age can scarcely be resolved by minds trained to think in terms of this problem as it existed in Plato's time. And so it is with all other essential social processes which, as the price of societal survival, must effectively be carried on under the changed and changing conditions of today and tomorrow. Because it believes that education should be primarily oriented toward the present and the future rather than the past, the Committee can not regard the "Great Books" approach as being at all adequate to the needs of our time.

Unlike the "Great Books" approach, the second design for general education which the Committee believes to be seriously inadequate is rather prevalent in junior colleges. This is the traditional liberal arts pattern. The standard liberal arts subjects, each too commonly organized and taught in harmony with its own inner logic, and seldom related in any effective way either to one another or to the vital problems of our day, do not in the opinion of the Committee sufficiently afford the learning experiences which societal survival and the personal needs of youth make mandatory. Consequently, although it believes that much of great value is afforded by the standard liberal arts subjects, the Committee does not feel that the traditional liberal arts pattern of general education is one that can be justified in the public junior college.

The three types of general education programs which the Committee believes to be of promise are popularly known as the "survey course," the "life needs," and the "common learnings" or "core course," approaches, respectively. These will now be discussed in the order named.

One of the root ideas which activates those institutions in which the survey-course approach to general education is operative is the belief that the commonly experienced demands of life make desirable an exploration of each of the major fields of learning. Survey courses which cut across not only subjects but entire departments are commonly set up in physical science, biological science, social science, and the humanities, and required of all students. This pattern is sometimes enlarged by the addition of still other survey courses of a similarly broad nature. To illustrate, the Pasadena Junior College has added to the four just noted a course in "The American Family" and a general orientation course. Columbia College, Chicago University, and the Pasadena Junior

College are conspicuous among the many institutions that have had extended successful experience in offering survey courses.

Depending on how they are conceived, organized, and taught, survey courses may or may not satisfy the criteria which the Committee feels should be met in the name of general education. The work can be, and sometimes is, as academic and virtually as sterile as that too frequently encountered in standard liberal arts courses. Or it can be, and frequently is, live and vital. Which of the two outcomes is realized is in large measure determined by the philosophy of education which is typified and the skill of the instructor. If the underlying philosophy is one which assumes that there exists a relatively fixed body of subject matter the mastery of which constitutes a general education, the results are certain to be disappointing. In the opinion of the Committee a much more desirable procedure is to teach from within each broad field area only the subject matter that needs to be learned to assure societal survival and improvement and to enable students to meet their commonly experienced or anticipated needs.

Good teaching can, of course, make the most sterile materials palatable, and poor teaching can make highly distasteful even the most vital of subject matter. The survey-course pattern in itself does not therefore assure the type of general education here visualized as desirable. But it is clear that this design does make possible and likely the types of learning experiences which a vital general education must by definition provide. Consequently, although aware of the ease with which it may be subverted, the Committee feels that the survey-course approach is one which the public junior colleges of the state should consider favorably.

The "life needs" approach to general education is typified by the work at Stephens Junior College and at the General College of the University of Minnesota. The former institution (for women only) made a careful study of the inclusive real-life needs of women as the basis for its general education curriculum and then designed courses affording the types of learning experiences indicated by the study. This interplay of research and course design has continued at Stephens College and given it what is quite generally regarded as one of the most adequate curricula in general education for women to be found in any institution. The procedure at the General College follows a similar pattern, and most competent observers agree that a vital program of general education has resulted.

It should be noted, however, that the work at both institutions has been bitterly criticized by persons who are not in sympathy with the root purpose involved; namely, that of exalting functional understand-

ings of life's problems over the mastery of the standard subject matter of the traditional liberal arts subjects. At base, then, the quarrel is really over the question of what the purposes of general education in a democracy should be. The Committee believes that the "life needs" approach has much to recommend it and feels that this design is worthy of serious consideration by the public junior colleges of Illinois.

