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THE PRIVATE LIFE OF ALBERTA
FACTORS ASSOCIATED WITH THE EMERGENCE OF SELECTED
TWO-YEAR COLLEGES IN BRITISH COLUMBIA

by



WILLIAM LAURENCE WORTHMAN

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
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THE UNIVERSITY OF BRITISH COLUMBIA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certifies that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "Factors Associated with the Emergence of Selected Two-Year Colleges in British Columbia" submitted by MILDRED LAURENCE VOELMAN in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

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ABSTRACT

The major purpose of the study was to identify and analyze factors associated with the emergence of eight selected two-year colleges in British Columbia during the period 1958-1971. In order to identify such factors, a taxonomy was constructed on the basis of the reasons (or "benefit factors") cited by various authors for the establishment of two-year colleges in the United States and Canada. The taxonomy consisted of eleven major categories which subsumed 31 specific factors; an additional nine factors were added to the taxonomy following discussions with the writer's supervisory committee.

Data related to the emergence of each of the colleges were obtained through interviews and documents, and by means of a questionnaire which was constructed on the basis of the taxonomy. These data were utilized in (1) the development of a chronology of the establishment of each college; (2) the identification of the major factors associated with the establishment of each college; (3) an assessment of the relative importance of the identified factors, for each college; (4) the identification of similarities and differences in major factors, among and between colleges; and (5) an assessment of the validity of the taxonomy.

In addition to identifying the specific factors associated with the emergence of each of the eight colleges, it was found that four factors were commonly important in the establishment of all of the colleges included in the study. In such cases, the establishment of

a local college was perceived to (1) reduce the cost to students, relative to those incurred through attending a university, (2) enable students to transfer to a university after attending a college; (3) provide non-university educational opportunities; and (4) increase the number of opportunities for people to obtain higher education.

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TABLE OF CONTENTS

CHAPTER		PAGE
I.	THE PROBLEM	1
	Introduction	1
	The Problem	2
	The Significance of the Study	4
	Limitations	6
	Definitions	5
	Definitions of Terms	7
	College	7
	Factor	8
	Outline of the Thesis	9
II.	A CONCEPTUAL FRAMEWORK	10
	Introduction	10
	The American College	10
	The Canadian College	12
	Ontario	13
	Quebec	15
	Alberta	17
	Other Provinces	18
	A Taxonomy of Factors	19
	Educational Factors	21
	Social Factors	25
	Political Factors	29

Occupational Factors	31
Technological Factors	34
Demographic Factors	36
Economic Factors	39
Philosophical Factors	40
Historical Factors	41
Geographical Factors	42
Governance Factors	43
Summary	44
III. THE METHODOLOGY	50
Introduction	50
Data Collection	50
Searching of Documents	50
Interviews	51
The Questionnaire	53
Analysis of Data	56
Development of a Chronology	57
Identification of Major Factors	57
The Relative Importance of Factors	58
Identifying Significant Features	59
Validity of the Taxonomy	59
Summary	60
IV. THE SETTING	61
Introduction	61

A General Description of the Province	61
A Brief Geographic Description	61
A Brief Demographic Description	62
A Brief Economic Description	64
A Brief Governmental Description	65
An Overview of Higher Education in British Columbia	66
The Knott Study (1937)	67
The Chang Report (1960)	69
The Embryonic College	72
The Macdonald Report (1962)	73
The Enabling Legislation	75
The Two-Year College Era	77
Summary	77
V. THE EMERGENCE OF EIGHT COLLEGES	79
Introduction	79
Camosun College	79
The Area	79
A Brief Demographic Description	82
A Brief Economic Description	82
A Chronology	82
The Underlying Factors	90
The Perceived Relative Importance of Factors	98
Summary - Camosun College	102
Capilano College	102

	PAGE
The Area	102
A Brief Demographic Description	104
A Brief Economic Description	106
A Chronology	107
The Taniáhu Report (1965)	111
The Davis McConnell Balston Study (1968)	115
The Underlying Factors	116
The Perceived Relative Importance of Factors	123
Summary - Capriano College	126
Cariboo College	127
The Area	127
A Brief Demographic Description	127
A Brief Economic Description	130
A Chronology	130
The Underlying Factors	137
The Perceived Relative Importance of Factors	144
Summary - Cariboo College	147
College of New Caledonia	147
The Area	147
A Brief Demographic Description	148
A Brief Economic Description	151
A Chronology	151
The Underlying Factors	157
The Perceived Relative Importance of Factors	164
Summary - College of New Caledonia	168

Douglas College	168
The Area	168
A Brief Demographic Description	170
A Brief Economic Description	170
A Chronology	173
Three Major Studies	178
The Underlying Factors	186
The Perceived Relative Importance of Factors	189
Summary - Douglas College	192
Malvern College	193
The Area	193
A Brief Demographic Description	195
A Brief Economic Description	197
A Chronology	197
The Marsh Report (1966)	203
The Underlying Factors	205
The Perceived Relative Importance of Factors	213
Summary - Malvern College	217
Okanagan College	218
The Area	218
A Brief Demographic Description	220
A Brief Economic Description	220
A Chronology	223
The Dawson Study	229
A KOLOWIA VISIT TO THE MACKINAC TEAM (1962)	231

The Pentticon Brief to the Macdonald Team (1965) 232

The Feltowna Brief to the Giles Team (1965) 234

The Giles Report (1965) 235

The Underlying Factors 236

The Perceived Relative Importance of Factors 241

Summary - Okanagan College 244

Selkirk College 244

The Area 244

A Brief Demographic Description 247

A Brief Economic Description 247

A Chronology 247

The Underlying Factors 253

The Perceived Relative Importance of Factors 263

Summary - Selkirk College 267

VI. THE FACTORS - A COMPOSITE VIEW 268

Introduction 268

The Identified Taxonomic Factors 268

 Educational Factors 273

 Social Factors 274

 Political Factors 274

 Occupational Factors 275

 Technological Factors 275

 Demographic Factors 276

 Economic Factors 276

 Geographical Factors 277

 Historical Factors 277

	Page
Conceptual Factors	271
Concrete Factors	272
The Content Factors	273
Ability Factors	279
Facilitating Factors	280
The Taxonomy	288
The Role of Educational Factors	288
Summary	290
VII. CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS	292
Introduction	292
Conclusions	292
Conclusions Related to Problems 1 and 2	293
Conclusions Related to Problem 3	295
Some General Conclusions	296
Implications	299
The Taxonomy	299
The Role of Educational Factors	300
Recommendations	301
Facilitating Factors	301
The Taxonomy	301
College Performance	302
Factors of Establishment	302

CHAPTER	PAGE
BIBLIOGRAPHY	303
APPENDIX A Correspondence with Libraries and Newspapers	322
APPENDIX B The Interviewers	327
APPENDIX C Correspondence Related to the Interviews	333
APPENDIX D The Questionnaire and Interview Guides	337
APPENDIX E Correspondence Related to the Questionnaire	344
APPENDIX F Factor Loadings of Questionnaire Items	348

LIST OF TABLES

TABLE		PAGE
I.	A Summary of Questionnaire Responses	55
II.	Population Densities of Three Southern Vancouver Island School Districts	83
III.	Public School Enrolments of Three Southern Vancouver Island School Districts for Selected Years, 1954-1969	84
IV.	Taxable Assessments of Three Southern Vancouver Island School Districts, 1970	85
V.	Adult Education Enrolments, Greater Victoria School Board (1959-60 to 1967-68)	92
VI.	Summary of Questionnaire Responses, Camosun College	99
VII.	Populations of School Districts in the Capilano College Region for Selected Years, 1951-1966	105
VIII.	Enrolment Projections, North Shore Regional College, 1970-1985	117
IX.	Enrolments in Grade 11 and Grade 12 of Four North Shore School Districts, 1950-1966	119
X.	Summary of Questionnaire Responses - Capilano College	124
XI.	Total Populations of Six Cariboo School Districts, 1964-1968	129
XII.	Assessed Valuations of Six Cariboo School Districts, 1964-1968	131
XIII.	Enrolments of Six Cariboo School Districts, 1964-1968	139
XIV.	Adult Education Enrolments in the Kamloops School District, 1960-1968	140
XV.	Summary of Questionnaire Responses - Cariboo College	145
XVI.	Total Populations of Six Northern Interior School Districts for Selected Years, 1961-1968	150
XVII.	Assessed Valuations of Six Northern Interior School Districts for Selected Years, 1964-1968	152

	PAGE
VIII. School Enrolments of Six Northern Interior School Districts, 1962-1969	158
XIX. Numbers of Graduates, By Program, of Five Northern Interior School Districts, 1963-1966	159
XX. Grade 11 Enrolments in School District No. 57 (Prince George), 1962-63 to 1967-68	161
XXI. Summary of Questionnaire Responses - College of New Caledonia	165
XXII. Total Populations of Eight School Districts in the Western Fraser Valley, 1963-1969	171
XXIII. Taxable Assessments of Eight School Districts, 1967	172
XXIV. Potential Regional College Enrolments From Four North Fraser School Districts, 1966-1967	180
XXV. Application of Minimum Criteria For Establishing Colleges, Four North Fraser School Districts	181
XXVI. Summary of Questionnaire Responses - Douglas College	190
XXVII. Populations of Nine Vancouver Island School Districts, 1961	196
XXVIII. Types of Employment in Nine North Vancouver Island School Districts, 1965	198
XXIX. Assessed Valuations of Nine Vancouver Island School Districts, 1965	199
XXX. School Enrolments of Nine Vancouver Island School Districts For Selected Years, 1954-1964	207
XXXI. Selected Enrolments of Nine Vancouver Island School Districts, 1964-1965	208
XXXII. Summary of Questionnaire Responses - Malaspina College	214
XXXIII. Approximate Populations of Ten Okanagan School Districts, 1963	221
XXXIV. Assessed Valuations of Ten Okanagan School Districts For Selected Years, 1956-1966	222
XXXV. Summary of Questionnaire Responses - Okanagan College	242

TABLE	PAGE
XXXVI. Population of the West Footenay Region for Selected Years, 1951-1961	268
XXXVII. Assessed Valuations of Six West Footenay School Districts, 1963	269
XXXVIII. Grade 12 Enrollments, West Footenay School Districts, 1957-58 to 1963-64	276
XXXIX. Summary of Questionnaire Responses - Selkirk College	264
XI. Taxonomic Summary of Identified Factors, Eight Colleges	269
XII. The Eight Factors of Highest Relative Importance, For All Colleges	280
XIII. Six Relatively Unimportant Factors, For All Colleges	281
XIV. Factor Loadings of Questionnaire Items	347

LIST OF FIGURES

FIGURE		PAGE
1	A Taxonomy of Factors	45
2	Three Southern Vancouver Island School Districts	80
3	Four North Shore School Districts	103
4	Six Mainline-Cariboo School Districts	128
5	Five Northern Interior School Districts	149
6	Nine Western Fraser Valley School Districts	169
7	Vancouver Island	194
8	Ten Okanagan School Districts	219
9	Five West Kootenay School Districts	246

CHAPTER 1

THE PROBLEM

I. INTRODUCTION

During the 1960's, North America was generally fraught with conflict, change, and the pursuit of personal contentment. The quest for that elusive goal of "equality of opportunity" - educational, social, economic, and occupational, among others - became even more important in the minds of citizens and statesmen alike; the civil rights movement in the United States, and the activities of the F.L.Q. in Canada, are each examples of this quest. Individuals, interest groups, and governments became more introspective and innovative in attempting to find balances between supplies and demands, needs and wants, rights and privileges.

Of the many responses to educational demands during the 1960's in North America, the accelerated growth of the two-year college must rank among the most impressive. Between the years of 1964 and 1968, for example, the number of two-year colleges in the United States increased from 719 to 993, a rise of some 38 per cent (Nashkin and Tully, 1971: 16); by 1971, fifty new American colleges were being established each year (ibid.: 13). Similarly, by the end of the same decade, well over one hundred technical institutions and two-year colleges (with a total enrolment of over 140,000 students) were in operation in Canada (Economic Council of Canada, 1971: 64); fewer than fifty of these existed prior to 1960 (Campbell, 1971: 3).

The two-year college, it can be argued, has become an established and viable form of post-secondary education. Yet, relatively little is known about the origins of colleges in different settings. In some regions, colleges have been the end product of careful, systematic planning; in others, either they have emerged in an interrupted fashion, or existing institutions have gained college status simply through a change in nomenclature (Morrison and Martorana, 1960:12). Furthermore, the emergence of the two-year college is generally viewed as a response to a host of factors which have interacted in complex ways; there exists, however, little empirical documentation and analysis of such factors and their interrelationships.

II. THE PROBLEM

The major purpose of this study was to identify and analyze specific factors which were perceived to have been associated with the emergence of eight selected two-year colleges in British Columbia during the period 1958 to 1971. In order to do this, three problems were addressed:

Problem 1: To determine the specific factors perceived to have been associated with the emergence of each of these colleges.

Problem 2: To determine the relative importance of the identified factors to the emergence of each of these colleges.

Problem 3: To analyze any variations in the inclusion of operative factors among the individual colleges.

III. THE SIGNIFICANCE OF THE STUDY

In writing of the impact of educational institutions upon society generally, and upon communities specifically, Maclean (1956:13) makes the following statement:

Obviously, for anything like a full understanding of the forces in local and world society that bring about the extraordinary changes suggested by these illustrations [of growth in college services], we need many longitudinal case studies of post-high-school institutions and their communities, large and small.

The present study was undertaken in an attempt to discover and analyze the types of forces to which Maclean refers, in order to gain a greater understanding of the origins of two-year colleges at the local community level. More specifically, the study is significant for the following reasons:

1. There has been little detailed empirical documentation of the factors which have led to the establishment of two-year colleges in Canada. Sources from the literature have suggested several types of factors which may have been responsible for the growth in numbers of such colleges, but little has been known about the relative importance of, and relationships among, such suggested factors.
2. This study has created a knowledge base which may be of use in planning for the establishment of future colleges in British Columbia, as well as for evaluating the performance of the existing colleges in terms of reasons for which these colleges were initially established.
3. In identifying the need for, but minimal lack of, documentation of

evidence related to the emergence of novel academic institutions, Veysey (1965: 267-8) has made these assertions:

The quick development of an institutional framework . . . presents peculiar problems to the historian who would seek to make general statements about the causes for a pattern of institutional arrangements and relationships, yet nothing can be more baffling than the effort to relate these assumed causes to the abundant documentary evidence which is available to illustrate the change . . . One is led, therefore, to reason backward from the evidence of how the academic system functioned toward the causes for its appearance.

The study is significant in that it focuses upon the genesis of the college movement in British Columbia. Furthermore, it was conducted at a time when this movement was little more than a decade old; many of the primary sources of data were still available, and the relative recency of events contributed to an accurate identification of factors associated with the origins of the selected colleges.

IV. LIMITATIONS

The following limitations apply to the conclusions generated by the study:

1. The conclusions of the study are limited by restrictions upon the availability of data. Since this limitation is particularly applicable to data related to legislative political processes and systems, every attempt was made to secure the cooperation of individuals interested or qualified. Furthermore, debates of the British Columbia Legislative Assembly were not recorded (in Hansard form) during the time-span with which this study was concerned.
2. Limitations imposed by time, geography, and resources restricted

the interviewing of all persons who had a direct part in the establishment of colleges in British Columbia.

- 3. The conclusions are limited by the particular methodology employed in the study. The identification of specific factors related to societal phenomena, and the attribution of associational properties thereto, is a difficult task at best; further, the incidence and importance of such factors usually are not constant over time.
- 4. Finally, the conclusions of this study are limited by the following assumptions:

- 1. It was assumed that the perceptions of the interviewees and questionnaire respondents were accurate with regard to the factors associated with the establishment of the eight colleges included in the study. The number and variety of data sources were made as large as possible in order to offset errors of respondent bias, as well as to obtain a suitably large pool of data.

- 2. It was assumed that the taxonomy employed in the study was sufficiently accurate and precise to provide an identification of the specific factors which were presumed to have been operative in the establishment of the colleges included in the study.

V. DELIMITATIONS

This study was delimited as follows:

- 1. The overall time-span was the period 1958-1971. For purposes

of clarity and continuity, however, it was necessary to refer to certain events which occurred prior to 1958.

2. The time span under study in the case of the individual colleges extended from the first prominent event related to the ultimate establishment of each college, to the opening dates of the respective colleges.

3. The study focused upon the emergence of one district college (Camosun College) and seven regional colleges (Capilano College, Cariboo College, College of New Caledonia, Douglas College, Malaspina College, Okanagan College, and Selkirk College). Excluded, therefore, were universities, private colleges, vocational schools, the British Columbia Institute of Technology, and Vancouver Community College. This last named institution was excluded because it came into existence primarily through the amalgamation of three existing institutions (the Vancouver School of Art, the Vancouver Vocational Institute, and the Vancouver Adult Education Center). Certain of the excluded institutions are referred to where necessary, since both they and the colleges included in the study are all part of the same post-secondary educational environment.

4. The emphasis of the study was primarily upon the identification of factors perceived to have been associated with (i.e., led groups to promote) the establishment of the respective colleges rather than upon the processes through which those factors were transformed into institutional reality. Since these two factors were very difficult to separate, however, it also was necessary to refer to certain systems (and to groups involved

In those events) which were important to the establishment of the colleges.

VI. DEFINITIONS OF TERMS

A. Colleges

1. College: In this study, the term "college" is used to refer generically to two-year, non-degree-granting post-secondary institutions.
2. Junior College: A college whose curriculum consists primarily of university-transfer programs.
3. Community College: This term refers to a two-year public college, the curriculum of which is characterized by responsiveness to the diverse post-secondary educational needs of its clients; thus, the community college offers a comprehensive set of educational programs, attending breadth (as well as depth) of opportunity. Although the colleges included in this study were required, by statute, to " . . . provide tuition in first and second year university work . . ." (A.B.H.E., 1965:11), they were also authorized to offer such additional programs as may have been deemed desirable (ibid.); hence, these colleges fall under the definition of community colleges.
4. District College: This term was defined by the School Act, Revisions of British Columbia, as a college which was established and maintained by a single national district.

- 5. Regional College: This term was defined by the School Act, Province of British Columbia, as a college which was established and maintained by two or more school districts operating in concert.
- 6. B.C. Vocational School: A Provincially operated institution offering programs oriented to the trades and semi-skilled occupations. The minimum entrance requirement was Grade 10 standing.

B. Factors

A major purpose of this study involved the identification of the various and specific factors which were perceived to have been associated with the emergence of colleges in British Columbia, and the term "factor" has been used herein to refer to one or more of types of demand, or perceived benefits, which could be given a meaningful generic label. For example, pressures or demands for increased post-secondary educational services have been described as educational factors, and anticipated monetary benefits as a result of the establishment of a college in a particular city have been described as economic factors. The definitions of the specific factors relevant to this study are to be found in the taxonomy described in Chapter II.

VII. OUTLINE OF THE THESIS

The overall purpose of the study was to identify and analyze factors associated with the establishment of eight two-year colleges

in British Columbia during the period 1958-1971. The particular framework utilized in the study is presented in Chapter II, and the methodology employed is the topic of Chapter III. In Chapter IV, the setting into which the colleges emerged is described. The factors associated with the establishment of the respective colleges are identified in Chapter V, with the analysis of the identified factors being made in Chapter VI. Finally, Chapter VII contains the conclusions, implications, and recommendations of the study.

VIII. SUMMARY - CHAPTER I

The purpose of this Chapter has been to describe the problem and sub-problems considered in this study. The limitations and delimitations of the study were presented, as were the definitions of selected terms and the significance of the study.

CHAPTER II

A CONCEPTUAL FRAMEWORK

I. INTRODUCTION

It is the purpose of this chapter to provide the conceptual framework on the basis of which this study was designed and performed. Following a brief review of the growth of two-year colleges in the United States and Canada (with the exception of British Columbian developments), a taxonomy of factors which have been cited in the literature as being operative in the growth of colleges is presented.

II. THE AMERICAN COLLEGE

According to Medsker and Tillery (1971:13), the genesis of the American college occurred over a century ago; they report that

"... there were a few privately controlled two-year post-secondary schools already in operation in the middle 1800's, with curricula designed primarily to provide traditional lower-division offerings. These institutions served select youth of particular religious faiths."

It was not until the turn of the century that the first public college became established, having been conceived "... by a few innovative educators of that period as the capstone unit of an integrated system of secondary and post-secondary education" (Ibid.).

According to Gleason (1965:29), several university presidents were

instrumental in launching the junior college, since "... their

primary concern was to ease university enrollment and sophomore

status uncertainty made articulation difficult." In keeping with this,

the President of the University of Chicago (W. R. Harper) organized freshman and sophomore years into the "University College". These divisions subsequently came to be known as the "Junior College" and the "Senior College", respectively (Ibid.).

By 1900, there were eight colleges in the United States, these were all private institutions which offered the first two years of four-year college programs. The first public junior college was established at Joliet, Illinois, in 1901 (Gleazer, 1971:29), and others were established during the next four decades in several states, although in fewer numbers than private colleges (Medaker and Tillery, 1971:15). Even as late as 1950,

. . . the public junior college movement was yet vaguely understood, supported by only meager enrollment, and often labelled and institutional curiosity Indeed, its all-purpose effort seemed for a time to be overshadowed by the emergence of the comprehensive high school (Ibid.).

Since World War II, however, the growth trends of both private and public American colleges have reversed. By 1965, for example, there were 720 American colleges, 452 of which were publically supported (Gleazer, 1965:30); by 1968, there were 933 colleges, there being 287 more public colleges and only six more private colleges than in 1965. At that time, the median enrollment in public and private colleges were 1,380 and 471 students, respectively (Medaker and Tillery, 1971:21).

By 1970, there were an estimated 1,100 colleges in the United States (Medaker and Tillery, 1971:18). On the average this represents about 16 new colleges per year since 1901, or more than one new college

each month for 70 years. Even though this might reflect extraordinary growth, Cleaver (1965: 30) presents the following explanation:

There is no mystery about the rapid and sudden development of the community college. As pressures have built up in terms of population growth, increased demands for college experience, and the need to meet new manpower needs, planners have sought to take advantage of all available resources. The community college was a resource that had not been fully utilized, perhaps even overlooked in many parts of the country.

III. THE CANADIAN COLLEGE

The first English-language college in Canada, according to Campbell (1971b: 3), was probably the Prince of Wales College founded in Charlottetown, P.E.I., in 1860; however, this college was a high school for many years after its founding, and did not gain college status until after the turn of the century (Somers, 1966: 28). By 1900, there were no more than six non-degree-granting post-secondary institutions. The specific roles of these early Canadian colleges, however, are not clear (Campbell, 1971b: 3).

Between 1900 and 1958, the number of Canadian colleges rose to 49, more than half of which were French-language institutions in Quebec (Mitchener, 1960: 400). Of these 49 colleges, forty were governed by churches, three were military colleges, one was controlled by a group of local school boards, and five came under provincial jurisdiction (ibid.). During the remaining 12 years, the total number of colleges doubled.

A major thrust in the growth in numbers of Canadian colleges, according to Campbell (1971a: 78-79; also see Grant, 1967: 25), was

contained in the provisions of the Federal Technical and Vocational Training Act of 1960. The terms of this Act allowed the federal government to assume 75 per cent of the capital costs of new buildings and equipment, as well as 50 per cent of annual operating costs.

In Campbell's words,

... The response by the provinces was swift. Enrollment in technical programs rose (from 6,000 in 1959) to 200,000 in 1964-65. While provinces varied in the nature of the training opportunities that were created in response to federal funding, the country had taken a giant step forward. By the mid-sixties, the number of postsecondary, non-degree granting institutions had increased dramatically (1971a: 78-79).

While the various ways in which the provinces responded to the opportunities for establishing colleges are documented throughout the literature, a brief overview of the major developments of the 1960's is warranted in order that the problems being addressed in this study can be placed in some perspective. The following sections, therefore, trace the developments in Ontario, Quebec, Alberta, and other provinces, with the development of colleges in British Columbia being the sole topic of Chapter IV.

Ontario

While Ontario has long had a number of institutes of technology, art, and music (Campbell, 1971a: 80), the major impetus towards a system of community colleges was provided in 1965 through the inauguration of the College of Applied Arts and Technology (CAAT'S). This college has had three major responsibilities:

1. to provide courses of types and levels beyond or not suited to, the secondary school setting,
2. to meet the needs of graduates from any secondary school setting, apart from those wishing to attend university, and
3. to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates (Davis, 1965:48).

These colleges were designed to be community colleges, and were to meet local needs; as such, they would not offer transfer programs whereby students could obtain courses for university credit (Campbell, 1971:81). Despite this provision, the then Minister of Education, William Davis, is quoted as saying (in 1965) that " . . . no able and qualified student should be prevented from going on from a College and Applied Arts and Technology to a university, and indeed such a pattern exists today for able graduates of our institutions of technology" (Davis, 1965:60). Nonetheless, very few CAAT graduates have entered Ontario universities (Campbell, 1971b:14).

By 1968, twenty CAAT's had been established, and these occupied thirty-five different campuses (Kidd, 1970:43), with all capital costs having been borne by the province of Ontario. By 1971, there were 114,000 students and 2,500 staff members in the CAAT's and the number of campuses had grown to 48 (Campbell, 1971b:14).

The development of the CAAT's has not occurred without difficulties being encountered. In an address delivered at the PLANT Annual Board Leadership Conference on College Administration, J. R. Kidd (1970:51-56) discussed a variety of problems ranging from the necessity of eliminating courses to the administration of books and objectives of the CAAT's. In addition, Campbell (1971b:13-14) has

identified five areas in which problems exist: (1) relationships with Ontario universities, (2) finding employment for the increased number of well-trained young people, (3) resolving jurisdictional disputes between the CAAT's and the Ontario Manpower Retraining Program, (4) finding a balance between provincial control and local autonomy, and (5) determining adequate levels of financial support.

In spite of such problems, however, remarkable progress has been made in very few years. As Campbell (1971a:81) states:

. . . Undoubtedly, opportunities now exist for thousands of students to attend college within commuting distance of their homes, an experience which might otherwise not have been available to them.

Quebec

The 1960's brought sweeping changes in the patterns and structures of postsecondary, non-university education in Quebec. On the basis of recommendations made in the Parent Report of 1964, the provincial government established a Ministry of Education and began making plans for the creation of a system of institutions called *collèges d'enseignement général et professionnel* (CEGEP's). The plans came to fruition, when, in 1967, the first CEGEP was established; by 1970, there were 33 CEGEP's (Campbell, 1971b:14), and by 1972, 40 of them (two of which were English language) were in operation.

The CEGEP's were not, in all cases, built anew; indeed, the majority of them were created from existing institutions known as collèges classiques. Prior to 1967, according to Dupuis (1970:57),

these classical colleges were "... the main dispensers of college education for the French-speaking population." Furthermore,

The classical colleges had status, tradition, and generally well-trained staffs, but they were strongly oriented toward a kind of education suitable for a social elite; they were operated under private auspices, charged fees, and most of them were controlled by the church (Ibid.)

Over half of the classical colleges (of which there had been approximately one hundred) became CEGEP's; the remainder became either secondary schools, or private colleges of "public interest" offering CEGEP-equivalent courses when authorized by the Ministry of Education (Campbell, 1971b: 14-15).

The CEGEP's offer two-year programs leading to university entrance, and programs of up to three years' duration leading to employment. Two characteristics distinguish Quebec's college system from others in Canada: (1) in order to enter a Quebec university, all Quebec students must have graduated from a CEGEP, and (2) the students of CEGEP's pay no tuition fees.

As was the case in Ontario, the relatively sudden introduction of new structures and patterns of post-secondary education in Quebec was not free of serious problems. Both Dupuis (1970: 64-65) and Campbell (1971b: 15-16) allude, for example, to the frustration of the students, particularly to their striking problems of difficulties encountered by CEGEP graduates in finding employment or in realizing entrance to a university. Problems of financing, enrollment, and attrition (some of which is peculiar to Quebec) have also been identified.

Nonetheless, it would appear that resolution of these problems is anticipated. As Dupuis (1970:65) has stated:

CEGEP's are new; at most they are three years old. One can only be impressed that they have managed to do as well as they have in such a short time. They have succeeded in integrating different institutions without too much difficulty, a task which is now almost completed. The real dynamism of the institution should now begin to be apparent.

Alberta

Colleges have played an important role in Alberta's educational system for several decades. Mount Royal College, for example, was established in Calgary by the Methodist Church in 1910, and three Agricultural and Vocational Schools were established in 1913.

Alberta's first community college did not emerge, however, until Lethbridge Junior College was established in 1957 under the provisions of The School Act. In the following year, this College was given legitimacy through the passing of The Public Junior Colleges Act, which " . . . provided for the establishment of junior colleges affiliated with the University of Alberta and supported to a small degree through tax funds provided by school boards" (Campbell, 1971a:79; his italics). By 1970, five other community colleges had been established, one of which attained the status of Mount Royal College from "private" to "public".

In 1969, the Public Junior Colleges Act was replaced by The Colleges Act, and this new Act established a system of public colleges. As Campbell (1971a:79-80) states:

The Act removed the requirement for local taxation and established a provincial regulatory board, called the Alberta Colleges Commission, which provided for the financing, curriculum development, and control of colleges. The Act also prohibited the use of the term "junior".

In addition to its six community colleges, Alberta's public, post-secondary, non-university environment consists of two institutes of technology and three agricultural colleges. These latter institutions have not been integrated with the system of community colleges, although the Colleges Act contains a provision whereby this might occur (Fenske, 1970:21).

Other Provinces

With the exception of British Columbia, community colleges exist in only three of the remaining provinces. There are three colleges in Manitoba, and one in Prince Edward Island; in addition, the government of Saskatchewan has begun to augment its complement of two technological institutes by establishing a system of distinctly community colleges - colleges which will reflect, by design, a broad pattern of community participation and control.

In the Maritimes, several technological institutes and vocational schools - both public and private - have provided services throughout the history of this region. Rapidly rising enrollment in such institutions, as well as increased demands for greater breadth of curriculum offerings, appear to be stimulating

an interest in community colleges as a viable alternative to present patterns (Campbell, 1971b:16).

IV. A TAXONOMY OF FACTORS

In attempting to explain the emergence and growth of both individual colleges and systems of colleges, as may be noted above, authorities have referred to a number of different factors. Indeed, in classifying the various factors cited as having been important in the emergence of two-year colleges, a search of the literature revealed that such factors could be grouped into eleven generic categories, with these major categories subsuming 23 sub-categories.

In constructing the taxonomy which follows below, well-specified factors were taken from the literature and grouped according to their common features. For example, certain factors related to the growth in numbers of potential college students were called "demographic" factors: authorities who cited immigration, increased numbers of settled people, increased birthrates, and geographical shifts in the distribution of a population were thus said to be attributing the emergence of colleges (in part) to demographic factors.

This literature however alluded in the designation of factors referred to the growth and/or growth of colleges in the North American context. It should not be considered, however, that the factors were analyzed in the emergence of all colleges in the United States and Canada; as may be seen in the diagram which exemplify

the factors, the import of most factors was system-specific. In addition, literature sources which referred to the colleges of British Columbia were avoided as much as possible, in order that the taxonomy could be used in the present study without the injection of tautological errors. In three instances, however, such statements were used to describe specific factors; since these particular statements related to the system of colleges in British Columbia, rather than to any of the individual colleges included in this study, a negligible amount of error was introduced.

To a large extent, the taxonomy is based upon the face validity of the factors found in the literature, for relatively few authors have approached directly the identification of factors associated with the emergence of two-year colleges. It was necessary, therefore, to extract relevant statements from works which were oriented to different problems, and in which the topic of college emergence was touched upon only incidentally. Every effort was made to avoid distortion of the semantic context in which the statements were made, in order to preserve both the reliability and validity of the taxonomy.

In the description which follows, no attempt has been made to present the factors in order of importance, although the "educational" factors have undoubtedly received the greatest attention in the literature. Following definitions of each type of factor are typical statements from which the factor was derived, as well as empirical indicators which have been used by the various authors in

assessing the impact of the respective factors.

A. Educational Factors

According to many sources in the literature, the two-year college emerged primarily in response to demands which are educational in nature. Three types of educational factors have been identified.

1. Demand

Three types of factors comprise this subcategory, each reflecting a demand or pressure for the educational system to respond to the unmet needs of individuals and/or society.

1.1 Unmet Post-secondary Needs: Many explanations of the emergence of the two-year college cite a generic kind of demand for post-secondary education, based on the assumption that people have unmet needs which can be satisfied through the provision of a particular type of post-secondary educational process or institution; the two-year college is said to have emerged in response to this demand.

Statement:

1. In Quebec, CEGEP's were responding to a need to " . . . offer to all adults the kind of education they would in order to play an active and useful role in our society" (Dumais, 1970: 58).

2. In the Massachusetts, colleges have emerged as a response

to "... a belief on the part of an increasing proportion of our people that various types of post-secondary education are essential for them and their children" (Warren, 1971:5).

3. "Thousands of adults find opportunity to improve their lot in readily accessible two-year college programs" (Nelson, 1971:5).

Indicators: The indicators commonly cited for this category comprise enrollment figures over time, or minimum population figures for college locations.

- 1.2 Life-long Educational Process: This factor derives from the view that education does not necessarily end after the traditional 12 years of school, and attributes the emergence of colleges to a demand, from adults, for continuing educational experiences.

Statement:

1. "Education should be viewed not as a discrete phase in life but rather as an integral process throughout life" (Collins and Collins, 1971:46).

Indicators: Surveys of prospective adult clients.

- 1.3 Salvage Function: This two-year college is seen as an institution which affords a "second chance" to students who have left the public school setting and later wish to resume their education.

Statement

1. "Few other institutions provide a second and third chance to academic dropouts. Yet, the "salvage" function is an admirable social service performed by the community college" (Pattinack, 1973:153).

Indicators - Numbers of students who return to resume their education.

2. Pre-university Function

The two-year college is perceived as an institution which can be utilized in: (1) reducing the pressures of population at universities; (2) enabling students to mature academically; and (3) providing a non-university opportunity for students to drop out if unsuccessful. The Junior College of the University of Chicago, for example was established primarily for these reasons.

2.1 Credit: Large numbers of First- and Second-year students can complete their work on a transfer-of-credit basis.

Statement

1. "The fact that two-year colleges grew from the college-transfer program has important implications for their condition today. The transfer function is the oldest and most revered of the educational functions which the two-year colleges provide . . ." (Blakely, et al., 1965:31).

2. "The many students of low or no previous educational attainment . . ."

existing collegiate institutions helped to accentuate the need for a local college in Orange County and in Contra Costa County" (Fletcher, 1956: 286).

Indicator: Over crowding at universities.

2.2 Academic Maturation: Students have an opportunity to attempt university level work at some other kind of institution.

Statement:

1. "A second force which impelled university leaders to encourage the development of junior colleges was the fact that many secondary school graduates were inadequately prepared for the rigorous demands of college study" (Blocker, et. al., 1965: 24).

2. "... as required by academic tradition, the 'cooling off' function is performed on those students who think they are 'academic'. In a manner psychologically acceptable to these people, most community colleges get them to accept their 'terminal status' in hidden ways" (Pattichak, 1973: 143).

Indicator: Numbers of students who transfer to universities.

3. Effectiveness

This factor operates in conjunction with the assumption that the effectiveness of an institution is measured in the diversity of tasks it performs successfully.

3.1 People: The two year college is seen as an

Institution which can perform those educational tasks not being performed by existing institutions.

Statements:

1. "In order to fit increasing numbers of young people who display varied capabilities and interests into an increasingly complex civilization, a greater diversity of educational institutions is required than is provided by universities alone" (A.B.H.F., 1965:4).

2. "... to design and provide an education suited to the times and to students of all ages that have not been served by more traditional institutions" (Kidd, 1970:43).

3. "... the government should provide the opportunities necessary to enable each individual, through education, to develop his potentialities to the fullest degree. This policy required the establishment of a form of post-secondary education which would be a viable alternative to university degree programs" (Jackson, 1971:38).

B. Social Factors

The changes in our society during the last half-century are being so rapidly taking leading to the emergence of two-year colleges. These changes are as broad as our underlying

customs, and as specific as individual attitudes.

1. Social Capital

The college has emerged as an institution which plays a necessary and integral part in the maintenance of the fabric of our society.

