

A PROFILE OF TENNESSEE COMMUNITY COLLEGES

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ABSTRACT

A general discussion of the history and development of the Tennessee system of public two-year community colleges is presented with a brief look at the national scene. Community college objectives and functions are explored and the governance structure is presented in some detail. Certain basic data are offered concerning geographical locations, enrollments, finances, degrees conferred, and institutional credentialing. Significant problems are pointed out for further consideration. Statistics show that Tennessee community colleges continue their expansionary thrust into the 1970's both in number of institutions established and scope of programs and services offered. Growth in this area of post-secondary education reflects the need for two-year level state institutions, comprehensive in nature, low-cost in attendance, open door by decree, community oriented for service, and geographically located for student accessibility.

INTRODUCTION

Society tends to create and mold institutions to serve its needs. The advent of public two-year community colleges reflects societal pressures for change—change in the form of opportunities at least through the fourteenth year. Success of the universal education concept can be gauged in terms of offering a comprehensive curriculum, establishing an open-door admissions policy, and creating a community-oriented institution. Community colleges attract students from nearly all levels of academic ability, achievement, social and economic circumstances, and personal motivation. Admission fees are retained at low levels and the colleges are conveniently located, resulting in high institutional exposure and much accessibility. Tennessee's system of community colleges tends to emulate national objectives, operating under a state higher education board of control and a state coordinating agency. The number of community colleges in the system is increasing, indicative of the need, acceptance, and financial support for such an educational development. By the same token this development reflects societal pressures for change—change that offers new approaches toward solving some

¹ For a historical review of factors operating in the development of the public community college concept, the reader is referred to J. Perry's article in this issue.

² As indicated, the term "junior college" reflects the historical development of two-year public colleges as extensions of the public high schools. Increasingly, however, the term is used to refer to contemporary private two-year colleges where curricular specialization is evident. Public two-year colleges tend to offer diverse curricula and an array of community services, thus the name comprehensive community college.

of the state's problems in postsecondary education.

NATIONAL PERSPECTIVES

The public two-year community college is not a totally new educational concept.¹ Historically, the first public two-year community college was founded at Joliet, Illinois in 1901. To date, Joliet Junior College represents the oldest operating public two-year college in the nation, providing comprehensive curricula for day and evening commuting students. Whereas the contemporary community college is usually an entity separate and apart from local high school control, offering a wide array of college transfer, occupational, general, developmental, and adult and continuing education courses, the public junior college of early twentieth century America was controlled by the local high school with select junior college-level courses added to the high school curriculum, and sufficient persuasion placed upon the university to accept these post-high school courses as collegiate transfer credits. This upward extension of the public high school to include college level transfer courses in the curriculum reveals a major historical link between the public high school and the public junior college, or comprehensive community college as we recognize the institution today.²

Actually, the very first junior colleges, founded in the late 1800's were privately supported and operated. The *American Junior Colleges* directory notes that by 1900 there were approximately eight junior colleges in the nation—all private—with an enrollment of about 100 students. During the period 1915-1916 private junior colleges continued to outnumber their public counterparts by 55 to 19, with enrollments of 1,771 and 592, respectively. The years 1921-1922 revealed that the number of private institutions continued to outpace the number of public institutions by 137 to 70, but public enrollments exceeded private college enrollments by 8,349 to 7,682, a difference of 667 students. By 1947-1948 public community colleges outnumbered private junior colleges for the first time, recording an impressive public enrollment of 378,844 to a private enrollment of 121,692. In 1960 public two-year institutions were well ahead of their private junior college counterparts as evidenced by 390 public to 273 private institutions, and in terms of degree-credit enrollments, 393,553 to 60,064. Eighty-seven percent of the total junior college student population was enrolled in the public segment. By fall 1973, the number of two-year colleges totaled approximately 1,220, of which roughly 981 were public institutions. Degree-credit enrollment for fall 1973 totaled 1,979,000. Of this amount 1,879,000 students were enrolled in public two-year institutions, while only 100,000

entered private junior colleges. In terms of percentage distribution, ninety-five percent were enrolled in the public segment. If both degree-credit and non-degree credit enrollment is considered, a total of 2,917,253 students were enrolled, with 2,793,486 in public two-year institutions, while 123,767 entered private junior colleges. Ninety-six percent of the students were attending public two-year institutions.

DEVELOPMENT OF THE COMPREHENSIVE COMMUNITY COLLEGE IN TENNESSEE

Encouragement to explore the comprehensive community college concept in Tennessee came in the form of report recommendations to the Education Survey Subcommittee of the Tennessee Legislative Council on December 2, 1957. This lengthy college and university study, directed by Truman M. Pierce and A. D. Albright, represented one part of a two-part survey of the entire state educational system: (1) the elementary and secondary schools and (2) institutions of higher education. The Pierce-Albright recommendations, although calling for three additional four-year higher education facilities, were couched heavily in promoting institutional variety, creating geographic dispersion, offering equal educational opportunities, maintaining low admission costs, developing academic, occupational, general, adult and continuing education curricula, retaining reasonable student-faculty teaching ratios—all tenets of contemporary two-year community college philosophy. In essence, the report recommended broadening the four-year base of higher education in the state in order that virtually every Tennessean could be within fifty miles of a state higher education facility. Overtures were made to provide a variety of institutional forms and educational programs. The Pierce-Albright report cited a demand for adult, technical, and semiprofessional educational opportunities at the community level:

"The phase of education which provides training of a technical and semiprofessional nature is frequently associated with the community college. . . .