The "core course," or "common learnings," approach is, with certain unimportant exceptions, largely a structural variant of the "life needs" pattern. Whereas the latter usually provides several separate courses, each functionally built around some category of important life needs, the former consists of a single course of not less than one hour per day running through all years of the junior college and so far as possible required of all students. Paradoxically, this "core course" is not physical science, not biological science, not social science, not the humanities, not mathematics, and not the arts — yet it is, in a very real sense, all of these, and more. The course is designed to make a direct attack upon the societal and personal problems which are regarded as most crucial or important.

The scope of these problems is determined by reference to (a) the essential social processes and the "new mind" which their successful discharge makes it necessary to create, and (b) the commonly experienced or anticipated problems of youth. A resource unit is constructed around each such major problem or cluster of closely related problems. These resource units are cooperatively built by representatives of each subject-matter area in the total school curriculum. When well designed, each such resource unit will contain at least five things. First, there will be a section to orient the teacher to the problem in question and to supply him with the minimum basic information believed to be necessary. Second, the objectives to be striven for in attacking the problem will be stated — in other words, what must a person *know, believe, and be able to do* in order to cope successfully with the problem in question? Third, a variety of potentially fruitful learning experiences will be suggested, with each teacher contributing from his field whatever relates to the learnings to be striven for. This section is the heart of the resource unit and will usually consume half of its total pages. Fourth, a section on evaluation will be included in which are given practical procedures for determining the degree to which the desired learnings have been effected. Fifth, an annotated bibliography will be appended.

Once constructed, the resource unit serves as the "storehouse" for the instructor in the "core course." He turns to it for practical help of virtually all needed types in building a teaching unit appropriate for his particular group of students. Thus the resources of all subject areas are

placed at the disposal of the "core course" teacher — a necessity for effective instruction in reference to any given real-life problem, since no such problem can be adequately understood, much less resolved, by utilizing the subject matter of any one broad field area.

Some members of the Committee feel that this "core course" approach is the most promising of all, and all feel that it should be favorably considered by the junior colleges of this commonwealth. It represents the most thoroughgoing curriculum reorganization of any of the types discussed and quite completely scraps the traditional academic approach to general education. Because of these reasons, it is as yet but very infrequently found in practice. The Santa Maria (California) Junior College, under the principalship of Andrew Hill, successfully installed this type of a general education program in the late thirties.

Section VIII:

Vocational Training in the Semi-Professions Adequate to Qualify Youth for Effective Immediate Entrance into the Occupational World Should Be Provided for All Terminal Students

BOTH FROM the standpoint of the needs of the community and from that of the needs of youth, it is necessary that an adequate program of terminal vocational education be offered by the public junior college. It is significant that all five of the national agencies which accredit junior colleges today recognize terminal education as a legitimate function of these institutions.

About half of the total gainfully employed population of some 48,000,000 persons in 1940 were engaged in occupations for which adequate preparation is distinctly on the junior college level. These were predominantly in what are known as the semi-professions for which two years of training beyond grade 12 qualifies most workers. There is here afforded a rough measure of the vast magnitude of society's need for junior college terminal vocational education.

The junior colleges of America, and especially those of Illinois, are — as we noted earlier in this report — typically not meeting this need very adequately. In a study just before the war it was found that although 75% of all junior college students were in fact terminal students, only 34% were enrolled in one or more terminal courses. The corresponding percentages for Illinois were found to be 71 and 17, respectively.

These discrepancies are due to at least four important reasons. First, many junior colleges offer little or no work of a terminal vocational character. Second, parents and students alike (and sometimes the instructors as well) too frequently think of the junior college as having no important function other than that of preparing students for the upper division of standard four-year institutions. Third, students too frequently feel that they will be stigmatized if they enroll in terminal courses. Fourth, many high schools have developed excellent terminal vocational courses with the result that students who have taken this work either are not attracted to the junior college by an offering of a similar nature, or take other types of courses if they do attend.