Statement:

1. "Higher education is now looked upon as a producer of social capital, with awareness that the national well-being is linked to the development of the nation's human resources . . . men and women increase in value both to themselves and to society when they are educated" (Brick, 1963:8).
2. "The demands of society and the needs of youth unite in requiring a post-high-school education (a) which prepares youth for effective living as persons, citizens, and members of a family and (b) which prepares them for vocations in which they can make their optimum contribution to society and, likewise, gain personal satisfaction essential in day-to-day living" (NSBE Citese, 1956:68).

Indicator: Ratio of social regression.

2. Social Mobility

Individuals view post-secondary education as a means to social mobility. The two-year college (in particular) is seen as facilitating this process, especially by adults

who have acquired new aspirations.

Statements:

1. "Education is still the major means of upward social mobility Also, as college training and degrees have become requirements for a larger number of occupations, an increasing percentage of youth must face the necessity of college training as a means of maintaining the status already achieved by the family" (Diemel, 1956:51).

2. The Maritime Provinces have ". . . been caught up in the revolution of rising expectations" (Warren, 1970:27).

Indicators: The relationship between socioeconomic status and educational attainment.

3. Changing Social Elements

Many facets of our social milieu are changing, and these changes create a demand for further education.

3.1 MORALS, ATTITUDES, and CUSTOMS: Recent years have witnessed more women entering the work force, changes in the area of morality, and leisure time, and a new orientation to the community.

Statements:

1. ". . . The trend towards an egalitarian society" (Warren, 1970:27).

2. "With the 'emancipation' of women, with the growing demand for her services in the national labor force,

with the powerful lure of having two monthly checks to raise the family income to new and satisfying heights, women have increasingly trained themselves in school and college and have gone to work"

(Maclean and Dodson, 1956: 33-34).

Indicator: Numbers of women working, ages of marriage, hours of work per week.

3.2 International Tension: Uncertainty about the individual's future in the light of international tensions created a demand for higher education.

Statement:

1. "The uncertainties of the past ten years have made higher education more attractive than it might have otherwise been. To youth, the value of college training has been emphasized by the possibility of deferment of military service and of better assignment once in the service" (Dembo, 1956: 51).

4. Socialization

Parents perceive their children as being unable or not yet ready to cope with the complexities of life, particularly at large campuses.

Statement:

1. "Parents perceive that if they let their children attend large campuses in order of their normal adjustment, the children may make adjustment . . . Many parents are

Limited means and views have therefore felt obliged to look to the B.A. Many seem to have found it in public commuter colleges, especially public junior colleges" (Jencks and Riesman, 1968:50-52).

Indicators: Perceived unattractive social climates in target institutions.

C. Political Factors

The political factors derived from the literature are broad in their scope inasmuch as two-year colleges are seen to play a part in maintaining the overall political orientation of society. No reference was found in which colleges were purported to satisfy specific political goals (such as enhancing chances of election), although one category -- Harmony -- implies that establishing a system of colleges can mitigate conflict among institutions competing for resources.

1. Democratization

(2)

This sub-category refers to the broadening of opportunities for access to higher education. Accordingly, participation in tax-supported programs is a citizen's right, and governments are presumed to provide appropriate programs.

Statements:

1. "Since World War II a conviction has been growing in the United States that education beyond high school should be available and free to a very large proportion of Americans youth" (Havighurst, 1971:156).

- 2. "The democratization of higher education is expected to produce about fourteen hundred community colleges with more than four million students by 1975" (Pattichak, 1973: 105).

2. Citizenship

A few writers have cited the need for a well-informed citizenry if our society is to make progress and maintain its validity. On this basis, governments have purportedly established and supported two-year colleges.

Statements:

- 1. "The recent statement of the Educational Policies Commission . . . argues effectively for the value to society of two years of college-level education that is aimed at teaching young people to think rationally about the problems of a modern democratic society" (Havighurst, 1971: 157).
- 2. The " . . . institutionalization of a desire for continuing education is being encouraged because of the importance of well-educated and informed citizenry in any democratic society" (Jensen, 1971: 31).

3. Partnership

As indicated above, this subcategory refers to the resolution of inter-collegiate conflict through the establishment of colleges.

Statements:

- 1. The resolution of inter-collegiate conflict in Alberta

was made necessary in part, by "... a desire to avoid ... unhealthy competition among institutions" (Fenske, 1970: 21).

D. Occupational Factors

Several writers have cited pressures which arise from an occupational context, and it may seem unnecessary to create a separate category rather than simply include these factors in the "Technological" category. There are, however, certain changes in the labor force that cannot be attributed solely to advances in technology. Factors found in the literature refer to the emergence of the two-year college as a response to occupational pressures: (1) the need for a competent work force, and (2) the need for more workers, due to changes in the composition of the labor force.

1. Competence

This sub-category includes factors relating to the competence of members of the work force.

1.1 Legitimation: The two-year college has grown from the need to legitimize the individual's competence, particularly in technical areas.

Statement:

1. "It is in this technical realm that the opportunity exists for the two-year college to make its unique contribution No other agency of education is so well equipped as the two-year college to serve

the function of legitimation with respect to technicians" (Blocker, et. al., 1965:4).

- 2. "The demand for vocational proficiency is not merely individual in origin; it is also social The preparation of students for earning a living is a responsibility which the junior college must share with other units in American education" (NSSE Citoe., 1956:11).

Indicator: Increased in types of certification and diplomas.

- 1.2 Specialization: The level of specialization associated with most occupational categories has increased over the past several decades. Hence, a need for the training of specialized personnel has arisen.

Statements:

- 1. "If community colleges do not substantially increase their attention to these occupationally-oriented programs some other institution will be expected to provide them. Area vocational schools appear to be the emerging type of institution for these purposes" (Cochran, 1971:7).
- 2. With regard to the demand for occupational training . . . this demand is legitimate, and it is irrefragable . . . training ought to be developed, for a majority who will not normally seek a university

degree . . . no enthusiasm is greater than that which has been generated by the Junior College movement" (Marsh, 1966:2).

3. In Quebec, ". . . to make available, in all regions, re-training and continuing education opportunities for the active labor force" (Dupuis, 1970:58).

Indicator: Numbers of students in occupational programs.

2. Composition

Over the past several decades the composition of the labor force has changed in terms of sex, activity, and age distributions. This has created a demand for two-year college services.

Statements:

1. "The emphasis in ~~the~~ affluent society has shifted from the production of goods to the distribution and consumption of goods These changes in the job structure of the American economy are especially significant for . . . the vocational education function of the community college" (Havighurst, 1971:150).
2. "Another kind of major significance has been the upward increase in the number and percentage of women in the work force" (Blackwell, et al., 1965:50).

Indicator: Labor market trends relative to the composition of the work force.

E. Technological Factors

In writing of the origins of national American institutions -- including the American university -- Jencks and Riesman (1968:8-17) explain their emergence and growth (in both size and number) in the following manner:

The underlying factors were probably technological, but this should not be interpreted in a narrow sense . . . There were, of course, many other factors involved in the establishment of overarching national institutions: the closing of the frontier . . . the rise of a national market for both jobs and goods . . . the growth of the national government as a major force in people's lives . . . These changes in American society have inevitably been accompanied by changes in higher education.

Undoubtedly, advances in technology accelerated the kinds of changes referred to in this quotation. For the purposes of this taxonomy, however, "technology" has been interpreted in a limited sense, and refers only to factors which are directly associated with increases in technological capabilities and complexity.

1. Practicality

This sub-category refers to the demand for educational services which are oriented to "practical" rather than "academic" programs. Emphasis of technology was perceived to be a direct response to this demand.

Statement:

1. "Two events, the Great Depression and World War II, stimulated early implementation of the concept of the comprehensive community college . . . This movement

generated by the problems of the 1930's and the war years was accelerated by the return of the veterans and increasing educational demands of a technical economy (Blocker, et. al., 1965: 30).

2. "Discussions of educational objectives reflected the needs of an expanding industrial civilization . . . There were increased demands for training at both professional and technical levels. Demands that education become more practical increased" (Brick, 1963: 6-7).

Indicator: Numbers of technical institutes and programs.

2. Development

A closely related factor involves the rapidity with which technological development has taken place; this factor works in concert with (1) above to generate accelerating demands for personnel trained in the traditional technology as well as in emerging technology.

Statement:

1. "The same factors that have necessitated an examination of post-secondary education in other parts of Canada have been at work in the Atlantic region . . . and include rapid scientific and technological development" (Walker, 1970: 27).
2. ". . . technological advances stemming from the continuing scientific and industrial revolution have also increased the demands for personnel to participate in education at the post-secondary level . . . Development in science

and abundance of power suggest several problems of great importance to higher education The trend towards mechanization and automation of production and distribution is, perhaps, the most discussed of pending changes in American life The pressure that is exerted by the mass media of communication upon youth of college age and upon older students has grown greater with the years and is changing its patterns" (Maclean and Dodson, 1956: 23-26).

F. Demographic Factors

Virtually every author studied made some reference to the impact, on higher education, of the sheer growth in the population experienced in North America during the past half-century. Two dimensions of these demographic changes -- size and distribution -- are identified below.

1. Population Size

Populations increase in size for three reasons: more persons are born, people live longer, and others join the population from outside.

1.1 Increased Birthrate: Because a greater number of children have been born, and have survived birth, greater numbers of people have been seeking post-secondary education.

Migration

1.2 "This percentage of the educational problem is . . . a result of the immigration and in the birth rate" (Maclean and Dodson, 1956: 15).

Indicators: Birth rate statistics.

1. Increased Life Expectancy: The Twentieth Century has brought substantial increases in life expectancies in North America, and this has led to an increased demand for post-secondary education.

Statement:

1. "Since adults are becoming more and more the beneficiaries of the community services of our educational institutions, it is mandatory that we modify our accent on youth and give more attention to what is happening to the older segments of the population . . . older people are becoming increasingly the users of the community-college services and are likely, therefore, to become important factors in future changes" (MacLean and Dodson, 1956: 10-17).

Indicators: Life expectancy rates.

1.3 Immigration: The increase in North American population due to immigration has augmented the demand for two-year colleges.

Statement:

1. "Massive and future political and racial changes concerning immigration to the United States will inevitably affect the majority of higher institutions to an extent deserving at least brief consideration" (MacLean and Dodson, 1956: 18).

Indicators: Immigration figures.

2. Population Distribution

One factor is identified in this category, and this refers to the dispersion of a population as well as to internal trends which alter this dispersion.

2.1 Population Shifts: A most pronounced shift is the rural-urban movement. This has been cited as a primary factor in the growth of city populations, with an accompanying increase in demand for college services.

Statement:

1. "Major shifts in the socioeconomic levels of the population have resulted in the migration of large numbers of people from one geographic area to another" (Blocker, 35, et., 1965:53).
2. "New demands for post-secondary education in the Atlantic Provinces have arisen, in part, through . . . a pronounced movement of population from rural to urban areas" (Warren, 1970:27).
3. "These trends indicate the dwindling and possible abandonment of some higher institutions in the strained areas and the establishment of many new ones in the areas that are mushrooming" (MacLellan and Dodson, 1956:21).

AMLUAGOLEN Migration Statistics

c. Economic Factors.

As in the case of technological factors, the meaning of "economic" has been delimited, and more precisely denotes factors which are most directly related to monetary economies. Thus, manpower requirements have been placed in an earlier category, although the realm of economics usually includes manpower planning.

1. Efficiency

A drive for more economical use of resources has led to the emergence of the two-year college as a specialized institution.

Statements:

- 1. "... colleges and technological institutes being two-year institutions do not require the expensive resources and facilities of the universities for postgraduate studies. Hence, they can be more economically dispersed throughout the Province" (A.B.H.E., 1956:4).
- 2. "Legislative bodies have constantly sought to establish colleges that would give large numbers of relatively unselected students a cheap program of instruction (Jencks and Riesman, 1968:129).

2. Thrift

A local college decreases the direct costs to students and their parents; hence, a demand for colleges.

Statements:

- 1. "Providing postsecondary education opportunity at a

reasonable cost for most Americans. Is an authentic break with tradition" (Paluchak, 1973:107).

2. "In a community such as Chicago where a number of other colleges and universities were in existence, the major need for a city junior college system grew out of the inability of many students to pay tuition required by the established private institutions in that city" (Fretwell, 1956:286).

3. "To meet the requirements of youth, post-high school education must not only be provided in or near the home community but it must also be provided at a cost which makes attendance possible . . . the public junior college is qualified to meet [these] designated needs to an unusually high degree" (NSSE cited, 1956:73).

Indicator: Estimates of direct costs of higher education.

B. Philosophical Factors

A few sources cite philosophical reasons for the emergence of colleges, particularly the early institutions. Existing institutions do not respond to the wishes of a particular clientele, so a new college emerges.

1. Religious Influence

Special interest groups can take advantage of the opportunity to establish post-secondary educational institutions which reflect their philosophical attitudes.

Statement:

1. In early America, "... dissidents who disliked Harvard, Yale, or William and Mary did not try to transform them ... Instead they set up their own competitive colleges to serve new purposes, many of which had not previously been regarded as appropriate for a college" (Jencks and Reisman, 1968:2).

1. Historical Factors

Some authorities assert that the two-year college has emerged, in part, as a result of historical factors.

1. Innate

The two-year college has evolved from other educational institutions.

Statement:

1. "Studies of the junior college's origin and history demonstrate that this institution is descended from the secondary school on the one hand and the College and University on the other ... The changes brought about in American higher education by the land-grant college undoubtedly prepared the way for the eventual acceptance of the Junior College idea" (Beleck, 1963:8, 15).

2. Tradition

Certain regions have a history which contributes to the emergence of two-year colleges.

Statement:

- 1. The two-year college has emerged in Alberta in part because of "... the existence and long history of special purpose institutions" (Fenske, 1970:21).
- 2. "... British Columbia prefers gradual alteration and steady growth; its system of colleges represents less a break with tradition than a logical expression of it" (Campbell, 1971:23).

J. Geographical Factors

One factor of a geographical nature has been derived from the literature.

1. Proximity

The lack of physical proximity to post-secondary opportunities has been a source of pressure leading to the emergence of colleges.

Statement:

- 1. "In 1960 the President's Commission on National Goals recommended that two-year colleges be placed within commuting distances of all high school graduates, except those in sparsely settled regions" (Johnson, 1971:45).
- 2. "The systems of British Columbia regional colleges "... within the mountain corridor and low density patterns of settlement which characterize their provinces away from the coast and in the more rural areas" (Nash, 1966:2).
- 3. "The geographical location of British Columbia colleges is...

distance of a college, and especially a public college, is rising, both because more public commuter colleges are being opened and because more people are moving to big urban-suburban areas which have long had them" (Jencks and Riesman, 1968:110).

Indicators: The numbers of colleges in various regions.

K. Governance Factors

To some writers, the establishment of a system of colleges has been a necessary solution to problems of the governance and administration of higher education.

1. Administration

Several unaffiliated institutions are brought into a single system.

Statement:

1. "To gather into a common legal and administrative framework all general and professional education given after high school and before university entrance"

(Durbin, 1970:58).

2. Governance

This factor reflects a desire for a greater degree of public involvement in the governance of higher education.

Statement:

1. "The closer connection of colleges with school boards provides a chief characteristic of the college system in Bellini's Columbia" (Campbell, 1971:6).

2. In the establishment of San Jose Junior College, the " . . . public school authorities set the terms of existence" (Clark, 1960: 39).

The taxonomy is summarized in Figure 1. As well as showing the eleven generic categories and 23 sub-categories, brief statements which are representative of the 34 factors are included in the diagram. Since the taxonomy is used in identifying factors associated with the college included in this study, the statements have been placed in the future tense to reflect statements which may have been utilized prior to the establishment of those colleges.

V. SUMMARY - CHAPTER II

This Chapter has provided a description of the growth of two-year colleges in the United States and Canada, and has presented a framework by means of which factors associated with the emergence of two-year colleges may be classified. The use of this framework in determining the factors associated with the establishment of selected two-year colleges in British Columbia is described in Chapter III.

General Category

Sub-Category

Factor

Statement

Educational Factors

Demand

Total Post-secondary Years

The college will comprise a response to a growing and general demand for post-secondary education.

Life-long Education

Education is a life-long process, and the college will enhance this process.

Salvage Function

The college will afford students and adults a "second chance" to obtain an education.

Partnership Functions

Students can attend the college and then transfer their credits to a university.

Academic Advancement

Students can begin academic research before proceeding to a university.

Effectiveness

The college can provide educational opportunities not offered by the university.

Social Factors

Social Capital

Public

The college will play a part in developing the nation's human resources.

Social Mobility

Merit

A college education facilitates upward social mobility for the individual.

Figure 1. A Hierarchy of Factors

GENERIC CATEGORY

SUB-CATEGORY

Factor

Statement

Changing Social
Patterns

Mores, Attitudes, and
Customs

People now have more time free
from work and home, and the
college can enable them to make
effective use of this time.

International Tensions

International tensions have led
to an increase in the number of
students who want post-secondary
education.

Social Maturity

Maturity

A college affords many students
the opportunity to mature
socially and emotionally before
going to university.

Political Factors

Democracy

The college will increase the
number of opportunities for
people to obtain higher
education.

Citizenship

Progress

A democratic society needs well
informed citizens, and the college
can help to achieve this goal.

Harmony

Conflict Reduction

The establishment of colleges
will help to reduce conflict
among existing post-secondary
institutions.

Occupational
Factors

Competence

Legitimacy

The college will provide
certified training programs.

Figure 1 (continued)

GERBIE GERSHON

SUB-CATEGORY

Factor

Statement

Specialization

The college will provide well-trained personnel for employers in the area.

Composition

Structure

The college will enable many more people to receive occupational skills that have been able to in the past.

Technological

Practicality

Non-academic

The college is needed for the teaching of practical, rather than academic, subjects.

Development

Rapidity

Technological changes have made Personnel Out-of-Care, and the college can rectify this situation.

Demographic Factors

Population Size

Increased Birthrate

A significant increase in the number of 18 to 20 year old students necessitates the establishment of a college.

Life Expectancy

The relative number of retired people has increased, and the college can meet some of their educational and recreational needs.

Immigration

People have immigrated to this area, increasing the college's population.

Figure 1 (continued)

SPRINGFIELD COLLEGE

SUB-CATEGORY

REGION

STATEMENT

POPULATION INCREASE
DURING

STUDIES

People have moved from rural areas to the larger centers, thereby creating a larger number of potential college students.

ECONOMIC PROBLEMS

EFFICIENCY

RESOURCES

A college is less expensive to operate than is a university.

FINANCE

The cost to students is less at a local college than at a university.

PHILOSOPHICAL PROBLEMS

RESPONSIBILITY

SPACE

A local college would be more responsive to our particular philosophical stance than would a university.

HISTORICAL PROBLEMS

EVOLUTION

IMAGE

The college is a natural product of the evolution of post-secondary institutions.

TRANSITION

CONSEQUENCE

Our area has a tradition of providing fine educational opportunities to all students.

GEOGRAPHICAL PROBLEMS

PROXIMITY

FINANCE

A local college will reduce substantially the distance post-secondary students would have to travel.

Figure 1 (continued)

GAMING COMPACTS

GOVERNOR'S OFFICE

ADMINISTRATIVE

UNIT

SUB-SECTION

SECTION

SUBSECTION

THE SUPERVISOR OF COLLEGES
WILL COMPLETE A SYSTEM OF
POST-SECONDARY INSTITUTIONS
IN THE PROVINCE.

GOVERNOR

PARTICIPATION

THE PRESIDENT OF LOCAL COLLEGES
PROVING THE CASE OF POST
SECONDARY EDUCATION IN THE
PROVINCE.

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CHAPTER III

THE METHODOLOGY

I. INTRODUCTION

It is the purpose of this chapter to describe the methodology employed in this study. Following a review of the sources of data, the procedures followed in analyzing the data are discussed.

II. DATA COLLECTION

Three methods were employed in the collection of data:

(1) searching of documents, (2) interviews, and (3) a questionnaire. A description of each of these methods follows below. The bulk of the data was collected during July, August, and September of 1974; the sources of data were located in Edmonton, Victoria, and the various college regions. During the month of August, 1974, the writer visited two college areas per week.

Searching of Documents

The documents utilized in this study consisted of special reports, briefs to enquiring bodies, minutes of meetings, letters, newspapers, and special publications; examples of each may be found in the Bibliography.

Following a search of the University of Alberta library in the Spring of 1974, the writer travelled (in July, 1974) to Victoria, B. C., to obtain relevant documents from the British

Columbia Archives, the Department of Education Library, and the Library of the Division of Post-Secondary Services. The data obtained through this procedure consisted of books, reports, and newspaper articles.

Additional documentary data were obtained during the writer's visits to each college area. Documents related to the establishment of the respective colleges were obtained variously from college archives, school board offices, local librarians, local newspaper morgues, and city offices, as well, several individuals contributed documents. In order to facilitate the location of relevant material, an introductory letter was sent to the major librarians and newspapers in most college regions (see Appendix A).

Interviews

In order to obtain data relevant to the establishment of two-year colleges in British Columbia, the writer sought to identify individuals who had been closely involved with the college movement in that Province, and who would be considered to be knowledgeable with regard to the factors which contributed to the establishment of colleges. The writer sought the assistance of an official of the Provincial Department of Education in order to identify as many individuals as possible; this procedure generated a list of 16 persons.

In June, 1974, each of these individuals was contacted by mail; along with a request for an appointment, the prospective

¹Dr. J. F. Newberry, Director of Academic Programs, Division of Post-Secondary Services, Victoria.

Interviewees received an outline of the study, a description of the manner in which any interview data would be treated, and a form on which alternate interviewees could be designated (see Appendix C). Additional interviewees were identified during the visit to each college area, again, such individuals were persons who were considered by college authorities to be knowledgeable with regard to the establishment of the respective colleges. As may be seen in Appendix B, these interviewees were either active members of groups who founded the colleges, or were in positions which enabled them to describe the establishment of the colleges with expertise.

The number of interviewees for the individual colleges ranged from three to five; in addition, eight individuals were interviewed with regard to the college movement from a Provincial perspective. Some interviewees were qualified in both regards, and the total number of different interviewees was 40 (see Appendix B).

The Interview Format. On the basis of documents which had been obtained from the libraries in Edmonton and Victoria, the writer formulated two interview guides (see Appendix D). The interview questions were of an open-ended nature, thereby enabling the writer to ask specific questions related to the individual colleges and/or Provincial movements.

At the beginning of each interview, the interviewee was afforded an opportunity to pose the questions, and to discuss his or her responses in a general fashion. Once the interviewee felt comfortable in responding to the questions, tape recording

begin. The total length of the interviews ranged from 30 to 45 minutes each.

The Interview transcripts. In accordance with the procedure outlined to the interviewees, verbatim transcripts of interviews were prepared by the writer (with the exception of four interviews, see below).

A copy of the appropriate transcript was returned to each interviewee, in order that he or she might (1) correct any errors in context or connotation, (2) add any relevant or explanatory information, and (3) indicate whether any portions of the interview could not be cited in the dissertation (see Appendix C). Four interviewees (Mrs. Sprately, Mrs. Williams, Dr. Opgard, and Mr. Hammond) provided information which was largely verificational in nature; since these interviews were not based on either interview schedule, transcripts were not prepared in these instances.

While most interviewees were not concerned about the confidentiality of their responses to interview questions, the interviewees were assured of the preservation of such confidentiality. The transcripts were made available to the writer's advisor, Dr. R. C. Bryce, and are not appended herein. The booklet of transcripts contains 203 pages of interview material.

The Questionnaire

In order to augment the number of data sources, as well as to obtain some precision with regard to specific factors which may have been operative in the establishment of the respective collagen, a

questionnaire was distributed to several knowledgeable persons in each college region. A summary of the response rates is shown in Table 1, the number of returned questionnaires (among the regions) ranged from 12 to 19, with 136 (or 73.5 per cent) of the questionnaires being returned.

The items on the questionnaire (see Appendix D) were derived from the taxonomy described in Chapter II. Statements which were representative of the 31 factors identified in the taxonomy, along with nine other statements (Items 1, 5, 8, 10, 16, 19, 23, 27, and 39, see Table XI) which were suggested by members of the writer's Supervisory Committee, were placed in a random sequence in order to offset repetitive responses. Respondents were asked to (1) indicate whether or not each statement was employed in the promotion of the college in their region, and (2) rate the importance of each statement used to the subsequent establishment of the college in their region. The rating scale ranged from "1" (very important) to "5" (of no importance); statements which were not perceived to have been used in the respondent's college region were not assigned a rating, even though they may have represented plausible reasons for the establishment of colleges elsewhere. Respondents were also asked to identify, and rate the importance of, any statements which were used in the respective regions but were not represented on the questionnaire.

In selecting the sample of persons to whom a questionnaire was sent, the writer prepared a list of knowledgeable persons (in addition

TABLE 1

A SUMMARY OF QUESTIONNAIRE RESPONSES

COLLEGE REGION	Total Number Solicited	Number of Questionnaires Sent	Number of Questionnaires Returned	Return Rate
Campus College	30	24	19	62.5%
Cayland College	28	24	18	64.3%
Cariboo College	28	24	18	64.3%
College of New Caledonia	25	24	18	72.0%
Douglas College	30	24	18	60.0%
Malaspina College	20	24	18	90.0%
Oranagar College	28	24	18	64.3%
Selkirk College	28	24	18	64.3%
Totals	188	188	138	73.4%

Source: Questionnaire Records.

to the interviewees.) In each region on the basis of reports, newspaper articles, and interviewee suggestions. The list of persons for each region was then shown to each of the interviewees, who were asked to select (or nominate) the persons most knowledgeable about the establishment of the college in their region. A questionnaire was sent to each person who was nominated by two or more interviewees. The total number of persons nominated in each college region is included in Table I.

Persons to whom questionnaires were to be sent were contacted either by telephone or mail; the nature of the study was described and their cooperation solicited in either case. Respondents were provided with a stamped and addressed envelope for their use in returning the completed questionnaire to the writer. A follow-up letter (see Appendix C) was sent to respondents who had not returned the questionnaire within a few weeks of its having been mailed to them.

III. ANALYSIS OF DATA

The analysis of data consisted of five separate stages:

- (1) the development of a chronology for the establishment of each college;
- (2) the identification of the major factors associated with the establishment of each college;
- (3) assessing the relative importance of the major factors for each college;
- (4) identifying differences and similarities in major factors among and between the colleges; and
- (5) assessing the viability of the taxonomy.

Development of Chronology

Documentary and interview data were utilized to develop a chronology of the establishment of each college. No comprehensive histories existed for the colleges (with the possible exception of Caplano college; see Brown, 1973), and the chronologies partially filled a void; a second purpose associated with the chronologies was to relate the establishment of each college to those factors which led groups to consider the establishment of a college.

Identification of Major Factors

Documentary and interview data were utilized in the identification of the major factors associated with the establishment of each college. Special reports and briefs to the Department of Education, in particular, were examined in terms of their arguments in support of the establishment of the respective colleges; newspaper articles provided supplementary evidence related to the major factors. Interviewees were asked to identify the major factors associated with the establishment of the college in their region; this resulted in the confirmation and/or augmentation of the list of major factors identified in the documentary data. In analyzing both documentary and interview data, the taxonomy of factors (Chapter II) was utilized as a guide; factors additional to that taxonomy (as obtained from questionnaire respondents) were also analyzed in terms of their contribution to the establishment of the respective colleges.

The Relative Importance of Factors

While the questionnaire provided a test of the validity of the major factors identified as described above, a more important use of questionnaire responses related to the perceived relative importance of the factors cited in the questionnaire or added thereto by the respondents; interviewees were also asked to rate the relative importance of the additional factors they had identified.

Since the questionnaires were intended to generate data which were no more than descriptive in nature, the questionnaire responses were treated in the following manner. First, the number of rating categories was reduced from five to three, with respondents' ratings of "1" and "2" being labelled "Relatively Important", "3" being labelled "Moderately Important", and "4" and "5" being labelled "Relatively Unimportant". Secondly, differences in rating patterns among items were identified through an examination of the frequency of responses across the three categories. These data were not tested for significant differences, however; respondents were not forced to rate the importance of all items (since some factors may have been perceived to be inoperative), nor were the numbers of respondents large enough to provide interpretations in terms of statistical significance. Third, minimal patterns of rating frequencies were assigned in terms of their perceived relative importance and unimportance; in some cases, it was possible to identify two groups of relatively important factors, of which one group was assigned a rating of relative importance more consistently than was the other group of items.

Items identified through the questionnaire as having been relatively important were compared to the ratings assigned by interviewees to the factors they had identified and rated. Combining the ratings of interviewees and questionnaire respondents led to a listing of the relatively important factors for each college.

Identifying Significant Features

Similarities and differences among the factors identified as being relatively important in the establishment of the respective colleges were determined through analysis of the factors specified by interviewees and questionnaire respondents as having been important to the establishment of the respective colleges; these were compared in terms of their assigned relative importance or unimportance.

Viability of the Taxonomy

Questionnaire responses were utilized in assessing the viability of the taxonomy in terms of the discrimination provided by the major taxonomic categories and in terms of the comprehensiveness of the factors identified in the literature.

A factor analysis was performed on the total sample of 130 questionnaires, in order to determine whether the major categories of the taxonomy were appropriately derived and named. In addition, the additional factors suggested by questionnaire responses were classified.

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IV. SUMMARY - CHAPTER III

It was the purpose of this chapter to describe the data collection and data analysis methodologies employed in this study. Data were obtained from three major sources, namely, documents, interviewees, and questionnaire respondents. Analysis of the data generated a chronology of the establishment of each college, the major factors associated with the establishment of each college, a rating of the relative importance of such factors, inter-college comparisons of factors, and a ~~list~~ list of the taxonomy used in searching for factors.



CHAPTER IV

THE SETTING

I. INTRODUCTION

Before presenting a detailed examination of the establishment of selected two-year colleges in British Columbia, it is essential that a description be made of the environment into which these colleges emerged. The purpose of this Chapter is to provide such a description by focussing upon certain legislative and educational events which were antecedent to the college movement in this Province. In addition, certain geographic, demographic, and economic data relevant to education in the Province are presented, in order to provide a meaningful perspective against which the emergence of colleges can be placed.

II. A GENERAL DESCRIPTION OF THE PROVINCE

A. Brief Geographic Description

The geography of British Columbia is one of contrast, inasmuch as the Western boundary of the Province faces the Pacific Ocean, the Eastern boundary is close to or beyond the topographical change from mountains to prairie, and the area between is characterized by interior plateaus and mountain valleys. The Province is delimited by the Canadian-American border in the South, while in its Northern extremity, the Province abuts with the Yukon and Northwest Territories.

The Province has an area of 359,000 square miles, of which only 2,135 are (in 1971) being used for agriculture and only 5,000 are listed as potentially useful, including unimproved woodland" (Conway, 1971:5). Furthermore, " . . . some 267,000 square miles are forested, and the remainder, where it has not been covered by concrete and asphalt, is best described as scenery" (Ibid.).

The Province is geographically divided into "regions", generally conforming to the topography of the mountains and plateaus: the Lower Mainland, the Island, the Kootenays, and so on. The entire area to the North and East of the Lower Mainland is generally referred to as "the Interior", with the Lower Mainland region being referred to as "the Coast".

The rugged terrain retarded the development of complex transportation systems throughout the Province. For example, the Peace River area was not linked by road directly to the remainder of the Province until 1951, when the Hart Highway was completed. Similarly, there was no major land route across the Southern region until the Hope-Princeton Highway was opened in the mid-1950s.

By 1971, the Province was completely organized on a large school district basis. The eighty-one school districts represented sixty-one superintendencies.

A Brief Demographic Description

Between 1950 and 1970, the population of British Columbia

grew from 1,137,000 to 2,150,000. This represented an increase in the total population of 89.3 per cent, or an average compound growth rate of 3.25 per cent annually (ibid.:12). The major growth occurred, however, during the mid-1960's, when the Province's population was increasing at a rate 50 per cent greater than the Canadian average (Gayler, 1969:29).

During the 1960's, the total enrolment of public schools in British Columbia increased from 321,760 (in 1961) to 513,079 (in 1970) (Conroy, 1971:5); this growth (of 4.8 per cent annually) has been attributed to higher birth rates, immigration, and higher retention ability of schools (ibid.:6).

The annual number of births in the Province increased from approximately 20,000 in 1945 to approximately 40,000 in 1960; the annual birthrate then declined during the next seven years to approximately 35,000 in 1966, and increased during the remainder of the decade (ibid.:6).

The immigration of children to the Province during the period 1950-1968 was substantial; in every year except 1950 and 1961, the net immigration was positive, and at certain times, such as 1955-57 and 1964-69, exceptionally so (ibid.:4).

Retention rates, too, increased during the mid-century decades:

In 1939, 32 per cent of the average elementary school cohort remain (successively Grades II - VI) entered Grade XII. With the possible exception of Ontario, that was the highest retention in Canada. By 1959, Grade XII retention had reached 57 per cent, and by 1969 it was 86 per cent, and in June, 1970, it was almost 92 per cent (ibid.:8).

A Brief Economic Description

Throughout its history, the economy of the Province has displayed a dependence upon the primary industries of forestry, fishing, mining, petroleum, and agriculture. The late 1950's brought an increasing number of developments to the Interior of the Province, particularly, as the manufacturing trends which had originated in the Lower Mainland diffused throughout the hinterland. This was especially the case with forest-related industries, with a number of pulp mills being established during the 1960's.

The production of hydro electric power assumed new dimensions during the 1950's and 1960's. Through the Columbia River Treaty, in particular, the Southern Interior was the site of three major dams built during the 1960's.

The need for services to support the economic growth was equally as great as the growth in primary industry itself.

The tremendous growth of population produced a tremendous demand for capital, not only for schools, but for hospitals, roads, government buildings, ferries, P.G.E. railroad expansion, and particularly hydro-electric power. The latter has absorbed billions . . . (Ibid.:8).

In terms of selected measures of economic activity, between 1952 and 1967, the Gross Provincial Product increased by 116 per cent; the number of building permits increased by 457 per cent; the labor force increased by 71 per cent; and personal income increased by 186 per cent (Department of Finance, 1968:61).

Between 1952-53 and 1967-68, the expenditures by the Province on public education (of all levels) increased from approximately

2.13 million to over 2.27 million, an increase of 6.13 per cent (IBID, 16). The corresponding portion of Provincial revenues allocated to education rose from 14.5 per cent in 1965-66 to 29.3 per cent in 1967-68.

A Brief Governmental Description

Throughout the period of time included in this study, the Province was governed by the Social Credit Party. Elected as a majority government in 1952, the Party was led by the Honorable W.A.C. Bennett, who was also the Minister of Finance. During the 1960's, the Ministry of Education was held by two men. Mr. L. R. Peterson, who (in 1968) was succeeded by Mr. D. L. Broderick. Prior to the mid-1960's the Department of Education was primarily oriented to the realm of K-13 education in the public sector. Although developments at the two-year college level received some attention in the Department's Annual Reports as early as 1964-65, a Division of University and College Affairs was not created until 1966:

"... This Division was established in response to the rapidly rising enrolment in post-secondary or tertiary levels of education" (Department of Education, 1966-67:56). Following a year of part-time operation, the Division became fully operative in September, 1967 (Department of Education, 1967-68:54). The Division assumed a co-ordinative, facilitative role with regard to the establishment of two-year colleges, particularly with respect to curricular planning.

III. AN OVERVIEW OF HIGHER EDUCATION IN BRITISH COLUMBIA

Prior to the 1960's, the post-secondary education of students in Western Canada were characterized by the existence of a single degree-granting institution in each province, and British Columbia was no exception to this pattern. The University of British Columbia was established in Vancouver shortly after the turn of the century as a college affiliated with McGill University, and obtained its own charter in 1915 (Johnson, 1966:52). Until 1963, it remained the sole university in the province and, as such, played a major role in the orientation and articulation of virtually all other post-secondary educational services in British Columbia.

The history of colleges in British Columbia, then, extends back to the early years of this century, for the University of British Columbia began as a college. At the same time, Victoria College (in Victoria) was also an affiliate of McGill University, and maintained that status from 1898 to 1915. In 1920, Victoria College became an affiliate of the University of British Columbia, governed by the Department of Education, the Victoria School Board, and the University. It offered the first two years of university work until, in 1959 and 1960 respectively, third- and fourth-year programs were added. In 1961, Victoria College had its first convocation, and degrees of the University of British Columbia were awarded to its graduates (Johnson, 1964:202).