"This part of a higher education program is no longer considered merely as a means of providing two years of a traditional college course. Rather, it provides, in addition to this program, terminal education on the technical and semiprofessional level aimed toward the training of personnel in those occupations where a full four years of college training is not necessary. Moreover, a proper function of this program is as a center of learning for the community with its programs and services geared to the needs and wishes of the people, both adults and youth. Its offerings, in a setting like this, may range from workshops in painting, to refresher courses in child psychology.

"The potential of this phase of the total program of higher education in Tennessee in stimulating learning, in improving the lives of individuals, in keeping intellectual curiosity alive, can best be viewed in the light of increasing demands for adult education on the community level, and the growing demand for semiprofessional and technically trained personnel. Financing the expansion of this phase of higher education would seem to indicate the necessity of additional financial support. Careful statewide planning is needed to insure optimum utilization of instructional efforts, both public and independent, in order to enhance the continued development of this phase of higher education in Tennessee."

As a result of the Pierce-Albright recommendations of 1957 the Tennessee Eighty-third General Assembly,

meeting in biennium in 1963, appropriated \$200,000 to the State Board of Education ". . . for the purpose of preliminary planning and the establishment of additional, regional-type institutions of higher learning in Tennessee. . . ." (Tennessee Public Acts of 1963). Two-year level institutions were not specifically mentioned at the time. In 1965, however, the Eighty-fourth General Assembly responded to recommendations of Governor Frank G. Clement and authorized three public junior colleges. In his address to the Assembly, the governor stated:

"The 83rd General Assembly provided initial planning funds for the study of junior colleges in our State. All our planning studies indicate that junior colleges can provide a vital service to our citizens by making higher education more accessible to some, and by relieving the enrollment pressures on our other colleges and universities. I recommend to you, therefore, the authorization at this time of funds for three such institutions: One in East Tennessee, one in Middle Tennessee, and one in West Tennessee." (Tennessee House Journal of the Eighty-fourth General Assembly, 1965).

Two-year institutions established as a result of this initial legislative action were Columbia State Community College (opened 1966), Cleveland State Community College, and Jackson State Community College (both opened 1967). Subsequently, six state community colleges were established: Dyersburg and Motlow (both opened 1969), Walters (opened 1970), Roane and Volunteer (opened 1971) and Shelby, a multi-campus facility (opened 1972).

Plans to expand the Tennessee community college system indicate three additional two-year institutions by 1975, which would bring the total to twelve. These additions reflect recommendations by the Carnegie Commission on Higher Education and the Tennessee Higher Education Commission. In contrast to existing operating units (with the exception of Shelby in Memphis) additional community colleges have been recommended for the larger metropolitan areas—Chattanooga, Knoxville, and Nashville. The Tennessee Higher Education Commission has established certain criteria in determining future sites for community colleges. These include:

1. [that] an enrollment of at least 1,000 full-time equivalent students . . . within three to five years of opening the college [can be projected].
2. [that the institution] does not duplicate other higher educational opportunities. Except in metropolitan areas of 250,000 or more, community colleges should not be established in communities which already have a public college or university.
3. [that there is] community interest and willingness to provide the site and \$250,000 toward initial construction of the institution." (Tennessee Higher Education Commission, 1969).

In 1973 the Eighty-eighth General Assembly authorized changing the name of Chattanooga State Technical Institute to Chattanooga State Technical Community College, thus paving the way for comprehensive programs of college transfer, occupational, general, developmental, and adult and continuing education at that institution. In addition, governing responsibilities have been transferred from the State Board of Education to

the Board Regents of the State University and Community College System. The locations of Tennessee's community colleges as well as technical institutes which are presently operational are shown in Figure 1. Combined

The Open-Door Principle

Community colleges profess the open-door principle which states that any person who is a high school graduate (or equivalent), or who is over eighteen years of age