Four constructive remedies are clearly indicated. First, an adequate program of terminal vocational education should be provided by the junior college. Second, these vocational opportunities should adequately be interpreted to students and parents through an effective guidance

program. Third, vigorous efforts should be made to change the attitudes of the faculty, student body, and the public in reference to terminal as compared with college preparatory courses — the prestige of the former should be enhanced in every way desirable. Fourth, terminal vocational courses should be placed in grades 13 and 14 and greater emphasis placed on general education in the high school years — a move which would be greatly facilitated were (as the Committee believes it should be) the 6-4-4 plan of organization adopted.

That these remedies will prove effective if put to work is abundantly attested by the experience of the Pasadena Junior College. In 1926 this was a two-year junior college, separate and distinct from the high schools of the city. At that time it offered little in the way of terminal vocational courses and did relatively little by way of guidance. Students who took terminal courses felt stigmatized, and less than 5% were so enrolled. In 1928 Pasadena reorganized on the 6-4-4 plan, and the Junior College became an integral part of the public school system as a four-year institution. Including grades 11, 12, 13, and 14 under a single faculty and administration, the Pasadena Junior College became the uppermost unit in the secondary school span and no longer deluded itself that its business was "higher education." An adequate terminal vocational education program was instituted and an effective program of guidance set up. Concentrated attention was directed to the problem of building up the prestige of the terminal courses. The results over a ten-year period were little short of amazing. By 1936, the percentage of students enrolled for terminal courses had risen from the less than 5% of 1926 to slightly over 60%. Also, the unification of grades 11 through 14 under a single administration made possible a greatly improved general education program designed on the survey course pattern. Nor was this all; the students who transferred upon graduation to the university made records on the average which were appreciably better than those of the university's "native sons."

So far in this discussion little explicit attention has been accorded the needs of students in reference to terminal vocational education. Some of the major lines of evidence bearing on this question will now be passed in quick review.

It is a matter of common observation that the age of entry into gainful occupations has been rising over the past several decades. This trend is still operative and, in the considered judgment of some 75% of a large number of competent judges canvassed in a recent poll, will probably soon stabilize at about age 20 or 21 — which happens to be the age at which most students complete grade 14. One implication of

this fact — which is somewhat aside from the argument of this section — is that since business and industry will not accept them, and since idleness is socially undesirable if not disastrous, the junior college should retain all youth through grade 14. Another implication is that by age 20 or 21 youth are in need of salable vocational skills, and hence should have available to them an adequate program of terminal vocational education, in order that that three-fourths who typically prefer or are obliged to do so may immediately enter the labor market and command a living wage.

Closely related to the trend just noted is the fact that the proportion of workers engaged in those occupations for which junior college training is adequate has risen very appreciably and may be expected to continue to do so as life becomes more complex. Between 1910 and 1930, the percentage so employed rose from 43 to 49 and is now believed to be appreciably over 50. With increasingly less opportunity to sell their services if unskilled or but semi-skilled, youth need proportionately greater opportunities to acquire the more advanced vocational competencies which will make them employable and thus insure them a stake in the material good things of life.

The increased and increasing longevity of the American population will compound the effects, whether good or bad, of the junior college's policy and practice in reference to terminal vocational education. Were present-day 20-year-old youth living in 1900 instead of today, their life expectancies would be for but another 28 (men) or 31 (women) years. Today, however, 20-year-olds can typically look forward to from about 41 (men) to 45 (women) more years of life during which time they will either reap the benefits accruing from adequate vocational preparation or suffer the inadequacies which its absence entails.

The phrase "an adequate program of terminal vocational education" has repeatedly been encountered in these pages. So far, however, it has been given no substance. Obviously, if the Committee knows what it is talking about it can, and if it hopes to be maximally helpful to the reader it will, make explicit what it means by "an adequate program of terminal vocational education." Although what constitutes adequacy for the youth in question is to a considerable degree a function of geographic location at least in a regional sense, a relatively specific answer can be given. Business activities are found in all regions; consequently, secretarial, accounting, salesmanship, and especially general business curricula[1] should be offered in virtually all junior colleges. In addition,

[1] Each of the curricula would be comprised of appropriate courses.

curricula in merchandising, banking, and business management would be desirable in many communities.