In the intervening years, Notre Dame College (at Nanaimo) had been established. Created by the Roman Catholic Church in 1950, this institution functioned as a junior college affiliated with

Central University in Spokane, Washington, then later transferred its affiliation to St. Francis Xavier University in Nova Scotia. In 1967, its enrolment was only 241, although it offered four year programs (Herd, 1967).

Other post-secondary institutions which had been established during this era included the Vancouver Vocational Institute, the Vancouver School of Art, and the Provincial Normal School. The first two of these were sponsored and governed by the Vancouver School Board, and the last by the Provincial Department of Education.

Prior to 1960, at least two studies had been made which were related to the development of two year colleges in British Columbia: the first of these (Enott, 1932) resulted in little constructive programs; the second (Chart, et. al., 1960) reshaped the public school curriculum, and recommended the establishment of a specific type of institution, although again, little resulted in the form of two year colleges.

The Enott Study (1932)

In 1932, W. W. D. Enott, a Master's student at Stanford University, submitted a thesis entitled "The Junior College in British Columbia". The study was essentially a plan for the establishment of a number of two-year colleges throughout the Province. On the premise that there existed the nucleus of a junior college system, one of individual colleges, through the operation of the Normal School in Vancouver, of Victoria College, and of Senior Matriculation programs in several centers in the Province, Enott

employed the California system as a model of what might have been applicable to British Columbia.

Knott (1942:80-83) proposed that the junior college might perform several functions. In the British Columbia context:

(1) Following a revision of the secondary school curriculum in 1930, students had more opportunity to pursue high school programs other than the highly academic, university-oriented "track"; a junior college might provide a wider scope of offerings than had previously been the case in the first two years of university-level work,

(2) Junior colleges would reduce the "mortality rate" of students proceeding from high school to university, particularly through improved guidance of students; and (3) Junior colleges could take the place of senior matriculation classes, which were increasing in popularity during the late 1920's and early 1930's.

In an attempt to measure the magnitude of the need for junior colleges in terms of student numbers, Knott applied three methods based on previous enrollment patterns throughout the Province (Ibid.:88-91). In each case, he determined that by 1935, there would be a potential Provincial student pool of approximately 2,600 college freshmen.

In order to determine where the colleges ought to be located, Knott examined the then ten largest school districts in the Province (i.e., Vancouver, Victoria, New Westminster, Nelson, Kelowna, Nanaimo, Kamloops, Chilliwack, Prince Rupert, and Fernie) and utilized three criteria derived from the California situation: (a) a high school enrollment of 500 to 1,000 students; (b) a minimum potential

population of 17,000, and (c) an assessed valuation of at least \$10,000,000 (Ibid.:79). All the districts except Prince Rupert and Fernie surpassed the criteria, and were recommended, by Knott, as sites for junior colleges (Ibid.:93).

The Chant Report (1960)

Although public education in British Columbia had been reorganized in administrative structure in 1958 (following the Cameron Report), there had been no critical examination of the curricular aspects of the public schools since the 1925 Putman-Well Report (Johnson, 1964:366). Hence, in 1958 the Government announced the appointment of a Royal Commission on Education to inquire into " . . . the various phases of the Provincial educational system with particular attention to programmes of study and pupil achievement . . ." (Chant, et al., 1960:1).

The three Commissioners (Dr. S. N. F. Chant, Dr. J. E. Hirsch, and Mr. R. P. Wallrod) visited all parts of the Province, received 360 briefs, and presented their Report to the Government in 1960. The Report, known generally as the Chant Report, was released to the press in December, 1959 (Johnson, 1964:257).

Although the Chant Report made recommendations related to virtually every facet of public school philosophy and operation, two areas are of particular relevance to the present study, and are discussed below; other aspects of the Chant Report are not discussed.

In the first instance, the Chant Commission recommended that the number of students in the secondary school curriculum be increased.

Prior to the implementation of this recommendation, secondary school students elected to graduate on either the University Program or the General Program. Because the General Program was perceived by parents and students to be "... designed for students of inferior ability" (Ibid.:264), most students (60 to 70 percent) enrolled on the University Program, despite their capabilities (Ibid.).

In attempting to provide secondary school programs more appropriate to the needs and abilities of students who were pursuing different career goals, the Commission recommended that the number of opportunities for non-university-bound students be broadened. Upon completion of Grade 10, such students could elect to follow a "Senior Vocational" program, which would "... provide specialized training in some skilled occupation, and would be related whenever possible to existing apprenticeship and industrial training plans" (Ibid.:272).

Another alternative open to students was to enter the "Collegiate Academy", as the Grade 11 and 12 years were to be called. As well as preparing students for university entrance, the collegiate academy would prepare students for further education to be taken at "... an Institute of advanced technology which would provide instruction for those proceeding to careers in commercial, industrial or technical fields" (Ibid.:274).

The implementation of this proposed revision to the program structure led to the definition of two major secondary school programs, namely, the Academic/Technical and the Non-Academic. The two streams

("Academic" and "Technical") of the former were intended to prepare students for entrance to university or technical institute; the four streams ("Industrial", "Commercial", "Visual and Performing Arts", and "Community Services") of the latter were intended to prepare students who wished to pursue a career immediately upon leaving secondary school.

The second ramification of the Chant Report which is of relevance to the present study relates to the establishment of specialized institutions which would augment the number of educational opportunities available to young adults. First, it was proposed that the collegiate academy would include Grade 13 (Ibid.); with respect to Grade 13, the Commission recommended that ". . . facilities for offering a full Grade XIII course be provided as quickly as possible throughout the public school system" (Ibid.:129).

Secondly, the Commission recommended that at least one Institute of Advanced Technology be established (Ibid.:281), and this proposal ". . . received ready assent from the Provincial Government" (Johnson, 1964:270). The British Columbia Institute of Technology (B.C.I.T.) opened in 1964.

Finally, the Commission proposed the establishment of regional vocational schools; these institutions would ". . . supplement existing high schools and vocational school facilities, and [would] be located at local points within each region" (Ibid.:276).

Through the availability of Federal funds, five vocational schools (at Prince George, Burnaby, Nanaimo, Nelson, and Kelowna) had

been established by 1964 (Johnson, 1964:270). By the end of the decade, four more such schools had been built (at Terrace, Dawson Creek, Victoria, and Kamloops) (Department of Education, 1968-69:88-94). Stressing vocational preparation in a variety of occupations, these institutions admitted students who had (as a minimum) Grade 10 standing. The vocational schools, along with B.C.I.T., were operated directly by the Department of Education.

In sum, the Chant Report led to revolutions in public education in British Columbia which, among other things, brought (1) a refinement in the types of skills and abilities students could acquire while in secondary school, and (2) the establishment of institutions which would augment the number of educational opportunities available to young adults in the Province; the community college, however, was not included among the proposed institutions.

The Embryonic College

In 1958, the Government amended the Public Schools Act to provide for the establishment of "Provincial Colleges"; essentially junior colleges, these institutions were to be:

... affiliated with the University of British Columbia and established and operated by the Department of Education and in which should be offered courses for the academic and professional education of students in any faculty, including Education. . . . (Public Schools Act, 1960:3957).

Despite this provision for the establishment of colleges, relatively little direct activity occurred during the years 1958-1961. The Chant Commission, as noted above, existed between the years 1958 and 1960, and may have contributed to some of the inactivity. During

the late 1950's, the most active exploration of the two-year college concept was taking place at Felowna, where the Mayor of that City had commissioned a study of the feasibility of establishing a junior college in that area (see Chapter V).

At the same time, the University of British Columbia was growing; as the only degree-granting institution in the Province, expansion of that institution received considerable attention (Walen, 1970:2; also see Dawe, 1962:2);

At that time (ca. 1960) the President of U. B. C. envisioned an enrolment of 25,000 or more students as essential for a full university and worked toward this number as a most important educational objective of post-secondary education (Walen, 1970:2).

In the summer of 1962, Dr. N. A. M. McKenzie retired as the President of the University of British Columbia, and was succeeded by Dr. J. B. Macdonald. Upon his assumption of the Presidency, one of Macdonald's first tasks was to initiate a study of higher education in the Province.

The Macdonald Report (1962)

In December, 1962, Macdonald released a report of his study entitled Higher Education in British Columbia and a Plan for the Future. Having visited a number of communities throughout the Province during the summer and fall of that year, Macdonald had sought to "study the long-term requirements for higher education throughout the Province" (Macdonald, 1962:1).

In his report, Macdonald revealed not only an awareness, but a definite alarm about the increasing demand for higher education

in the province, and about the projected inability of the University to cope with this demand.

British Columbia is facing in the immediate future an enormous increase in demand and need for education beyond high school. The numbers of young people qualified for and seeking higher education by 1971 will more than double. The task of providing for them requires a "new look" in higher education in this Province, planned for immediately, and followed by prompt action (Macdonald, 1962:104).

The major recommendations of the Macdonald Report were as follows:

1. That Victoria College be given the opportunity to become an independent degree-granting institution (Ibid.:74).
2. That one new degree-granting institution be established in the lower western Fraser Valley (Ibid.:75).
3. That two-year colleges be established in the Okanagan, West Kootenay, and Metropolitan Vancouver areas (Ibid.).
4. That planning begin for the establishment of two-year colleges in the Kamloops, Central Interior (Prince George), Central Vancouver Island, and eastern Fraser Valley areas (Ibid.).
5. That an Academic Board be established to " . . . guarantee the standards of the new institutions" (Ibid.:77). This nine-member board would consist of three representatives of each of the University of British Columbia and Victoria College, and three persons appointed by the Lieutenant-Governor-in-Council (Ibid.:79).
6. That a Grants Commission be established, the purpose of this body being to advise the provincial government on the distribution of financial resources to institutions of higher education (Ibid.:83-84).
7. That one-third of the capital costs of district or regional colleges be borne by the community or region concerned, with the remaining two-thirds coming from government supplied by or through the provincial Government (Ibid.:89).

- 8. That operating costs should be apportioned so that "... about 25 per cent should come from student fees, at least 25 per cent from the community or region, and not more than 50 per cent from government grants (Provincial and Federal)" (Ibid.).

The recommendations related to Victoria College and the new four-year university (Simon Fraser University) were implemented within the next year, as well, a separate Act was passed in which, university status was conferred upon Notre Dame College (Johnson, 1964:205). The Government also created an Academic Board for Higher Education, purpose of which was to advise "... the Minister of Education and 'appropriate authorities' on academic standards and development" (Ibid.).

The urgency implicit in the data and recommendations of the Macdonald Report sparked an interest in colleges in many areas of the province, particularly in those specified in the Report.

The Enabling Legislation

Following the release of the Macdonald Report, the Government (in March, 1963) introduced amendments to the Public Schools Act which enabled school boards to establish two year comprehensive colleges. Under the new legislation, a "district college" would be established and maintained by a single school district, or several adjacent school districts could work in concert to establish and maintain a "regional college".

In order to establish a college, the participating boards were

The summary presented herein represents a synthesis of material prepared. A typical outline of the relevant legislation and provisions may be found in B.C. S. T. A. 1964:12-13.

each required to first pass a by-law indicating their interest in establishing a college. Following this step, the participating boards had to make a thorough study of the need for a college, and submit a summary brief to the Minister of Education; the brief was examined by the Council of Public Instruction (i.e., the Cabinet), and the Academic Board.

The Minister signified his approval of the proposed college by granting the participating districts permission to hold a plebiscite, by means of which electors had an opportunity to signify their approval in principle of the establishment of a college. The plebiscite required a simple majority to be passed; any district in which the required majority was not obtained was required to withdraw from participation in the establishment of the college until such time as a plebiscite was successful.

Should the districts in which the plebiscite passed wish to proceed with the establishment of a college, a formal agreement was signed by their representatives, and a College Council was formed. The Council, composed of representatives of the participating districts and other members appointed by the Minister, was charged with the overall governance of the college. On the basis of the plebiscite, the Council could begin college operations, having access to operating funds via the participating school districts. The Government shared the operating costs on a 50-50 basis initially, with the Government's contribution to operating costs rising to 60 per cent in 1969.

In order to obtain capital funds, the participating districts were required to obtain the approval of electors via a referendum.

To be successful, the referendum had to be affirmed by a 60 per cent favorable vote, in terms of the ballots cast over the entire college region. Once the referendum had passed, the Council could proceed with the development of a campus; capital costs were shared equally between the college region and the Provincial government. Should the referendum fail, college Councils had access to limited amounts of capital funds through the emergency borrowing powers of the participating school boards; these funds were non-sharable, and did not require the assent of the electors.

The Two-Year College Era

In 1965, the first district college was established when the Vancouver School Board combined its adult education program with the Vancouver Vocational Institute and the Vancouver School of Art to create Vancouver City College. The campus was built with the proceeds from the sale of valuable properties in the center of the city, thereby circumventing the referendum for capital funds.

By 1970, eight additional two-year colleges had been established throughout the Province. In only one case (Selkirk College) was a referendum passed and a college campus built; the other colleges were housed in leased facilities.

IV. SUMMARY - CHAPTER IV

In this chapter, the background to the emergence of two-year colleges in British Columbia has been presented. The major reports related to the development of colleges were reviewed, and the legislation by which colleges might be established was presented.

The specific events surrounding the establishment of credit of the two-year college are discussed in Chapter V.

CHAPTER V

THE EMPLOYMENT OF EIGHT COLLEGES

I. INTRODUCTION

The purpose of this chapter is to document the employment of the eight colleges included in this study. The colleges have been placed nominally in alphabetical order, and each of the sections of the Chapter comprises a summary of the data related to the employment of the respective colleges. In each case, a brief description of the geography, economy, and demography of the college region is presented. Following a chronology of the events related to the establishment of each college, any major reports related to the establishment of the respective colleges are described; the factors evident in the data are identified, and each section concludes with a presentation of the questionnaire data pertaining to the college discussed in that section.

II. CAMOSUN COLLEGE

The Area

The immediate area served by Camosun College comprises the Greater Victoria School Board (No. 61), within which are found the City of Victoria and the municipalities of Oak Bay and Esquimalt. The surrounding districts are North and Central Saanich (to the North) and Sooke (to the West). As may be seen in Figure 2, the Malahat Summit acts as a northern boundary of the region, with the Strait of Juan de Fuca generally forming the shoreline of this portion of

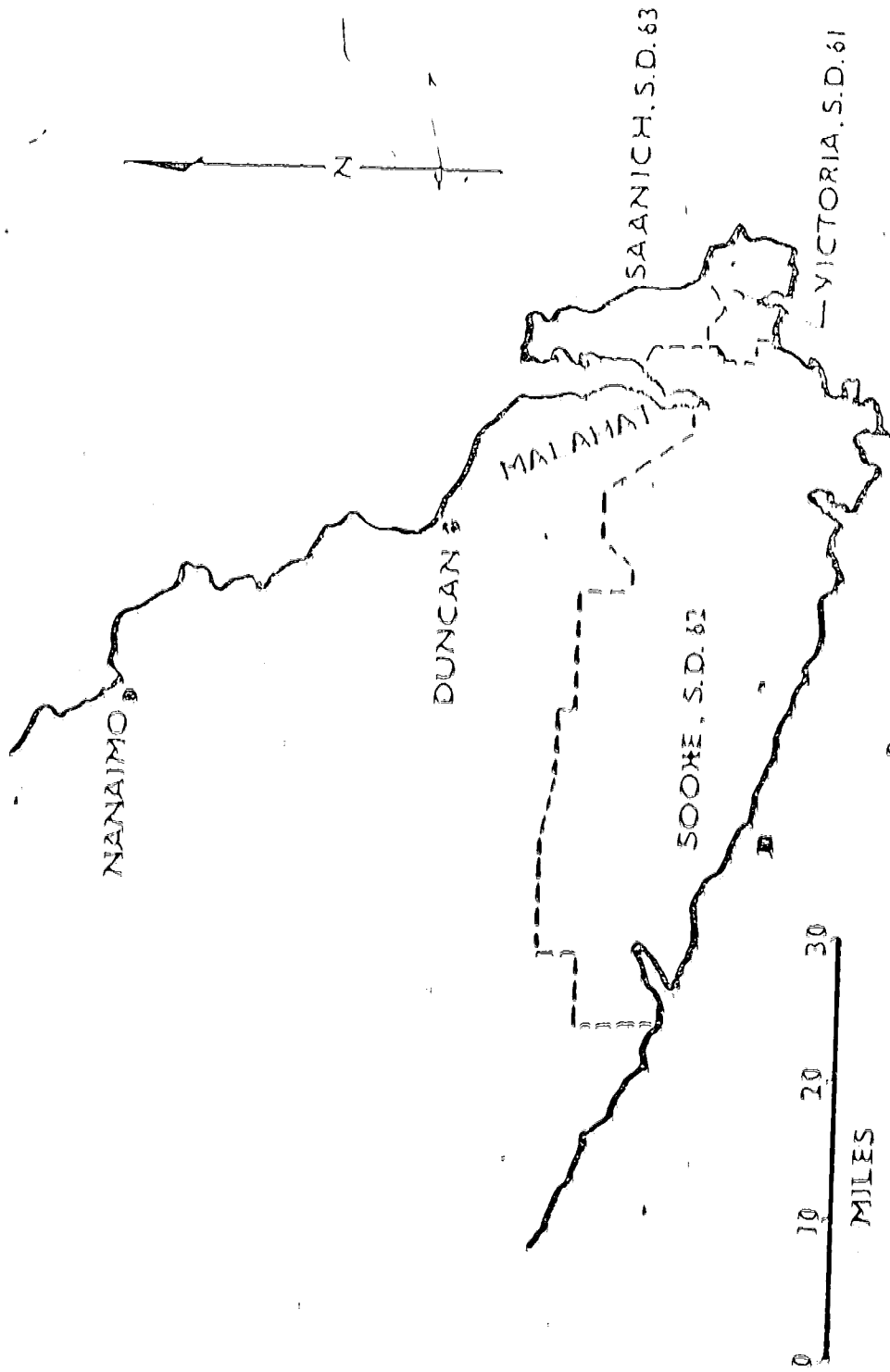


FIGURE 1. STRAIT OF JUAN DE FUCA

FIGURE 1. STRAIT OF JUAN DE FUCA

Victoria is the capital city of British Columbia, and along with Vancouver, the two principal services for the Province, has long been the major for the and distribution center for the southern part of the Island. In the 1960's, it had been the case for many decades, the centers in the Victoria area contained the second largest concentration of population in the Province. Further, Victoria serves as a major point of entry to the Island, both by sea and air, from the Vancouver area as well as from nearby points in the United States. An important naval base is located at Esquimalt.

The Victoria area was one of the first settled regions of the Province. The entire Island was granted to the Hudson's Bay Company in 1859, and James Douglas was appointed governor of the colony in 1861. Victoria was incorporated as a city in 1862, and following union with the mainland "Colony of British Columbia", became capital of the Province in 1866. By reason of its governmental importance and maritime location, Victoria has played an important role in developments which have occurred in the Province over the past century.

The favorable climate of the area, and its proximity to the United States and Metropolitan Vancouver, have made Southern Vancouver Island a popular area for retirement. For similar reasons, the area is also attractive to tourists throughout the year.

A Brief Demographic Description

In 1961, the population of the Greater Victoria area comprised approximately 50 per cent of that of Vancouver Island (Clarke, 1966: 170). With a population of 157,899 and an area of 222 square miles, the three school districts in the area had an overall population density of 704 persons per square mile (see Table II).¹

The numbers of students enrolled in the schools (for the period 1955 - 1970) of these districts are shown in Table III. Over the period 1955 - 1969, the public school enrollment increased by a factor of 2.18 times, representing a mean annual increase in enrollment of 5.3 per cent for that period.

A Brief Economy Description

As shown in Table IV, the 1970 taxable assessment of the Greater Victoria School District was \$366,258,670. The addition of the taxable assessments of the two neighboring school districts yields a total taxable assessment for the area of over \$480,000,000. The mean mill-rate of the three districts combined was 30.47 mills.

With the exception of some fishing and farming, the industrial base of the Victoria area is primarily secondary and tertiary in nature. As indicated earlier, Victoria serves as a major distribution center for the Island.

A Chronology

The development of Camosun College is one of gradual change

¹ While Camosun was ultimately established by the Greater Victoria School Board alone, it is relevant to include in this section, certain data related to neighboring districts; all three school districts were involved in various early stages of planning for the college.

TABLE 11
 POPULATION DENSITIES OF THREE SOUTHERN CALIFORNIA
 ISLAND SCHOOL DISTRICTS (1961)

School District	Population	Area (Sq. MI.)	Density (Pop. per Sq. MI.)
Greater Victoria	129,916	39	3,331
Sooke	14,110	664	21
Saanich	13,873	69	200
Total	157,899	772	Mean 204

Source: Marsh (1966:10), Table 2.

TABLE III

PUBLIC SCHOOL ENROLLMENTS OF THREE STATES, 1900-1909

SCHOOL DISTRICT	1900	1901	1902	1903	1904	1905	1906	1907	1908	1909
SPRINGFIELD	10,000	10,500	11,000	11,500	12,000	12,500	13,000	13,500	14,000	14,500
MOBILE	10,000	10,500	11,000	11,500	12,000	12,500	13,000	13,500	14,000	14,500
MEMPHIS	10,000	10,500	11,000	11,500	12,000	12,500	13,000	13,500	14,000	14,500
TOTAL	30,000	31,500	32,500	33,500	34,500	35,500	36,500	37,500	38,500	39,500

SOURCE: Annual Reports, Department of Education, Virginia, 1900-1909, and Census, 1900-1909.

TABLE IV

TABLE IV

TAXABLE ASSESSMENTS OF THREE SOUTHERN VANCOUVER ISLAND
SCHOOL DISTRICTS, 1970

School District	Taxable Assessment	MII Rate
Greater Victoria	\$ 366,258,670	30.58
Sooke	54,483,203	28.67
Saanich	62,672,323	32.00
Total:	\$ 483,414,196	Mean: 30.47

Source: Greater Victoria School Board¹ (1970:8).

from adult education classes, to a formalized school board sponsored Institute of Adult Studies, to a district college. Each transition was marked by an improvement in educational opportunities and a resolution of administrative difficulties.

Between 1955 and 1960, the enrolment in the academic and vocational evening (adult education) classes alone of the Greater Victoria School Board rose from 502 to 833 (GVSB, 1966b:2), an increase of approximately 16 per cent each year. The enrolment in all evening courses exceeded 3,900 in 1960. In both 1961 and 1962, surveys were made (by the Greater Victoria School Board) of potentially interested groups, and these " . . . indicated a comprehensive adult day school was required offering academic, technical, vocational, commercial and art courses" (Ibid.). On the basis of these surveys, in February, 1963 the Greater Victoria School Board endorsed a report by the District Superintendent to establish a comprehensive adult education center (GVSB, 1966a:1). The District Superintendent subsequently prepared a paper which recommended the establishment of " . . . an adult education center combining vocational and general academic teaching services, as opposed to a purely vocational school" (Ibid.). The paper stated that (a) a small minority (18 per cent) of graduating students were continuing their education by entering a university, and (b) the demands of changing technology required an increase in the level of academic education combined with vocational training (Ibid.).

In May, 1963, the Board sponsored a public meeting the purpose

of which was to solicit the opinions of community groups with regard to the proposed adult education center. Representatives of major employers, of service clubs, of the Chamber of Commerce, and of several other potentially interested groups attended the meeting. The District Superintendent's paper was endorsed, and it was agreed that the proposed institution should be operated under the Greater Victoria School Board (Ibid.). Following this meeting, the Board struck an Advisory Committee (whose members represented business, industry, labor, and education) to propose areas of study to be offered by the institution (GVSB, 1966b:2).

This committee subsequently surveyed the post-secondary needs of the community, and on the basis of the report of the Advisory Committee, presented a brief in support of the establishment of the institution to the Minister of Education in November, 1963 (Ibid.). The following month, the Board was advised by the Department that the proposal was rejected for two reasons: (a) the Province intended to establish a regional vocational school in Victoria "... using Federal funds 'so that there will be little cost to local ratepayers'"; and (b) under the existing legislation, there was "... no provision for assistance to a local School Board, in building classrooms for teaching general and academic subjects in daytime adult classes" (GVSB, 1966a:2).

In this interim period, the ongoing adult education programs of the Victoria Board were being re-organized in order to accommodate a constantly increasing number of adults who wished to complete

secondary school graduation program by attending matriculation classes on a concentrated basis. In September, 1963, the Board established a "Four-Ten Program" which operated in one secondary school from 6:00 p.m. to 10:00 p.m., Monday through Friday, and from 9:00 a.m. to 1:00 p.m. on Saturdays. It was now feasible for an adult student to complete graduation requirements in as little as one year (GVSB, 1966b:3). Of the 908 students who registered for courses, 44 were full-time, the remainder bought credit in individual matriculation courses (Ibid.).

At the beginning of the second year of operation of that program (September, 1963), the Board augmented the course offerings to include Grade 13 subjects. It became apparent that this broadened curriculum might become the basis of a school district college (Ibid.), and in October, 1964, the Board again approached the Department of Education, this time seeking permission to establish a district college which would offer " . . . academic education in conjunction with courses in Commerce, Art, and Technician training at the college and pre-college level" (GVSB, 1966a:4). The response of the Minister was again negative: he reminded the Board of the Province's intention to build regional vocational school in Victoria, and expressed doubt that Victoria could support both a college and a vocational school (Ibid.).

Despite this setback, the Board continued to study the feasibility of establishing a college. It convened a meeting of Trustees from its own District as well as from Hooke and Saanich on July 15, 1964; the objective of the meeting was to discuss the purposes of and the need for a community college (GVSB, 1965). The Minutes show that the individual Boards expressed interest in the

concretely proposed, contained in a paper drafted by the District Superintendent for Greater Victoria, although the Board "expressed reservations at this time, but wished to continue to be included in the discussion." (ibid.). In the four years that followed, neither Board (which had an existing grade 13 program) nor Cook entered into the sponsorship of a college, their reasons for not joining a college region centered, by and large, upon the relatively unchanged benefits which their students would apparently receive compared to the increased costs which the Boards would assume through supporting a college (Batey, 1974).

By the Fall of 1965, the Board decided to investigate the availability of space in its District, so that the Four-Ten Program could be extended into regular daytime hours without interfering with regular secondary school classes (GVSB, 1966b: 3). In January, 1966, the Board learned that the Lansdowne Campus of the University of Victoria was to be vacated in September of that year; the University was moving all classes to the Gordon Head campus. In April, 1966, the Board resolved that:

... subject to ratification of the base agreement commencing September, 1966, the School Board operate a school in the Ewing Building and adjacent quarters, . . . to be known as the Institute of Adult Studies (Greater Victoria) . . . (GVSB, 1966a: 5).

The Institute opened on September 12, 1966, with a staff of 12 full-time teachers for daytime classes, and 46 part-time teachers for evening classes (GVSB, 1966b: 3). At the time of its opening, the Institute had enrolled 302 registrants for day classes, and 811

restoration for certain classes.

More than two years passed before the Board announced the possibility of transforming the Institute into a district college. On March 17, 1969 the Board resolved:

- 1. to explore the possibility of extension courses with the University of Victoria and the B. C. Institute of Technology in two or three disciplines for September, 1969, and that we take immediate steps to initiate a district college for September, 1970 (A.M.B., 1969:10).

The Speech from the Throne delivered on January 22, 1970 stated that "... consideration is being given by my government to permit the Greater Victoria School Board to proceed with a plebiscite for the establishment of a regional college serving the southern end of Vancouver Island" (Ibid.). Permission to hold the plebiscite was forthcoming, and the plebiscite to establish Camosun College (although it was then called Juan de Fuca College) was held on October 9, 1970. The plebiscite passed with a majority of 70.8 per cent. In the months which followed, Dr. Grant Fisher was appointed as the first Principal of Camosun College, and classes began on September 7, 1971.

The Underlying Factors

As indicated at the beginning of this section, and as shown in the Chronology of Camosun College, the factors which led to the establishment were centered upon the increasing demands for broader post-secondary educational services, and upon the search for a type of institution which was at once both capable of meeting these demands and complying with the legislation related to secondary schools and

colleges. Furthermore, although the quest for a college-level place over an extended period of time, the factors appear to remain constant.

Student Enrollment. The numbers of students participating in classes offered by the Adult Education Division of the Greater Victoria School Board during the early- to mid-1960's are shown in Table V. While it is evident that the total numbers of students increased in successive years, the distribution of students among the various programs did not remain constant. In the 1962-63 Annual Report, for example, the Director of Adult Education stated:

... It is interesting to note that, while there has been a steady increase (over the past few years) in the total enrolment, the number of people registered in evening courses has not increased significantly; rather it is the course designed to increase fundamental knowledge and skills which have multiplied over and over again (GVSB Annual Report, 1962-63:9).

By 1965-66, however, the enrolments in noncredit courses had begun to flourish. "This field of adult education is becoming increasingly important as the hours of work diminish and the time beyond retirement age is increasing" (GVSB Annual Report, 1965-66:17).

As may be seen in Table V, over the nine years included in that Table the enrolment in night-school courses increased from 3,917 to 9,369; this represents a growth of 140 per cent, or an average annual growth of 10.2 per cent.

Educational Factors. Although the history of adult education in Victoria extends back to 1913, it was not until the early 1960's that demands for career-oriented, upgrading, and technological courses

TABLE A

ADULT EDUCATION ENROLLMENT
 (1959-60 TO 1967-68)

Year	Enrollment ¹
1959-60	3,941
1960-61	4,321
1961-62	6,821
"	
1962-63	5,397
1963-64	6,400
1964-65	6,771
1965-66	7,200
1966-67	7,962
1967-68	9,369

¹Excludes part-timers in adult courses, seminars, films, etc. Source: GVSU Annual Report, 1959-60 to 1967-68.

became sufficiently intense to spark a search for the provision of such services.

... about ten years ago, there was quite a call for people who had left school early and who did not have their graduation certificates. There was a fair amount of interest in doing something for these people. Also, the various trade groups ... were quite interested in giving courses to various members, to either improve their standing or to instruct new members in that particular trade (Jamieson, 1975).

Since there was no vocational school in Victoria until 1969, the onus to provide such courses fell upon the School Board. In the 1962-63 school year, for example, the Adult Education Division operated 46 classes (with an enrolment of 369) which were "intended to develop new skills or to provide upgrading for those already in a trade" (GVSB Annual Report, 1962-63:9). As well, in that year thirty-two courses were offered to 393 students wishing to become apprentices in designated trades.

The "second chance" aspect of adult upgrading received special attention in the mid-1970s:

"Second chances" have traditionally been associated only with the idea of the failure of an individual to pass established requirements. Now "second chances" have become an essential part of a programme of re-education which may be needed by a much larger proportion of the population because of the extent of change as a factor in the world of work (GVSB, Annual Report, 1964-65:7-8).

An increasing number of students wished to complete post-secondary courses in a non-university setting, a major stimulant being the greater number of programs on which students could graduate

From secondary school

The need for a School District College has been discussed in relation to the training of those who, for various reasons, have the kind of abilities which are less successfully developed by the University than by other agencies of instruction. In the reshaping of the curriculum which is currently proceeding at the senior grades, the problem of "quantity" versus "essential course content" may not be easily solved without consideration of the exact form of continuing education which institutions other than university will provide (Ibid., 3).

Administrative Factors. The major difficulties encountered by the Adult Education Division originated from the problem of having to meet the curricular needs of adults by means of patterns which worked well for high school students, yet which would have contravened regulations of the Department of Education.

The breadth of offerings, for example, was restricted to those approved for secondary schools:

We were restricted in the courses we could offer in Grade 13 - very definitely. As an experiment, we tried Sociology, Economics, and one other course, and this was "downright" revolutionary step . . . (Jamerson, 1974).

In a related matter, the textbooks for Grade 13 courses were specified by the Department of Education; students and educators felt this created restrictions which could be best resolved through the creation of a college (Chell, 1974).

The age level of adult students created difficulties when those students attended classes in secondary schools. Such students completed an academic year which was comparable in length to that of their university-bound counterparts (Ibid.). Again, linkages with the

secondary school system made this difficult to achieve.

The creation of the Institute of Adult Studies resolved many of these problems which stemmed from a physical connection with the secondary school - the type of day/night classes were offered, and the separation of adults from students in their early or mid-teens. However, it did not overcome the educational problems discussed in the previous subsection.

Economic Factors. In addition to the broader prospects for curricular offerings, and the capability of extending programs to a length of two years beyond secondary school, a college carried with it favorable financial arrangements for the Greater Victoria School Board.

By offering adult education courses and programs under regulations governing the public school system, the government's contribution (through equalization grants) approximated 50 per cent of the Victoria district's operating costs for approved courses; this meant that the costs of non-approved courses (for example, certain vocational courses) had to be subsidized to some extent, by district revenues for approved costs (Dalglish, 1974). In 1969, for example, government grants accounted for 47 per cent of the operating costs of the Institute of Adult Studies; tuition fees and local taxation contributed 33 and 11 per cent respectively (GVSB, 1970a:6), with the remaining 9 per cent being funded through miscellaneous sources (Dalglish, 1974).

Under the college formula, however, the Province's share would have increased to 60 per cent of the operating costs; this would automatically mean more money for the schools¹¹ (ibid.). In

terms of mill^l rates, this would have decreased local contributions from six-tenths of a mill in 1969 to four tenths of a mill in 1970 (Ibid.) for the operation of the Institute.

While such examples indicated a potential decrease in local taxation, the annual dollar costs of operating a college were perceived as being greater than those entailed in the Institute: the local share of under \$200,000 per year during 1969 and 1970 would increase to approximately \$250,000 per year (Ibid.). This increased share would be largely offset by the increased revenues realized through the change in government grants; the owner of a Victoria home with a market value of \$20,000 paid \$3.78 in taxes towards the Institute in 1970, and would have paid slightly more than \$4.00 that year had the Institute been a college (GVSB, 1970b:1).

As a final note, it was pointed out in promotional literature (e.g., GVSB, 1970a:8) that the fee structure of a college would be more favorable to students than would that of a university. The average fees for a "standard school year" at the Institute were \$250 per year, while the basic tuition fee at three public universities in the Province was (in 1970) \$428 per year.

Other Factors. Although the University of Victoria had been in operation to several years preceding the establishment of Camosun College (as had Victoria College prior to the establishment of the University), and thereby met the needs of students for the first two year of university-level coursework, the very presence of the University emphasized its apparent shortcomings. In particular, a college was perceived to have an atmosphere in which the students

could mature while still making academic progress. For example, one interviewee spoke of the perceived difference between the Institute and the University in these terms:

... there were a lot of youngsters whose parents felt they were too young to go on to university, who didn't want them to get into the "bad" university atmosphere. They came right out, on many occasions, and said that they felt they would like their youngsters to have another year in an atmosphere which was controlled (Dalglish, 1974).

Similarly, on the basis of students' experience at the Institute, a college was perceived to have a favorable teaching-learning atmosphere: members of the faculty of the Institute ... were teachers. When the college got going, a large proportion of the staff were former members of the Greater Victoria school system. They were hand-picked ... In deference (as well as difference) to the university, the people at the college were teachers ... they were more interested in the students. The students weren't so much on their own¹⁰ (Chall, 1974).

A final factor which was perceived to be important by interviewees was civic pride. With regard to the problems for well-attended vocational schools during the '60's, one interviewee stated:

Part of it (the problem) was local pride, which was a bit strong, I think; Victoria was involved in the very roots of the public education system of this Province ... It had no vocational school when there was half a dozen in other parts of the Province. Its students were having to go elsewhere to leave the area ... (Stanford, 1974).

Similarly, when asked if there was (in Victoria) a sense of community pride in establishing a legitimate two year college, another interviewee responded: "Very definitely. The night school had served its purpose. It was really a leisure-time activity and also a social activity, but the college was an entirely different concept" (Chell, 1975). Furthermore: ". . . There's no doubt that a college, by name, was a more prestigious institution than an Adult Institute . . ." (Ibid.).

The Perceived Relative Importance of Factors

A summary of responses to the questionnaire, for Camosun College, is given in Table VI. Eleven items (Nos. 6, 12, 16, 17, 25, 29, 30, 31, 36, 37, and 40) were rated as being relatively important in the establishment of this college, while ten items (Nos. 2, 4, 5, 8, 11, 14, 19, 20, 27, and 35) were rated as having little relative importance, or were assigned no rating because they were not perceived to be operative during the process through which this college was established.