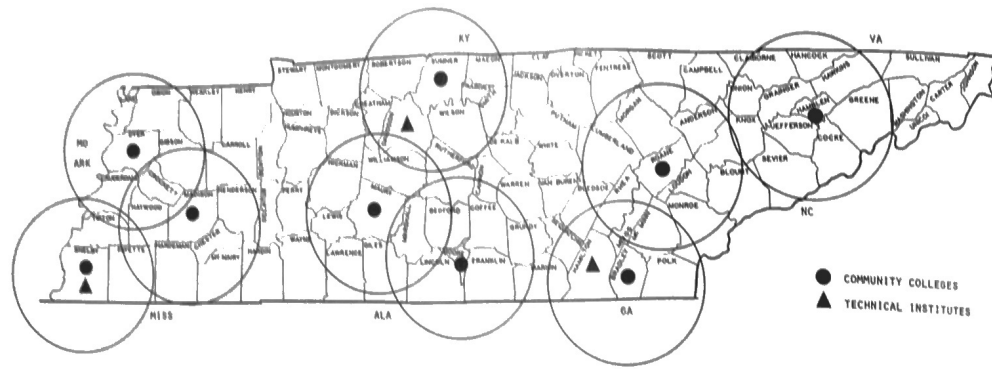


FIG. 1: Locations of Tennessee's Community Colleges and Technical Institutes³
(Courtesy of Tennessee Higher Education Commission)

programs and services of these institutions are available to more than eighty-five percent of the residents of the state.

COMMUNITY COLLEGE OBJECTIVES

Tennessee community colleges tend to emulate national goals. Their role is that of distributing agent or safety valve standing between the high school and the four year college, university, or employment, offering educational opportunities to all who can benefit from programs and services of the community colleges. Likewise, their role is that of teaching institutions, not immersed in research or contractual programs where teaching and student contact quite often become secondary activities of the institution. Three broad objectives can be identified.

The Comprehensive Curricula

Community colleges seek to offer a wide array of courses in liberal arts preparatory education, occupational training, general education, general studies, developmental programs of reading, writing, and language, and adult and continuing education. Their clientele represents a wide variety of students, young and old, with varying educational aptitudes, objectives, and needs. Needless to say it is the expressed desire of community colleges not to overemphasize transfer curricula associated with the traditional first and second years of four-year institutions, but rather to provide a flexible, balanced, comprehensive curricula in keeping with the needs of the residents served by the college.

³Technical institute located in Chattanooga (Hamilton County) is now being expanded to reflect a comprehensive community college program. Name has been changed to Chattanooga State Technical Community College.

and is capable of benefiting from instruction offered, is welcome to attend the college. Admission does not depend upon intelligence test scores, high school grades, prior postsecondary attendance, race, religion, economic or social backgrounds, letters of recommendations, or other exclusionary devices designed to maintain class profiles. Admittance to the college, however, does not necessarily grant the student automatic approval to enter the various degree or certificated programs of the institution. In essence, the college usually retains the right to assign students to program areas where they have reasonable opportunity for success. Effective student personnel services provide the key by offering adequate guidance and counseling activities.

The Community Orientation Concept

The community orientation concept carries not only a geographic connotation but a social distinction as well. Geographical service areas can usually be identified but even more important is the need to understand the community of students who ultimately may seek admission. Nationwide studies indicate the majority of community college students reflects middle and upper lower-income families, especially from lower managerial and white-collar families and skilled working-class families. Obviously, institutional programming should gear itself to the needs of the community constituency by offering a wide range of relevant courses and community services. The community services segment includes a broad program of adult and continuing education courses, opportunities for community groups to utilize campus meeting rooms and equipment, and provision for leadership and research services by personnel of the college. Faculty and staff offer their expertise as community speakers, group participants, and as leaders in solving mutual problems. Many institutions are now deeply

committed to finding solutions to environmental, housing, safety, public welfare, employment and other pressing problems.

FUNCTIONS OR TASKS

If Tennessee community colleges are to be effective in their role as distributing agents, comprehensive curricula must be available to all who seek admission. Transfer or liberal arts offerings; occupational opportunities in vocational, technical, and preprofessional fields; general education; general studies; developmental programs; adult and continuing education—all these curricula and services are recognized functions of the institution. Guidance and counseling, an area with virtually unlimited opportunities to relate to the academic as well as nonacademic needs of students, is another task of the community college. The so-called salvage function, closely related to both the developmental and guidance/counseling functions, is still another important area, offering aid to low achieving students or guiding non-motivated but academically able students to higher levels of accomplishment. Screening is an additional responsibility, providing an open door to all who wish to enter, yet assisting four-year colleges and universities in identifying potential transfer students who may excel, given advanced learning opportunities. Clark (1960) cites the cooling-out task as another important dimension of the community college. By this process faculty members and college counselors gently, through patience and reasoning, redirect the failing transfer students into more realistic, shorter term programs with occupational concentration, general education, or general studies, or even suggest withdrawal from college altogether, if necessary. The custodial process, another responsibility, refers simply to the marking of time by students in college until they can assess their lives and determine to what extent their future will call for certain levels of educational preparedness. Lastly, cocurricular student activities offer an important social dimension to the college. This function is generally not pronounced where commuting students are involved; however, the activities are helpful, particularly in promoting individual interests and developing the ability to relate to others.