Semi-professional public-service occupations are found in many of the smaller and in all of the larger cities. Preparation for these occupations would include curricula in teaching, recreational leadership and physical education, library aids, peace officers, and social service.

The fact that ours is a technological civilization gives rise to many semi-professional occupations of an engineering or technological nature. Depending on the geographic location of the school, one or more of the following curricula should be provided: general engineering, aviation, mechanical engineering, electrical engineering, auto mechanics, radio engineering, chemical engineering, building trades, civil engineering, oil technology, agricultural engineering, air conditioning, art metal, drafting, mining, and welding.

The fine and applied arts afford semi-professional vocational opportunities in many localities. These imply curricula in art, music, drama and speech, photography, architecture, costume design, and interior decoration.

Agriculture is the dominant vocational outlet in many communities and gives rise to the need for curricula in general agriculture, forestry, and floriculture.

Health services are everywhere in evidence, more abundantly so in the larger and more wealthy centers of population. There are many semi-professional occupations in this area of service. The terminal vocational education curricula needed here would be those which prepare medical secretaries, dental assistants, physical therapists, and workers in public health and sanitation.

Home economics training qualifies for many semi-professions in which employment opportunities are widespread. Courses of the following types are variously needed to prepare for those occupations: food and cooking, clothing and textiles, household management, home furnishings and decoration, nutrition and dietetics, child care, costume design, home nursing, household equipment, and institutional management.

Semi-professional opportunities also exist in the field of journalism. Students who desire to enter such occupations need courses such as the following: principles of journalism, editorial and newswriting, interpretation of news, newspaper organization and management, copy reading and editing, publicity stories, and newspaper field work.

Most curricula (each comprised of appropriate courses) noted above usually take two years to complete, and most of the courses listed are one semester in length.

The curricula and courses enumerated in the preceding paragraphs constitute the principal (not all) curricula and courses which junior colleges were found in a recent nation-wide study to be offering. No one institution was offering them all, but some were supporting an offering of great vocational breadth.

Except for those located in Chicago, the public junior colleges of Illinois are typically very deficient in reference to their terminal vocational offerings.

This deficiency is, in fact, quite prevalent throughout the twenty states covered by the North Central Association of Colleges and Secondary Schools. One member of the Committee recently examined 44 junior college catalogs from this area and found the following presumed terminal curricula offered by the number of schools noted in the parentheses: engineering (44), commerce (31), nursing (24), music (20), education (18), secretarial (18), home economics (18), journalism (16), agriculture (11), forestry (10), library science (10), art (9), physical education (9), medical secretarial (5), social work (5), distributive occupations (3), aviation (3), dramatics (2), business (2), industrial science (2), dental secretarial (2), painting and sculpture (2), hotel management (1), police administration (1), dietetics (1), home planning (1), interior decoration (1), store management (1), laboratory technique (1), and the dance (1).

Whatever the situation throughout the other nineteen states may be, it is apparent that the reason for the deficiency in terminal vocational offerings in the public junior colleges of down-state Illinois is causally related to the fact that state support for junior college education is at present woefully inadequate in this, the fourth wealthiest commonwealth. Terminal vocational education is expensive, far more so than education of the traditional academic college preparatory type. If the citizens of Illinois want that overwhelming majority of their youth who do *not* continue their formal education in standard four-year institutions to be adequately prepared to earn a living, they must do two things: First, they must develop a sound system of publicly supported junior colleges, with such colleges located in the various regions of Illinois as needed and warranted. Second, they must insist that sufficient state support be provided to permit these local regional institutions to support an adequate program of terminal vocational education.

Section IX:

The Public Junior College Should Offer College-Preparatory Courses for College-Bound Students Adequate to Qualify Them for Junior Standing in Standard Colleges and Universities

TYPICALLY, the junior colleges of America have achieved a marked degree of success in qualifying college-bound students for junior standing in standard colleges and universities. The generalized finding of a number of carefully conducted research studies show with almost monotonous regularity that junior college transfers from accredited institutions make academic records in their junior and senior years which, on the average, equal or excel those made by the university's "native sons."