The Relatively Important Factors. Of the eleven items in this category, four fall into the Educational section of the taxonomy. Respondents indicated that the college's potential to provide a "second chance" to adults who sought to improve their educational standing (#6), and to provide educational opportunities not offered by the university (#16) were perceived to be relatively important factors. The provision whereby students could obtain credits earned at a college toward transfer to a university (#39) was also rated as relatively important. Finally, the college was seen as a response to

TABLE VI

SUMMARY OF QUESTIONNAIRE RESPONSES, CANOSTON COLLEGE

STATE	Frequency of Responses by Rating Category				Not Rated
	Relatively Important (1-2)	Moderately Important (3-4)	Relatively Unimportant (5-6)	Not Rated	
AL	1	1	1	1	1
AK	1	1	1	1	1
AZ	1	1	1	1	1
CA	1	1	1	1	1
CO	1	1	1	1	1
CT	1	1	1	1	1
DC	1	1	1	1	1
DE	1	1	1	1	1
FL	1	1	1	1	1
GA	1	1	1	1	1
IA	1	1	1	1	1
ID	1	1	1	1	1
IL	1	1	1	1	1
IN	1	1	1	1	1
KS	1	1	1	1	1
KY	1	1	1	1	1
LA	1	1	1	1	1
MA	1	1	1	1	1
MD	1	1	1	1	1
ME	1	1	1	1	1
MI	1	1	1	1	1
MN	1	1	1	1	1
MO	1	1	1	1	1
MS	1	1	1	1	1
MT	1	1	1	1	1
NC	1	1	1	1	1
ND	1	1	1	1	1
NH	1	1	1	1	1
NJ	1	1	1	1	1
NM	1	1	1	1	1
NV	1	1	1	1	1
OH	1	1	1	1	1
OK	1	1	1	1	1
OR	1	1	1	1	1
PA	1	1	1	1	1
RI	1	1	1	1	1
SC	1	1	1	1	1
SD	1	1	1	1	1
TN	1	1	1	1	1
TX	1	1	1	1	1
UT	1	1	1	1	1
VA	1	1	1	1	1
VT	1	1	1	1	1
WA	1	1	1	1	1
WI	1	1	1	1	1
WV	1	1	1	1	1
WY	1	1	1	1	1

TABLE VI (CONTINUED)

ITEM	FREQUENCY OF RESPONSES BY RESPONSE CATEGORY			
	RESPONSE CATEGORIES (1-4)	NO RESPONSE (5)	NO RESPONSE (6)	NO RESPONSE (7)
1	1	1	1	1
2	1	1	1	1
3	1	1	1	1
4	1	1	1	1
5	1	1	1	1
6	1	1	1	1
7	1	1	1	1
8	1	1	1	1
9	1	1	1	1
10	1	1	1	1
11	1	1	1	1
12	1	1	1	1
13	1	1	1	1
14	1	1	1	1
15	1	1	1	1
16	1	1	1	1
17	1	1	1	1
18	1	1	1	1
19	1	1	1	1
20	1	1	1	1
21	1	1	1	1
22	1	1	1	1
23	1	1	1	1
24	1	1	1	1
25	1	1	1	1
26	1	1	1	1
27	1	1	1	1
28	1	1	1	1
29	1	1	1	1
30	1	1	1	1
31	1	1	1	1
32	1	1	1	1
33	1	1	1	1
34	1	1	1	1
35	1	1	1	1
36	1	1	1	1
37	1	1	1	1
38	1	1	1	1
39	1	1	1	1
40	1	1	1	1
41	1	1	1	1
42	1	1	1	1
43	1	1	1	1
44	1	1	1	1
45	1	1	1	1
46	1	1	1	1
47	1	1	1	1
48	1	1	1	1
49	1	1	1	1
50	1	1	1	1
51	1	1	1	1
52	1	1	1	1
53	1	1	1	1
54	1	1	1	1
55	1	1	1	1
56	1	1	1	1
57	1	1	1	1
58	1	1	1	1
59	1	1	1	1
60	1	1	1	1
61	1	1	1	1
62	1	1	1	1
63	1	1	1	1
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66	1	1	1	1
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70	1	1	1	1
71	1	1	1	1
72	1	1	1	1
73	1	1	1	1
74	1	1	1	1
75	1	1	1	1
76	1	1	1	1
77	1	1	1	1
78	1	1	1	1
79	1	1	1	1
80	1	1	1	1
81	1	1	1	1
82	1	1	1	1
83	1	1	1	1
84	1	1	1	1
85	1	1	1	1
86	1	1	1	1
87	1	1	1	1
88	1	1	1	1
89	1	1	1	1
90	1	1	1	1
91	1	1	1	1
92	1	1	1	1
93	1	1	1	1
94	1	1	1	1
95	1	1	1	1
96	1	1	1	1
97	1	1	1	1
98	1	1	1	1
99	1	1	1	1
100	1	1	1	1

THE NUMBER OF TRAINED QUESTIONNAIRES WAS 12. IN ALL CASES FOR QUESTIONNAIRES TO HAVE BEEN OPERATIVE IN THE RESIDENCES OF ALLS COLLEGE, AND IN ALL CASES FOR QUESTIONNAIRES TO HAVE BEEN OPERATIVE.

SOURCE: QUESTIONNAIRE TRAINING, CARSON COLLEGE

a growing and general demand for post-secondary and adult education (#25).

Respondents indicated that three occupational factors were relatively important. The college was viewed as being able to provide well-trained personnel for local employers (#12), and to provide these through a certification process (#40); In addition, the college was seen as a vehicle whereby many more people could receive occupational skills than had been able to in the past (#17). Closely related to these is the Technological factor of the college's role in the teaching of practical, rather than academic subjects (#37).

Two Economic factors which were perceived to be important were that the college was expected to be less expensive to operate than was a university (#30), and that the cost to students would be less than at a university (#36).

Finally, the college was seen as providing an increased opportunity for people to obtain higher education (#31).

The above findings correlate with the statements of interviewees regarding the importance of various factors. The existence of the Institute of Adult Studies (as a forerunner of the College) was perceived to be a very important factor by two interviewees. In one case, the Institute was a "proven entity" (Johnson, 1974), while in the other college was largely a natural outgrowth of a persistence of activity (Bates, 1974).

Each of the interviewees mentioned the institutional placement upon the Greater Victoria School Board's Adult Education Division, in terms of the "proven entity" research of administrative effectiveness; a change to colleges status was viewed as one in which much research would

would virtually disappear. All but one of the interviewees cited the financial advantages which would accrue to the School District through the conversion of its Adult Education Division into a college; these advantages were perceived to be important in the quest for a college.

Finally, each of the interviewees referred to the increasing numbers of students desiring adult education and/or post-secondary opportunities during the 10 or 15 years prior to the establishment of the college; a major factor, according to the interviewees, was that "the need for a response was there."

Summary - Camosun College

On the basis of data obtained through interviews, questionnaires, and documents it has been shown that the establishment of Camosun College occurred as a result of interaction among educational, administrative, occupational, student population, and economic factors. The history of Camosun College is characterized by attempts (on the part of the Greater Victoria School Board) to find solutions to the increasing demands for adult education and post-secondary opportunities in that area; Camosun College emerged as a product of this "problem-solving" process.

III. CARLIANO COLLEGE

The Area

As shown in Figure 3, the three school districts by which Carliano College was administered (North Vancouver, West Vancouver, and Howe Sound) are immediately adjacent to (if not part of) the

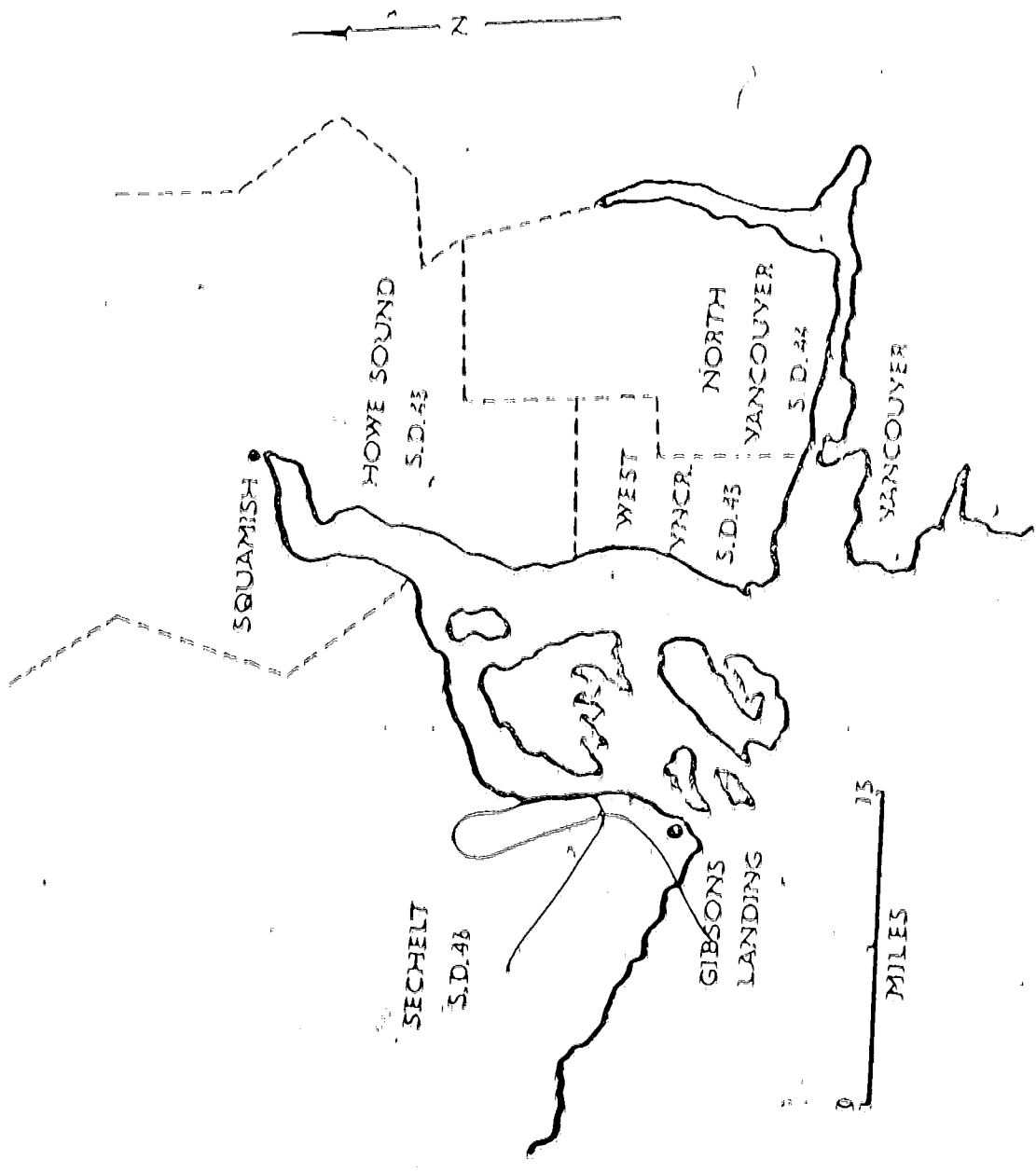


Figure 3. Four North Shore School Districts

metropolitan Vancouver area, School District 39, 46 (Sechelt) is also shown on the map because this district was involved in the early planning of the college.

Both North Vancouver and West Vancouver may be characterized as residential, suburban communities, with many of the residents of each being employed in the Vancouver area. The Howe Sound area, on the other hand, is both suburban and rural, inasmuch as it enjoys many of the benefits of proximity to a large city, yet is at the southern end of an old route to the Interior of the Province. The Sechelt region is often referred to as the "Sunshine Coast", its amenable climate attracting tourists throughout the year.

A Brief Demographic Description

In the years between 1951 and 1966, the population of the area served by Capilano College grew rapidly: while the increase in the population of the Province for that period was 61.0 per cent, and the same measure for the Lower Mainland was 67.8 per cent, the increase in the population of the North Shore area was 148.7 per cent (Davis, et. al., 1968:9). The populations of the various areas in the college region, for the years 1951 to 1966 are shown in Table VII. The two districts of North and West Vancouver are considerably larger in population than either Howe Sound or Sechelt, an observation which emphasizes the suburban-rural differences noted above. Both North and West Vancouver have been attractive residential areas; during the early 1960's, the families who moved to North Vancouver were young families purchasing their first home in a subdivision, whereas the families moving to West Vancouver were older and able to afford the

TABLE 100

POPULATIONS OF SCHOOL DISTRICTS IN THE CARLETON COUNTY AREA
FOR SCHOOL YEARS 1951-52

SCHOOL DISTRICT	1951	1952	1953
NORTH VANCOUVER	20,158	20,100	20,100
WEST VANCOUVER	13,990	13,900	13,900
EDGE MOUNT	N.A.	8,000	8,000
SECRET	N.A.	8,000	8,000
TOTALS		40,000	40,000

* FIGURES NOT AVAILABLE

SOURCE: DAVIS, W. H. (1953), TABLE C.

more expensive property characteristic of that area (Hodwick and Baker, 1968:15).

It can be seen that the population of the Howe Sound district decreased from 6,069 to 5,529 persons between 1956 and 1961. According to Davis et. al. (1968:15), this was "... due to the departure of a large number of construction workers employed during the early 1950s in the building of railway and highway extensions".

The Sechart area has been a popular retirement site for many years, due to the climate, recreational facilities, and relative proximity to Vancouver. In 1968, 15 per cent of the population of that area was over 65 years of age (Ibid.:16).

A Brief Economic Description

The four school districts under consideration fall roughly into two economic categories. North and West Vancouver are linked closely to the economic base of the Greater Vancouver area as a whole, and this has been the case during the past several decades. Moreover, the "equidistant" aspect of North and West Vancouver (as noted above) is emphasized through the employment of a large proportion of North Shore citizens being in Vancouver City (Davis, et. al., 1968:13, 15).

The chief industries of the Greater Vancouver area are in the manufacturing sector (e.g., food processing, metal fabrication, printing) and services sector (business, personal, and governmental). As well, shipping is an important industry (Ibid.:11-12).

The economies of Howe Sound and Sechart are characterized by a dependence upon primary industry. In the Howe Sound area, in 1961, forest industries recorded an employment of approximately 1,500 persons

(Ibid., 15). As well (in 1965), "Other important activities in the area include a copper mine at Britannia Beach (near Squamish) and the Pacific Great Eastern Railway's operations and maintenance services at Squamish" (Ibid.,). A pulp and paper mill is located at Woodville.

In a similar fashion, during the 1960s the pulp and paper industry was "by far the most important factor" in the economy of the Sechelt region (Ibid., 16). A secondary source of revenue was derived from that region's popularity as a summer resort district (Ibid.,).

In terms of financial ability to support a college, the taxable assessment of the four school districts in 1967, was in excess of \$177 million (R.S.R.C.O.C., 1967:1).

A. Chronology

Although the Macdonald Report made no provision for a two-year college on the North Shore of Burrard Inlet, in March, 1965, the School Boards of North and West Vancouver "established a liaison committee to study the concept of a regional college and to determine if there existed a genuine need for such an institution on the North Shore" (Capilano College, 1970:11). The concerns of these Boards centered upon the unmet educational needs of Grade 12 graduates, and of adults who might wish to improve their educational qualifications (Ibid.,). The committee's members were to be representative of both Boards, and the possibility of a joint venture was to be studied

(Brown, 1973:10). It was recognized that a center which consolidated the existing grade 13 programs of the two districts " . . . would provide an organic growth toward a regional college" (Ibid.:10).

In September, 1966, this plan became reality, with the opening of the North Shore Continuing Education Center.

In December, 1966, the two School Boards commissioned Tantalus Research to " . . . undertake a study to determine whether a North Shore Regional College was indeed feasible and practicable" (Ibid.). The report of this study (Hardwick and Baker, 1965), was presented to the two Boards in September of the following year. As will be discussed below, the report concluded that the two districts could request a college on the basis of population alone, and recommended the establishment of a two-year college on the North Shore by 1968. Following the presentation of the report, the School Districts of Howe Sound and Bechelt asked to join the project (Caplano College, 1970:11).

A North Shore Regional College Coordinating Committee (N.S.R.C.C.C.) was established in the fall of 1965, and a publicity campaign began in the four participating districts. In January, 1966, the Committee applied to the Minister of Education for permission to hold a publicity (Caplano College, 1970:11). This application was neither accepted nor rejected by the Department for some time, and on August 5, 1966, the Chairman of the N.S.R.C.C.C. reported that the government was reluctant to give approval to the request (N.S.R.C.C.C., 1966:1). The Chairman had met informally with a Departmental official, and had been informed that:

(1) of the five applications for regional colleges presented before the Academic Board for approval, while not all met the necessary criteria, that of the North Shore did so, and the Cabinet did not feel that it was particularly expedient to move on one application at this time. (By implication it was suggested that the Cabinet might respond in this case to some form of public pressure (N.S.R.C.C.C., 1966/1).

Nonetheless, the Committee decided that it should continue to play quietly, on the assumption that the necessary permission would be granted eventually (Brown, 1973:47). The work of publicizing the need for a college continued throughout 1966, but when the House reconvened in January, 1967, the Minister made no announcement related to the establishment of a North Shore college. The Committee decided it was time to inform the public about the reasons for the delay in gaining approval for the plebiscite, and forwarded a Supplementary Brief to the Minister in March, 1967. This Brief compared the qualifications of the North Shore region with those of regions whose bids for a college had been approved, and concluded with the assertion that "... we know of no educationally valid argument to support any further delay in getting on with the job" (N.S.R.C.C.C., 1967:4).

The Minister of Education then made clear his reasons for the delay: before he would grant approval to any one application from proposed college regions in the Greater Vancouver area, "... the Department of Education required an overall study to be made of the need and provisions for regional colleges in the entire Lower Mainland area" (Brown, 1973:48); the Minister was concerned about the differential rates of development of plans for colleges in the area,

As a consequence, he requested that the demand for college services (in terms of the numbers of students graduating from Grade 12 on various programs) be demonstrated, and that " . . . an overall plan of the proposed regional colleges as related to each other and to all post-secondary educational institutions in the Greater Vancouver Area" be submitted (L.M.C.C.C., 1967a:3). This led directly to the formation of the Lower Mainland College Coordinating Council (L.M.C.C.C.).

The Council requested Dr. W. Hardwick to prepare a working paper related to the overall planning of post-secondary education for the Greater Vancouver area, and this was completed in mid-July, 1967 (Brown, 1973:49). The North Shore group and the Council decided that the former should " . . . remain intact, no matter what plan was developed for the region as a whole" (Ibid.),

The R.S.R.C.C.C. commissioned the California firm of David McConnell Kelton, Inc., to review the need for a college in the four-district North Shore region. The study was presented to the Committee in January, 1968, and supported the conclusions of the earlier Tantalus study. While the study was being made, the Committee decided to alter its proposal for a college to the extent of suggesting the college would utilize existing facilities rather than begin its existence on its own campus; under such a plan, it was possible to begin college operations in 1968 rather than two years later when a campus to be built (Ibid.:45).

Resolution to hold a plebiscite was passed in January, 1968, and the plebiscite was held on March 7, 1968. The plebiscite passed

In North Vancouver, West Vancouver, and Howe Sound with an overall majority of 68 per cent, the plebiscite was defeated, however, in the Sechelt district, the defeat being attributed to the financial restrictions of the high number of retired people living there (Glensk, 1974) and to the low educational aspirations of potential students in that area (Brooks, 1974).

In August, 1968, Mr. A. Glensk was appointed as the first Principal of Capilano College, and the college opened (on an afternoon-evening basis) in West Vancouver Secondary School on September 5, 1968.

The Tantalus Report (1965)

As indicated above, the School Boards of North Vancouver and West Vancouver commissioned Tantalus Research Limited, a Vancouver consulting firm, to enquire into the practicability and feasibility of a two-year college for the North Shore of Burrard Inlet. The study was carried out under the direction of Dr. Walter G. Hardwick and Professor Ronald J. Baker, members of the Faculty of the University of British Columbia, both of whom had worked on the preparation of the Macdonald Report (Hardwick and Baker, 1965:17). The study was completed in 13 months.

Although the Macdonald Report recommended that there should be one two-year college to serve the Greater Vancouver area, Hardwick and Baker based their study of the North Shore on the premise that "a number of developments [had] occurred that [made] necessary a reconsideration of Dr. Macdonald's proposals" (Ibid.:14). The major developments cited in this context centred upon an apparent

under estimation (by Macdonald) of the number of potential college students, the inability of Vancouver City College to cope with these numbers, the geographical inaccessibility to Vancouver City College to North Shore students; the steady increase in university fees, and the contradiction which would occur were one two year college purport to be a "community" college for the entire Greater Vancouver area (Ibid.:14-15).

With regard to the districts of North and West Vancouver specifically, the report noted the relatively sharp increases in school populations referred to earlier. While a major portion of the increases could be explained in terms of immigration to these two areas, the rate of retention of secondary school students was found to be relatively high (Ibid.:18). In addition:

The propensity for higher education on the North Shore is very high. This is clear from the record of student performance in the secondary schools, the record of past graduating classes, and from the survey of goals parents presently hold for their children (Ibid.:21).

On this basis, Hardwick and Baker predicted that "... something over fifty per cent of the sixteen-year-olds in West Vancouver would attend" (Ibid.), leading to a daytime enrolment of 800 students and a late afternoon and evening enrolment of 2,400 students (Ibid.:22).

A major factor which contributed to the high propensity of North Shore residents for post-secondary education lay in the "distinctiveness" of the North Shore population:

The residents of North and West Vancouver had some of the highest average levels of education and income to be found anywhere in Canada. Most managers and professional people (made)

their home on the North Shore than in any other section of the metropolitan Vancouver region, with the sole exception of the South Shaughnessy area of Vancouver (Ibid.).

For example, of the families responding to a survey questionnaire, one half of these indicated the occupation of the father of the family was in a managerial category, " . . . a startlingly high figure, considering it is roughly four times the metropolitan average" (Ibid.:23). One-fifth of the fathers of families responding to the questionnaire had professional occupations (Ibid.).

While the majority of families in the older areas of North Vancouver proper reported (in 1965) annual incomes between \$4,000 and \$6,000, in West Vancouver 75 per cent of the respondents reported annual incomes greater than \$12,000 (Ibid.:25).

Taking parental aspirations for their children's education as a primary force in creating a demand for post-secondary education, the study asserted that:

North Shore parents expected a great deal of their children. On the average, they expected that 69 per cent . . . of their offspring will not complete their formal education short of at least one university degree (Ibid.).

This finding reflected the occupational, income, and educational attainments of fathers of families who responded to the questionnaire.

The study addressed the questions of curriculum and sites for the proposed college. Since these topics are not directly germane to the present study, the arguments contained in the Tallalua report will not be discussed here; the conclusions of that report will however

to these two topics are reflected in the recommendations cited below.

The five recommendations of the Lantulus report, with respect to the establishment of a two-year college on the North Shore, are as follows:

1. A regional college will be desirable on the North Shore by September, 1968.
2. The College should offer a comprehensive program including:
 - an expanded academic program (only partially furnished at present in the Grade 13 program);
 - new program packages unique to the regional college; and
 - functions attractive to large segments of the North Shore population so that the College may assume the role of a focal point for the educational and cultural affairs of the community.
3. The College should be centrally located within the region on a site clearly and visually identifiable by North Shore residents.
4. We recommend that the participating School Boards should initiate a program of public education to inform the community of the need for, and the concept of, the Regional College.
5. We recommend that the School Boards should thru petition the Council of Public Instruction for permission to hold a plebiscite to determine whether the voters of the North Shore favor a Regional College. A simple majority is required (1964:7).

The Davis MacConnell Ralston Study (1968)

Following the formation of the four-district N.S.R.C.C.C., and the abeyance of the original request to hold a plebiscite (submitted in 1966 following the Lantano study), the N.S.R.C.C.C. in 1967 commissioned Davis MacConnell Ralston, Inc., to undertake a study of the region in order to prepare more detailed data than had previously been available; the purposes of the study were to (1) generate a college philosophy; (2) review demographic data and formulate enrollment projections; (3) select a general site; (4) develop an instructional program; (5) determine the costs of buildings required; (6) derive a projection of operating costs (Davis et. al., 1968:111). As such, it was not the explicit purpose of the study to show that the need for a college existed; that conclusion had been reached by the Committee prior to the submission of the first request for permission to hold a plebiscite.

The study did reiterate, however, the increasing proportionality of students in the North Shore (as well as in the Lower Mainland and in the Province as a whole) to seek post-secondary education (ibid.:19). Through an examination of the post-graduate activity patterns of previous students in the college region, the research team was able to derive an estimation of the proportion of the college-age group who might seek college education, as well as some indications of the nature of those activities in terms of educational programs (ibid.:19). The researchers also called upon demographic data from a Michigan study in order to derive projected enrollment (ibid.).

The projected student enrolments for the period 1970-1985 are shown in Table VIII. It may be seen that the total enrolments rose from 5,589 to 10,000 over the fifteen-year period; the researchers noted that "... an estimated conversion of the total enrolment figures to full-time equivalent students indicates 2,000 FTE students in the early 1970's, 3,500 FTE students in the late 1970's, and an ultimate enrolment of 6,000 FTE students by 1985" (Ibid.:24). These figures, the report emphasized, represented potential enrolments from the North Shore; it was recognized that some portion of these projected enrolments would still attend institutions other than a college on the North Shore (Ibid.:25).

The researchers studied four sites in the North and West Vancouver area, devised and recommended a set of programs, and generated details related to the physical design of a proposed campus. These aspects of the report are of secondary import to the present study, and will not be discussed herein. Some of the factors operative in the recommending of specific programs, however, are discussed below.

The Davis MacConnell Ralston study was completed in January, 1968, following which N.B.R.C.C.G. again requested (and then received) permission to hold a plebiscite.

The Underlying Factors

According to both the reports cited above and the literature, there were essentially three types of factors which led to the establishment of Capilano College: student numbers, educational and occupational.

TABLE VIII

EMPLOYMENT PROJECTIONS, NORTH SEINE REGIONAL COLLEGE, 1971-1981

Program	1971	1975	1980	1981
General Studies and Transfer Programs (Pages 17-30)	1,300	1,300	1,300	1,300
Vocational Training and Occupational Programs (Pages 37-57)	1,000	1,000	1,000	1,000
TOTALS	2,300	2,300	2,300	2,300

SOURCE: COLLEGE OF A. S. PROJECTIONS, TABLE 8C

Student Numbers. The figures necessary to illustrate the increasing population of the North Shore region and the relatively high propensity for post-secondary education have been presented above, these were attributed to immigration to this area, and to the educational aspirations which parents held for their children.

With specific reference to that portion of the population by whom college services seemed to be desired, enrolments in adult education classes provided an indication of a growing demand:

The adult education classes had grown greatly - in the four years prior to the inception of the College, they had grown from some 70 to 80 classes to something over 200, and the number of people involved had grown from about 1,500 to 4,000 (Brooks, 1974).

The growth in numbers of Grade 11 and Grade 12 students for the four school districts is shown in Table IX. Again the respective numbers of students for North and West Vancouver are substantially greater than those for Howe Sound and Sechelt, reflecting the larger total populations of the districts rather closely. The four districts Grade 11 and Grade 12 total population grew steadily throughout the years 1950-1966, with the only break in this growth occurring from 1964 to 1965, when there was a decrease (of 57 pupils) in the total number of students in Grades 11 and 12.

At the very time that the number of potential post-secondary students from the North Shore was increasing, so too were the overall numbers seeking matriculation to vocational schools, the B. C. Institute of Technology, and the universities. These matriculations were spread over a comparatively small area, and were physically proximate to lower mainland matriculations was no matriculation of vocational schools to them (Brooks,

TABLE III

ENROLLMENTS IN GRADE 11 AND GRADE 12 OF FOUR NORTH SHORE SCHOOL DISTRICTS
1953-1954

Year	School District				Total
	North Yacouver	West Yacouver	Howe Sound	Seattle	
1953	11	11	11	11	44
1954	11	11	11	11	44
1955	11	11	11	11	44
1956	11	11	11	11	44
1957	11	11	11	11	44
1958	11	11	11	11	44
1959	11	11	11	11	44
1960	11	11	11	11	44
1961	11	11	11	11	44
1962	11	11	11	11	44
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1972	11	11	11	11	44
1973	11	11	11	11	44
1974	11	11	11	11	44
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1978	11	11	11	11	44
1979	11	11	11	11	44
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1981	11	11	11	11	44
1982	11	11	11	11	44
1983	11	11	11	11	44
1984	11	11	11	11	44
1985	11	11	11	11	44
1986	11	11	11	11	44
1987	11	11	11	11	44
1988	11	11	11	11	44
1989	11	11	11	11	44
1990	11	11	11	11	44
1991	11	11	11	11	44
1992	11	11	11	11	44
1993	11	11	11	11	44
1994	11	11	11	11	44
1995	11	11	11	11	44
1996	11	11	11	11	44
1997	11	11	11	11	44
1998	11	11	11	11	44
1999	11	11	11	11	44
2000	11	11	11	11	44
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2005	11	11	11	11	44
2006	11	11	11	11	44
2007	11	11	11	11	44
2008	11	11	11	11	44
2009	11	11	11	11	44
2010	11	11	11	11	44
2011	11	11	11	11	44
2012	11	11	11	11	44
2013	11	11	11	11	44
2014	11	11	11	11	44
2015	11	11	11	11	44
2016	11	11	11	11	44
2017	11	11	11	11	44
2018	11	11	11	11	44
2019	11	11	11	11	44
2020	11	11	11	11	44
2021	11	11	11	11	44
2022	11	11	11	11	44
2023	11	11	11	11	44
2024	11	11	11	11	44
2025	11	11	11	11	44
2026	11	11	11	11	44
2027	11	11	11	11	44
2028	11	11	11	11	44
2029	11	11	11	11	44
2030	11	11	11	11	44

SOURCE: DATA FROM THE NORTH SHORE SCHOOL DISTRICTS

1970).

Educational Factors: The interview data underlined two specific factors which also received attention in the two major studies cited above: (1) students who graduated from (or left) secondary school on programs other than the Academic-Technical Program were left with little opportunity for further education, and (2) graduation on the Academic program did not assure students of acceptance by one of the nearby universities (or B.C.I.T.) because of high standards of admission, overcrowding, or both of these. These two groups of students comprised 65 to 70 per cent of the graduating students (Citizen, 1968:130).

With regard to the former group of students, the secondary school curriculum pattern enabled them to test their interests and aptitudes in potential vocational areas; it did not, however, prepare them for entry into specialized career training. As stated by one interviewee (Etchiner, 1974):

There was, then, a need for something for these people after their graduation from high school. They couldn't go on to university, because of their prerequisites there; they couldn't go to B.C.I.T., because they had the same prerequisites . . . We needed something else.

While this statement is descriptive of the plight of the students graduating on one of the non-academic programs, it is also valid for that group of students who did graduate on the Academic-Technical program but who did not have sufficient academic standing to be accepted by a university (Brook, 1974):

... many students who passed matriculation clearly (with only 55 per cent) suddenly found the doors to anything beyond secondary education closed to them, they were simply left to drift.

The proposed college was viewed as offering a "second chance" to graduating students and adults alike. The Lantala report (Lantala, 1968:11) cited the successful role played by Vancouver City College in this regard.

The Grade 13 program which was in operation was not perceived to be meeting the needs of post-university students:

People in education at that time could see that the scope and the breadth of the senior matriculation program was not meeting the needs of the community and society . . . (Glenesk, 1974).

In addition, it was known that the Grade 13 program was to be discontinued, in any event, a college could replace that program with one of greater breadth, and would provide transfer opportunities as well (Ibid.).

Finally, the college was perceived to provide an atmosphere in which students could mature academically before entering a university (see Lions Gate Times, February 22, 1968: 9).

Occupational Factors. The need for an institution which would provide educational opportunities which were compatible with both the aspirations of students and the needs of society were justified by Davis, et. al. (1968:70) in the following manner:

All economic trends point to (1) a growing demand for employees in those occupations which require ever-higher levels of education and training and (2) a relative decline in the jobs making low mental demands on the worker.

Analysis of the trends in specific occupations (i.e., business-related occupations, data processing, personal services) indicated the magnitude of demands for employers in each field, and led to the overall design of career programs (Ibid., 72-73).

Because no vocational school existed on the North Shore, students seeking training in the trades had to consider leaving the area for such training (although the Vancouver Vocational Institute was relatively nearby). Although the nominal entrance requirement to a vocational school was Grade 10 standing, the press of numbers meant that the best qualified students (i.e., those with, say, Grade 12 standing) were accepted first (Brooks, 1974).

Other Factors. In addition to the factors specified above, three other factors (economic, geographic, and social) appear to have played a part in the establishment of Capilano College.

The costs to students of fees and transportation would be demonstrably lower were students able to attend a college on the North Shore instead of another institution in the Vancouver area, particularly for students taking university-level courses. Each of the interviewees identified these potential savings to students.

The advantages of establishing a college on the North Shore, in terms of relative proximity, were seen to be important not only in terms of students being able to live at home while attending a college (Brooks, 1974), but also in terms of enhancing the educational and cultural facets of the community as a whole (Hardwick and Baker, 1969:12).

The Perceived Relative Importance of Factors

* D

A summary of responses to the questionnaire is given in Table X. Four items (#6, 16, 29, and 31) are clearly rated as being relatively important, with five items (#3, 17, 25, and 36) appearing to form a group of secondarily important items. Twelve items (#4, 5, 8, 11, 13, 18, 19, 20, 23, 27, 35, and 39) were perceived to be relatively unimportant (or unoperative) in the establishment of Capilano College.

On the basis of those items which were rated as being relatively important, the college was perceived to provide a "second chance" for residents to obtain an education (#6), as well as providing educational opportunities which were not offered by the university (#16). The "transfer function" (#29) which would be performed by the college was perceived to be a relatively important factor. The college was perceived to be an institution which would increase the number of opportunities for people to obtain higher education (#31).

Of the items which comprise the second group of relatively important factors, the college was viewed as an institution capable of providing a setting in which students could mature socially (#3) and academically (#7) before proceeding to a university; as well, the relatively lower cost (to students) of attending college rather than university (#36) was of some importance. Some emphasis upon the college's ability to provide occupational training (#17) is apparent. Finally, the need for a college was perceived to be predicated upon a growing and general demand for post-secondary opportunities (#25).

TABLE I
SUMMARY OF QUESTIONNAIRE RESPONSES - CARLIANO COLLEGE

Item	Frequency of Responses by Rating Category				Total Responses
	Relatively Important (1-3)	Moderately Important (4-5)	Relatively Unimportant (6-7)	Not at All (8-9)	
1	10	10	10	10	40
2	10	10	10	10	40
3	10	10	10	10	40
4	10	10	10	10	40
5	10	10	10	10	40
6	10	10	10	10	40
7	10	10	10	10	40
8	10	10	10	10	40
9	10	10	10	10	40
10	10	10	10	10	40
11	10	10	10	10	40
12	10	10	10	10	40
13	10	10	10	10	40
14	10	10	10	10	40
15	10	10	10	10	40
16	10	10	10	10	40
17	10	10	10	10	40
18	10	10	10	10	40
19	10	10	10	10	40
20	10	10	10	10	40
21	10	10	10	10	40
22	10	10	10	10	40
23	10	10	10	10	40
24	10	10	10	10	40
25	10	10	10	10	40
26	10	10	10	10	40
27	10	10	10	10	40
28	10	10	10	10	40
29	10	10	10	10	40
30	10	10	10	10	40
31	10	10	10	10	40
32	10	10	10	10	40
33	10	10	10	10	40
34	10	10	10	10	40
35	10	10	10	10	40
36	10	10	10	10	40
37	10	10	10	10	40
38	10	10	10	10	40
39	10	10	10	10	40
40	10	10	10	10	40
41	10	10	10	10	40
42	10	10	10	10	40
43	10	10	10	10	40
44	10	10	10	10	40
45	10	10	10	10	40
46	10	10	10	10	40
47	10	10	10	10	40
48	10	10	10	10	40
49	10	10	10	10	40
50	10	10	10	10	40
51	10	10	10	10	40
52	10	10	10	10	40
53	10	10	10	10	40
54	10	10	10	10	40
55	10	10	10	10	40
56	10	10	10	10	40
57	10	10	10	10	40
58	10	10	10	10	40
59	10	10	10	10	40
60	10	10	10	10	40
61	10	10	10	10	40
62	10	10	10	10	40
63	10	10	10	10	40
64	10	10	10	10	40
65	10	10	10	10	40
66	10	10	10	10	40
67	10	10	10	10	40
68	10	10	10	10	40
69	10	10	10	10	40
70	10	10	10	10	40
71	10	10	10	10	40
72	10	10	10	10	40
73	10	10	10	10	40
74	10	10	10	10	40
75	10	10	10	10	40
76	10	10	10	10	40
77	10	10	10	10	40
78	10	10	10	10	40
79	10	10	10	10	40
80	10	10	10	10	40
81	10	10	10	10	40
82	10	10	10	10	40
83	10	10	10	10	40
84	10	10	10	10	40
85	10	10	10	10	40
86	10	10	10	10	40
87	10	10	10	10	40
88	10	10	10	10	40
89	10	10	10	10	40
90	10	10	10	10	40
91	10	10	10	10	40
92	10	10	10	10	40
93	10	10	10	10	40
94	10	10	10	10	40
95	10	10	10	10	40
96	10	10	10	10	40
97	10	10	10	10	40
98	10	10	10	10	40
99	10	10	10	10	40
100	10	10	10	10	40

TABLE II (continued)

Item	Frequency of Responses by Rating Category			Not Rated
	Relatively Important (=1)	Moderately Important (=2)	Relatively unimportant (=3)	
24	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
25	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
26	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
27	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
28	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
29	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
30	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
31	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
32	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
33	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
34	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
35	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
36	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
37	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
38	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
39	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0
40	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0	10 9 8 7 6 5 4 3 2 1 0

The number of returned questionnaire was 18. If an item was not perceived to have been operative in the establishment of this college, that item was not assigned a rating by respondents.