GOVERNANCE STRUCTURE

Statutory authority for operation of a state system of community colleges is provided by Title 49, Chapter 32, Section 49-3236, *Tennessee Code Annotated*. Management is vested in a board of control which is responsible for the state's regional universities as well as community colleges. This governance structure, known as the Board of Regents of the State University and Community College System, formulates broad policy guidelines for and delegates operating responsibilities to Austin Peay State University, East Tennessee State University, Memphis State University, Middle Tennessee State University, Tennessee State University, Tennessee Technological University, and the ten state community colleges, including the one state technical community college which, as pointed out earlier, has recently undergone a name change and change in institutional purpose.

Actually, the Board of Regents is a new governance structure in Tennessee higher education. Prior to 1972 the state's regional universities and community colleges were governed by the State Board of Education, which is also responsible for grades kindergarten through twelve, educational television, special schools, vocational-technical education, vocational rehabilitation, teacher education and certification, as well as many other programs and services. As education in general and higher education in particular expanded the duties and responsibilities of the State Board of Education, prospects for a spin-off governance structure for higher education became more and more apparent, resulting in establishment of the Board of Regents on July 1, 1972.

The Tennessee Higher Education Commission, created July 1, 1967 by Title 49, Chapter 42, Section 49-4201, *Tennessee Code Annotated*, serves as a coordinating and planning agency for the state's two separate public higher education systems: The Board of Regents of the State University and Community College System and the Board of Trustees of The University of Tennessee. The latter system represents the state's major land-grant institution. The Tennessee Higher Education Commission is composed of nine members, appointed by the governor, three from each grand division of the state. After initial appointments terms run for nine years and at least one-third of the appointed members must be members of the principal minority political party. The commission meets at least four times each year. A chairman directs the efforts of the commission and an executive director is retained as chief staff member, serving at the pleasure of the commission. Tennessee's public higher education governance structure is depicted schematically in Figure 2.

COMPOSITION OF THE BOARD OF REGENTS

The Board of Regents consists of sixteen members, eleven publically appointed by the governor, four *ex officio*, and one statutory. *Ex officio* members include the governor as chairman of the board, the commissioner of education, the commissioner of agriculture, and the executive director of the Tennessee Higher Education Commission—the latter being the only nonvoting member. The statutory member is the immediate past commissioner of education, serving a three-year term of office from July 1, 1972. One of the eleven public members serves as vice-chairman. Of the eleven publically appointed members, one represents each of the eight congressional districts and three are at-large members from different geographical areas of the state.

Terms of appointment for the initial three at-large members are two, four, and six years, while terms for the remaining initial eight members are set at one, two, three, four, five, six, seven, and eight years. All public members' terms began July 1, 1972 and as each expires successors are appointed for nine-year periods. All publically appointed members are subject to confirmation by the senate, although appointments are effective until adversely acted upon by that body. Public members are eligible for reappointment, but no member may serve beyond June 30th following his or her seven-