The junior college is still too largely confined to a "strait jacket" so far as its freedom to control its own college preparatory curriculum is concerned. Each of the various standard four-year institutions to which its graduates transfer usually imposes its own specific pattern of preparatory courses from which little or no deviation is permitted. Further, these required patterns differ from institution to institution. So long as these conditions prevail, and they promise to continue into the foreseeable future, the contributing junior college has no alternative except to discover what these patterns are and require them of those of its students who plan to qualify for the baccalaureate degree.

The fact that the college preparatory curriculum is thus so almost completely externally determined, and the further fact that junior college transfers typically do succeed in the standard institutions, make it unnecessary to offer any extended discussion in this section. What does remain to be said, however, is that continued attention must be given to the public junior colleges' preparatory function since no such institution can continue to merit the financial support of the total community except as it ministers to the educational needs of all youth. Though a minority, that 25 to 30% of the junior college student body who typically pursue professional study, research, or other specialization in higher institutions must continue to have their preparatory needs adequately met.

Section X:

The Public Junior College Should Provide Adequate Guidance and Other Necessary Personnel Services for All Youth

IT IS NOT DIFFICULT to demonstrate the need for guidance and other significant personnel services on the part of junior college youth. To begin with, youth of this age group are at a period in life in which certain far-reaching decisions must be made. It is of course important both to the individual and to society that these decisions be wisely made — which means, among other things, that they should be made in the light of all pertinent facts and probabilities. Prominent among these important decisions are the student's choice of an occupation, his decision concerning whether or not, and — if indicated — where, to pursue further formal education, his choices of courses and student activities, and quite frequently the choice of a mate.

To resolve the problems to which the necessity of making these decisions gives rise the student needs various important types of information and help. He needs self-knowledge — knowledge of the nature and strength of his vocational interests and abilities, his capacity to learn, his educational interests, his avocational preferences, his physical and emotional health status, his other qualities of personality, and his handicapping disabilities of whatever type, if any. He needs a knowledge of all external facts pertinent to his decisions — information concerning occupations and the labor market, information concerning the offerings of his own school, information concerning opportunities for continued training elsewhere, and information concerning any present or probable future societal condition which has any important bearing on his plans. Most important of all, he needs an adequate philosophy of life to afford the value bench marks essential to intelligent decision-making. And, finally, he needs wise and sympathetic counsel in order to "fit the pieces together" and make sensible choices.

Many other problems which also indicate the need for guidance or other personnel services frequently beset the junior college student. He may be in need of orientation to his new school — to its physical facilities, regulations, traditions, customs, etc. He may have a health problem which is impeding him. He may be handicapped by some remediable speech handicap, or be hard of hearing, or have defective eyesight. He may be crippled. He may be deficient in his reading skills,

or not know how to study effectively. He may be in personal difficulty with an instructor. He may be deficient in the qualities required to be socially acceptable — his grooming may need attention, he may lack social skills in conversation and dancing, he may have remediable personality quirks which prevent him from getting along effectively with people. He may be beset with feelings of inadequacy and insecurity. He may have home or other out-of-school difficulties, or be beset by any of a number of other personal problems. Wise sympathetic counsel can do much to help such students to overcome their difficulties.

Viewed in terms of structure, the guidance and personnel program adequate to meet the needs of youth just discussed would embody the following services or features:

1. There would be a group guidance course regularly installed as a part of the required common curriculum which would be in charge of an appropriately trained instructor-counselor and for which course credit would be given. It would be designed to orient the new student to his school, to provide adequate vocational information (no small task in view of America's 20,000 occupations and the complexity of her economic life), to afford needed educational information, and to supply those types of information commonly needed by students in solving their more typical problems of personal and social adjustment. The standard testing program of the school (see following paragraph) would be administered as part of this course and the students would there be taught how to interpret test data concerning themselves. Self-appraisal activities would be stressed in this required offering.