Source: Questionnaire returns, Capilano College.

Corresponding to the questionnaire ratings, the interviewees cited the major importance of educational factors in the establishment of Capilano College: the absence of educational opportunities for the student who was not interested in pursuing university work (Brooks, 1974), or who did not graduate on the Academic Program (Krichner, 1974). The increasing number of students seeking post-secondary educational opportunities was cited as an important factor by each interviewee; this was especially so in the case of students seeking to gain entrance to universities, Institutes of Technology, or vocational schools, and who were refused entry because of overcrowding of those institutions.

The need for career-oriented programs which would correlate with the non-academic programs of the secondary school curriculum was cited as an important factor by each of the interviewees.

Summary - Capilano College

This section has revealed that the factors operative in the establishment of Capilano College were largely educational in nature. Among those factors which were relatively important was the increasing demand for post-secondary educational opportunities by both academically- and career-oriented students. Neither the number nor the breadth of adult education programs was perceived to be appropriate to the breadth of opportunities desired, and North Shore students during the 1960's found it increasingly difficult to gain entry to those post-secondary institutions which existed in the Vancouver area at that time. Capilano College was established largely in response to these needs, and growing educational needs.

IV. CARIBOO COLLEGE

The Area

The region encompassed by the six school districts which participated in the establishment of Cariboo College comprises that portion of South-Central British Columbia known as "the Cariboo" (see Figure 4). The two largest communities in this region are Kamloops and Williams Lake, with smaller towns and villages on or near major highways. Much of this interior plateau is in grassland or light forest, lending itself to the development of ranching and lumbering.

Kamloops lies on the Trans-Canada Highway, and serves as a distribution center for much of the region. The Yellowhead Highway joins Kamloops to Jasper Alberta, while the major north-south highway through Central British Columbia passes through Cache Creek, some 50 miles west of Kamloops.

A Brief Demographic Description

The population of the school districts by which Cariboo College was established, for the years 1964 to 1968, are displayed in Table XI. The two districts of Kamloops and Williams Lake were considerably larger in population than were any other districts in the region during the period shown. In growing from 58,098 in 1964 to 79,673 in 1968, the overall population increased for that period was 37.1 per cent, or 6.5 per cent annually. During this same period, the population of Kamloops school district increased from 31,405 to 45,980, an increase of 46.4 per cent, or 7.9 per cent annually.

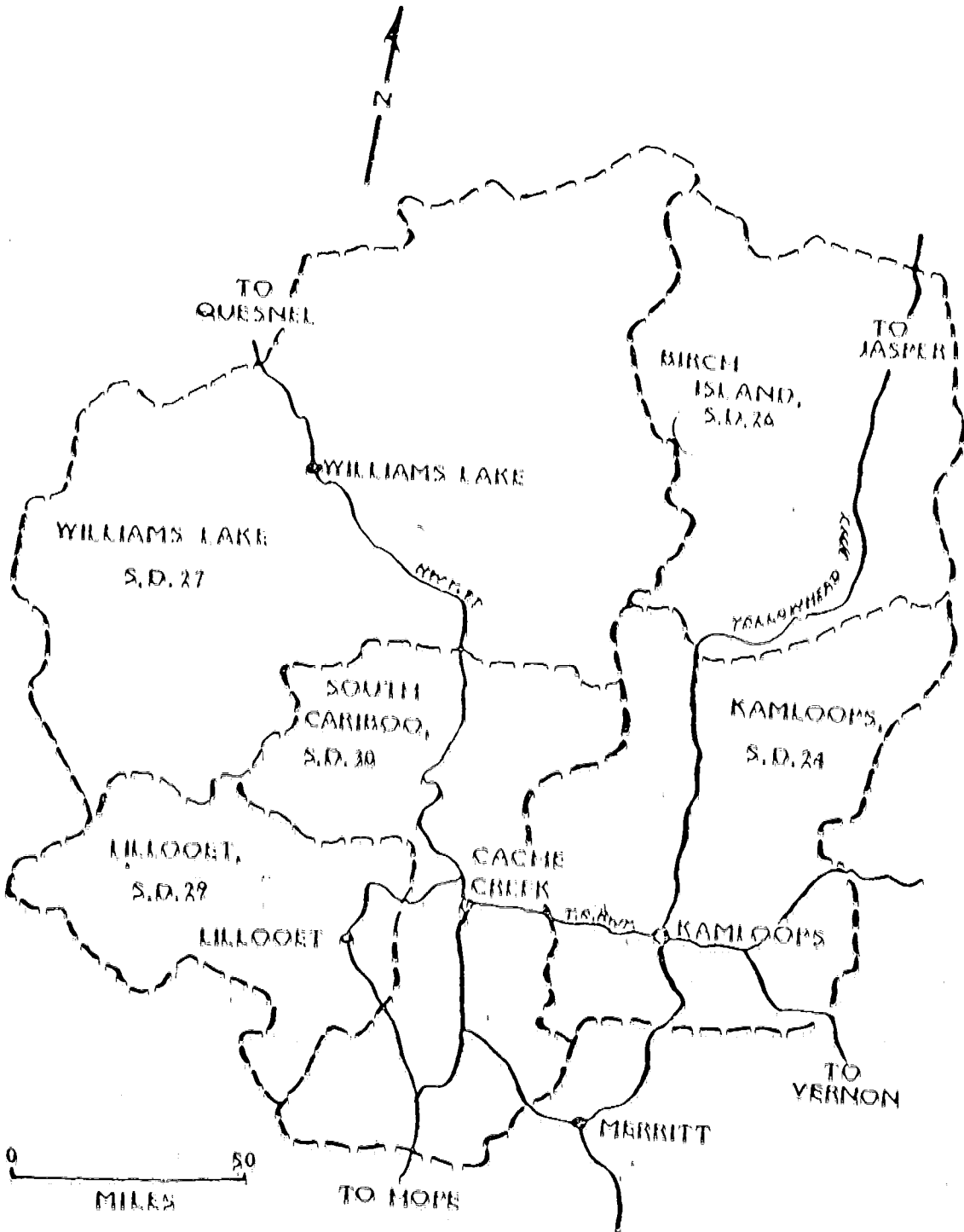


FIGURE 4. Klamath-Cariboo School District

TABLE VI

TOTAL POPULATION OF SEVEN CARIBBOO SCHOOL DISTRICTS, 1964 - 1968

SCHOOL DISTRICT	POPULATION, BY YEAR			
	1964	1965	1966	1968
Kenttrops	51,405	52,545	52,000	51,000
BRANDER	13,700	13,800	13,900	13,900
RANCH EMERALD	2,500	2,450	2,300	2,200
WILLIAMS LAKE	19,100	19,150	19,100	18,900
WILLOOBI	5,500	5,450	5,500	5,500
South Cariboo	5,400	5,350	5,300	5,200
TOTALS	58,000	58,500	58,000	57,000

Source: V.C.S.C. (1968:4, 5)

The population growth of the area was evident in the early 1960's. In 1962, Macdonald wrote of Kamloops:

The population is rapidly increasing
 The growth potential of the Kamloops region would appear to be favorable, particularly when one notes the important trade and transportation focus of the city and the potential industrial development of the region based upon mines and forests.
 (Macdonald, 1962:74-75).

A Brief Economic Description

An indication of the economic base of the region is provided by the assessed valuations displayed in Table XII. Over the period 1964 to 1968, the total assessed valuation grew from \$152,783,364 to \$231,422,722, an increase of 57.5 per cent, or 8.7 per cent annually. Corresponding to the population data, assessed valuations were greatest in the Kamloops and Williams Lake school districts; the most rapid growth in assessed valuations, for the period shown, also took place in these two districts.

While the economy of the region is characterized by primary industry (principally agriculture, lumbering, and mining), developments in the manufacturing and service sectors occurred during the 1960's. The growth of the Kamloops area, in particular, was enhanced by the establishment of a major pulp mill and a cement plant near that city. The number of tourist facilities in the region multiplied during this decade (M.C.R.C.G., 1968:25-27).

A Chronology

Important in the establishment of a two-year college in the Kamloops area can be traced back to the visit of the Macdonald team

TABLE III

ASSESSED VALUATIONS OF SIX CARIBBEAN SCHOOL DISTRICTS, 1964 - 1968

School District	Assessed Valuation			
	1964	1965	1967	1968
Keyloops	\$ 54,477,760	\$ 74,874,157	\$ 92,855,000	\$ 101,408,000
Barbiers	5,194,715	5,955,083	3,555,208	3,890,015
Black Island	5,003,158	6,609,111	7,31,998	8,222,232
Williams Lake	29,074,430	26,107,715	33,500,704	38,733,713
Millodoff	41,509,479	43,604,288	45,000,882	47,800,100
South Cariboo	14,305,824	15,077,701	15,814,111	16,664,833
Totals	\$151,785,964	\$171,151,504	\$199,859,794	\$209,624,913

Source: M.C.H.C.C. (1965:25-31).

to Kamloops in the fall of 1962. In the summer of that year, the Kamloops School Board instituted a summer school program which adults could attend for upgrading purposes (Sentinel, 1962a). In addition, that year had witnessed the naming of Felowna as the site of a vocational school to serve the south-central area of the Province - a decision which had disappointed education officials in Kamloops (Sentinel, 1962b). Their disappointment was compounded when the Macdonald report recommended that a two-year college be established in Kamloops, but not until 1971 (Macdonald, 1962:75).

In the fall of 1962, the Mayor of Kamloops formed a Citizens' Committee on Higher Education (Sentinel, 1964b), comprised of interested laymen and school trustees (Wing, 1974). The major activity of this group centered on locating a site upon which a two-year (academic) college could be built. In September, 1963, the group announced that it had taken out an option to purchase 200 acres of land near Bah Hall, south-west of the City of Kamloops (Sentinel, 1965b); the group was also interested in a 1,500 acre parcel of land (known as the Navy Depot) immediately adjacent to the City, and which the Province had acquired from the Federal Government in the early 1960's (Ibid.).

In order to become a corporate body, the Committee transformed itself (in June, 1964) into the Kamloops Higher Education Society (Sentinel, 1964b). At that time, a major aim of the Society was to establish an academically-oriented college, with some members of the Society's own proposals for an institution which would ultimately

become a university (Sentinel, 1964d), others in the city, however, looked to the college to provide a comprehensive curriculum (Harrison, 1974). In June, 1964, the Kamloops School Board endorsed a motion to hold a plebiscite (Sentinel, 1964d), and submitted a brief to the Department of Education (Harrison, 1974). The Minister of Education opposed the establishment of a community-oriented (comprehensive) college on the basis that the proposed curriculum was too broad, and that the costs would be prohibitive (Ibid.).

In March, 1965, the Society announced that it had purchased the 200-acre Sah Hall site; eleven Kamloops businessmen had each contributed \$100 towards the first payment on this property (Sentinel, 1965b). Even so, the Society hoped that the Navy Depot site could be obtained, and had made arrangements whereby the land could be returned to its original owner should the college not be established on that site (Ibid.).

Concurrently, discussions were proceeding between the City of Kamloops and North Kamloops (then a separate community on the North side of the Thompson River) regarding the amalgamation of the two areas. The possibility of a college site within North Kamloops became an amalgamation issue, and a North Kamloops Higher Education Committee was formed (Sentinel, 1965a). Although this group planned to suggest four potential college sites to the Provincial Government, little came of its efforts, and the amalgamation proceeded (in 1967) unhampered by further debate over a college site.

Throughout the 1960's, the Adult Education program of the Kamloops school district had maintained strong growth (see Table XIV):

between 1960 and 1963, the enrolment in that program had increased almost fourteen-fold. In 1967, an academic Adult Day School was established, and "... opened with 50 full-time students." (N.C.R.C.C., 1968-15).

In 1966 and 1967, interest in the formation of a regional college spread among school districts adjoining the Kamloops district, and with the formation of the Mainline Cariboo Regional College Committee (N.C.R.C.C.) in March, 1968, the Kamloops Higher Education Society disbanded (Matthews, 1976). The Committee was composed of representatives of seven school boards (Williams Lake, Kamloops, Barrere¹, Birch Island, Lillooet, South Cariboo, and Merritt), and had been formed following a period of discussion of a variety of proposals whereby the region might establish a two-year college (N.C.R.C.C., 1968b).

Prior to joining the Committee, the Williams Lake Board had had to decide whether it wished to join a college region to its north or to its south. At that time, concrete plans were being made for the establishment of a two-year college in Prince George, some 160 miles to the north of Williams Lake. Although Kamloops was 180 miles away, the Williams Lake Board opted to join the Mainline-Cariboo region, since the Trustees felt that "... Kamloops was more representative than was Prince George, and that the climate and geography were more favorable to Williams Lake people when they to associate with Kamloops rather than Prince George" (Stevenson, 1976).

¹The Barrere school district later amalgamated with the Birch Island district.

Following its inaugural meeting, representatives returned to their respective Boards to carry support for three resolutions: (1) that "... the use of secondary school plant and facilities as a means of financing the Hamilton-Cariboo Regional College" (H.C.R.C., 1968a) would represent little additional financial burden to the participating districts, (2) that "... this Regional College Committee endeavour to come to some form of agreement which could be ratified by the Boards they represent ..." (Ibid.), with a proposed college opening date of September, 1969, and (3) that the Committee urge the Minister of Education to give consideration to the sharing of vocational school² and college facilities, thereby facilitating a broader potential curriculum for each type of institution, and prevent duplicative expenditures should these institutions be established as separate entities (Ibid.).

By mid-April, 1968, all but two of the Boards represented on the Committee had endorsed the Committee's resolutions, and the other five Boards had passed by-laws seeking a plebiscite (in the respective districts) on the regional college question. In May, 1968, the Merritt Board decided to end its participation on the Committee, citing a lack of information about the costs of the proposed college as the major reason for its withdrawal (Sontine, 1968d).

In July, 1968, the Committee submitted its brief to the Department of Education proposing "... the establishment of a Regional College which (would) be located in the Greater Kamloops

²The promise of a vocational school for the Kamloops region was contained in a 1966 election speech made by the Minister of Education (Sontine, 1968b).

area" (B.C.R.C.C., 1968d, 1). The brief also stated that the committee anticipated the development of a satellite campus in Williams Lake " . . . at an appropriate time" (Ibid.).

During the same month, the Committee, the Kamloops City Council, and the Kamloops School Board were urged to press the Government for a decision on the vocational school proposed for that area " . . . so that it [might] become operational at the same time as the regional college" (Sentinel, 1968f). On August 16, 1968, it was announced that the vocational school would indeed be built in Kamloops, part of the Navy Depot property would be allocated to the 55 million school (Sentinel, 1968g).

Throughout the fall of 1968, representatives of the Committee met with officials of the Department of Education and with school district personnel, these discussions covering the topics of curriculum, finance, and operational alternatives (e.g., see Sentinel, 1968h). The brief was modified to include a survey of student intentions, and the Committee sought to arrange for a plebiscite at the earliest opportunity (Sentinel, 1968i).

In November, 1968, the South Cariboo Board decided to formally join the college region, and approved the appropriate college by-law (Ibid.), and this increased the number of participating school districts to six.

In February, 1969, permission to hold the plebiscite was granted by the Minister of Education; the plebiscite date was set for May 15, 1969.

Throughout the promotion of the plebiscite, the only major issue raised related to the manner in which the costs of the college were to be shared by the Provincial government and the local school district. The Kamloops and District Labor Council issued a policy statement which urged voters to defeat the plebiscite as a protest against the Finance Formula (Sentinel, 1969b, 1969d). However, some of the unions represented by the Labor Council gave public support to the plebiscite (Harrison, 1970).

The plebiscite passed in all districts, with a combined majority of 68.8 per cent (Sentinel, 1969d). In October, 1969, the Cariboo Regional College held its inaugural meeting, and in December of that year, Mr. J. Harrison (who had been the College Committee's Co-ordinator) was appointed as Principal of Cariboo College. The college opened in the facilities of an Indian Residential School which had become available in the spring of 1970 (Sentinel, 1970a).

The Underlying Factors

Among the major factors which led to the establishment of Cariboo College were the increasing numbers of students seeking post-secondary education, the desire for an institution which would provide a wide scope of educational opportunities (especially for adults), and a reduction in the distance to post-secondary opportunities. The dominance of the trends within the Kamloops School district is apparent throughout the data, reflecting the centrality of Kamloops in the economy and demography of the region.

Student Numbers. The growth of pupil population in the six participating school districts, over the period 1965 - 1968, is shown in Table XIII. The growth in total population from 15,460 in 1965 to 19,571 in 1968 represented an increase of 26.6 per cent, or an annual rate of growth of 6.25 per cent. During this same period, the annual growth of pupil populations in the Kamloops and Williams Lake school districts were 7.8 per cent and 5.8 per cent, respectively.

During the 1960's, adult education enrolments showed a pattern of growth throughout the region, although none of the districts experienced the magnitude of growth sustained in the Kamloops School District. As shown in Table XIV, the enrolments in adult education in Kamloops had grown from 310 in 1960-61 to 4,000 in 1967-68. For the region as a whole, in 1967-68 there were 4,518 students enrolled in adult education courses (M.C.R.C.C., 1968:20), with the Williams Lake district having the second largest enrolment of 360 students (Ibid.:19).

According to Macdonald, the propensity for higher education was relatively high in the Kamloops district: 38 per cent of the 1956-57 Grade 8 classes in the Kamloops district pursued higher education (Macdonald, 1967:73), while the corresponding propensity of students in areas peripheral to Kamloops was 4 per cent (Ibid.). In considering Kamloops as the potential site of a two-year college, Macdonald noted that:

There are more school-aged children in Kamloops than in any other city in the southwestern interior. Furthermore, the propensity of Kamloops students to seek higher education is amongst the highest in the province (Ibid.).

STATE BILLS

EXEMPTIONS OF STATE CARBON SCHOOL DISTRICTS, 1901 - 1902

SCHOOL DISTRICT	ENCLOSURES, 1901			
	1901	1902	1903	1904
Kanloops	1,100	1,100	1,100	1,100
Carroll	100	100	100	100
Richfield	100	100	100	100
Williams Lake	1,100	1,100	1,100	1,100
Leidner	100	100	100	100
Southern Carbon	1,100	1,100	1,100	1,100
TOTALS	4,500	4,500	4,500	4,500

SOURCE: STATE CARBON SCHOOL DISTRICTS

TABLE XIV

Q

ADULT EDUCATOR ENROLLMENT IN THE TAMHOOPS SCHOOL DISTRICT,
1960 - 1968

Year	Enrollment
1960 - 61	310
1961 - 62	860
1962 - 63	1,600
1963 - 64	1,900
1964 - 65	2,400
1965 - 66	3,200
1966 - 67	3,500
1967 - 68	4,000

Source: M.C.R.C.C. (1968: 15).

In reference to the numbers of students seeking university-level work in the early 1960's, one interviewee (Wing, 1974) stated:

. . . there were so many young people who were ready for college . . . and there was only U. B. C. for them to attend. With the crowded situation there . . . we felt that in this city [i.e., Kamloops], we needed a college program to get the young people over the first couple of years.

Educational Factors. Throughout the early and mid-1960's, as indicated above, the nature of the proposed college vacillated from an academically-oriented institution to a comprehensive, or community college. Much of this vacillation depended upon whether or not a vocational school was to be established in Kamloops, thereby providing an opportunity for the non-academically oriented student.

The need for non-academic (as well as academic) programs was perceived to be very real. In speaking of college's potential ability to fulfill this need, two interviewees stated:

Educators and school board members . . . liked the idea of a comprehensive college . . . They liked the idea that this college would cater to everybody's child, rather than just the academicians (Brace, 1974);

and:

. . . there was nothing here [in Williams Lake]; they had industrial education in the schools, but there was very little practical work done (Stoyanovich, 1974).

The college was perceived to be a solution to problems encountered in the Grade 13 program in Kamloops (no other district in the region offered Grade 13):

Some of the young people felt that they were not getting the type of instruction that would serve them for their first year in university, and they wanted something a little more sophisticated (Wing, 1976).

In a similar vein, the college was perceived to offer advantages to the burgeoning adult education program (which was limited in terms of the curriculum it could offer) not only to the university-bound student, but (because of a lack of facilities) to the vocational or technical student as well (Harrison, 1974; Wing, 1976). Upon its establishment, the college subsumed adult education programs within the region; the strength of this program in Kamloops, particularly, provided a major base upon which the curriculum of the college was built (Harrison, 1974).

Geographic Factors. The geographic factor of proximity was perceived to be as important to students staying within the region as it was for students who might ordinarily have gone to Vancouver for higher education. For example, students from Williams Lake travelled to Prince George or Kamloops if they sought Grade 13; even so, such students could return to their homes on weekends, something which they didn't do if attending a university.

Additionally, the college was perceived to offer increased educational opportunities to students in those participating districts where adult education classes had been small or nonexistent (Bruce, 1974; Stevenson, 1974).

Other Factors. Among the other factors operative in the establishment of Cariboo College were the economic benefits which

the college was perceived to offer to both the students and to the Kamloops area. Lower fees and lower accommodation costs were perceived to be advantageous (Bruce, 1975); even if the student could return to his home only on weekends, financial savings to the student were anticipated (ibid.). The college was perceived to bring financial benefits to the Kamloops area as a whole; according to an editorial in a Kamloops newspaper (Sentinel, 1965):

It is not difficult to appreciate why some areas set their sights on being selected as the site of a regional college.

Apart from the most important advantage - provision of higher educational facilities for the young people of the area - the establishment of a regional college is the equivalent of setting up a major industry.

The college was perceived to offer an atmosphere which would facilitate both the academic and social maturation of students entering directly from secondary schools:

What appealed to many parents of Grade 11 and Grade 12 students was the fact that classes would be small . . . and if they were home sick, they could come home. That certainly was a point . . . To youngsters coming even from Williams Lake and surroundings, Kamloops is away from home, and to them, it's a big city; but it's not quite the jump that it is to go to Vancouver (Stevenson, 1974).

Similarly:

Another factor that entered into it was the appeal to parents, in particular. They were looking at their own children, whom they could see staying at home for one or more years, and becoming more mature in the process (Bruce, 1974).

The Perceived Relative Importance of Factors

A summary of the questionnaire responses for Cariboo College is contained in Table XV. On the basis of the questionnaire responses, eight items (#16, 17, 25, 29, 31, 33, 36, and 38) received ratings of relative importance, with a secondary group of four items (#6, 7, 12, and 40) being rated as "moderately" to "relatively" important. Seven items (#4, 5, 8, 11, 15, 18, and 20) were rated as being either relatively unimportant or inoperative in the establishment of Cariboo College.

In terms of the first group of items, the college was seen as a response to a growing demand for post-secondary opportunities (#25), inasmuch as the number of such opportunities would be increased (#11). Education was perceived to be a lifelong process (#38). The college would provide nonuniversality opportunities (#16), and would enable a greater number of people to receive occupational skills than had previously been possible (#17). The universality-bound student could avail himself of transfer programs (#29); the college would reduce the distance to post-secondary opportunities (#33), and do so at reduced costs to the student (#36).

On the basis of the secondarily important items, the college would provide a "second chance" for adults (#6), and facilitate the academic maturation process (#7). Finally, the college would provide certified training programs (#40), of which local employers might take advantage (#12).

Of the items thus identified, three interviews (Beavis, 1974; Strayhorn, 1974; Wigg, 1974) cited the existing demand for educational

TABLE IV
SUMMARY OF QUESTIONNAIRE RESPONSES - CARIBBO COLLEGE

ITEM	Frequency of Responses by Rating Category				Not Rated
	Relatively Important (N=10)	Moderately Important (N=11)	Relatively Unimportant (N=9)		
1. ...	10	11	9		
2. ...	10	11	9		
3. ...	10	11	9		
4. ...	10	11	9		
5. ...	10	11	9		
6. ...	10	11	9		
7. ...	10	11	9		
8. ...	10	11	9		
9. ...	10	11	9		
10. ...	10	11	9		
11. ...	10	11	9		
12. ...	10	11	9		
13. ...	10	11	9		
14. ...	10	11	9		
15. ...	10	11	9		
16. ...	10	11	9		
17. ...	10	11	9		
18. ...	10	11	9		
19. ...	10	11	9		
20. ...	10	11	9		
21. ...	10	11	9		
22. ...	10	11	9		
23. ...	10	11	9		
24. ...	10	11	9		
25. ...	10	11	9		

TABLE IX (CONTINUED)

TABLE	Frequency of Responses by Rating Category			Not Rated
	Relatively Important (N=1)	Not Relatively Important (N=2)	Relatively Unimportant (N=3)	
14	1	1	1	1
15	1	1	1	1
16	1	1	1	1
17	1	1	1	1
18	1	1	1	1
19	1	1	1	1
20	1	1	1	1
21	1	1	1	1
22	1	1	1	1
23	1	1	1	1
24	1	1	1	1
25	1	1	1	1
26	1	1	1	1
27	1	1	1	1
28	1	1	1	1
29	1	1	1	1
30	1	1	1	1

The number of questionnaires returned was 16. If an item was not perceived to have been operative in the establishment of this college, then that item was not assigned a rating by respondents.

Source: Questionnaire Returns, Carleton College

opportunities as a fundamental reason for the establishment of the college. All four interviewees cited the presence of the strong adult education program in Kamloops as an important factor, either in terms of the rising demand, or as a positive example of how this demand could be successfully met. Two interviewees (Wing, 1974; Bruce, 1974) stated that the financial advantage to students was an important factor. Finally, the perceived comprehensiveness of the proposed college, in that it would provide opportunities of a broad nature (including inter-program transfer flexibility) was cited by each of the interviewees as a fundamental factor. Three of the interviewees (Stevenson, 1974; Bruce, 1974; Wing, 1974) mentioned the importance of the proximity factor.

Summary - Cariboo College

On the basis of the above data, it is apparent that increasing student numbers along with economic, and geographic factors led primarily to the establishment of Cariboo College. Chosen as the potential site of a college by Macdonald in 1962, the college opened in 1970 following a period of steady growth, particularly in the Kamloops and Williams Lake areas. A major factor in the establishment of this college appears to have been the existence of a substantial adult education program in the Kamloops school district.

V. COLLEGE OF NEW CALEDONIA

The Area

The area served by the College of New Caledonia comprises six northern interior school districts: Smithers (#54), Burns Lake (#55),

Yamhill (1961), Prince George (1961), McBride (1961), and Quesnel (1961). This college region is one of the largest in the Province (see Figure 5).

With the exception of the Quesnel school district, the region is traversed by the Northern Yellowhead Highway, which joins Jasper, Alberta, and Prince Rupert on the Pacific Coast. Quesnel lies on the major highway route which links Prince George to the southern part of the Province.

The area is mountainous and heavily forested, with the major towns and cities being situated on or near the Fraser, Recharo, and Bulkley Rivers. Prince George, located at the confluence of the Fraser and Recharo Rivers, acts as a central distribution point for the entire region to the East and West, and is a terminus of the Hart Highway from Dawson Creek.

The 1960's brought unusual growth to the area, largely through an influx of primary industries. The concomitant development of transportation routes, essential services, and other amenities of urban life led to many predictions that the Prince George area, in particular, would become the "Edmonton of Northern British Columbia".

A Brief Demographic Description

Actual and projected population figures for the college region are shown in Table XVI; as noted in the Table, the populations for the years 1966 to 1968 were projections made in 1966. The population

¹The McBride school district amalgamated with the Prince George school district after the establishment of the college.

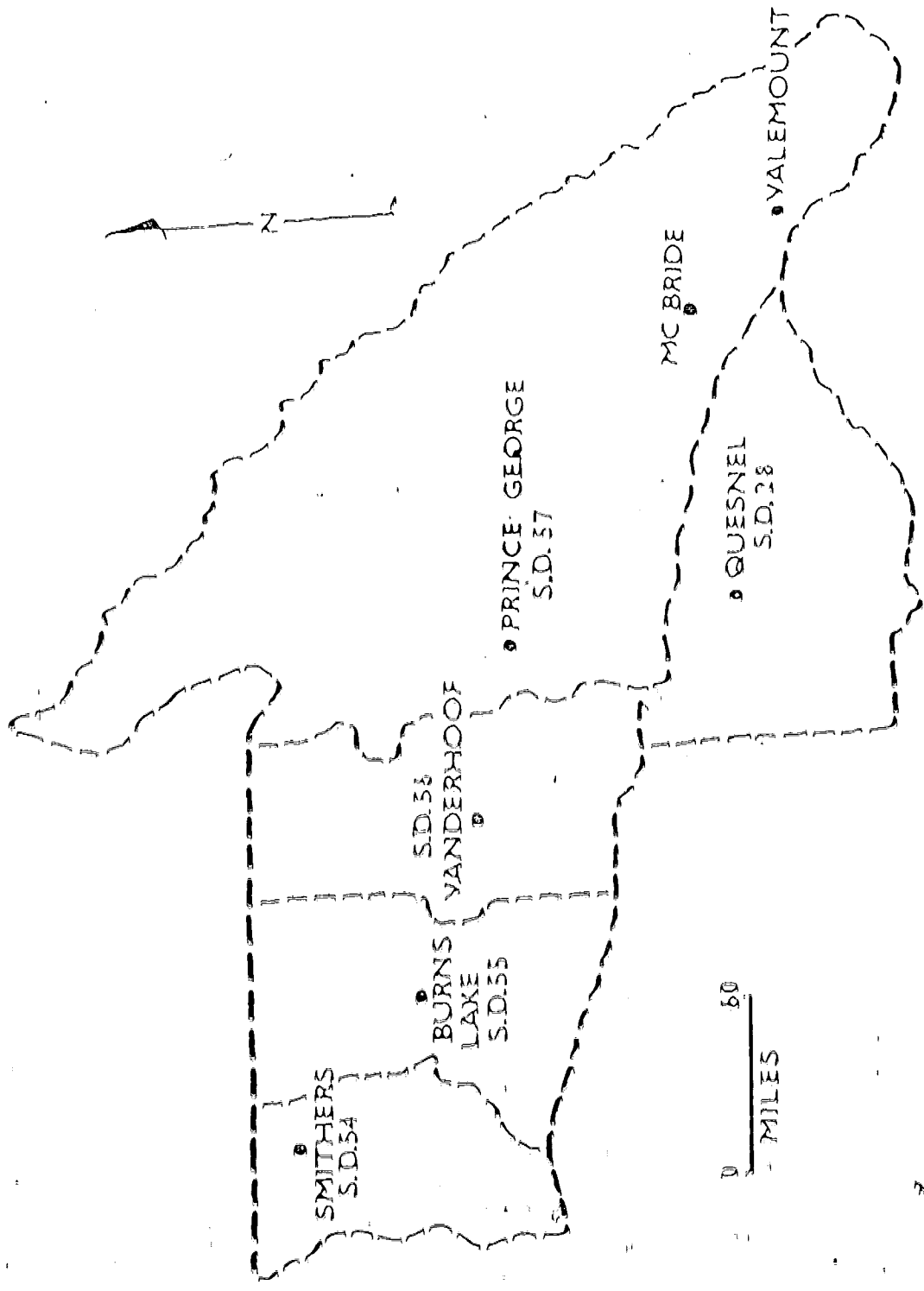


FIGURE 3. - FINE SCALE MAP OF THE REGION OF THE S.D. 54-57

TABLE VIII

POPULATION OF THE DISTRICTS OF THE STATE OF NEW YORK, 1900 AND 1910

District	Total Population	
	1900	1910
Albany	18,000	20,000
Brooklyn	2,500,000	2,700,000
Buffalo	250,000	270,000
Cataraugus	100,000	110,000
Chautauque	100,000	110,000
Columbia	100,000	110,000
Delaware	100,000	110,000
Dutchess	100,000	110,000
Essex	100,000	110,000
Hamilton	100,000	110,000
Montgomery	100,000	110,000
Saratoga	100,000	110,000
Schenectady	100,000	110,000
Warren	100,000	110,000
Westchester	100,000	110,000
TOTALS	3,000,000	3,200,000

THE DISTRICTS OF THE STATE OF NEW YORK ARE DIVIDED INTO THE FOLLOWING DISTRICTS:

SOURCE: U.S. BUREAU OF CENSUS, 1900 AND 1910.

of the region displayed a steady growth during the years 1963 to 1968 (approximately 2.3 per cent increase annually), and the total projected increase over the period 1963 to 1968 was 67 per cent, or 8.9 per cent annually. The Prince George district had the largest population, with the cities of Quenah, Vanderhoof, and Smithers following in rank order. The growth of the population of the area was "the result of industrial development, settlement of land for agricultural development, and improved communications" (B.C.P.C.C., 1966a: 7).

A Brief Economic Description

As an indication of the economic expansion within the college region during the early and mid-1960's, one summary (B.C.P.C.C., 1966a: 8-10) cites developments in agriculture, forest products, mining, petroleum, and transportation; business and professional services also increased in number and scope during this period.

The measures of assessed valuations shown in Table XVII also provide an indication of the economic base of the region. During the period 1964 - 1968, the total assessed valuation of the region increased from \$97,921,032 to \$257,853,771; this represented a total increase of 163.2 per cent, or a mean annual growth of 21.3 per cent.

A Chronology

Following the visit of the Macdonald Team to the region in 1962, the school board representatives to the Northern Interior Branch (N.I.B.) of the British Columbia School Trustees' Association began the initial discussions which ultimately led to the establishment of the College of New Caledonia. Although Macdonald recommended that a

TABLE 1000
ASSESSED VALUATIONS OF THE REAL ESTATE IN THE SCHOOL DISTRICTS FOR THE YEAR 1931
1931 - 1932

School District	Assessed Valuation, Year	
	1931	1932
School District	2,110,000.00	2,110,000.00
Teachers	100,000.00	100,000.00
Public Works	1,000,000.00	1,000,000.00
Land	500,000.00	500,000.00
Real Estate	510,000.00	510,000.00
Public Service	100,000.00	100,000.00
Manufacturing	100,000.00	100,000.00
Mining	100,000.00	100,000.00
Other	100,000.00	100,000.00
TOTALS	<u>2,110,000.00</u>	<u>2,110,000.00</u>

Sources: State of Michigan, Department of Public Safety, Bureau of Statistics, 1931, and Bureau of Real Estate, 1932.

regional college be located in Prince George, he did not envisage sufficient population in that area until 1971 (Macdonald, 1962: 73, 76).

In 1962, as well, two educational institutions were established in Prince George: a provincially-operated vocational school, and Prince George College. The latter was founded by Bishop O'Grady (of the Roman Catholic Church), and offered one academic year beyond high school in addition to secondary school courses (Ibid.: 74). Whereas the vocational school grew in size from 127 pupils in 1962-63 to 1,904 pupils in 1968-69 (B. C. Annual Reports, 1962-63, 1968-69), Prince George College did not flourish, a principal reason being the inability of that institution to gain accreditation with the Provincial universities (Todd, 1974).

Following the informal discussions of the N.I.B., a Regional College Committee was formed (herein called the Northern Interior Regional College Committee), and a brief recommending the establishment of a college in the Northern Interior was submitted to the Department of Education in July, 1963 (N.I.R.C.C., 1966a: 1).