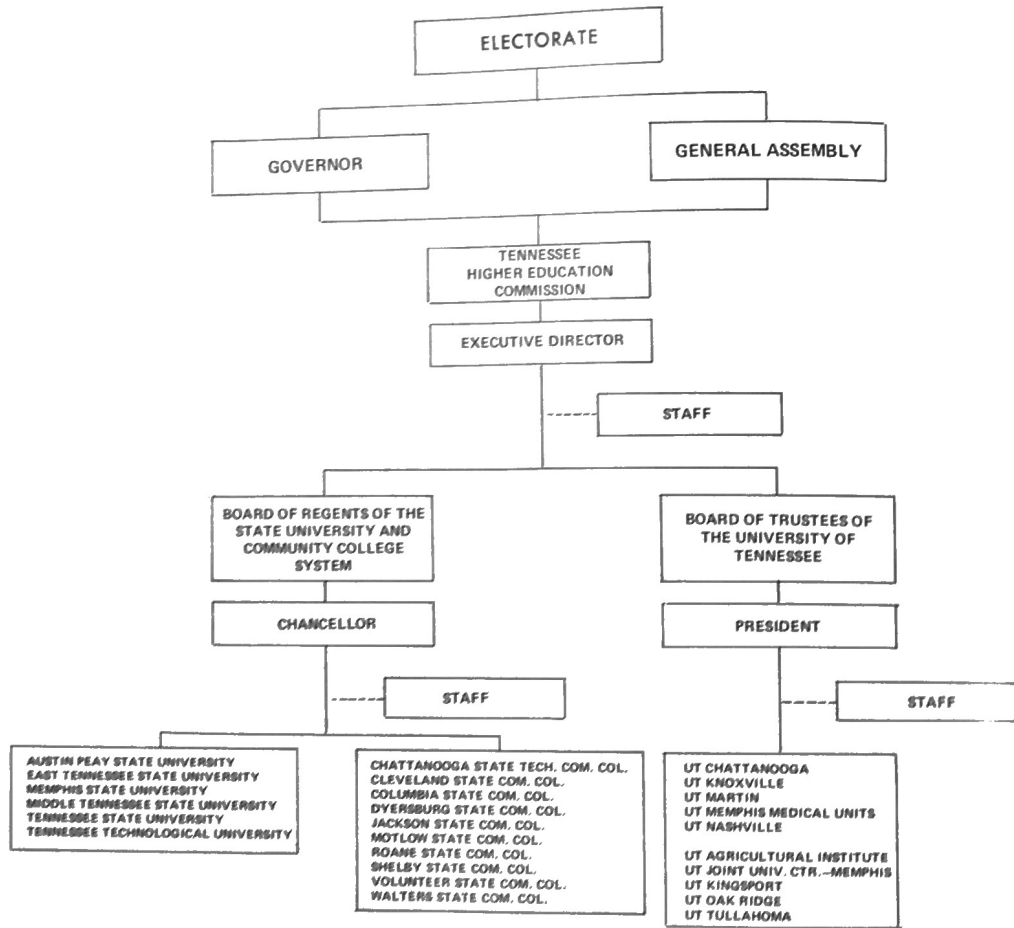


FIG. 2: Higher education governance structure.

tieth birthday. In the event a vacancy occurs, except by reason of expiration of term, the vacancy is filled by appointment for the remainder of the term. Each of the two leading political parties are represented on the board by at least three appointed members and at least four of the appointed members are alumni of the institutions governed by the board, but not more than two of such appointed members may be alumni of the same institution. At least one of the appointed members must be a woman and at least one of the appointed members must be under thirty years of age. No employee of any public institution of higher education, nor any elected or appointed official or employee of the state, or any

member of a governing body for any institution of higher education, may serve as a public member of the Board of Regents while so employed. A chancellor is retained as chief executive officer serving at the pleasure of the board. Additional professional or staff members may be employed as the board or its chief executive officer deems necessary.

RESPONSIBILITIES OF THE BOARD OF REGENTS

Responsibilities of the Board of Regents are set forth in Title 49, Chapter 32, Section 49-3239, Tennessee Code Annotated. The board, meeting at least quarterly,

is empowered to select and employ each community college or university president, upon recommendation of the chancellor; to confirm the appointment of administrative personnel, faculty, and other employees of each institution; to establish their salary levels as well as terms of office. Likewise, the board prescribes curricula and requirements for certificates and degrees; approves operating and capital outlay budgets, and otherwise sets policies for each institution's fiscal affairs; establishes policies and regulations with regard to campus life, including but not limited to the conduct of students, student housing, parking, and safety; and assumes general responsibility for the operation of each institution, delegating to the president as chief executive officer such powers and duties necessary and appropriate for efficient management of the institution and its programs. The board is empowered to accept donations of money, securities, and property from any source on behalf of the institutions under its jurisdiction, such gifts to be used in accordance with donor stipulations; to purchase land subject to the terms and conditions of

fall, 1973 with ten institutions in operation, degree-credit, headcount enrollments totaled 14,895. Another 1,609 students were enrolled for nondegree credit work. Fall 1973 degree-credit, full-time equivalent enrollments amounted to 10,261. Table 1 indicates the enrollment picture, by institutions, 1966 through 1973.

As to the future, the Tennessee Higher Education Commission (1973) has noted degree-credit headcount enrollments should be between 25,000 and 35,000 students by fall 1975, assuming a system of about twelve community colleges, including one in each of the metropolitan areas. Degree-credit, full-time equivalent enrollments are projected between 15,000 and 20,000 students. Roughly one-half of these projections should be in the four metropolitan community colleges. A large portion of the enrollment increases after 1975 is expected to reflect students in the lower half of their high school graduating classes, realizing that nearly all students in the upper half will be attending college by that date. The number of Tennessee high school graduates is not expected to increase during the period 1975-1985;

TABLE 1: Community College growth: 1966-1973. Degree-Credit Headcount (DCH) and Full-Time Equivalent (FTE) enrollments*

Institution	Fall 1966 DCH	Fall 1966 FTE	Fall 1967 DCH	Fall 1967 FTE	Fall 1968 DCH	Fall 1968 FTE	Fall 1969 DCH	Fall 1969 FTE	Fall 1970 DCH	Fall 1970 FTE	Fall 1971 DCH	Fall 1971 FTE	Fall 1972 DCH	Fall 1972 FTE	Fall 1973 DCH	Fall 1973 FTE
Columbia	400	361	1,025	761	1,125	902	1,215	1,061	1,331	1,226	1,330	1,201	1,326	1,907	1,278	903
Cleveland			681	555	1,368	1,112	1,576	1,186	1,977	1,409	2,170	1,506	2,167	1,510	2,444	1,958
Jackson			640	506	1,436	1,100	1,438	1,034	1,341	1,047	1,350	1,050	1,329	1,034	1,711	1,082
Dyersburg							588	301	626	514	636	564	754	570	899	614
Motlow							530	400	748	606	861	685	862	651	1,017	738
Walters									389	255	1,197	745	1,357	928	1,710	1,130
Roane											323	235	703	578	923	729
Volunteer											577	446	1,198	1,023	1,341	1,067
Shelby													1,019	846	2,199	1,551
Chattanooga	**		**		**		**		**		**		**		1,171	788

*Compiled from the Tennessee Department of Education, Division of Higher Education, and the Tennessee Higher Education Commission.

