



Leadership Academy

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# Seeing the Big Picture: *Who Are We And How Did We Get Here?*

THE HISTORY OF CALIFORNIA  
COMMUNITY COLLEGE  
DISTRICTS



# HOW DID COMMUNITY COLLEGES GET STARTED?

## *A long, long time ago...1907–1921 - Beginnings of Junior College Education:*

- On March 17th, 1883, Chaffey College of Agriculture opened as a part of USC.
- In 1907, California was the first state to have a law which established public junior colleges. Proposed by Senator Anthony Caminetti of Amador County, it permitted the high schools to offer post-secondary education.
  - ✓ California Legislature authorized high school districts to create “junior colleges”.
  - ✓ These districts were to offer “postgraduate courses of study similar to the first two years of University Studies.”



## HOW DID COMMUNITY COLLEGES GET STARTED?

- 1907–1908: The President of Stanford University, David Starr Jordan, popularized the word “junior colleges” by speeches and articles about the subject.
- He advocated that Stanford that Stanford University eliminate the lower-division and after 1910, require for entrance to the University, that students have 60 units of collegiate work with the title “Associate of Arts”.
- This was the title the University of Chicago gave to students who completed 60 units or the first two year in collegiate work.



## HOW DID COMMUNITY COLLEGES GET STARTED?

- 1910: The superintendent of the Fresno City School District initiated post-high school graduate courses with the support of 200+ favorable community replies.
- A collegiate department of Fresno High School was set up to become Fresno City College: the oldest existing public community college in the United States.
- Instruction began with 15 students. Out-of-District students were charged \$4 a month to attend.
- On May 6<sup>th</sup>, 1910, the Fresno Board of Education adopted a plan that the Board of Education:
  - ✓ Authorize a two-year post-graduate course,
  - ✓ Offer math, English, Latin, modern languages, history, economics, and tech work be the general education courses offered in the first year, and,
  - ✓ Secure a competent person as the Dean or head as attendance justified.

# HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1911:
  - ✓ Hollywood High begins such courses.
  - ✓ Santa Barbara High School & Hollywood High School District begins to offer post high school graduate” courses.
  - ✓ The University of California Southern Branch (which later became UCLA) was established.
- In 1912: Los Angeles High School joined the effort.
- In 1913: “Post high school” courses were established at:
  - ✓ Long Beach (no data)
  - ✓ Bakersfield (13 students)
  - ✓ Fullerton (28 students)



## HOW DID COMMUNITY COLLEGES GET STARTED?

➤ In 1914: More high schools joined that post high school course effort:

- ✓ San Diego
- ✓ Sacramento
- ✓ Auburn (Placer High School)



➤ In 1915:

- ✓ Santa Ana High School and Citrus High School did the same.
- ✓ Citrus Junior College was founded in June 1915. It is the oldest junior college in continuous service in Los Angeles County.

# HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1915: California State Attorney General ruled that attendance in “postgraduate” courses could not be counted in apportionment out of the “high school fund”.
- ✓ Will Wood, Commissioner of Secondary Schools (later Superintendent of Public Instruction) advocated on the counter that the students should be counted, and that the students coming from out of the county, the county superintendent would pay \$60 to each school for a student to attend.
- ✓ A 15-student minimum was needed to establish such a course of study – courses were dropped at 10.
- ✓ District must have an assessed value of \$7,500,000.
  - ✓ “Assessed value” is the valuation placed on taxable property within the jurisdiction of a community college district.
- ✓ Courses should benefit the community as “it” was a community entity. (Thus open the doors in accounting, communications, finance, law, business management, plane surveying strength of materials, architecture, bridge design, and advanced practical agriculture).

# HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1915: California State Attorney General ruled that attendance in “postgraduate” courses could not be counted in apportionment out of the “high school fund” (continued):
- Students were classified as pre-university (satisfied admissions requirements to UC), or students-at-large (could make up for subject they lacked for matriculation).
- Anyone 21+ years and not a high school graduate was admitted.
- ✓ Currently, there is no age requirement, no high school diploma requirement, and there are options to attend through special programs through high school.



# HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1916:
  - Under Merton Hill, Principal of Chaffey Union High School, Chaffey Junior College of Agriculture was formed.
    - ✓ The first class had 15 students
    - ✓ The first 2 graduates were women (outstanding in agriculture, especially pomology – the culture of citrus fruits.)



# HOW DID COMMUNITY COLLEGES GET STARTED?

➤ In 1917: 16 high schools were providing high school courses:

- Anaheim
- Caffey
- Citrus
- Fresno
- Fullerton
- Hollywood
- Kern County (Bakersfield)
- Los Angeles
- Placer (Auburn)
- Polytechnic (Los Angeles)
- Pomona
- Sacramento
- San Diego
- San Luis Obispo
- Santa Ana
- Santa Barbara



➤ The total enrollment was 1,259, an average of 78 people per location.

# HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1917 Los Angeles introduced Section 1750 (b) of the Political Code on July 27<sup>th</sup>, which:
  - ✓ Introduced words “junior college courses” into law.
  - ✓ Gave schools \$30 per year, per student.
  - ✓ Defined a credit hour (unit).
  - ✓ Required 60 units (credit hours) for graduation.
  - ✓ Required all courses to be approved by the State Superintendent of Education.
  - ✓ Introduced vocational courses and determined that future “junior colleges” would not be branches of the state university – they would become true community colleges. (Chaffey Junior College was the first).
  - ✓ The Junior College Act expanded the mission by adding trade studies (mechanical and industrial arts, household economics, agriculture, and commerce).



## HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1919 Hollywood High School discontinued courses.
- The Legislature created a special Committee on Education due to teacher shortage. Six members included:
  - ✓ Senator Herbert C. Jones (San Jose)
  - ✓ Senator William J. Carr (Pasadena)
  - ✓ Senator M.B. Harris (Fresno)
  - ✓ Assemblywoman Elizabeth Hughes (Oroville)
  - ✓ Assemblyman Walter Eden (Santa Ana)
  - ✓ Assemblyman N. J. Prendergast (San Francisco)
- The committee's recommendation was for a total reorganization of public education. They suggested all functions except those of the normal schools and the University of California be placed under the State Board of Education.
  - ✓ A "normal school" was an institution created to train high school graduates to become teachers.



# HOW DID COMMUNITY COLLEGES GET STARTED?

- The shortage of teacher caused the Committee to make two recommendations:
  - ✓ Teachers be better paid, and,
  - ✓ Two-year state normal schools be made into four-year teachers' colleges with the first two years a junior college program of a general nature.
- They also recommended:
  - ✓ Six-year elementary schools,
  - ✓ Three-year intermediate schools,
  - ✓ Three-year high schools,
  - ✓ Junior colleges which would provide civic, liberal, scientific, and technical courses, and,
  - ✓ State colleges could establish junior colleges on their campus.



# HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1920: Los Angeles High School discontinued courses.
- 1920 Congress authorized the creation of separate colleges, in addition to the programs offered in high schools:
- In 1921 Assemblywoman Elizabeth Hughes' bill created three types of junior college districts:
  - ✓ A junior college district coterminous with a high school district,
  - ✓ A junior college district embracing two or more contiguous high school districts, and,
  - ✓ A county junior college district embracing all the territory of the county not included in any other type of district.
- Assessed valuation floors were established:
  - ✓ \$3,000,000 for a high school district, and
  - ✓ \$10,000,000 for a junior college district.
- Age limits were established:
  - ✓ Non-high school graduates had to be 21 years old to enter a high school junior college department, (started adult schools in high school districts), and,
  - ✓ Eighteen years old to be eligible to enter a district junior college.