2. There would be a testing program embracing all students, and additional testing and diagnostic services would be available as individually needed. The standard testing program would include periodic health examinations, a diagnosis of eyesight and hearing, a speech diagnosis, a test of capacity to learn, a test of reading rate and level of comprehension, an emotional adjustment inventory, a vocational interest inventory, and a test of broad-field-area subject-matter grasp. Special tests of aptitude and personality patterns would be available as needed.

3. A cumulative record would accompany the student from the primary school through the junior college. If lacking, this would be instituted by the junior college. In this folder would be assembled all test and inventory data, health and physical fitness records, data concerning home background and other out-of-school influences, records of past educational and other achievements, work samples, anecdotal

records of significant behavior, the student's statement of his future plans, etc. This folder would be easily and quickly available to any school official who might counsel with him.

4. Individual counseling would be adequately provided by psychologically trained counselors. Each such counselor would be in charge of one or more sections of the group guidance course and would there lay the basis in common understandings for individual counseling. The students in each counselor's sections of this course would be his advisees all during their stay in the junior college. These counselors would also conduct "pre-orientation" activities in the lower school unit and follow up (see paragraph below) their advisees after they had graduated or left school.

5. There would be an adequate placement and follow-up service, for the job of the school is not completed until the student is adequately inducted into either his chosen occupation or the standard college of his choice and is making satisfactory progress therein. This service constitutes one of the most useful bridges between the school and its community. Nothing more certainly proves the school's genuine interest in and concern for its students — hence the service is a great boon to public relations. No less important, the service puts the school in regular continuing contact with employers and university officials and thus affords it the data necessary to a continuous appraisal of the effectiveness of its various curricula.

In addition to the personnel services noted in the preceding five paragraphs, certain others are commonly needed. There should be rest rooms and sun porches for the physically delicate, special diets for students whose health requires them, special transportation and equipment for the crippled, eyeglasses and a special sight-saving room and equipment for the visually handicapped, a lip-reading class and hearing aids for the hard of hearing, a speech clinic for those deficient in such skills, a "how to study" clinic for those who need this type of help, a social dancing clinic for those lacking in this social skill, and a student aid service for the financially distressed.

The organization of the guidance and personnel service should be under a single responsible head of whatever title directly answerable to the administrative head of the school. There should be a trained counselor, responsible to the Director of Guidance and Personnel Services, for every 150 to 200 students. These counselors would variously handle such of the special clinics noted above as require technical training over and above that possessed by capable classroom

teachers. Selected classroom teachers would handle those clinics not requiring special technical training. Except for medical and dental examinations, the counselors would conduct and interpret all tests. Depending on the size of the school, one counselor would devote half-time or more to the supervision of the placement service and coordinate the follow-up activities carried on by his fellows. And far from least important, every classroom teacher would be imbued with the personnel point of view and typify it in his every act.

Section XI:

The Public Junior College Should Provide Whatever Adult Education of Less Than University Grade the Public May Desire, and It Should Serve as the Principal Cultural Center of the Community

THE NEED for adult education was not particularly acute in our slowly changing society of a century or so ago. The problems of living which confronted men at that time differed only in small degree from those with which their forefathers had grappled. Consequently, the "answers" or solutions handed down from the past worked quite adequately. Since the very process of growing up taught these "answers," there was little vital need for adult education. The "received wisdom of the elders" was with relatively few exceptions sufficiently adequate to the needs of the times.

Today all this has been drastically changed and effective adult education has become an imperative for civilized survival. The introduction of scores of inventions and processes (e.g., the factory system, the automobile, the airplane, the radio, automatic machinery, and now nuclear energy and the atom bomb) has proved to be revolutionary. Technological changes separated the worker from the ownership of his shop and tools and made him dependent upon employment by another for his bread, took the small independent farmer off the land and crowded him into the great cities, created great newspaper chains which swallowed up the independent local newspaper, put the population on wheels with the automobile (which has killed people by the thousands on the highways and put millions in the hospital), destroyed the family as an economic unit and took away the former control of parents over their children, depleted the topsoil, wasted the forests, polluted the streams, killed off the wildlife, brought on the "boom and bust" economic cycle, concentrated wealth in fewer and fewer hands, permitted racketeering to flourish, made bitter enemies of capital and labor, squeezed the consumer between Big Business and Big Labor, put Big Government into business, created an age of propaganda, increased the number and power of pressure groups, delayed the entrance of youth into gainful occupations and forced them to postpone marriage, shrank the entire world into a small neighborhood with the radio and the airplane, made all the peoples of the earth dependent upon one another, made all important national problems international in character, and now threatens us all with extinction or a return to barbarism with the atom bomb.