**Chattanooga not governed by the Tennessee Board of Regents during these years.

state regulations; to condemn land and construct and equip buildings for use by the institutions, subject to the terms and conditions of legislative appropriations, the board being vested with title to the property purchased or otherwise acquired. The board has such other powers, not otherwise set forth by law, as are necessary to carry out the provisions of the legislative act and has similar and comparable responsibility and authority, as is authorized by the legislature, for the Board of Trustees of The University of Tennessee system.

ENROLLMENT PICTURE

Since establishment of the first community college Tennessee has experienced rapid growth in two-year college student enrollments. Columbia opened the era of state community colleges with a fall 1966 degree-credit, headcount enrollment of just 400 students. By

however, enrollment increases during that ten-year span are expected to reflect an increase in the proportion of high school graduates who continue their education. Most of the growth in undergraduate enrollments after 1975 will be realized in community colleges, where the open door principle will allow any high school graduate to undertake some postsecondary education.

INSTITUTIONAL OPERATING EXPENDITURES AND STUDENT ASSESSMENTS

Community college operating expenditures for educational and general purposes currently average between \$1,000 and \$1,200, annually, per full-time student enrolled in college transfer curricula. Operating costs associated with occupationally-oriented curricula are higher, usually requiring lower student-faculty ratios and more expensive instructional equipment. Occupa-

tional programs may cost as much as 25 to 50 percent more than traditional transfer student costs. From a national viewpoint, increases in per student expenditures generally have averaged between 5 and 6 percent per year over the past 10 years. Much of this increase reflects increased salary costs, which, no doubt, will probably continue to increase between 5 and 6 percent per year during the next 10 years.

In contrast with student assessments at private two year institutions of higher education, attendance costs at community colleges are quite nominal, despite the relatively high per student operating expenditures experienced by these public institutions. Operating costs can be attributed, in many instances, to institutional start-up experiences and less-than-optimum enrollments during the initial phase-in period. Likewise, as we have seen, occupationally-oriented curricular costs have burdened the operating cost structure. The current registration fee for students classified as Tennessee residents amounts to \$65.00 per quarter per full-time student, or \$195.00 for the academic year; tuition is charged non-resident students at a rate of \$270.00 per quarter per full-time student, or \$810.00 for the academic year. Tuition charges are assessed in addition to regular in-state registration fees. Non-resident tuition charges reflect the state's commitment to community-oriented, resident-attended colleges and the need to approximate per student institutional operating costs with income from each out-of-state student. Less than one percent of the total enrollment is classified as nonresident students. Nominal registration fees for Tennessee students support the open-door principle, permitting students of families with moderate-to-low incomes to attend college at public expense. In numerous instances additional education derived from community college attendance provides the student with improved employment opportunities, resulting in more income, which, in turn, provides an improved tax base for state revenue purposes. In essence, education represents a societal investment in that the citizenry repays considerably more than the cost of their education in the form of higher taxes during their working, taxable years.

STATE APPROPRIATIONS

Unlike some states, Tennessee does not require local contributions, i.e., appropriations from sources such as municipal, independent, or multi-district governmental units or boards, to meet community college operating expenses. Roughly 75 percent of the operating budget is derived from state appropriations, while student fees and tuition provide another 15 percent. Categorical federal funds for occupational education comprise the remaining 10 percent. Recent state appropriations, by institutions, are revealed in Table 2.

As indicated earlier, per student expenditure increases have been averaging between 5 and 6 percent per year over the past 10 years. Using 5 percent as an annual increase formula, the Tennessee Higher Education Commission (1973) has indicated that total community college operating expenditures should be about \$20 to \$26 million per year by 1975-76, and \$40 to \$45 million annually by 1980-81. Assuming 75 percent of these ex-

pensures would come from state appropriations, and the remainder from student fees, tuition, and categorical federal aid, the annual state appropriations required by 1975-76 would be \$15 to \$20 million and \$30 to \$35 million annually by 1980-81. Although these calculations are, at best, approximations, nevertheless one can note the expansionary promise for community colleges but, likewise, the additional financial burden the state must recognize.