# HOW DID COMMUNITY COLLEGES GET STARTED?

## The 1921 Law:

- The 1921 Law provided that districts could be formed by petition of 500 voters and/or the approval of the majority of the members of the high school Board of Trustees/Education.
- If secured, a junior college district would be formed.
  - ✓ If the same service area as the high school district, the high school board would also be the governing board of the junior college district.
  - ✓ If other territory or 2 or more high school districts were involved, then a board of 5 trustees would be elected for the junior college district.
  - ✓ The district to be formed had to have an assessed valuation of \$10,000,000.
- In return, it would receive a flat sum of \$2,000 from the state plus \$100 per ADA (average daily attendance).

## HOW DID COMMUNITY COLLEGES GET STARTED?

- The first junior college district to be formed under this law was Modesto on September 22<sup>nd</sup>, 1921.
- Eight days later, (September 30<sup>th</sup>, 1921), approval was given for Riverside to make the switch.
- Sacramento, Fullerton, Santa Ana and Chaffey all became junior college districts in 1922.
- San Mateo followed later in 1922.
- Pasadena followed suit in 1924.



## HOW DID COMMUNITY COLLEGES GET STARTED?

- In 1926, Santa Ana and San Bernardino merged with other colleges to become the first two “union” junior college districts.
- In 1929-31, Charles McLane, who helped to found Fresno junior college (in 1910) and the Santa Barbara junior college department (in 1911) became the first president of:
  - ✓ The Junior College Federation,
  - ✓ Later to become the California Junior College Association (CCJCA),
  - ✓ Then, the California Association of Community Colleges (CACCC) (1929), and,
  - ✓ Finally, the Community College League of California (CCLC) (1990).



# HOW DID COMMUNITY COLLEGES CONTINUE TO DEVELOP?

- *Community Colleges organized and connected.*
  - 1921: American Association of Community Colleges (AACCC) was founded.
  - 1922: AACCC was changed to ACCJC (ergo CCJCA).
  - 1992: Changed to AACCC which, today – has more than 1,100 member colleges.



# HOW DID COMMUNITY COLLEGES CONTINUE TO DEVELOP?

*1931-1951 was a period of adjustment and growth:*

- In 1931, Legislature repealed that the Department of Finance needed to approve districts.
- Governing boards were authorized to levy a tax of \$0.20 on to each \$1,000 of assessed valuation of a district.
- Accreditation by UC of transfer courses and instructors was repealed. (Was formerly done by the State Department of Education for 22 years.)



# HOW DID COMMUNITY COLLEGES CONTINUE TO DEVELOP?

*1931-1951 was a period of adjustment and growth:*

- In 1937, the State Legislature provided the legal organization for the four year junior college in 1937 in a bill introduced by Assemblywoman Eleanor Miller.
- By 1942, there were only 5 junior colleges organized in this form in California and only 34 in the entire United States for a total of 16,210 enrolled. The majority of students were in California.
- Currently, there are 9 million students enrolled in community colleges nationwide.



# WHAT HAPPENED TO COMMUNITY COLLEGES DURING THE DEPRESSION?

- The state reduced payment to districts from \$100 to \$90 per student.
- Junior colleges were permitted to hold classes outside of their districts (1939).
- The requirement for college districts to furnish students textbooks was eliminated.
- Community colleges were allowed to offer courses in aeronautics.



## WHAT WERE THE EFFECTS OF WORLD WAR II?

- Automatic accreditation was granted to any junior college that complied with Education Code.
- *In 1943, the Legislature:*
  - ✓ Abolished junior colleges to offer future school, and
  - ✓ Provided airplane pilot training outside of the state.
  - ✓ Changed admission requirements to any high school graduate to enter (vs. only California high school graduates).
  - ✓ Allowed high school seniors over 17 to take junior college courses in conjunction with high school courses (concurrent enrollment).
  - ✓ Defined a credit hour as 3 hours a week of instruction, study, or laboratory for 16 weeks.
    - This in effect designed the junior college semester as 16 weeks in length.