Under such changed and changing conditions — and the serious *new* problems to which these give rise (of which we have noted but a small proportion) — it is clear that the old answers won't work. These unworkable old answers most adults are still carrying around in their heads, for these they have "inherited" or "absorbed" from their parents and other elders. New answers are desperately needed, and they must be worked out through study and discussion — in short, by adult education.

The public junior college has a tremendously significant role to play in this dramatic race between education and catastrophe. It should be the community's central and most vital agency for adult education. Some junior colleges are doing yeoman work in this regard, and every public junior college should pattern after or go beyond these pioneering institutions and constitute itself a public forum for the study and discussion of the vital problems of the day. It should conduct informal courses, sponsor competent speakers, hold round-table and panel discussions, arrange symposiums, schedule debates, make reading material available, employ visual aids, utilize the radio and the printing press, and in every other desirable way dramatize the need and attempt to meet it through adult education.

But it is not only in reference to the social problems of the day that an expanded adult education program is needed. Workers need to upgrade their vocational skills or to acquire new ones. The public junior college should continuously be engaged in reading the "occupational pulse" of the community, make workers aware of imminent opportunities through a program of public information, and meet through its adult vocational program the felt needs thus or otherwise induced. The vocational testing, counseling, placement, and follow-up service should be extended to adults as well as to youth. Before passing on to our next consideration, it should be observed that it is in this vocational training area that the junior college is probably making its most extensive contribution to adult education at the present time.

Another highly desirable type of public service which all junior colleges might well attempt to provide is suggested by the extended day program in the Pasadena Junior College. Some 1000 adults, many of whom are college or university graduates, are enrolled as regular students for regularly offered courses in the late afternoon and evening, or extended day as it is called. These adults must meet all the regular requirements as to prerequisites, class attendance, etc. The same examinations are given, and the same credit received by the "regular" (though Pasadena makes no such distinction) students is duly recorded

for those adults who successfully complete the work. These older students take desired courses in virtually every department of the college. Essentially, these are either people who were qualified to go to college but did not do so at the conventional age and are now remedying this deficiency, or they are college graduates who are filling the gaps in their college training.

Adults as well as youth have hobby horses which they like to feed. This is altogether desirable and should be encouraged and aided by the public junior college. This institution should at all times stand ready to provide the needed space and facilities and to promote hobbies or leisure time study. Many institutions are today doing so, to the great benefit of their communities.

Many junior colleges have a substantial record of achievement in reference to the sponsoring of cultural activities for the benefit of the community. Symphony concerts, instrumental ensembles, vocal and instrumental soloists, lyceum programs, operettas, dramatic productions, and lecture series are among the activities thus sponsored. Junior colleges active in this regard soon find themselves becoming the principal cultural center of the community.

One other important type of community service remains to be discussed. Provided only that the regularly enrolled youth first be adequately served, there is no good reason why the various responsible groups of the community should not be privileged and encouraged to utilize various of the physical facilities of the public junior college. Much can be accomplished to further the legitimate interests of the community through the utilization of such facilities as the auditorium, theater, rehearsal rooms, lecture halls, gymnasium, swimming pool, and playing courts or fields by duly authorized community groups under appropriately conceived and lived up to arrangements. This, too, is a practice which is widely prevalent among junior colleges.

A tuition-free public junior college which offers vital general education, terminal, and college preparatory curricula, which is equipped and organized for guidance and personnel services, and which serves as the principal agency for adult education in its area, will truly make its community a better place in which to live and in which to make a living — and this for all the children of all the people.