TABLE 2: Community College state appropriations: Fiscal years 1972-1973 and 1973-1974

Institution	Year Established		1972-1973		1973-1974	
	1965	**	\$	**	\$	**
Chattanooga	1965	**			\$ 1,348,000	
Cleveland	1967		1,814,000		1,814,000	
Columbia	1966		1,322,000		1,329,000	
Dyersburg	1969		790,000		790,000	
Jackson	1967		1,297,000		1,297,000	
Motlow	1969		932,000		932,000	
Roane	1971		740,000		938,000	
Shelby	1972		1,283,000		1,750,000	
Volunteer	1971		1,022,000		1,625,000	
Walters	1970		1,022,000		1,170,000	
TOTAL			\$10,222,000		\$12,993,000	

**Chattanooga not funded through the Tennessee Board of Regents during this year.

DEGREES CONFERRED

In discussing institutional output activity, one should realize some students enter community colleges not fully intending to graduate. Instead, they enroll to obtain certain select skills needed at a particular time in their working careers, then depart for early employment. Recent emphasis upon community college occupational education programs encourages some students to attend on a stop-in, stop-out basis. Likewise, adult and continuing education students do not necessarily seek two-year degrees, although some do ultimately graduate. Obviously, the cooling-out and custodial functions mentioned earlier further reflect multifaceted levels of preparation students bring to the community college. Some of these students will not graduate. In essence, by the very design of the community college, quantifiable data revealing degrees conferred do not always reflect a true picture of the ultimate successes of the institution. With these thoughts in mind, Table 3 indicates the number of two-year graduates, by institution, over a six year period.

ACCREDITATION AND MEMBERSHIPS

Tennessee community colleges seek general institutional accreditation through the Southern Association of Colleges and Schools. A number of the colleges are fully accredited, while others are recognized candidates, or in correspondent status for accreditation pending completion of the waiting period applicable to newer institutions. The first institution in operation, Columbia State Community College, has reasonable assurance of additional, specialized accreditation by the National League for Nursing.

In addition to general and specialized accreditation, the colleges seek membership or approval by a number

TABLE 3: Community College degrees conferred: Associate of Arts (AA) and Associate of Science (AS) 1967-1968 through 1972-1973.

Institution	1967-1968		1968-1969		1969-1970		1970-1971		1971-1972		1972-1973		1967-1973	
	AA	AS	AA	AS	AA	AS	AA	AS	AA	AS	AA	AS	AA	AS
Columbia	1	41	7	87	3	120	5	204	8	302	6	244	30	998
Cleveland			2	59	1	68	2	104	10	193	10	234	25	668
Jackson			8	50	9	104	9	99	11	116	8	160	45	529
Dyersburg					4	68	6	104	3	90	3	90	13	262
Motlow							6	73	0	112	13	127	19	312
Walters									0	56	0	88	0	144
Roane											1	20	1	20
Volunteer											1	72	1	72
Shelby	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Chattanooga	**	**	**	**	**	**	**	**	**	**	**	**	**	**

*Shelby not applicable. First class scheduled to graduate at the close of the 1973-1974 academic year.

**Chattanooga not governed by the Tennessee Board of Regents during these years.

of national, state, and regional organizations, including the American Association of Community and Junior Colleges, American Council on Education, Adult Education Association of the USA, National Junior College Athletic Association, Tennessee College Association, Tennessee Board of Nursing, Tennessee Junior College Athletic Association, and Southern Association of Junior Colleges. Chattanooga State Technical Community College holds additional membership in the American Society for Engineering Education. The institutions are also approved by the Tennessee State Board for Vocational Education, and endorsed for veterans education by the Tennessee State Department of Education.

PROBLEMS FOR FURTHER STUDY

Role identification is a significant concern of community colleges not only in Tennessee, but nationwide. Community colleges, in serving as democratizing agents, have attempted to be all things to all people. The very nature of their thrust—offering two years of education beyond high school at a very low cost to the student, but not necessarily low cost to the public; attempting to provide a comprehensive curriculum for students varying widely in collegiate abilities, needs, and age levels; attempting to maintain an open-door policy; providing a multitude of community-oriented action programs and services—all these stated objectives have placed tremendous burdens upon the various resources of the institutions. Needless to say these well-founded intentions have not always been realized. Furthermore, reference to community colleges as junior colleges carries the connotation of something less than collegiate level respectability, an image that most assuredly needs revitalization, requiring public understanding and support.

Curriculum articulation is another problem that community colleges must recognize and solve. Degree credit

hours from state two-year institutions are not always accepted by state senior institutions. In some instances, courses offered at the community college level are not offered at the university level, thus difficulty is experienced in determining whether the transferring student should receive credit for courses not representative of university curricular design. In other instances, the community college may offer certain courses at the sophomore level, while the university recognizes these courses primarily as upper division level curricula. Another problem is evident when university policy restricts the total number of transfer credit hours permitted from the community college. As the system of state two-year colleges expands, problems in curriculum articulation should become more acute, unless through interinstitutional cooperation acceptable admissions guidelines can be developed. But curriculum articulation should extend beyond the transfer accommodation concept, to coordinating curriculum design efforts at all state educational institutions, including the high schools, vocational schools, technical institutes, universities, and even the community colleges, themselves. Through joint action, needless duplication can be reduced and the curriculum improved. In essence, curriculum revisionists should look both up and down the institutional spectrum for articulation, improvement, and consolidation. Co-operative activities with private institutions should be actively pursued whenever possible.