# WHAT ABOUT AFTER WORLD WAR II?



## *1944 – CJCA Studies Accreditation:*

- A vote of the CJCA resulted in a proposal that the California State Department of Education do the accrediting (versus University of California).
- The State Department of Finance refused a request for additional personnel in 1949 – so CJCA began discussions with the Western College Association (WCA) in 1950.
- The problem of accreditation became important with the “police acts” in Korea in 1950.
  - ✓ Draft boards would not/could not grant deferrals to junior college students because they were not accredited;
  - ✓ Military refused to accept coursework taken at collegiate level; and
  - ✓ The Federal Government would not grant technical training funding to community colleges.

## WHAT ABOUT AFTER WORLD WAR II?

*In 1947, the Strayer Report was issued:*

- Purposes of a junior college were listed as:
  - ✓ General education (transfer courses)
  - ✓ Orientation and guidelines
  - ✓ Lower division transfer courses
  - ✓ Adult Education
  - ✓ Removal of matriculation differences so students could qualify for admission to one institution.
- At this time in California, there were 55 junior colleges with 60,643 students enrolled, which was 35% of all students in higher education (public, private, accredited, and non- accredited) in California.



## WHAT ABOUT AFTER WORLD WAR II?

### *1947 – Strayer Report (continued):*

- The Strayer Report performed one very important service in slowing down – if not, stopping: the idea of expanding the junior colleges into 4 year institutions.
- Yet, not all agreed with that!
- Proponents of the idea were:
  - ✓ People in junior colleges who wanted a 4 year institution for prestige purposes, and
  - ✓ Veterans, who wanted to continue past 2 years without moving.



## WHAT ABOUT AFTER WORLD WAR II?

### *1947 – Strayer Report (continued):*

- Recommended that a Bureau of Junior College Education be established to supply leadership to the development of community college programs and to coordinate their actions (precursor to Chancellor's Office as we now know it).
- In 1955 in California, public junior colleges enrolled 58.5% of all freshmen and sophomore students in both public and private institutions.
  - ✓ Currently, 51% of CSU graduates started at a California Community College.
  - ✓ Currently, 29% of UC graduates started at a California Community College.



# HOW DID COMMUNITY COLLEGES CONTINUE TO DEVELOP?

## *1950 – Accreditation*

- The WCA (Western College Association) agreed to take over the accreditation of junior colleges on April 15<sup>th</sup>, 1950
- Accreditation by the WCA began with a visit to College of the Sequoias on February 9<sup>th</sup>, 1953.
- Administration) worked to have high schools accredited by a similar method.
- The high schools (the California Association of Secondary School
- The decision was made to create an accrediting association called the Western Association of Schools and Colleges (WASC) which would have three committees - one for 4-year; one for junior colleges; and one for secondary schools.
- This organization became the regional accrediting agency for California, Hawaii and the territory of Guam on July 1<sup>st</sup>, 1962.



# HOW DID COMMUNITY COLLEGES CONTINUE TO DEVELOP?

## *1960s and 1970s – Explosion of Community / Junior Colleges:*

- After a slow period of growth in the 1950s, during which community college struggled to find sure footing, and a number of independent community colleges closed or converted to 4-year colleges, the 1960s ushered a new era of growth.
- By 1960, there were 56 districts in California offering junior college courses and 28 districts that were not high School districts but were junior college districts.
  - ✓ The 1960 Master Plan for Higher Education restructured the UC and CSU systems limiting enrollment and yet having a goal to provide higher education to all.
  - ✓ In 1967, the Legislature created the Board of Governors for California Community Colleges and formally established the CCC district system.



# HOW DID COMMUNITY COLLEGES CONTINUE TO DEVELOP?

## *1960s and 1970s – Explosion of Community / Junior Colleges:*

- Between 1960 and 1970, 450 new public community colleges opened throughout the country.
- Factors that helped the expansion included:
  - Passage of the Higher Education Act.
  - In 1978 California's Proposition 13 (shifted responsibility to fund colleges to the state).
  - Placing the responsibility to the voting public of passing tax overrides to augment the local district's funding base and resourcing.
  - An increase of Baby Boomers!
  - Growth and the addition of Community College Districts over the years.
  - In California, Since 1970, (You Guess!) Community Colleges have been established.