Little came of this application, however, even though the school boards of the proposed college region passed the appropriate by-laws and submitted them to the Department in 1964 (Department of Education, 1971: 39).

Subsequent activity on the part of the Committee led to the submission of an updated brief to the Department of Education (June 28, 1966), followed by the provision of supplementary information to the Academic Board in September, 1966. The brief expressed all

urgent need for the establishment of a college in that region (S. R. C. C., 1966a:18), and stated that the N.E.B. Trustees were "... in unanimous agreement on the location of the college in the general vicinity of Prince George" (Ibid.).

The brief anticipated that the Melfort Lake district would be included in the college region; however, that school district chose to join the Cariboo College region. The brief also indicated that four districts to the North (Peace River South, Peace River North, Portage Mountain, and Fort Nelson) would be the source of "... a percentage of students until a local college was built in this area" (Ibid.:1), although those districts would not be part of the college region. In a similar fashion, the Prince Rupert school district was not included in the college region: "... The decision taken was that we should go ahead and create the college, and then begin to negotiate with these other communities if that seemed appropriate" (Downey, 1974).

Permission to hold the plebiscite was granted by the Minister of Education in February, 1967 (Department of Education, 1971:39). With the assistance of a consultant, Dr. L. Downey, the Committee began to lay the groundwork for presenting the plebiscite to the electorate on June 12, 1967.

The college was endorsed in five of the districts, the exceptional Quenouet district recording an affirmative vote of only 24 per cent (CITIZEN, 1968c). In this dissenting district, the City Council had launched a counter-campaign, with the financial implications of the plebiscite being the issue: (1) joining the

collection would commit the district to unknown financial burdens, even though the main purpose of the plebiscite was to approve the college in principle, and (2) there would exist an inequity in tax burden between rural areas and the Lower Mainland, where the universities were located and supported through Provincial revenues (Sealer, 1976). According to one interviewee:

There was never any argument that a college was not important, and a worthwhile kind of thing Although the purpose of the plebiscite was simply to create the machinery for developing the college, we all knew that once the plebiscite was passed, it would be a difficult thing to stop. So to say that the plebiscite would not lead to further spending was futile . . . (Sealer, 1976).

In October, 1967, the five districts in which the plebiscite had been successful signed an agreement to participate in the formation of a college. The College Council of New Caledonia (C.C.N.C.) was formed in February, 1968, and held its first meeting on March 16, 1968 (Citizen, 1968b).

One of the first decisions of the Council was to establish the proposed college in existing facilities (Prince George Senior Secondary School), thereby obviating the need for capital funds (Ibid.), however: ". . . This caused a problem as only capital expenses require[d] referendum approval, and therefore, some segments of the public felt the plebiscite was manipulative in intent" (Ibid.). Because the Council felt the college could only be successful if it had public support and involvement, the decision was taken to hold a referendum for capital expenditures (principally books and equipment) in December, 1968.

The first President of the college, Mr. W. Franke, was appointed on August 5, 1968, and in October of that year, voters in Queensferry elected to resume participation in the college region (CITIZEN, 1968c).

In the intervening months the Council had waged a low-keyed campaign towards the referendum:

... It was decided not to engage in any costly public relations or campaign, the raising of the necessary funds being the responsibility and prerogative of the participating school boards. It was presumed, therefore, that enough public interest could be engaged by answering requests to talk at meetings, by the introduction of Mr. Franke to the public across the region, and by a privately circulated "Information Kit" (Evans, 1968: 3).

Debate on the referendum was virtually non-existent until two or three weeks prior to the selected date (Ibid.). A number of issues (ranging from transferability prospects to the cost-sharing formula) emerged, and a counter-campaign was initiated, largely by members of the City Council in Prince George (Ibid.). The referendum was defeated in all but two districts (McBride and Queensferry), with the question receiving assent from only 50.6 per cent of the electorate of the region (Ibid.).

Despite the failure to obtain capital funds, the Council was able to maintain its drive to open the college in 1969. The participating districts had approved a 1969 operating budget during the spring of 1968 (CITIZEN, 1968a), thereby enabling the Council to hire the necessary staff.

The College of New Caledonia opened (with an initial enrolment of 248) on September 15, 1969, using the facilities of the Prince George Senior Secondary School.

The Underlying Factors

As indicated earlier, the Northern Interior of British Columbia entered a period of unprecedented growth in the 1960's. The establishment of the College of New Caledonia was directly related to this growth, inasmuch as the increased population and larger economic base made any consideration of creating a college a plausible proposition.

Student Numbers. The total enrolments of the six school districts in the college region, for the period 1962 to 1969, are shown in Table XVIII. The total numbers of pupils in the region rose from 15,000 (in 1962-63) to 25,991 (in 1968-69); this was an increase of 73.2 per cent over the seven-year period, or an annual growth of 8.2 per cent. The enrolment of the largest district (Prince George) rose from 7,500 in 1962-63 to 14,613 in 1968-69 representing a 10.0 per cent annual growth in total enrolment.

An indication of the growth in school population is provided by the increasing numbers of graduating students, as shown in Table XIX. Between 1963 and 1966, the number of graduates in five of the region's school districts rose from 187 to 362, an increase of 93.5 per cent over that four-year period. Although Macdonald (1962:73) calculated the propensity of students in this region to seek higher education to be 16 per cent, on the basis of the Grade B cohort in 1956-57, surveys conducted by the N.I.R.C. Committee showed that in 1964 and 1965, 44 per cent and 46 per cent of the graduates in those respective years pursued higher education of one form or another (N.I.R.C.C., 1966a: 19, 20).

TABLE XVII

SCHOOL ENROLLMENTS OF THE NORTHERN INTERIOR SCHOOL DISTRICTS, 1961 - 1969

School District	Enrollments, by Year			
	1961-62	1962-63	1963-64	1964-65
SPRINGFIELD	1,540	1,491	1,558	1,681
ELGIN AREA	1,108	1,035	1,091	1,179
PERCIVAL	1,060	1,019	1,080	1,169
PRINCE GEORGE	7,500	8,011	8,015	8,015
WINDSOR	709	775	819	811
CHURCH	9,091	9,095	9,110	9,119
Totals	15,008	15,426	15,678	16,075

Source: Department of Education, Annual Reports, 1961-62 to 1968-69.

The Prince George district was the only one in the region to offer grade 13, and the numbers of students in that program, for the years 1962-63 to 1967-68, are shown in Table 55. The pattern of enrolments in grade 13 was somewhat erratic, and did not display the same growth as either the total school enrolments or the number of graduating students.

In estimating the potential student pool from which college entrants would be drawn, the Committee assumed that 75 per cent of the Grade 12 enrolment would actually graduate, and that 50 per cent of the graduates would seek higher education. On this basis, First Year enrolments at the proposed college, for the years 1967, 1968, 1969, and 1970 were estimated to be 305, 356, 457, and 528, respectively (H.T.R.C.C., 1966:13).

Educational Factors. A major factor which led to the perceived need for the establishment of a post-secondary institution in the Northern Interior was the structure of the secondary school curriculum. As stated by one interviewee:

... we could see that the "rainbow chart" in its streams in the secondary schools was not an answer. One stream led to post-secondary institutions, and the other five streams led nowhere, really (Todd, 1973).

Another interviewee (Seaton, 1974) reiterated this difficulty, stating the students' perception of graduation as leading to either university or to work: "In large part, the establishment of the college was aimed at stopping that situation" (ibid.).

As seen earlier (in Table XIX), approximately 50 per cent of the graduates in five of the region's school districts were on such

TABLE 25

GRAND TOTAL ENROLLMENT IN GRADE 13, 1962-63 TO 1967-68

Year	Grade 13 Enrollment
1962-63	64
1963-64	68
1964-65	82
1965-66 ^A	76
1966-67	105
1967-68	72

^A This figure is based on the 1965-66 school year, which is the first year that the data are available.

Source: British Columbia Department of Education, Annual Reports, 1962-63 to 1967-68.

of the university and non-university programs. Doubtless, the Grade 13 program and the vocational school absorbed some portion of the students, but neither of these alternatives satisfactorily overcame the dilemma facing the non-university-oriented secondary school graduate, regardless of his graduation program.

Adult education programs became increasingly more popular throughout the mid-1960's (Todd, 1974), but lacked the depth to provide vertical opportunities for students seeking higher education (Ibid.). This particularly applied to students seeking admission to a university, and the perceived need to provide transfer opportunities was substantial (Ibid.). As stated by one interviewee (Sealey, 1974):

The need that was being expressed, quite clearly expressed, was beyond the means of an adult education program to meet. These needs included technical programs and university programs.

The adult education programs were providing a "second chance" for students who had previously left secondary school by offering upgrading programs; a college was perceived to give such students an opportunity to attain even more than Grade 12 standing (Todd, 1974).

Finally, there was a concern that the university-bound student would be denied entrance to an institution at the Lower Mainland because of overcrowding:

Major institutions in the Lower Mainland, because of enormous growth of enrolment, had such demands upon their facilities that they were forced to turn away students (H.L.R.C.S.G., 1967: 20).

because of the large number of persons expected to generate
 economic returns to the community. It should be noted that the regional
 whole. For the student, the college was perceived to offer a
 distinct financial alternative to attending a distant university,
 where both the fees and accommodation costs would be greater than at
 the proposed college (Todd, 1974; O'Connell, 1969). In addition,
 college education was perceived to increase the student's lifetime
 earnings, and this could be viewed as an investment in human capital.
 Promotional literature contained estimates of the potential return to
 the individual and to society (O'Connell, 1969: 50), this was
 perceived to be consistent with the then popular view of the relation-
 ship between higher education and economic progress (Todd, 1974)
 and " . . . there was considerable pressure on young people to not
 stop their educational progress until they had obtained a university
 degree" (Ibid.).

The college was perceived to contribute to the economy of the
 region inasmuch as people would be trained locally, and in response to
 the demands of this economy. The effect of this was perceived to
 " . . . retain young people who were skilled in the land" (O'Connell,
 1970), and to preclude the necessity of importing trained personnel
 (Todd, 1974).

Other Factors. A reduction in the distance to the post-
 secondary opportunities was perceived to be a major advantage of a
 college in the Northern Territory. As stated by one interviewee:

There was an awareness that U.B.C. and U.
 of Vic. were both 500 or 600 miles away,
 and [it was] felt that in order to create
 a viable region, there had to be advanced

educational opportunity (Dowdell, 1974).

The college was perceived to facilitate the maturation of students, since they would be attending a relatively small institution and would be required to (or near) their own homes (Todd, 1974). Students would thus remain in that area while obtaining their post-secondary education (C.H.R.C., 1968), and would be more likely to remain in that area after their college training was completed (ibid.).

The college was seen to be a response to the demand for employees with occupational and/or technology level skills.

It is obvious that industrial development in the region has precipitated a great demand for trained employees. In June, 1966, employers in business, industry, and public institutions were asked to complete a questionnaire on their experience in recruiting suitable employees. There was an immediate response, with all employers indicating a desperate need for trained people (H.L.R.C.C., 1966a:11).

Finally, one interviewee stated that the establishment of a local college was perceived to be associated with the decentralization of the governance of post-secondary education:

It was very important to the Superintendent, school boards, and business people in the North to have an opportunity to determine the kinds of courses and admission policies set up for youngsters here (Todd, 1974).

The Perceived Relative Importance of Factors

A summary of the quantitative responses for the College of New Caledonia region is contained in Table XXI. Four items received overall ratings of "relatively important" (#29, 31, 33, and 36), while five other items were rated as having been "moderately" to

TABLE III

SUMMARY OF QUESTIONNAIRE RESPONSES - COLLEGE OF NEW CALEDONIA

Item	Frequency of Responses by Rating Category			Not Rated
	Relatively Important	Moderately Important	Relatively Unimportant	
1	10	10	10	0
2	10	10	10	0
3	10	10	10	0
4	10	10	10	0
5	10	10	10	0
6	10	10	10	0
7	10	10	10	0
8	10	10	10	0
9	10	10	10	0
10	10	10	10	0
11	10	10	10	0
12	10	10	10	0
13	10	10	10	0
14	10	10	10	0
15	10	10	10	0
16	10	10	10	0
17	10	10	10	0
18	10	10	10	0
19	10	10	10	0
20	10	10	10	0
21	10	10	10	0
22	10	10	10	0
23	10	10	10	0
24	10	10	10	0
25	10	10	10	0
26	10	10	10	0
27	10	10	10	0
28	10	10	10	0
29	10	10	10	0
30	10	10	10	0
31	10	10	10	0
32	10	10	10	0
33	10	10	10	0
34	10	10	10	0
35	10	10	10	0
36	10	10	10	0
37	10	10	10	0
38	10	10	10	0
39	10	10	10	0
40	10	10	10	0
41	10	10	10	0
42	10	10	10	0
43	10	10	10	0
44	10	10	10	0
45	10	10	10	0
46	10	10	10	0
47	10	10	10	0
48	10	10	10	0
49	10	10	10	0
50	10	10	10	0

TABLE VII (continued)

Frequency of Responses by Rating Category

Item	Relatively Important (N=10)	Moderately Important (N=10)	Relatively Unimportant (N=10)	Not Rated
1	1	0	0	0
2	1	0	0	0
3	1	0	0	0
4	1	0	0	0
5	1	0	0	0
6	1	0	0	0
7	1	0	0	0
8	1	0	0	0
9	1	0	0	0
10	1	0	0	0
11	1	0	0	0
12	1	0	0	0
13	1	0	0	0
14	1	0	0	0
15	1	0	0	0
16	1	0	0	0
17	1	0	0	0
18	1	0	0	0
19	1	0	0	0
20	1	0	0	0
21	1	0	0	0
22	1	0	0	0
23	1	0	0	0
24	1	0	0	0
25	1	0	0	0
26	1	0	0	0
27	1	0	0	0
28	1	0	0	0
29	1	0	0	0
30	1	0	0	0
31	1	0	0	0
32	1	0	0	0
33	1	0	0	0
34	1	0	0	0
35	1	0	0	0
36	1	0	0	0
37	1	0	0	0
38	1	0	0	0
39	1	0	0	0
40	1	0	0	0
41	1	0	0	0
42	1	0	0	0
43	1	0	0	0
44	1	0	0	0
45	1	0	0	0
46	1	0	0	0
47	1	0	0	0
48	1	0	0	0
49	1	0	0	0
50	1	0	0	0
51	1	0	0	0
52	1	0	0	0
53	1	0	0	0
54	1	0	0	0
55	1	0	0	0
56	1	0	0	0
57	1	0	0	0
58	1	0	0	0
59	1	0	0	0
60	1	0	0	0
61	1	0	0	0
62	1	0	0	0
63	1	0	0	0
64	1	0	0	0
65	1	0	0	0
66	1	0	0	0
67	1	0	0	0
68	1	0	0	0
69	1	0	0	0
70	1	0	0	0
71	1	0	0	0
72	1	0	0	0
73	1	0	0	0
74	1	0	0	0
75	1	0	0	0
76	1	0	0	0
77	1	0	0	0
78	1	0	0	0
79	1	0	0	0
80	1	0	0	0
81	1	0	0	0
82	1	0	0	0
83	1	0	0	0
84	1	0	0	0
85	1	0	0	0
86	1	0	0	0
87	1	0	0	0
88	1	0	0	0
89	1	0	0	0
90	1	0	0	0
91	1	0	0	0
92	1	0	0	0
93	1	0	0	0
94	1	0	0	0
95	1	0	0	0
96	1	0	0	0
97	1	0	0	0
98	1	0	0	0
99	1	0	0	0
100	1	0	0	0

The number of returned questionnaire was 10. If an item was not perceived to have been operative in the establishment of this college, that item was not assigned a rating of respondents.

Source: Questionnaire returns, College of New Caledonia.

"relatively important" (3, 6, 10, and 17). Eight items (1, 2, 4, 11, 13, 19, 20, 23, and 24) were rated as having been either relatively unimportant or unoperative, in the establishment of this college.

On the basis of the first group of "relatively important" factors, the college was perceived to increase the number of opportunities for post-secondary education (#11), and to reduce the distance to such opportunities (#33). The provision of transfer programs (#29) at a lower cost to the student than would be incurred by his attending a university (#36) were perceived to be relatively important functions of the college.

The second group of "relatively important" factors indicated that the college was perceived to assist students to mature socially (#3) and academically (#7), and to provide a "second chance" through upgrading programs (#6). In addition, the college was perceived to be a response to demands for non-university offerings (#16), and to provide opportunities for students to receive occupational skills (#17).

The above ratings correspond closely to the factors identified by the interviewees. Two of the interviewees (Todd, Seaton) cited the perceived need for an institution which was capable of providing opportunities for the non-university-bound student, and two interviewees (Todd, Downey) referred to the underlying importance of reducing the distance to post-secondary educational opportunities. All three interviewees cited the growth of the area, with respect to the demand for trained personnel, as an important factor in the establishment of this college.

University of New Caledonia

On the basis of the above data, the establishment of the College of New Caledonia was seen as a response both to increasing numbers of students seeking a wide range of post-secondary opportunities, and to employers who required trained workers in a growing economy. The provision of post-secondary opportunities at the local level was perceived to be advantageous to the university bound student, and would enhance the economic and social viability of the region.

VI. DOUGLAS COLLEGE

The Area

The immediate area served by Douglas College comprises eight Western Fraser Valley School districts: Richmond (No. 38), Delta (No. 37), Surrey (No. 36), Langley (No. 35), Burnaby (No. 41), Coquitlam (No. 43), New Westminster (No. 40), and Maple Ridge (No. 42). As may be seen in Figure 6, these districts are divided by the Fraser River into two groups (of four districts each), with one group on each of the North and South sides of the River. The school districts lie to the East and South of the City of Vancouver, and have a total area of approximately 1,350 square miles (E.D.C.B.C., 1968:1).

The area included in this portion of the Lower Mainland is one of contrasts in terms of population density, industrial, and economic growth. The historical importance of the City of Vancouver has led to at least two major developments in these districts during the past 50 years: (1) major transportation routes to the interior of the Province (and to the United States) pass through each of the districts, and (2) the population growth in the outlying districts

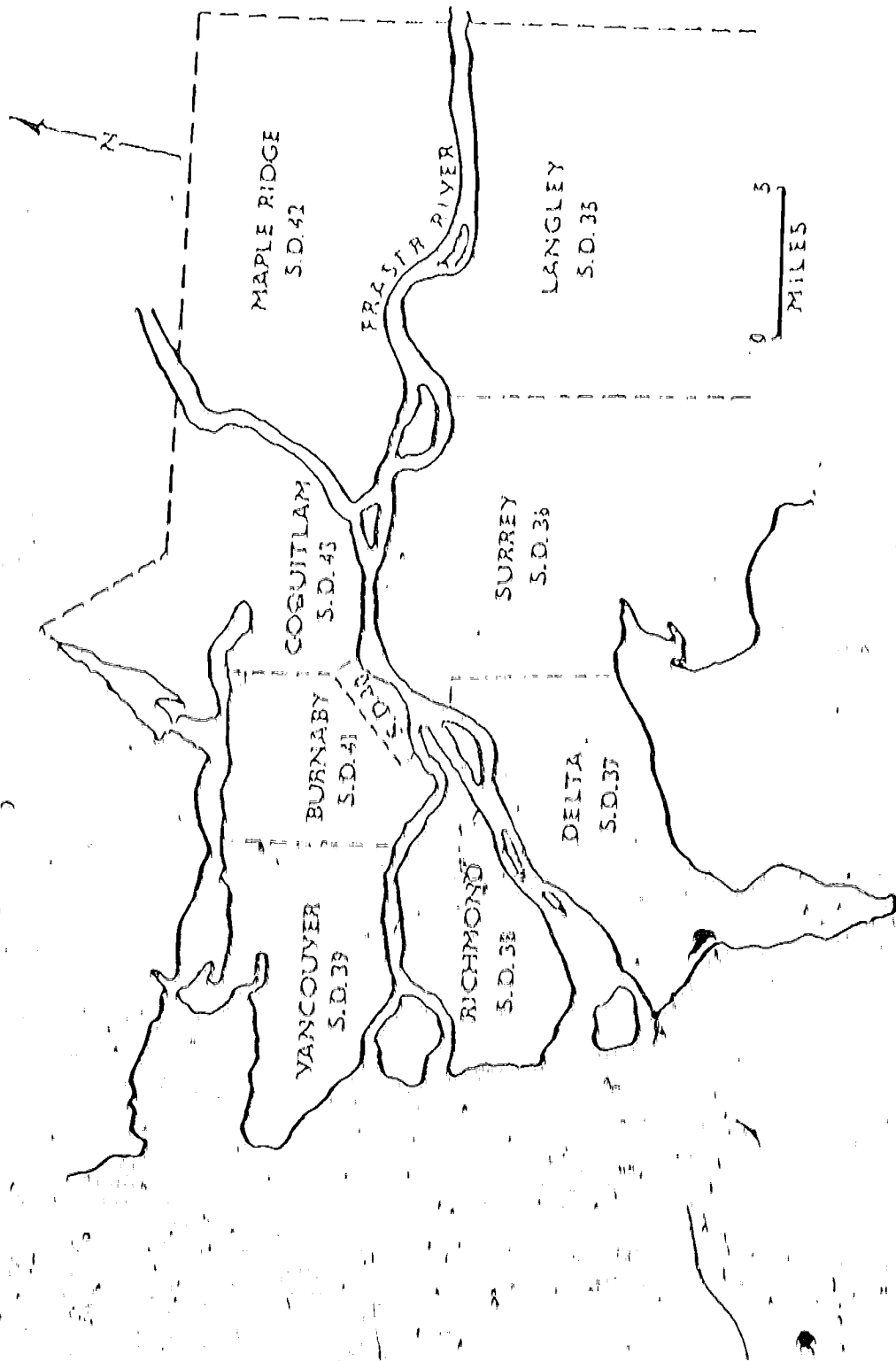


FIGURE 6. THE WESTERN FRASER VALLEY SCHOOL DISTRICTS.

has accelerated in recent years as the overall population of the Vancouver area has grown (Chadonald, 1967:66).

A Brief Demographic Description

The population of the eight school districts, for the years 1965 to 1969, are shown in Table XXII. The overall population of these districts increased from 370,152 to 459,922 for the period shown, an increase of 24.2 per cent. The districts of Burnaby and New Westminster show the least rate of annual growth, reflecting the relative "population saturation" of those districts; the remaining six districts had annual growth rates ranging from 1.0 per cent (New Westminster) to 12.0 per cent (Delta). More than 26 per cent of the secondary school students in the Province attended school in this eight-district region in the mid-1960's (E.D.C.S.C., 1968:1).

A Brief Economic Description

The economic base of the eight district region is as diversified as that of the entire Greater Vancouver area, in that the region

supports a tremendous variety of industries, including manufacturing, transportation, institutions of higher learning (Simon Fraser University, B. C. Institute of Technology, and B. C. Vocational School), institutions of detention (Oakalla, B. C. Penitentiary, Riverdale Hospital) as well as being an extensive residential and farming area (R.C.S.C., 1967:4).

A measure of the economic potential of this region is evident from the taxable assessment (in 1967) of \$895,454,193 (see Table XXIII). Inter-district disparities are also evident with the largest taxable assessment (Burnaby) being 8.3 times as large as the smallest

TABLE VIII

POPULATION OF HIGH SCHOOL DISTRICTS IN THE DISTRICT OF COLUMBIA, 1905-1930

School District	1905	1910	1920	1930
Richmond	51,500	51,000	51,000	51,000
Delia	13,700	13,700	13,700	13,700
Surrey	31,000	31,000	31,000	31,000
Langley	14,000	14,000	14,000	14,000
Brynaby 19	219,500	219,500	219,500	219,500
Coquille	50,750	50,750	50,750	50,750
Washington	31,000	31,000	31,000	31,000
Apple	24,500	24,500	24,500	24,500
TOTAL	510,150	510,150	510,150	510,150

POPULATION FIGURES FROM 1901-1930 CENSUS DATA SOURCES ARE MUNICIPAL AND DISTRICT OFFICES

SOURCES: MUNICIPAL STATISTICS, 1905 TO 1930 AND D.C.O.C. STATISTICS

TABLE 3-111

TAXABLE ASSESSMENTS OF EIGHT SCHOOL DISTRICTS, 1967

School District	Taxable Assessment
Langley	\$ 37,730,753
Surrey	157,476,787
Delta	56,120,589
Richmond	110,052,174
New Westminster	83,122,814
Burnaby	271,003,879
Maple Ridge	36,524,956
Coquitlam	148,432,753
TOTAL	\$894,459,193

Source: Eight-District College-Building Committee (1968:38)

feasible as a joint plan for the former was a relatively unpopulated district, while the latter was a relatively rural district.

A Chronology

The establishment of Douglas College occurred primarily through the united efforts of two separate groups of school boards, each group initially seeking to establish its own college. The two groups - one comprised of the four districts North of the Fraser River, the other of the four districts to the South of the River - created separate plans for a college, then met (in 1965) to propose the establishment of a single college. The chronology, therefore, reflects the three phases of the history of Douglas College: planning by the Northern group, planning by the Southern group, and their joint venture.

The North Fraser Districts' Activities related to the establishment of a college on the North side of the Fraser River can be traced to a meeting on December 7, 1965, at which the four North Fraser districts (i.e., Burnaby, New Westminster, Coquitlam, and Maple Ridge) resolved to "... participate in a joint survey to discuss the feasibility of establishing a regional college to serve students of these districts..." (R.C.B.C., 1967:1). As a direct result of this, the Regional College Steering Committee was formed, and held its first meeting on January 13, 1966.

The Steering Committee decided to initiate a feasibility study as "... a preliminary step in preparing a presentation to the provincial Department of Education..." (Columbian, 1966b), through the compilation of relevant statistics. This feasibility study (which

is contained below) was completed in April, 1966.

On May 19, 1966, the Steering Committee² gave approval in principle to the creation of a district which would be served by a community college, offering post-secondary education to the second year university level" (Columbian, 1966). On the basis of the results of the feasibility study, members of the Steering Committee felt there was sufficient need for such a college to seek approval to hold a plebiscite in December of that year (Ibid.).

The approval of the Minister, however, was not directly forthcoming. As noted in the section related to Capilano College, the Minister was at that time concerned about the potential duplication of college services in the Lower Mainland; in the Spring of 1967, he requested that an overall plan for colleges in that area be prepared by the four committees involved in college proposals (Brown, 1973:58-59).

Representatives of the Steering Committee attended meetings of the Lower Mainland College Co-ordinating Council (L.M.C.C.C.) through the Spring of 1967, and participated in the decision of that body to commission Dr. W. Hardwick to prepare an overall study of college services for the Lower Mainland area (L.M.C.C.C., 1967b). This report was completed by mid-July, and during the following weeks, the Minister indicated that only one college would be established to serve the Westport-Fraser Valley (Columbian, 1967a). Nonetheless, the North Fraser Steering Committee still hoped to hold the required plebiscite in December of that year (Ibid.). The Steering Committee continued with its search for a site on which a North Fraser college might be located, and by November, 1967, had reduced the number of potential sites to three, one in each of New Westminster,

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During the same period, a meeting of the North Fraser Steering Committee with its counterpart from the district south of the Fraser River had produced the agreement that the two areas " . . . would be better off working separately" (Ibid.). In spite of this, the Minister ordered (in May, 1968) that the two proposed districts must amalgamate before a plebiscite for a Western Fraser Valley college would be approved (Columbian, 1968). In response to this, the North Fraser Steering Committee " . . . immediately passed a resolution endorsing amalgamation with its counterpart on the south side of the river" (Ibid.).

The South Fraser District. The initial step towards the establishment of a college on the South side of the Fraser River was made by the Surrey School Board, which made a study¹ of the point

¹"Report of the Study Committee", School District No. 36 (Surrey), November, 1964.

... 1965...
... the potential
... "pilot" and "concept"...
... The report
concluded...

... that the Board of School Trustees of
School District No. 36...
... to plan, to coordinate, and to
develop a post-secondary institution for
School District No. 36, and that the
institution should be of the type designated
as a "concept" college or "open-entry
Public Junior College" (ibid., 3).

On the basis of this recommendation, the Surrey Board applied
for permission to hold the next year plebiscite (Nov. 1965). At the
same time, Surrey representatives met with representatives from Delta,
Richmond, and Langley districts, and a regional committee was formed
(BoTC, 1966: 20). The district of Delta had initiated its own study
in September, 1965, and by January, 1966, the members of the Delta
Regional College Study Committee were "... trying to decide if
Delta should have its own junior college or share one with Richmond
and Surrey. The committee strongly supported a regional college, but
said Delta couldn't finance one by itself" (Sun, 1965).

During 1965, the respective Boards of School Trustees authorized
the four-district committee to engage consultants to "... make a
regional study for a community college" (Wolton, 1968: 28). Tantalus
Research was commissioned to perform this task, under the direction

²⁰Report of The Regional College Committee for Delta, School
District No. 36 (Delta), January, 1965.

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In ... 1968, the four South Fraser districts received the
... decree that they must amalgamate with their North Fraser
counterparts to form a single college region. The amalgamation took
place that month, and the Eight-District College Steering Committee
(EDCCSC) was created.

The Eight-District College Steering Committee, following the
amalgamation of the North and South Fraser College committees, events
occurred which led directly to the establishment of Douglas College.
One of the first steps of the new Committee was to initiate a study
of the post-secondary needs of the eight-district community; the
report (which is discussed below) was completed in November, 1968.

The Committee submitted its request for authority to hold a
plebiscite in August, 1968, and this request was approved in September,
1968 (Dept. of Education, 1971); the plebiscite date was set for the
following March. During the Fall, however, the Maple Ridge district
withdrew from participation in the plebiscite, because of
uncertainty over development of the Douglas College program and the

in the "Future" of the 1960s, and in 1961 to the local district
and also to the 1960s of the district. (Middle, 1961,
Middle, 1961)

During the winter and spring, preparation of the college became
the responsibility of the committee. The plebiscite was held on
March 9, 1969, although only 17 percent of the eligible voters cast
ballots (Colquhoun, 1969). The college was approved by 75 percent
of those who voted (Boston, 1969). The college committee was
established in July, 1969, formally replacing the Eight District
Committee, and Dr. G. C. Boston was appointed Principal in the
following month (Department of Education, 1971).

The college opened in September, 1969, on three campuses
consisting of "a cluster of three modular pre-fab buildings
at Eighth and Maple, in New Montserrat, the same at Surrey campus
near Green Thabern, and a Richmond campus that is actually a converted
Industrial building" (Gunn, 1971).

Three Major Studies

In the course of determining the need for increased post-
secondary services in the Western Fraser Valley, three major studies
were undertaken: one by each of the North Fraser districts, the South
Fraser districts, and the eight-district Committee.

The Regional College Feasibility Study (1967). As indicated
above, in 1967 the Regional College Steering Committee of the four

³The Maple Ridge district, however, resumed participation in
Douglas College following a plebiscite in Spring, 1971.

TABLE 5A

ESTIMATION OF MINIMUM CRITERIA FOR STATE COLLEGE
IN THE NORTH HAVEN SCHOOL DISTRICT

Criterion	Minimum Value	Associated Value of Total School District, 1966-67
College Enrollment	400	\$ 1,889
High School Enrollment	2,200	14,525
Annual High School Graduates	450	2,935
Assessed Valuation	\$60,000,000	\$500,522,129
Total Population of District	40,000	229,194

Enrollment, Gr. 9-12.

Projected figure; actual would be 75% to 80% of this figure.

Source: Adapted from Regional College Feasibility Study (1967:13), Table 9.

(Ibid., 20).

The report ended with a strong statement about the need for a college, if the Athens and secondary school programs were to be accorded priority, an appropriate response could be found in the college concept.

The regional college offering a comprehensive program, including general education, is more than a logical solution, it is an absolute necessity (Ibid., 29).

The Tantalus study (1967). In assessing the need for a college within the area bounded by the four South Fraser school districts, Dr. W. Hardwick considered four indicators: (1) the size and growth rate of the student pool; (2) a "... philosophy of post-secondary education which is relevant to the contemporary world"; (3) implications of the revised secondary school curriculum; and (4) the "... lack of regional college facilities available to students from the region" (Tantalus, 1967:23).

Two major contributing factors in the creation of a potential student pool were the influx of families to the districts, and the high birthrate of families within the districts (Ibid., 16-17). In the main, any emigration from the area occurred primarily among parents in the 35 to 45 age group, with teenage children (Ibid., 7). An analysis of age cohorts (by school grade) yielded an estimated potential college pool which rose from 3,045 pupils in 1965 to 6,050 pupils in 1977 (Ibid., 18).

On the basis of "... the present performance of young people plus some modifications of parental expectations" (Ibid., 19),

propensities for post-secondary education were obtained. For the 1964 graduates, the estimated propensities (among the four districts) ranged from 50 per cent to 67 per cent; for graduates of 1977, the range of propensities was from 55 per cent to 68 per cent (ibid.:9). Combining these propensity figures with the school populations led to an estimated gross student pool of 4,195 students in 1965, and 5,675 in 1977 (ibid.).

Since a portion of this college pool would still attend other institutions were the college to be established, the pool was reduced to account for such an occurrence. The resulting estimated enrolment cohort of a South Fraser college was 523 for 1965, with the enrolment cohort size rising to 2,645 by 1977 (ibid.:12).

The study found, in addition, that a large number of adults would take advantage of an opportunity to augment their educational qualifications: "... Within the region under study over 20,000 adults with school age children were considering upgrading or broadening their education" (ibid.:13).

The report discussed the nature of the revised secondary school curriculum, stressing the dangers inherent in failing to provide post-secondary opportunities for students who had followed non-academic programs while in secondary school. Thus, while the proposed college would offer transfer programs for the university-bound students, the proposed college was also envisaged as offering career programs and recreational/vocational courses (ibid.:15-16).

Finally, the report recommended that the proposed college have two campuses - one in North Surrey, and the other in Richmond. This

recommendation was based upon an analysis of population densities and travel patterns of residents of the four school districts (ibid.:13).

In sum, the Tantalus study generated the conclusion that:

The Boards of School Trustees in the Western Lower Fraser Valley should proceed with deliberate speed to establish Regional College facilities. It is clear that a regional college can be supported now (ibid.:5).

The Light-District Study (1965). While the two reports summarized above were oriented primarily to determining the magnitude of the demand for college services in their respective regions, the Light-District study formed the basis of a request for permission to hold a plebiscite. As such, it outlined (in addition to the demand) specific plans related to the curriculum, organizational structure, facilities, and financing of the proposed college. For the purposes of the present study, only the factors which were related to the demand for a Lower Fraser Valley College will be discussed herein.

The report identified five basic factors which were responsible for an increased demand for college services: (1) the virtual absence of any post-secondary opportunities for students graduating from secondary school on non-academic programs; (2) the increasing numbers of adults returning to a school setting for continuing education; (3) changing standards of minimum education for entry into the work force; (4) the declining usefulness of the Senior Matriculation program; and (5) the overcrowding of existing post-secondary institutions (E.S.D.; C.S.D.; G.S., 1968:4-6).

In calculating the number of students who might be served in the opening year of the proposed college, data derived from enrollment

several of the public colleges and Vancouver City College were completed. This technique yielded an estimate of 1,277 students if two colleges were to open in 1969, and 1,945 students if the colleges were to open in 1970 (ibid., 9). While the dispersed nature of the eight-district region might have contributed to diminished opening enrolments, this was felt to be offset by an overwhelming positive response to a questionnaire in which grade 12 and 13 students were asked about their post-secondary interests (ibid., 10). Concluding that the above estimated opening enrolments were conservative, the report noted that the two earlier studies (discussed above) estimated opening enrolments of 1,600 to 2,500 in the first year. Further projections led to the estimate that the proposed college would have an initial enrolment of 1,800 to 2,400 if opened in 1969, or 2,000 to 2,600 if opened in 1970 (ibid., 11).

It was estimated that more than half of the student pool lived on the North side of the Fraser River; 55 per cent of the total Grade 12 enrolment, and 65 per cent of interested questionnaire respondents were residents of one of the North Fraser districts. Because of the relatively dispersed population on the South side, two college centers were proposed - one in Richmond, and one in Surrey. The population on the North side of the River was more evenly distributed, but because of its greater size, the study recommended that two centers also be created (in two of Burnaby, Coquitlam, or New Westminster) to serve the four districts on the North side of the River. The centers were to be established in

... school, although the arrangement was to be a temporary one. (Ibid., 1:16).