Another problem for further study is that of governance. As the community college system continues to experience spectacular growth, attention will be focused upon the need for a separate community college governing board. Presently, the Board of Regents includes the six regional universities and the ten community colleges under its governing jurisdiction. With community college full-time equivalent enrollment projected between 15,000 and 20,000 by 1975, internal administrative

pressures may eventually result in the establishment of a separate board for community colleges where additional time and effort can be directed toward solving those problems unique to two-year institutions. This proliferation, however, within the education structure will require more effective articulation between and among all competing boards of control.

Staffing and staff preparation remains another important issue. Although community colleges have employed professional personnel in the past, growth expectancies will call for additional recruiting, training, and in-service assistance to faculty and counseling staffs. Likewise, selection of knowledgeable administrators with commitment to the mission of the community college, with social sensitivity and with managerial abilities will be an important consideration. This cadre of teachers, counselors, and administrators will be interacting with students varying widely in academic abilities and vocational interests, and from various social and economic backgrounds. Minority students will increasingly enter the open door. Adequate staffing and staff preparation to meet the challenges posed by a diverse and expanding student body will remain a significant task. Emphasis upon teaching rather than research should continue as institutional policy, and the teacher, counselor, or administrator should be recruited from those with training, experience, and conviction in the two-year college.

Lastly, financial support offers an important constraint in expanding and improving the Tennessee system of community colleges. This is not due to lack of state support; rather, rapid growth in the number of community colleges has created pressures upon the legislature to provide necessary monies to meet this educational development in a relatively short period of time. However, despite the burdensome costs associated with founding new institutions, Tennessee community colleges have gained considerable recognition and support. Federal funding remains in doubt, but with interest now generated in occupationally-oriented curricula, increased funding can be expected, at least categorically for this area. Student fees should remain low in recognition of the open door, and open access commitment. As such, no significant revenue can be expected from this financial segment of the institution.

SUMMARY

From an embryonic development at the turn of the twentieth century, two-year institutions of higher education—both public and private—are now operating in all fifty states. A total of approximately 1,220 were operational in fall 1973 of which roughly 981 were public two-year colleges. Impetus for a Tennessee system of community colleges came adroitly through recommendations of the Pierce-Albright study committee of 1957. The first community college was established at Columbia in 1966; presently, ten such institutions are in existence. By 1975 a system of 12 community colleges is expected to be in operation, with degree credit, full-time equivalent enrollments of 15,000 to 20,000

students. Headcount enrollments are expected between 25,000 and 35,000 students. Total annual operating expenditures are anticipated at \$20 to \$26 million. By 1980 annual operating expenditures will probably total between \$40 and \$45 million. Most of the undergraduate enrollment after 1975 will undoubtedly occur in the community colleges where the open door, open access commitment permits all high school graduates to enroll for some postsecondary educational experiences. The near-term goal of 12 comprehensive community colleges by 1975 should place more than 85 percent of the state's residents within commuting distance of these institutions. Large urban areas will be given prime consideration in determining future college sites.

Tennessee community colleges tend to be comprehensive in nature, offering academic, occupational, general, developmental, and adult and continuing education programs. Their clientele represents a wide variety of students, young and old, with varying educational aptitudes, objectives, and needs. At the very heart of community college philosophy is the egalitarian, open door principle which states simply that any person who is a high school graduate (or equivalent), or who is over eighteen years of age and is capable of benefiting from post high school instruction, is welcome to attend the institution. Community colleges, as the name implies, tend to be geographically oriented, offering a wide array of programs and services consistent with the needs of the various institutions' constituents. Functions or tasks of the institution include developing a comprehensive curriculum, providing guidance and counseling services, and serving as a salvage, screening, cooling-out, and custodial facilitator. Cocurricular or student activities is another responsibility, although limited to some degree by the commuting nature of the student body.

Governance of the state's two-year colleges is vested in the Board of Regents of the State University and Community College System, a structure which emerged from the Tennessee State Board of Education in 1972. The Tennessee Higher Education Commission serves as a coordinating and planning agency for the Board of Regents and the Board of Trustees of The University of Tennessee system. Tennessee community colleges rely primarily upon state appropriations for financial support. Roughly 75 percent of the operating budget is derived from this source, while student fees and tuition provide another 15 percent. Federal funds for categorical aid represent the balance. Financial support from local sources is not required by the state in operation of the institution. Total state appropriations amounted to \$12,993,000 for fiscal year 1973-74.

In the fall of 1966, with one institution in operation, the degree-credit, headcount enrollment picture was just 400 students, or a full-time equivalent enrollment of 361. By fall of 1973, with ten colleges in operation, degree-credit, headcount enrollments totaled 14,895 students, with full-time equivalent enrollments of 10,261. The number of degrees conferred reflects confidence in the community college concept; however, this output measure does not necessarily indicate the true level of