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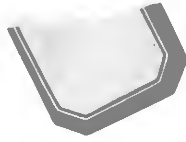

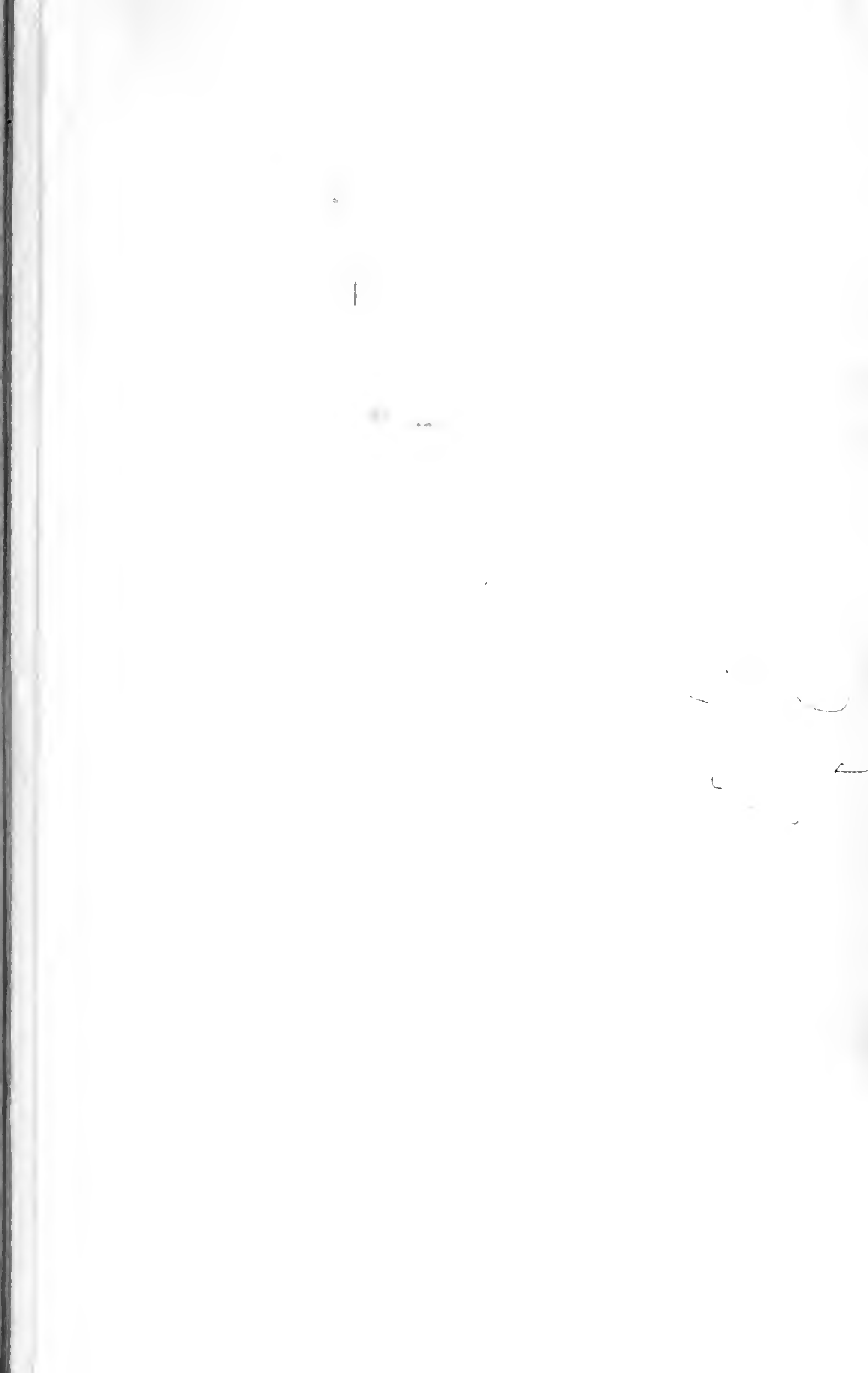

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