Finally, in order to gauge the manpower needs of the proposed college district (and thereby also obtain guidelines for construction building), 93 employing institutions (along with a paper "manpower center" type contact), and asked to rate the supply of and demand for employees in their respective occupational fields. (Ibid., 25-27). Ten fields were readily identified, and "... in almost every one of these selected fields, employer interest was high enough to produce offers of assistance and advice if the college became a reality." (Ibid., 24). The need for career programs was underscored by this survey.

The Eight-District Study, then, reaffirmed the need for a college in the Western Fraser Valley:

On the basis of the information provided in the body of this report ... (the) committee believes that evidence of need for a regional college of the "community" or "comprehensive" type has been demonstrated conclusively. (Ibid., 35).

The Underlying Factors

Two major underlying factors in the establishment of Douglas College were the rapid increase in the overall population of the eight school districts, and the growing portion of that population seeking post-secondary educational opportunities; evidence of each of these has been documented above.

The fundamental nature of these two factors notwithstanding, there were other, more specific factors which led to the establishment

of desirable colleges to part, the so-called as a result of the structure of the local population.

The rise of London is the most direct consequence of the increasing number of students seeking post-secondary opportunities. One of an academic nature was the inability of existing institutions to cope with the demand for their services. The University of British Columbia and the Institute of Technology reached capacity enrollment in the latter half of the 50's. In the case of the university, this was countered by increasing the admission requirements of these institutions (Columbian, 1969d), then by placing quotas upon the numbers of freshmen admitted (Columbian, 1970). The Institute of Technology, while attracting only those students interested and qualified in the Sciences, had experienced capacity enrollment from the early years of its history (Graham, 1974).

Vancouver City College had, from its opening, admitted out of district students, although such students were admitted only to classes which were scheduled after 3:30 p.m. This time restriction was increased (in 1968) to classes after 6:30 p.m. Finally, in 1969, the Vancouver City College reached its capacity of almost 4,200 students, and out-of-district students were hard pressed to gain admission to that institution (Columbian, 1969c).

Educational Factors. With reference to students seeking university entrance, the transfer function of a college was perceived to be a desirable feature. Representatives of both the University of British Columbia (Columbian, 1969a) and the public (Columbian, 1969b) saw the proposed college as an institution which would enable

students to post-secondary level could bridge the over-reliance of the universities.

Although it was anticipated that the proposed college would offer an academic program for students, or those to transfer to a university, the college was also viewed as being able to offer programs for the student who sought entry to a career, thus was a response to the "educational gap" between the opportunities for those students graduating on the Academic-Technical Program, and the absence of opportunity for those who graduated on one of the other five programs. Indeed, as stated by one official, the fundamental reasons for the establishment of Douglas College "centered around the basic gap in the B. C. educational system involving high school graduates' opportunities for post-secondary education apart from university or technical training" (Hutton, 1974).

Occupational Factors. Although it does not appear that the need for Douglas College originated in demands for better qualified manpower, both employers and workers viewed the proposed college as having the capability of generating employees of sufficient quantity and quality to meet the increasing needs of industry. As noted above, the interest (in the college) of potential employers in the Lower Mainland was high; no, too, was the interest of labor unions. In declaring support for the proposed college, the Rev Westminster and District Labor Council urged its members to support the plebiscite, since the proposed college "would serve a very useful purpose in equipping workers to improve their jobs, or get better jobs at an educational level not requiring university training" (Columbian, 1969a).

to the extent that the interest in the college had increased in the opinion of the respondents. In fact, in the area, an expert on the subject of the offering of a new oriented program when the college is not yet planned (Columbian, 1969).

Other factors which the college is not yet planned, it is intended to noted also that the program would be offered in four secondary schools that host the college program. As stated in an editorial comment,

... one of the most attractive features of the college proposed for this area is that it is to be opened to students facilities for a start... (Columbian, 1969).

Under this plan, the cost of the proposed college was estimated to be in the order of 1 to 1.5 million (C.D.C.S.C., 1968:33).

A second economic factor was represented in the perceived lower costs to students. The fees of the college were to be lower than those of the universities or the Institute of Technology, and travel costs would be reduced for students who might otherwise attend institutions in Vancouver proper (Columbian, 1969).

The Perceived Relative Importance of Factors

A summary of responses to the questionnaire is given in Table XXVI. Five items (#16, 29, 31, 33, and 36) were perceived to have been relatively important to the establishment of Douglas College, while 15 other items (#5, 8, 11, 28, and 32) were perceived to have been either relatively unimportant (or inoperative) in the establishment of this college.

TABLE XVII

STATUS OF QUESTIONNAIRE RESPONSES - DOUGLAS COLLEGE

Frequency of Responses by Rating Category

Rating Category	Frequency	Percentage
1	1	100
2	0	0
3	0	0
4	0	0
5	0	0
6	0	0
7	0	0
8	0	0
9	0	0
10	0	0
11	0	0
12	0	0
13	0	0
14	0	0
15	0	0
16	0	0
17	0	0
18	0	0
19	0	0
20	0	0
21	0	0
22	0	0
23	0	0
24	0	0
25	0	0
26	0	0
27	0	0
28	0	0
29	0	0
30	0	0
31	0	0
32	0	0
33	0	0
34	0	0
35	0	0
36	0	0
37	0	0
38	0	0
39	0	0
40	0	0
41	0	0
42	0	0
43	0	0
44	0	0
45	0	0
46	0	0
47	0	0
48	0	0
49	0	0
50	0	0
51	0	0
52	0	0
53	0	0
54	0	0
55	0	0
56	0	0
57	0	0
58	0	0
59	0	0
60	0	0
61	0	0
62	0	0
63	0	0
64	0	0
65	0	0
66	0	0
67	0	0
68	0	0
69	0	0
70	0	0
71	0	0
72	0	0
73	0	0
74	0	0
75	0	0
76	0	0
77	0	0
78	0	0
79	0	0
80	0	0
81	0	0
82	0	0
83	0	0
84	0	0
85	0	0
86	0	0
87	0	0
88	0	0
89	0	0
90	0	0
91	0	0
92	0	0
93	0	0
94	0	0
95	0	0
96	0	0
97	0	0
98	0	0
99	0	0
100	0	0

TABLE XXXI (Continued)

Frequency of Responses by Rating Category	Relative Frequency		Moderate		High	
	Percentage	Number	Percentage	Number	Percentage	Number
Very High	100	1	100	1	100	1
High	100	1	100	1	100	1
Moderate	100	1	100	1	100	1
Low	100	1	100	1	100	1
Very Low	100	1	100	1	100	1

Source: University of California, Berkeley College.

According to the type of economic respondents, the college was perceived as offering a broader range of post-secondary opportunities than was provisioned in the case of ABU, which included a desire for offering, other than the already existing institution (10), from the 1950's, the transfer function of the college (19) was seen to be a relatively important factor in support of the college. That the establishment of a college in the Western Fraser Valley would reduce the distance students would have to travel (13) was perceived to be relatively important, as was the projected diminishing of credits to college students (16).

The apparent need for an alternative type of post-secondary curriculum was emphasized by each of the interviewees as being a basic factor in the establishment of Douglas College. As one interviewee stated, with regard to the six programs of the secondary school curriculum:

... we were short-changing a great number of young people in our society. We were telling them one thing, and then when they accepted our advice and reached graduation [on a non-academic program] they had nowhere to go (Cisdam, 1976).

As well, each interviewee designated the inability of existing institutions to cope with the accelerating demand for post-secondary opportunities as a relatively important factor. According to one interviewee, the public's awareness of this inability was a major factor in the establishment of the college (Wootton, 1976).

Summary - Douglas College

On the basis of the above, Douglas College was established primarily in response to the growing demands for post-secondary

educational opportunities which were not available through existing institutions. The college was not perceived to be a "junior university," although the transfer function it would perform was seen as a solution to the overcrowding of existing academic and technical post-secondary institutions. The college was perceived to offer post-secondary opportunities at a lower cost to students than would a university, in part through reducing the distance to such opportunities.

The history of this college is characterized by the initial duality of efforts to establish a college in the Western Fraser Valley, with interested groups working on either side of the Fraser River. Through the amalgamation of these groups and their respective districts, Douglas College ultimately represented the outcome of six years of effort put forth by the representatives of eight school boards.

VII. MALASPINA COLLEGE

The Area

The area served by Malaspina College generally comprises all of Vancouver Island north of Duncan (see Figure 7). The population distribution of this part of the Island is somewhat asymmetrical, with the major centers being located on or near the Eastern shoreline; the major exception is the Alberni area, located at the end of a long inlet which leads to the Pacific Ocean.

Because of this particular distribution of population, there is no city or town which is central to the region. Geographically, it is not served by one "natural" center. Nanaimo comes closest to

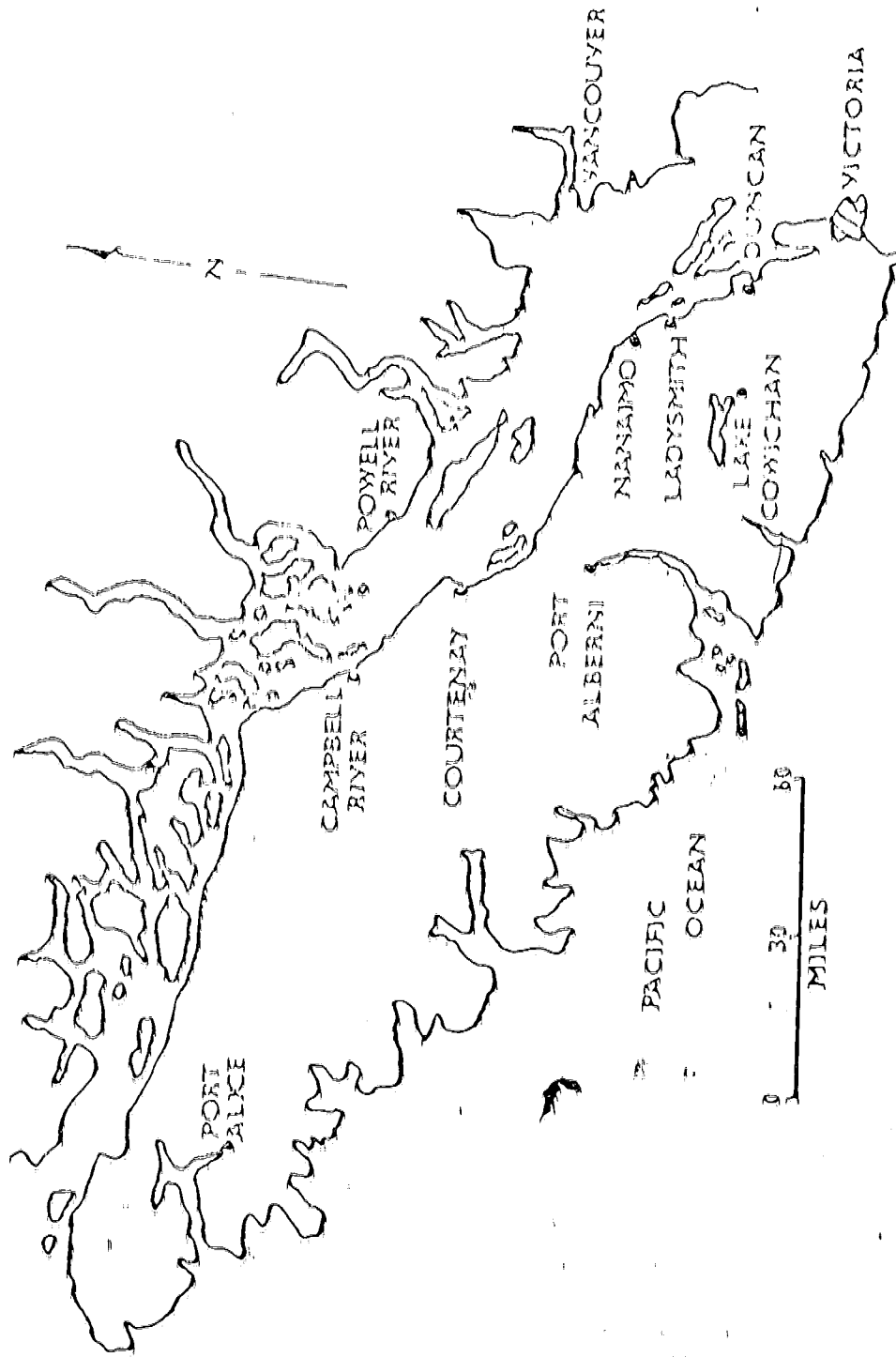


FIGURE 1. VANCOUVER ISLAND.

this, principally however because it has the most direct link with Vancouver: but it is far down within the southern half of the Island" (Barish, 1966:12).

By virtue of its rugged terrain and concomitant inaccessibility, the northern half of Vancouver Island has been slower in yielding to development than have the eastern and southern parts of the island. Much of the island is forested: in 1963, 3.9 billion of its total area of 8.3 billion acres bore mature and harvestable timber (ibid.:11). Several towns have become the sites of manufacturing plants associated with the timber industry: Hartman (near Nanaimo), Port Alberni, Crofton (near Duncan), and Lake Cowichan are four such areas.

The major land transportation route follows the eastern shoreline, passing through the larger towns and cities. The Upper Island is connected to the Mainland by both air and sea, with (as noted above) Nanaimo being the major port for ferry services to the Vancouver area.

A Brief Demographic Description

As shown in Table XXVII, the 1961 population of the nine school districts initially involved in the college region was 118,935. The larger districts were Cowichan, Campbell River, Nanaimo, Alberni, and Cowichan (i.e., Duncan). The area of these districts was 17,451 square miles (ibid.:10), yielding a population density of 6.8 persons per square mile.

Between the years 1961 and 1966, the population of this region increased by 17.9 per cent (ibid.:123), or approximately 3.4 per cent annually. The regional population was projected (in 1966) to have

TABLE XVII

POPULATION OF NINE VAN COVIER ISLAND SCHOOL DISTRICTS, 1961

School District	Total Population (1961)
Courtenay	17,512
Campbell River	10,573
Vancouver Is., North	7,596
Ranallo	27,373
Alberni	22,094
Qualicum	5,073
Lady Smith	7,055
Cowichan	15,491
Lake Cowichan	5,568
Total	118,938

Source: Marsh (1966:10), Table 2.

increased by 12.6 per cent between 1966 and 1971 (Ibid.).

A Brief Economic Description

Despite the broadly-based nature of the area's industrial base in the early 1960's, Upper Vancouver Island was " . . . neither a self-sufficient region nor one which was developing in a compact or integrated fashion" (Ibid.:12). As may be seen in Table XXVIII, in 1965 there was a fundamental dependence upon forest-related occupations.

An indication of the financial capacity of the nine initial school districts, for 1965, is given in Table XXIX. The four districts of Nanaimo, Alberni, Cowichan, and Campbell River represented the largest concentration of assessed valuation, reflecting both the larger populations and industrial developments in those centers.

A Chronology

Malaspina College, which honors the name of an early Spanish explorer of the Pacific Coast, Commodore Alejandro Malaspina, began its first year of operation in September, 1969. It was the first time that two-year college to be established on Vancouver Island, and the first such college to be established in the Province. Malaspina College was established by the five school districts of Cowichan (#65), Lake Cowichan (#66), Ladysmith (#67), Nanaimo (#68), and Qualicum (#69).

The original of this college can be traced to October 24, 1962, when the Nanaimo Council of Education, a group of local citizens interested in educational matters, approached the Nanaimo School

TABLE XXVIII

TYPES OF EMPLOYMENT IN NINE NORTH VANCOUVER ISLAND
SCHOOL DISTRICTS, 1965

Industrial Base ¹	Numbers Employed
Logging	3,661
Forest Products Manufacturing	4,167
Utilities	542
Construction, Industrial Services	357
Public Services, Communication	609
Health Services	695
Banking, Real Estate	201
Retail Trade, Tourist Services	607
Total	10,839

¹ Fishing and agriculture not included.

SOURCE: MANITA (1966:80), Table 6.

TABLE XXIX
 ASSESSED VALUATIONS OF NINE VANCOUVER ISLAND
 SCHOOL DISTRICTS, 1965

School District	Assessed Valuation (1965) ¹
Nanaimo	\$ 99,999,000
Alberni	87,992,000
Ladysmith	20,087,000
Qualicum	15,370,000
Cowichan	54,754,000
Lakey Cowichan	36,302,000
Comox Valley	31,173,000
Campbell River	61,106,000
NORTHERN VANCOUVER ISLAND	26,968,000
Total	\$433,750,000

¹ Assessed valuations cited are in the nearest thousands of dollars.

SOURCE: MARSH (1966:149), Table 10.

Board to stress the desirability of investigating the possibility of establishing a community college in Nanaimo (Malaspina College, 1969). At that time, the Board was already considering the feasibility of a college in the Nanaimo area, this possibility having arisen from a suggestion brought forth at a B.C.S.T.A. convention (McMillan, 1968). The board's deliberation on this matter led directly to a panel discussion of the topic on November 21, 1967 (Malaspina College, 1969).

Following the panel discussion, a Committee on Community Colleges was formed. Members of this committee represented the many facets of community interests in Nanaimo - business, labour, and the professions among others. Smaller sub-committees were formed to investigate defined aspects of the nature of community colleges, and Dr. J. B. Macdonald, whose report had just been published, took part in a seminar related to the feasibility of establishing a two-year college in the Nanaimo area (ibid.).

As a result of the investigations of this Committee, the Nanaimo School Board decided " . . . to make representation to the Provincial Government to have the present Vocational Training School turned over to the school district and operated as a regional college" (McMillan, 1968). This proposal was rejected by the Minister of Education on the basis that the vocational school was a route for high school dropouts alone, and that there was little room for academic programs (Malaspina College, 1969). In addition, the Minister advised the Board to investigate other alternatives so that the

college could serve a larger area (McMillan, 1975).

This rejection led to a reconsideration of the approach to be taken, and led to a decision to expand the investigation to include all of the school districts surrounding the Nanaimo area; this resulted (in August, 1965) in the formation of the Vancouver Inland Regional Co-ordinating Committee (V.I.R.C.C.). The nine districts represented on the committee were: Cowichan-Duncan (#65), Lake Cowichan (#66), Ladysmith (#67), Nanaimo (#68), Parksville-Qualicum (#69), Port Alberni (#70), Courtenay (#71), Campbell River (#72), and Vancouver Inland North (#85).

During the same period, the Nanaimo School Board had decided to initiate a thorough study of the post-secondary needs of the area. To this end, the Nanaimo School Board sought the advice of Doug N. Scarfe of the Faculty of Education at U. B. C. In response to this request for assistance, Dr. L. Marsh was seconded from the Department of Sociology to the Faculty of Education, and he assumed the task of conducting the necessary survey (McMillan, 1968).

The Marsh Report was completed in the fall of 1965 (Colonial, 1969). On the basis of the recommendations of this Report, the Co-ordinating Committee felt it could now approach the Minister of Education with a stronger case than in the previous instance; the nine school districts submitted their brief and proposed by-laws to the Department of Education on March 4, 1966. Cabinet approval to hold a plebiscite was ultimately granted in April, 1967, and the plebiscite was held on September 30, 1967.

The plebiscite was defeated in the districts of Port Alberni, Courtenay, and Vancouver Island North, these districts having "told the goal of the committee to be impractical, or unworkable" (Colonial, 1969). Courtenay electors were advised to vote against the plebiscite, by the Courtenay Regional College Committee, on the basis that the proposed college was contrary to that recommended in the Marsh Report, and that a college 70 miles away "would be of little value to this district's youth" (Upper Islander, 1967).

The remaining six districts were authorized to enter into formal agreement to "establish, maintain, and operate a regional college" on June 13, 1968. Through Courtenay's defeat of the plebiscite, however, the district of Campbell River was now geographically isolated from the main body of districts forming the College region. This contravened the School Act, which stipulated that a college region must be comprised of adjoining school districts. An appropriate order-in-council was passed, but this delayed the establishment of the college region until June, 1968 (Heffernan, 1968). The following December, however, the Campbell River electors voted to withdraw from the college region, unless the college would be established in temporary quarters (Campbell River Courier, 1968), and the prospects of a Northern Island branch campus appeared dim (Colonial, 1969).

The remaining five districts entered into formal agreement to participate in the establishment of Malaspina College on August 29, 1968. By February, 1969, Dr. G. Oppenold had been appointed as President of Malaspina College, and arrangements had been completed to lease a renovated hospital building in Nanaimo. The first classes

began on September 8, 1969.

The Marsh Report (1966)

As well as assessing the need for a two-year college in the Northern and Central areas of Vancouver Island, Marsh addressed the need for a two-year college throughout the Province as a whole. Marsh also devoted attention to related developments (particularly in California) in an attempt to describe the nature of the regional college concept, "... a subject which, at least in Canada, had not hitherto been set out in integrated fashion" (Marsh, 1966:vi).

With regard to the proposed three-district region on Vancouver Island, Marsh envisioned a two-campus college: the major center was to be located near Nanaimo, and a second campus was to be established in the Courtenay-Campbell River area to serve the Northern part of the Island (Ibid.:xviii). More specifically, Marsh made the following observations and conclusions about the need for a two-year college in this region (Ibid.:xxviii-xx):

1. The appropriate area for a two Regional Colleges in the whole Island: This is kept in view throughout the report, though its primary implications related to the central and northern areas. Since there is no feasible single center for a completely "regional" college, (a) emphasis is essential, (b) two-year should be developed as a special feature, (c) new concepts such as "weekend colleges" and "weekend courses" are the sort of innovations which are needed.
2. Because of the essential distribution of communities in the northern half of the Island, a branch campus between Courtenay and Campbell River is the only alternative answer to this part of the local area problem. It is recommended as a first step for this area, a campus can be established on the basis of the "regional"

of gravity" (derived from population and distance factors) of the more central communities. The focal centre which comes nearest to equalizing accessibility for the Qualicum-Alberni-Nanaimo-Buncan constellation is approximately 5-10 miles north of Nanaimo. For both the main campus and the branch campus, the actual site should be chosen with size, availability, topographical features and general adequacy as the determining criteria.

- 3. It is unrealistic to make daily commuting the sole test of a Regional College: the situation in an area such as California is not comparable. Residences for a sizeable proportion of the student body are essential for both campuses. Student preferences (canvassed in the High School Survey) support acceptance of residences much more than is usually assumed. College buses would be invaluable, and could be developed as a basic feature. In the long view, railway transportation should be given study.
- 4. Population growth has been outstanding in recent years, notably in British Columbia, but the increase in the higher education age-groups is universal, in Canada and elsewhere. Relevant figures are examined in detail, in provincial perspective, and for the specially-defined "Survey Area". School enrolment has increased much more than population growth. The Survey Area (excluding the Greater Victoria area) is closely comparative with other regions in B. C. (Okanagan, West Kootenays) which are now proceeding with the establishment of Regional Colleges.
- 5. Enrolments in Grades X-XII, the so-called immediate "college potential", have increased rapidly, not only from (a) demographic (birth-rate and age group) factors, added to by immigration, but from (b) increased concern with finishing high-school and the increasing retention rates of the schools.
- 6. The college potential is much more complex than the immediate "pool" of high-school graduates, because of (a) escapee from previous years, (b) older and younger persons now upgrading their educational standing, and because (c) account must be taken of high-school leavers who have come through the non-academic streams. Further work, not as well as before cooperation must be applied, to take account of students already going to University.

- 7. When every allowance has been made for these factors, the potential who need and could benefit from a Regional College in the Survey Area are more than sufficient in numbers to support one. The need is urgent enough to recommend the projection of a college for 1967-68. An estimated minimum enrolment of 650 refers to full-time students only, and assumes no reduction in students going to U. B. C., the University of Victoria, and Simon Fraser. A possible maximum in the first year enrolment is closer to 1,200. Part-time students would be additional, and could be very numerous.
- 8. The community services arm of the college curriculum has remained largely undeveloped, and has not been systematically analyzed. Its dependence on personnel and financing must be understood. Major areas each need appropriate attention: (a) general education, (b) cultural activities and the arts, (c) public affairs, as well as (d) occupational and vocational auxiliaries. The latter need review to sort out the appropriateness of planned programs rather than ad hoc short courses.
- 9. Both the sharing provisions of current college financing, and the distribution of costs between the participating communities, will reduce the burden for the local taxpayer to small dimensions. An ample tax base is available. It is important that flexibility should be retained in the direction of the college's total budget to a balanced program, regardless of the varied sources from which revenue derives.

The Underlying Factors

In the early 1960's the only local alternative to secondary school in Central and Northern Vancouver Island was the provincially-operated vocational school at Nanaimo. Students who sought higher education attempted to gain entrance to a university at Vancouver or Victoria, or to the B. C. Institute of Technology. This relative paucity of local post-secondary opportunities, and increasing student populations, along with other factors led to the move to establish a regional college in this area.

Student Number. As shown in Table XX, the total public school enrollment in the Washington region rose from 18,504 in 1958-59 to 24,222 in 1963-64. This represented an overall increase of 68.7 per cent during this period, or a mean annual growth in school enrollment of 5.4 per cent.

In terms of those students whose post-secondary needs were to be anticipated during the mid-1960's, the numbers of students enrolled in grade 12 and 13, and adult education courses, are shown in Table XXII. As noted in the Table, the total of 6,350 such students includes 2,569 students who took avocational or recreational adult education courses; these students were not included in estimates of a student pool. An examination of the career aspirations of Grade 12 students, combined with projected and actual enrollments in Grade 13, and adult education courses led Marsh to estimate a possible initial college enrollment of between 650 and 1,200 students (Ibid., 30).

In addressing the question of the need for a regional college, the Co-ordinating Committee gave the following indications of the expanding student pool:

The new Secondary School curriculum has greatly increased educational opportunities for non-academic students. Many more students who wish to continue their education are graduating.

More students are graduating from the various streams provided by the new curriculum. The 1958-60 school enrollment in the High School Districts increased by 55% (N.Y.S. S.C.C.C., 1961:6-7).

Educational Factors. According to all these observations, a

TABLE XXI
 SCHOOL ENROLMENTS OF NINE VANCOUVER ISLAND SCHOOL DISTRICTS FOR SELECTED YEARS,
 1954-55 to 1963-64

School District	Enrolments		
	1954-55	1957-58	1963-64
Courtenay	2,798	3,287	3,700
Campbell River	1,622	2,144	2,550
Northern Vancouver Island	828	911	1,352
Nanaimo	3,980	5,020	6,037
Alberni	3,335	4,321	5,064
Ladysmith	1,579	1,720	1,837
Qualicum	926	1,073	1,307
Cowichan	2,269	2,954	3,321
Lake Cowichan	1,251	1,942	2,468
Totals	38,504	48,878	58,004

TABLE XXXI
 SELECTED ENROLMENTS OF NINE VANCOUVER ISLAND SCHOOL
 DISTRICTS, 1964 - 1965

Enrolment Category	Enrolment (1964-65)
Grade 12	1,328
Grade 13	224
Adult Education	4,798 ^k
Total	6,350

^k Includes 2,569 non-vocational students, 1,485 vocational students, and 744 students taking courses for high school or university credit.

Sources: Marsh (1966:22, 127, 130), Tables 19, 16, and 24.

primary motive for seeking a college in the Nanaimo region derived from the relative scarcity of post-secondary educational opportunities, not only for high school graduates but for adults in general. For the former group, there appeared to be a disparity in opportunity: a minority group sought university-level work, and the remainder attempted to enter the work force (McMillan, 1974). Night-school classes were very popular, which indicated that "... people were looking for something. They were looking hard for some type of re-education or re-training, or perhaps they just had an interest in some particular field. Actually, the night-schools were meeting the need up to a point, but not to the extent that a college could" (Ibid.).

There was perceived to be very little on the existing educational horizon for those students who had not followed a university entrance program in secondary schools: "... there must be opportunity offered for further study to those who have not completed University Entrance and cannot return to a secondary school" (N.V.L.R.C.C.C., 1967:7). Furthermore, "... The new Secondary School curriculum has greatly increased educational opportunities for non-academic students" (Ibid.:6). For the university entrance graduates, the proposed college would provide a transfer function, as well as immediate courses and programs at the college level (Ibid.:7). There was also seen to be some advantages in providing educational opportunities for academically immature students, whereby such students could define their academic goals, and/or improve their matriculation credentials without having to immediately engage in the rigorous academic atmosphere of a

university (Ibid.:4). The absence of entrance examinations, in any form, was seen as an appealing feature of the proposed college (McMillan, 1974).

While students in the Nanaimo region had an opportunity to engage in vocational training at the Provincially-operated Nanaimo Vocational School, this was not perceived as being a viable alternative by many students, even by those who had graduated from (or had left incomplete) a non-academic program in secondary school: "The thing that was needed at that time was some kind of open-ended vehicle for this particular group of people. Vocational schools in B. C. at that time were essentially set up for Grade 10 dropouts. I can imagine the impact it had on the person who had completed Grade 12 successfully, then found that he had to go to an institution for Grade 10 dropouts" (McMillan, 1974).

Finally, Marsh concluded that there was a need for alternatives, locally, many of the educational programs which graduating students could otherwise obtain only by leaving the district: "All in all, it is not unreasonable to assume that 20 per cent of the high school output would come to a regional college for post-secondary courses alone, and a higher quota if some of those expressing "vocational" aptitudes at the moment were able to find college courses suited to their abilities and needs" (Marsh, 1966:27). Further, consideration of the educational arrangements of the non-vocational type led Marsh to state:

The solid fact remains that an intermediate level institution, whatever may be the alternative in development, is essential, is needed, it is as a result of the high school and vocational training and the number for whom it is needed are considerable. And the number for whom it is needed are considerable - undoubtedly larger than the number who

at present manage to make the transition from high-school to university with some success (ibid.:28).

Occupational and Technological Factors. According to the Co-ordinating Committee:

- The advances of modern technology in business and industry have made it necessary for many adults to upgrade their education and learn new technical skills. Encouraged by Government and industry, the field of continuing education, full or part-time, is growing rapidly, and will continue to grow in step with rising demands for new skills (N.V.I.R.C.C.C., 1967:7).

The Committee envisaged a College Extension Department which would avail employers of the opportunity to engage in re-training or occupational upgrading (ibid.). In a survey of numbers of night-school classes in Nanaimo, Marsh found that almost 11 per cent of those surveyed indicated that technical (including electrical) courses were desired. In order to suggest an appropriate response (by the college) to the occupational requirements of the region, Marsh polled 88 "employing units" in the region to determine: (a) the composition of the work forces, and (b) some employment trends whereby projections of employment needed might be made.

Economic Factors. According to Marsh's analysis, the college could be built and operated through a relatively low increase in taxation.

The overriding consideration in this situation is that the local tax levy likely to be required for the total costs of the college, including the normal operating expenses as well as interest charges and capital amortization, i.e., the annual budget of the college, is not likely to exceed 2 mills, and may actually be less. . . . The corresponding considerations for central and western Vancouver

Island represent a substantial tax base of well over \$400,000,000 . . . [and] it is altogether likely that a low mill-rate can provide ample funds (Marsh, 1966:28).

At the time of the plebiscite, it was proposed that facilities would be built " . . . for an initial enrolment of 1,000 students on a site of approximately 100 acres" (N.V.I.R.C.C.C., 1967:9). The projected costs were slightly in excess of \$11 million, with the accompanying increase in taxation projected to be 1 mill (ibid.:11).

A major reason for Marsh's conclusion regarding the need for relatively small local taxation derived from the availability of external grants. The T.V.T.A. Act could provide as much as 75 per cent of the capital and operating costs of the " . . . technical instruction sectors of the colleges" (Marsh, 1966:102); the college would also be eligible for the Federal university assistance grant of \$2 per capita. Further, operating costs would be shared between the local area and the Provincial Government.

The operation of these grants meant that local taxpayers would " . . . not find themselves having to furnish more than 25 per cent of the colleges' operating expenses" (ibid.:103), with this local elimination being further offset by fees and through the cancellation of provisions of Grade 13 classes.

Capital and operating expenses aside, it was recognized that the direct costs to students would be lower at a local college than at a university or other post-secondary institution: "The cost of tuition at a regional college will be considerably less than that involved in attending external post-secondary institutions"

(N.V.I.R.C.C.C., 1967:3), and "... many people felt that the very fact that the college was going to carry the first two years of university made it possible, financially, for many students to attend who otherwise couldn't" (Whitlam, 1974). In addition, the student's (or his parents') time and money were projected to be more effectively utilized in attending a college in the case of the student who wished to alter his program: "Students will be able to change programs, and change within programs with a minimum of lost effort, time, and money." (N.V.I.R.C.C.C., 1967:2).

The Perceived Relative Importance of Factors

A summary of responses to the questionnaire is given in Table XXXII. Thirteen items (#3, 7, 10, 17, 25, 29, 30, 31, 33, 36, 38, and 40) were assigned a rating of relative importance, while ten other items (#4, 5, 8, 11, 14, 15, 19, 20, 23, 27) were assigned a rating of no importance, or of no relative importance because they were not perceived to be operative in the establishment of Malabar College.

The Relatively Important Factors. Of the thirteen factors in this category, seven fall into the "educational" portion of the taxonomy. The college was viewed as a response which would offer a greater variety of opportunities than would a university (#10 and #31). The college would enable students to transfer courses credits to a university (#29), and was seen as an opportunity for students to matriculate academically (#7). Finally, the college was perceived as affording a "second chance" to students (#6), and would facilitate

TABLE XVIII
 SUMMARY OF QUESTIONNAIRE RESPONSES - MALASPINA COLLEGE

Item	Frequency of Response by Rating Category			Not Rated
	Relatively Important (=1)	Moderately Important (=2)	Relatively Unimportant (=3)	
1	10	11	10	10
2	11	11	10	10
3	11	11	10	10
4	11	11	10	10
5	11	11	10	10
6	11	11	10	10
7	11	11	10	10
8	11	11	10	10
9	11	11	10	10
10	11	11	10	10
11	11	11	10	10
12	11	11	10	10
13	11	11	10	10
14	11	11	10	10
15	11	11	10	10
16	11	11	10	10
17	11	11	10	10
18	11	11	10	10
19	11	11	10	10
20	11	11	10	10
21	11	11	10	10
22	11	11	10	10
23	11	11	10	10

TABLE XXVII (continued)

Item	Of Responses by Rating Category			Not Rated
	Moderately Important (N=10)	Relatively Unimportant (N=3)		
24	10	0	0	0
25	10	0	0	0
26	10	0	0	0
27	10	0	0	0
28	10	0	0	0
29	10	0	0	0
30	10	0	0	0
31	10	0	0	0
32	10	0	0	0
33	10	0	0	0
34	10	0	0	0
35	10	0	0	0
36	10	0	0	0
37	10	0	0	0
38	10	0	0	0
39	10	0	0	0
40	10	0	0	0

The number of returned questionnaires was 19. If an item was not perceived to have been operative in the establishment of this college, that item was not assigned a rating by the respondent.

Source: Questionnaire Returns, Malakoff College.

lifelong education (#38).

Two factors of an occupational nature appear to have been relatively important: the college was seen as having been able to provide certified training programs (#40), and would enable many more people to receive occupational skills than had been able to in the past (#17).

The college was viewed as being less expensive to operate than a university (#30), and would provide post-secondary opportunities at a lower cost to students than would a university (#30). Finally, the reduction in distance to a post-secondary institution, as would occur through the establishment of a local college (#33), was perceived to be a relatively important factor.

Two of the remaining factors involved ratings which place them in the "moderately" to "relatively important" range. The college was seen as providing an atmosphere in which students might mature socially (#7), and was seen as an institution which would respond to increased demands brought about by the belief that education is a "lifelong process" (#38).

These findings are consistent with data obtained through interviews. All three interviewees identified educational factors as being of overall importance in stimulating the desire to establish a college in the Namalho area; more specifically, each of the three interviewees stated that the primary educational factor was that of filling a void which existed for those students not responding to a university. The secondary educational factor was seen as providing very little for the students in terms of enabling them to finish the work faster

Immediately after graduation; the college was to provide a solution to this problem.

The projected economic returns to the Nanaimo area were rated as an important factor by all three interviewees, although not necessarily in a strictly monetary sense. As stated by one interviewee:

I think the business community regarded it as a force towards better economic conditions The business community was very much aware of the service industry because we are a service community here as well as a resource community for the Northern and Central parts of the Island (Ramden, 1974).

Finally, one of the interviewees stated that the initial realization of a need for greater number of post-secondary opportunities in the Nanaimo area came about through the pressure of numbers of people wanting these opportunities (McMillan, 1974).

Summary - Malaspina College

On the basis of data derived from the Marsh Report, from questionnaires, and from interviews, it has been shown that educational, demographic, economic, student population, and occupational factors interrelated to promote the theme which led to the establishment of Malaspina College. Although the strength of these factors was not sufficient to maintain this theme in all the school districts initially interrelated in the creation of this college, the college ultimately was established by three school districts in the Central part of Vancouver Island.

VIII. OKANAGAN COLLEGE

The Area

The area encompassed by the school districts which established Okanagan College ranges from the Canadian American boundary through the Okanagan Valley, to the northern districts of Revelstoke and Salmon Arm. Although Okanagan College was initially planned to serve ten school districts (Southern Okanagan, Penticton, Fermeuse, Summerland, Kelowna, Vernon, Enderby, Salmon Arm, Armstrong, and Revelstoke), the plebiscite was defeated in the Penticton district; the remaining nine districts continued to participate in the establishment of this college.¹ Because of the initial involvement of the Penticton district, data related to that district are included in the relevant portions of this section.

As shown in Figure B, the ten districts cover a roughly rectangular section of South-Central British Columbia. Covering an area of over 12,000 square miles, this southern portion of the Province is well-known for its moderate climate and recreational capacity.

The area is traversed on the north and south by the Trans-Canada and Southern Transprovincial Highways, respectively; the north-to-south transportation route passes through the major town and cities of the region, following the floor of the Okanagan Valley.

Two scientific institutions are located in the Valley: an anthropological station is located south of Penticton, and an agricultural research station is located at Summerland. In addition, a Canadian Armed Forces base is located at Vernon.

¹The Penticton School District assumed participation in the Okanagan College in the Spring of 1974.

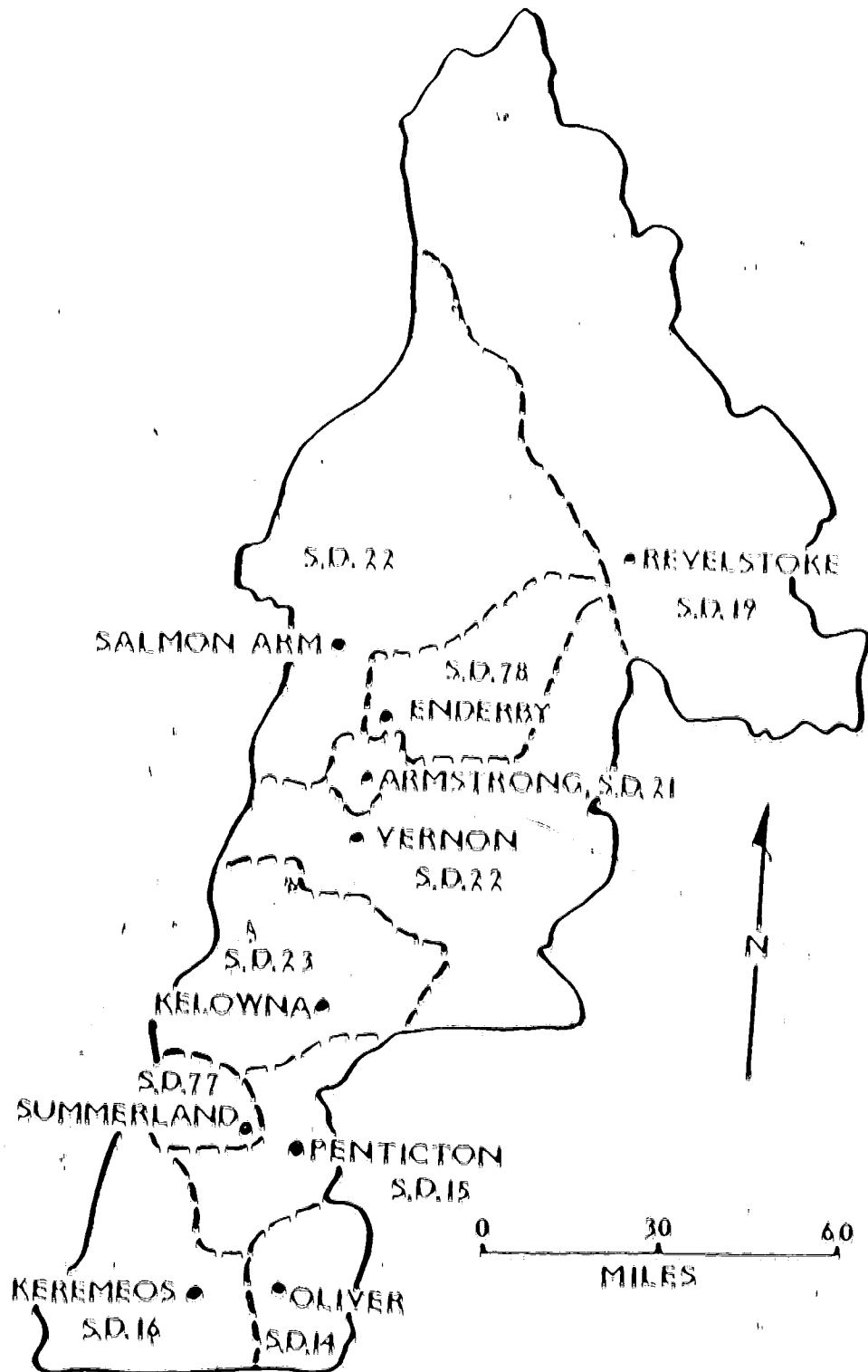


FIGURE 8. THE OKANAGAN SCHOOL DISTRICTS.

A. Brief Demographic Description

As shown in Table XXXIII, the total population of the ten school districts in the region exceeded 600,000 persons in 1963. It may also be seen that there were (in 1963) three major concentrations of population, namely, Penticton, Vernon, and Kelowna; these three cities accounted for approximately 62 per cent of the region's population. According to data collected by Marsh (1966:121) the rate of population growth for the Okanagan region, for the years 1941-1961, was slightly more than 3 per cent annually.

The population centers are clustered along a generally north-south line, "... in farms and small cities and towns stretched along 160 miles of Highway 9" (Macdonald, 1962:68).

A. Brief Economic Description

The economy of the region is largely dependent upon agricultural activities; the climatic conditions are particularly amenable to orcharding, although dairying is also prevalent, particularly in the northern part of the region. According to Giles (1965:19), in addition to agriculture:

The region derives a significant income from seasonal tourist expenditures and the construction of additional facilities to accommodate the tourist influx provides an index of the continued growth of this segment of the economy. Mining, light manufacturing, lumbering, and the food processing industries also contribute substantially to the economy of the region.

Selected assessed valuations for the period 1956-1966 are displayed in Table XXXIV, for the ten school districts of the region.

TABLE XXXIII

APPROXIMATE POPULATIONS OF TEN OKANAGAN SCHOOL DISTRICTS, 1963

School District	Approximate Population (1963)
Ross Lake	5,500
Salmon Arm	10,900
Enderby	3,600
Armstrong	3,160
Vernon	19,500
Kelowna	26,200
Summerland	4,800
Princeton	16,500
Kelowna	3,100
Southwest Okanagan	7,200
Total	100,460

SOURCE: GLENN (1965: 14), Table 1.

TABLE XXVII

ASSESSED VALUATIONS OF TEN OKANAGAN SCHOOL DISTRICTS FOR SELECTED YEARS, 1956-1966

School District	Assessed Valuations by Year			
	1956	1960	1962	1966
Revelstoke	\$ 5,809,002	\$ 6,903,050	\$ 6,840,468	\$ 11,940,141
Salmon Arm	9,400,875	11,588,590	13,737,291	21,355,382
Endicott	3,577,842	4,131,481	4,258,507	7,795,113
Armstrong	2,585,931	2,829,601	3,073,424	4,631,583
Vernon	17,407,531	24,482,906	28,517,150	37,997,286
Kelowna	30,907,074	42,149,424	47,703,130	65,665,403
Summerland	5,587,110	6,525,543	6,889,472	8,508,007
Penticton	18,513,012	27,129,655	30,038,355	38,940,514
Keremeos	2,575,275	3,197,545	3,900,697	3,721,193
South Okanagan	9,274,034	10,951,042	10,932,865	16,273,811
Total	\$108,938,487	\$140,297,099	\$155,098,257	\$214,806,988

Source: Okanagan Regional College Council (1966:15).

Reflecting the concentrations of population, these data indicate that the three largest economic areas were Kelowna, Vernon and Penticton. Over the period shown, the mean annual growth of the region's assessed valuation was 7.2 per cent.

A Chronology

Active interest in the establishment of a post-secondary institution in the Okanagan region has a relatively long history; indeed, a denominational college (also called Okanagan College) was established at Summerland in 1917, although it closed after a few years of operation. As well, the nature of proposed institutions has varied from comprehensive colleges to a full-fledged university. The ultimate establishment of Okanagan Regional College was by no means an easy task: "Even with high interest, strong desire, abundant, and excellent studies, the attainment of the commonly accepted goal of securing a regional college proved difficult" (Giles, 1965:4).

The chain of events which led most directly to the establishment of Okanagan College began in late 1958, when the Mayor of Kelowna, " . . . and the City Council, with the expressed interest of the Kelowna Board of Trade" (Daws, 1959:1) appointed Dr. Ann Daws to study the feasibility of establishing a two-year college (at Kelowna) which would serve the Okanagan Valley. Specifically, the terms of reference stated that the study was to:

. . . determine the need, interest, and demand for an educational institution at the junior college level in Kelowna, and to establish the feasibility of organizing such a school should a sufficient need and demand be found (ibid.).

The results of this study (which will be further discussed below) indicated that "... the need in the Okanagan Valley call[ed] for the establishing of a composite college" (ibid.:64). In order to facilitate the planning for such an institution, Dr. Daws completed a supplementary report (Daws, 1960) in which specific features related to curriculum, building plans, and financing were discussed.

During the same period of time, a committee in Vernon was making plans for the establishment of a college in that city. One hundred acres of land had been appropriated for a college, and the possibility of using the Army Camp was being explored (Daws, 1962:1). Groups in Penticton also expressed interest in establishing a college in their city (ibid.), with one group having visited Eschfeld's Junior College in early 1962 (S.L.J.C.S., 1962:1).

Little came of these efforts, however, even though interested citizens from both Kelowna and Vernon made representations to the University of British Columbia (Daws, 1962:4). During the preparation of his Report, Dr. Daws had contacted both the Minister of Education and the Premier: "These gentlemen were both courteous and helpful but it was evident that they were not sold on the necessity at this time for a Community College in the Okanagan Valley" (ibid.).

In early 1962, the provincial government announced that a vocational school was to be built at Kelowna, with construction to start in August of that year. According to a report of the Department of Industrial Development, Trade and Commerce (cited in Daws, 1962), the Kelowna area had been chosen by "... an impartial committee with representation from education, labour, and businessmen" (ibid.:2). The Report stated that:

It was the opinion of the committee that . . . Kelowna situated between the densely populated areas of Vernon and Penticton . . . would cater to the greatest concentration of people (Ibid.).

Furthermore:

The most outstanding prospect from an educational standpoint is the possible location of a junior college in the City. Although no definite policy on decentralization has yet been promulgated by the University of British Columbia, the desirability of junior colleges where necessary and feasible is accepted by almost all authorities (Ibid.:2-3).

Intervent in establishment of a two-year college to serve the Okanagan Valley intensified with the visit (in the Fall of 1962) of the Macdonald team. Groups from Salmon Arm, Revelstoke, Vernon, Kelowna, and Penticton submitted briefs (two of which are discussed below) to Dr. Macdonald (Macdonald, 1962:107). While there was general agreement on the need for a college, the submissions of the Vernon, Kelowna, and Penticton groups each expressed the desire of those groups to have a college established in their respective cities, recognition of difficulties to come. The Vernon and Penticton groups argued for a "two-college plan", by which a two-year college in each of those cities would serve the North Okanagan (including Kamloops) and South Okanagan regions, respectively; students from Kelowna would attend either of these colleges (Clay, 1974). The Macdonald Report, however, recommended the establishment of one college in the Valley, that it be located near Kelowna, and that it become a four-year institution by 1971 (Macdonald, 1962:68-69).

Macdonald's argument included this appeal to Okanagan residents:

Although it would be argued that the Valley could support two, two-year colleges, perhaps at Kamloops and Vernon, it is felt that the advantages of a single college from the standpoint of local

interest in high quality education and from the needs of the whole Province that the people of the Okanagan unite to establish one two-year college which in a few years will become a four-year Okanagan College (Ibid.:68).

Macdonald's recommendation, however, was met with disappointment on the part of Vernon, Kamloops, and Penticton groups:

At a recent meeting in Kelowna, most members of the Okanagan branch of the B. C. School Trustees Association expressed opposition to the recommendation. Some members favored separate colleges in Penticton, Vernon, and Kamloops (Penticton Herald, 1963c).

Vernon residents initiated a "protest-by-mail" (Ibid.), while the City of Penticton requested the government to "... conduct an independent study of the Okanagan Malakwa area with regard to regional colleges . . ." (Penticton Herald, 1963g). Penticton groups also explored the possibility of establishing a college which would be affiliated with Notre Dame University in Nelson (N. D. N., 1963a); however, the President of that Education Association stated that: "Notre Dame [was] interested in establishing a regional college in affiliation with Notre Dame only after its enrollment [had] reached 3,500", with this enrollment figure not expected to be reached until 1972 (Ibid.).

Throughout the remainder of 1963, few concrete steps were taken towards the establishment of a college in the Okanagan Valley. During that year, the government published amendments to the Public Schools Act which defined the regional college concept, and placed the responsibility for the establishment of colleges at the school board level.

During the spring and summer of 1964, Trustees from all parts of the Valley began to work together (via their B.C.S.T.A. branch) to initiate plans for a college, as recommended by the Macdonald Report. By the end of July, all ten Okanagan boards had applied for and received permission to hold a college plebiscite (O.R.C. Cite., 1964). On August 4, 1964, the Okanagan Regional College Committee (O.R.C. Cite.) was formed, " . . . to work out a basis for a college project agreeable to ten School Districts preliminary to a plebiscite" (O.R.C.C., 1966:1).

In December, 1964, the Committee appointed Dr. F. T. Gillen (of the University of Washington) to determine a site for the proposed college; the representatives of the ten participating school boards agreed, in advance, to accept the location recommended by Dr. Gillen (ibid.). The study (which is discussed below) was completed in March, 1965, and recommended that the college be located in the vicinity of Kelowna.

While the Gillen team was conducting its study, the Committee had decided that the plebiscite would be held on April 10, 1965. Opposition to the plebiscite was basically lacking, except in the Penticton district: in that city the Chamber of Commerce, the City Council, and the U. B. C. Alumni Association had each taken a stand contrary to the college question (Vancouver News, 1965c), and the City Council had asked taxpayers to defray the plebiscite (ibid., 1965b). The major complaints of these groups centered on the apparent lack of adequate accommodations available to sites, water, and sewerage (ibid., 1965c).

When the plebiscite was held, it passed in all districts except

Penticton. Representatives of the nine remaining districts voted to continue with the establishment of the college, and signed an agreement to that effect on May 15, 1965 (O.R.C.C., 1966:2).

The Okanagan Regional College Council (O.R.C.C.) was formed on July 12, 1965, and immediately took steps to select a site for the college and to appoint a Principal. In the weeks which followed, Dr. Glen completed the site selection study, and recommended that the college be built on a promontory directly across Okanagan Lake from Kelowna, and which was part of the Westbank Indian Reserve (O.R.C.C., 1966:3). On August 2, 1965, the Council and members of the Indian Band entered into an agreement whereby the Council obtained a 99-year lease on 65 acres of land, with a 5-year option on an additional 35 acres; the rental of the land was \$100 per acre per year, adjustable with the cost of living, and was shareable with the Provincial Government (O.R.C.C., 1967:3; also Vancouver News, 1965d).

During the fall, 1965, an architectural firm was appointed to prepare campus plans, and in December, 1965, Mr. Norman Walker was appointed Principal of Okanagan Regional College. (Mr. Walker, who was at that time head of a large college in England, did not assume his duties until August 1, 1966 (O.R.C.C., 1967a:4).) The Council organized an Executive Committee, effective January 1, 1966, organized an office in Kelowna (ibid.), and recommended to plan specific details of the operation of the proposed college. The referendum, which would ask voters to approve an \$8 million capital expenditure (shareable with British Government), would be held in December, 1966.

The [redacted] and summer of 1966 brought increasing opposition to the proposed [redacted] the site and its cost were to become major issues. In July, 1966, the Council engaged a Vancouver-based [redacted] public relations firm to carry out the publicity campaign for the referendum, "... since the task was manifestly too great for the Council members" (Ibid.).

The referendum was held on December 10, 1966, and since it received only a 55 per cent favorable vote over the region, the referendum failed (Ibid.:6). This defeat threw planning for the college into disarray for several months during which the College Council "... had to bear the brunt of criticism not only from the opposition but also from the pro-College people who blamed them for the referendum failure" (Ibid.:6).

Finally, in November, 1967, a special committee of the College Council was set up to "... find a way to establish the College without a referendum" (O.R.C.C., 1968:2). Its report was placed before the Council in January, 1968. It proposed a plan to transform the Grade 13 classes at Salmon Arm, Vernon, and Kelowna into two-year universally transfer programs, and to introduce technological programs at Kelowna (Ibid.:3). The plan was accepted by the Council, and Okanagan Regional College opened September 10, 1968 in the interim committee proposed manner that year.

What Does Study (1959)

As a result of the [redacted] of both the [redacted] for a two-year [redacted] in the Okanagan Valley, and [redacted] of [redacted] to [redacted]

such an institution, Dawe conducted a survey of ten American junior colleges, as well as ~~Victoria~~ Victoria College and the Vancouver Vocational Institute, in order to establish baseline criteria. In addition, certain data related to the aspirations of the high school students, and business and community leaders in the Okanagan Valley were obtained through questionnaires to both individuals and educational officials.

From a survey of the post-graduation aspirations of high school (Grades 9-13) students in the Kelowna district, Dawe found that over 83 per cent aspired to seek further training after completing Grade 12 (Dawe, 1959:38). Of the 2,150 students polled, 27.3 per cent ". . . said they would be likely to enroll in a junior college in Kelowna if it offered the first two years of university work" (Ibid.); response to another question on the survey showed that 39.1 per cent of those students polled would attend a Kelowna junior college if it offered vocational courses of interest to them (Ibid.:42).

The poll of business and professional people in the Kelowna district (and known community leaders in other parts of the Valley) showed ". . . this section of the public to be overwhelmingly in favour of the establishment in Kelowna of a junior-community college" (Ibid.:61).

With regard to the fiscal capability of the Kelowna district to support a college, Dawe found that the (1958) assessed valuation of the area of approximately \$36 million barely exceeded a recommended minimum assessment of \$30 million (Ibid.:48). Furthermore, his estimates of operating costs led to a projected average yearly total cost of \$306, a figure which ". . . would seem to be completely incompatible

with the demands of the local situation . . . [since] . . . a student in the Valley can live at home and attend Grade 13 at a financial outlay to himself of some \$125.00" (Ibid.:50). At that time, the extent to which the Provincial government would share expenditures was not known (Ibid.:48).

The Dawe Report concluded with a reiteration of its aim, which was to ". . . present as realistic a picture as possible, so as to point up the tremendous scope of such an undertaking" (Ibid.:61).

In addition, Dawe stated:

. . . this is an effort which will require the whole-hearted support of the community, the co-operation of Provincial and Federal agencies, as well as intensive activity on the part of those who accept initiative on behalf of higher education in this locality (Ibid.:61).

A Kelowna Brief to the Macdonald Team (1962)

Upon the visit to the Okanagan of the Macdonald Team in 1962, the Kelowna Higher Education Committee (K.H.E.C.) submitted a brief which supported the argument that an Okanagan college should be located at Kelowna.

A major portion of the brief dealt with the cultural, technological, and educational conditions of the Kelowna school district. In addition, data were presented to show that Kelowna was the smallest of the Okanagan regions in terms of geography, population, and economics. This brief proposed four plans ". . . under which a college district might be set up to make a practical working unit" (K.H.E.C., 1962:18), with the only difference among the plans being the number of school districts

involved. "Plan Number One" involved only the Kelowna district, while "Plan Four" involved thirteen districts (ibid.: 18-19). Four parcels of land (all in or near the City of Kelowna) were suggested as possible sites for the proposed college (ibid.: 17).

The brief suggested that the proposed college would have an initial enrolment of approximately 500 students if it were a two-year college, or approximately 700 students if it were a four-year college (ibid.: 33). To support the argument that such an institution would be economically viable, the Committee suggested matching grants be applied to capital costs, and proposed specific per pupil grants for offsetting operating costs (ibid.: 19).

Finally, the Brief outlined the history of the concern which had been displayed by Kelowna citizens, with regard to post-secondary education. Citing the existence of a " . . . strong, unanimous, and informed group . . ." as " . . . the most important resource the community had to offer . . .", the Committee called for the establishment of a two-year college in Kelowna.

The Penitikon Brief to the Macdonald Team (1962)

In submitting its brief to the Macdonald Team, the Southern Interior Junior College Society (S.I.J.C.S.), representing six school districts in the Southern Okanagan Valley,⁹ proposed that a two-year Junior College be established in Penitikon. The brief¹⁰ outlined the cultural and educational resources of the area, and argued that both the overall and school populations were sufficient to support a college.

This proposed site was a 26 acre parcel located within the City

of Penticton, and could be obtained from the City for the nominal sum of \$2.00 (S.L.J.C.S., 1962:18); an adjacent 200 acres of land were available for future expansion (Ibid.).

The Brief proposed two plans, the first of which included the six districts represented by the Society (i.e., Penticton, Southern Okanagan, Kettle Valley, Keremeos, Penticton, and Summerland), while the second moved the regional boundary north to include the Kelowna school district, ". . . as it [was] in the realm of feasibility that if a junior college should be developed in the northern part of the Valley, School District No. 23 (Kelowna) students would come the short distance to Penticton" (Ibid.:1).

Since the proposed college was to offer the first and second years of Arts and Sciences only, the Brief focused upon the numbers of students who would seek higher education in one form or another. The Brief stated that approximately 43 per cent of the high school graduate in the six districts (i.e., including the Kelowna district) sought higher education (Ibid.:18); hence, of a 1962 Grade 12 enrollment of 760 (Ibid.:16), some 326 students would be expected to attend a Southern Okanagan junior college. This number would have been augmented through the addition of the approximately 150 students who were enrolled in Grade 12.

The Brief concluded with a plea for community support for the proposed college (Ibid.:30):

. . . in this modern age, geographical localism is no longer of prime importance. We ask of this organization that the availability of facilities be the most important factor . . . [T]his cultural

and educational climate found here is such that a Junior College would flourish and maintain a high academic standard.

The Kelowna Brief to the Giles Team (1962)

In response to a request from the Giles Team, the interested groups in the Kelowna district submitted (as did groups from other cities in the region) a compilation of statistics related to the demography, economy, and geography of that district. In the case of the Kelowna district, a single Brief was submitted on behalf of three groups: the Kelowna City Council, the Kelowna Chamber of Commerce, and the Kelowna Higher Education Committee. The intent of the Brief was to supplement and update earlier reports (City of Kelowna, 1964:5).

In essence, the Brief was a comprehensive catalogue of the educational, demographic, and economic resources of the Kelowna district, although comparisons with other districts were made in order to support the (projected) choice of Kelowna as the location of the college. Of the ten school districts then involved in planning the college, the Brief illustrated that "... School District #23 (Kelowna) [was] the largest School District in population, school population, and assessed value of land" (ibid.:7). As well, the Brief argued that: "... Kelowna can serve more people within a 50 and 30 mile road diameter than can any other center in the area ..." (ibid.:11); demographic data were provided to support this assertion.

The Brief reiterated the very arguments made in the earlier (1962) submission to the Macdonald Team; one of its major aims was "... to emphasize the regional responsibilities to establish a

Community or Regional College in School District #23 (Kelowna) to serve the Okanagan Valley" (Ibid., 1).

The Gillen Report (1965)

As stated above, the Okanagan Regional College Committee appointed Dr. F. T. Gillen to determine a general site for the proposed college. In performing this task, the Gillen Team utilized five types of data: geographic, overall population, school population, transportation and communication, and economic (Gillen, 1965:9-10). Regional "centers of gravity" were derived for each data base, and in each case, the center was found to be between 5 and 10 miles north of Kelowna, along Highway 97 (Ibid., 32).

Taking a criterion value of one hour's commuting time, Gillen found that (in 1964-65), there were 652 potential college students within this region (Ibid., 34). Utilizing the region's total population of 100,400, Gillen found that 67,000 persons were within one hour's commuting time of the college site; on the basis that there was one college student for every 100 persons, a college population of 670 students was obtained (Ibid., 35).

Gillen concluded that in terms of population and economic carrying capacity, the region could support a two-year, comprehensive college (Ibid., 37). He also concluded that " . . . the number of potential regional college students in 1964-65 projected for 1969-70 [Ibid.] was far less than one college of capacity" (Ibid., 39). For those students beyond one hour's commuting time, Gillen recommended both economic subsidization and regional fee reductions (Ibid., 40-41).

The Underlying Factors

As indicated above, the early efforts to establish a college vacillated in terms of both the nature of the institution (i.e. "junior" or "comprehensive"), and the area to be served by the college. With regard to the establishment of Okanagan Regional College, therefore, it is necessary to note that some of the early studies were selective in their projections.

Student Numbers. In estimating the total student pool from which first-year university students would be drawn, Macdonald (1962:62) found the size of the Okanagan pool to be 1,851 in 1961, and projected the size would grow to 2,500 in 1965 and 2,600 in 1971. On the basis that 26 per cent of this pool would seek higher education (Ibid.:73), an Okanagan College would have an opening (first-year) enrolment of 650 in 1965, and 676 in 1971.

These figures are similar to those found by Daws: of 2,150 students polled (in 1958-59), 588 indicated that they would be likely to enrol in a junior college were one to be established in Kelowna (Daws, 1959:40). Daws was also found that if a local college were to offer vocational subjects, 842 of those polled indicated they would attend (Ibid.:41). However, Daws cautioned that "... from statistical studies done on student polls such as this, the implications are that: (1) fewer students will enrol than indicated their intention to do so while in high school, and (2) a rather large number of "drop-outs" of junior college students may be normally expected" (Ibid.:42).

Giles found that between 1959 and 1965, the total school enrolment in the region increased by 20.7 per cent, and projected that the

Increase from 1965 to 1970 would be 22 per cent (Giles, 1965:23). As noted earlier, Giles determined that there were 975 potential college students in the 1964-65 school year, and estimated that there would be 1,293 college students in the region in the 1969-70 school year (Ibid.:39). However, " . . . the actual number of full time students [would] depend upon decisions about such factors as the senior matriculation and vocational programs which will have to be made at some future time" (Ibid.).

Educational Factors. One of the primary tasks to have been performed by each of the colleges proposed for the Okanogan Valley was the transfer function; the origins of this application can be traced to the 1958 legislation which enabled school districts to establish colleges in affiliation with the University of British Columbia (e.g., see Daws, 1962).

As noted above, Macdonald estimated an increasing demand for university-level work. Daws (1958) and Giles (1965) each considered the magnitude of the potential demand for non-university course work. The establishment of the vocational school in Kelowna, however, was recognized, in the early 1960's, to be a response to students wishing to pursue non-academic programs (e.g., see Grey of Kelowna, 1962:4). However, the concept of a community college was recognized by the Okanogan Regional Committee, in 1964, to mean that the college would:

. . . offer a comprehensive certificate program including the first two years of university level academic courses, sub-professional courses, and adult education and cultural activities (Giles, 1965:7).

The possibility of Grade 12 being deleted from the secondary

schools was cited as a motivating factor by one interviewee (Dedinsky, 1974). This program appeared to be meeting the needs of a growing number of students (S.I.J.C.S., 1962:9), and as stated by another interviewee:

... we felt that the Grade 13 students were not doing too badly at U. B. C.; [in addition], many of those who failed their first year there were able to come back and pick up their Grade 13, gain in maturity, and then go on to their second year of university. Grade 13 was increasing at a sufficient rate that we felt we should have something bigger for them (Clay, 1974).

Economic Factors. The establishment of a college in the Okanagan Valley was perceived to have two implications: (1) It would provide post-secondary opportunities at less cost to students than would a university, and (2) it would be an additional industry for the Valley.

With regard to the first of these, one interviewee stated that "... not very many of our youngsters were going on to university because of the costs" (Clay, 1974); according to an Okanagan College report of the early aims of the Regional College Committee, one of the objects of establishing an Okanagan college was to "... ensure that Grade 12 was not a dead-end for the Valley youth who could not afford to attend the distant and costly coast universities" (Okanagan College, 1968:1). According to a representative bulletin published by the Vernon School Board, an Okanagan student attending a university would incur a cost of at least \$1,500 per year, whereas "... the cost of attending the regional college would probably be about one-third this amount" (Vernon School Board, 1965:3).

With regard to the second perceived ramification, the active interest of City Councils and Chambers of Commerce has been referred to above, in terms of the several briefs which were discussed. As stated by one interviewee:

... the City Councils and Chambers of Commerce saw a post-secondary institution as being an asset in terms of drawing industry into the area; and therefore an attraction for drawing management and workers into the area with a post-secondary institution right there; and of course, whatever service industries would result from the service of people (Paton, 1974).

In a similar vein, another interviewee stated that the group which had proposed for a college in the Valley:

... felt that there was a need for one, that it was a desirable type of industry to attract to the area - it was a 'clean' industry that wouldn't pollute; it would be as good to establish that as it would be to establish a factory (Buckland, 1974).

Other Factors. Among the additional factors derived from the documentary and interview data was the geographical factor of proximity; typical of such data was the following statement:

... there was a feeling that the geographical location favoured a post-secondary institution. It was far enough removed from the urban excitement and congestion at the time that there was a feeling that there should be a post-secondary institution more readily available (Paton, 1974);

The reason the college was considered in this local place ... was to provide post-secondary education for local students; they wouldn't have to go to Vancouver or to Alberta ... (Buckland, 1974);

and

One major purpose of the public financial community college is to provide locally ... the

First two years of the liberal arts or pre-professional program that would otherwise have to be taken at a greater distance . . . (Dawe, 1959:7).

Closely related to the proximity factor was the perceived role of the college as an institution which would facilitate the transition from high school to university:

It was felt that some . . . students were not mature enough to tackle the situation as it was at U. B. C., with the large numbers, the strange surroundings, the lack of home facilities, and other things of that type. If we had a junior college, many of these youngsters could go to it, and get over that period of transfer (Clay, 1974).

Similarly:

. . . It would give students a chance to be in a small school rather than in a large school like a university . . . many high school principals would agree, from follow-up of students, that some of them got lost in universities of five or ten thousand students (Dudlinsky, 1974).

Finally, it was hoped that the college would provide training opportunities for students interested in agricultural occupations.

For example:

Because of the agricultural nature of the Valley there would be courses related to Agriculture, Horticulture, Animal Husbandry . . . (Vernon School Board, 1965);

and:

There was a feeling, particularly among the agriculturals that there was no institution in the Province really promoting the interests of small farming, in particular, and that the college would cater to this need (Paton, 1974).

and:

There were a number of groups pressing for the two-year college, agriculturals, for example, all had some courses offered (Dudlinsky, 1974).

The Perceived Relative Importance of Factors

Responses to the questionnaire, for Okanagan College are displayed in Table XXXV. Among the items rated as having been relatively important, items 29 and 36 received a high degree of concurrence among respondents. A secondary group of relatively important items contained items #1, 16, 17, 25, 30, 31, and 33. Four items (Nos. 4, 11, 13, and 20) were rated as having been either relatively unimportant or inoperative.

On the basis of the relatively important items, the college was perceived to offer transfer programs (#29) and provide post-secondary opportunities at a lower cost to students than would a university (#36). As well, the college was perceived to offer non-university work (#16), and increase the number of post-secondary opportunities (#31) in response to a growing demand for such services (#25). It would reduce the distances to such opportunities (#33), provide an atmosphere in which students could mature academically (#1), and would be less expensive to operate than would a university (#30). Finally, the college would provide an increased number of opportunities for people to develop occupational skills (#17).

The ratings compare favorably with the factors cited by interviewees, particularly with regard to the transfer capacity of a two-year college. In addition, the items rated as being relatively important correlate with the results of a similar survey made by Davis in 1958:

It was interesting to note how soon reasons for a junior-college were being raised. The value began to fall like a rock.

TABLE XXV

SUMMARY OF QUESTIONNAIRE RESPONSES - OKANAGAN COLLEGE

ITEM	Frequency of Responses by Rating Category			Not Rated
	Relatively Important (=1)	Moderately Important (=2)	Relatively unimportant (=3)	
1	1	0	0	0
2	1	0	0	0
3	1	0	0	0
4	1	0	0	0
5	1	0	0	0
6	1	0	0	0
7	1	0	0	0
8	1	0	0	0
9	1	0	0	0
10	1	0	0	0
11	1	0	0	0
12	1	0	0	0
13	1	0	0	0
14	1	0	0	0
15	1	0	0	0
16	1	0	0	0
17	1	0	0	0
18	1	0	0	0
19	1	0	0	0
20	1	0	0	0
21	1	0	0	0
22	1	0	0	0
23	1	0	0	0

TABLE XXXV (continued)

Item	Frequency of Responses by Rating Category			Not Rated
	Relatively Important (N=1)	Moderately Important (N=2)	Relatively Unimportant (N=3)	
24	5	5	4	4
25	10	5	5	4
26	10	5	5	4
27	10	5	5	4
28	10	5	5	4
29	10	5	5	4
30	10	5	5	4
31	10	5	5	4
32	10	5	5	4
33	10	5	5	4
34	10	5	5	4
35	10	5	5	4
36	10	5	5	4
37	10	5	5	4
38	10	5	5	4
39	10	5	5	4
40	10	5	5	4

The number of returned questionnaire was 17. If an item was not perceived to have been operative in the establishment of this college, that item was not assigned a rating by respondents.

Source: Questionnaire returns, Okanagan College.

all others was the benefit felt to be reduced cost of higher education to students. Second, was the financial benefit in the manner of increased business for Kelowna, and third, was the fact that a junior-community college would provide educational opportunities not now existent (Dawe, 1959:56).

The view that the college would provide an additional revenue-producing "industry" was cited by three interviewees (Clay, Paton, Buckland) as being relatively important; the corresponding item (#8) on the questionnaire did not receive a consistent rating by respondents.

Summary - Okanagan College

On the basis of the data presented above, the establishment of Okanagan College was seen primarily as the provision of post-secondary academic opportunities at a reduced cost to students. The college was also perceived to both increase and broaden the number of opportunities for students seeking post-secondary education of a vocational or pre-professional nature. That the college was also seen in terms of having a potential economic value, to all or part of the Valley, is also apparent. Finally, the establishment of a local college was seen to reduce the distance to post-secondary educational opportunities.

IX. SELKIRK COLLEGE

The Area

Selkirk College was established by the six school districts of Nelson (No. 7), Slokan (No. 8), Canaleroke (No. 9), Arrow Lake (No. 10), Trail (No. 11), and Grand Forks (No. 12). The area

encompassed by these school districts is that south-eastern portion of the Province known as the West Kootenays. The region is bounded on the east by Kootenay Lake, on the north by the Canadian-American boundary, and on the west and north by mountains which form a natural barrier. There are three major centers of population in this region, namely, Trail, Nelson, and Castlegar, with Selkirk College being located at the confluence of the Kootenay and Columbia Rivers, on the outskirts of Castlegar (see Figure 9).

Geographically, the region is mountainous, with the Columbia River bisecting the area as it flows southward into the United States. The Southern Trans-Provincial Highway joins the region to other points in southern British Columbia, while the towns and cities within the region are joined by secondary highways.

Mining and logging have long been primary activities in this area. The focal points of these two industries are situated at Trail (the Combeco smelter) and at Castlegar (the Celgar pulp and paper plant). The Kootenay River (on its path from Kootenay Lake to the Columbia River) has been dammed at several places, providing electrical power for both the smelter and the towns and cities in surrounding regions.

The University of Notre Dame is located at Nelson, as is a Provincial Vocational School (now part of Selkirk College). In addition, the Nelson Summer School of the Arts was established in the early Sixties, although it was eventually subsumed by Selkirk College.

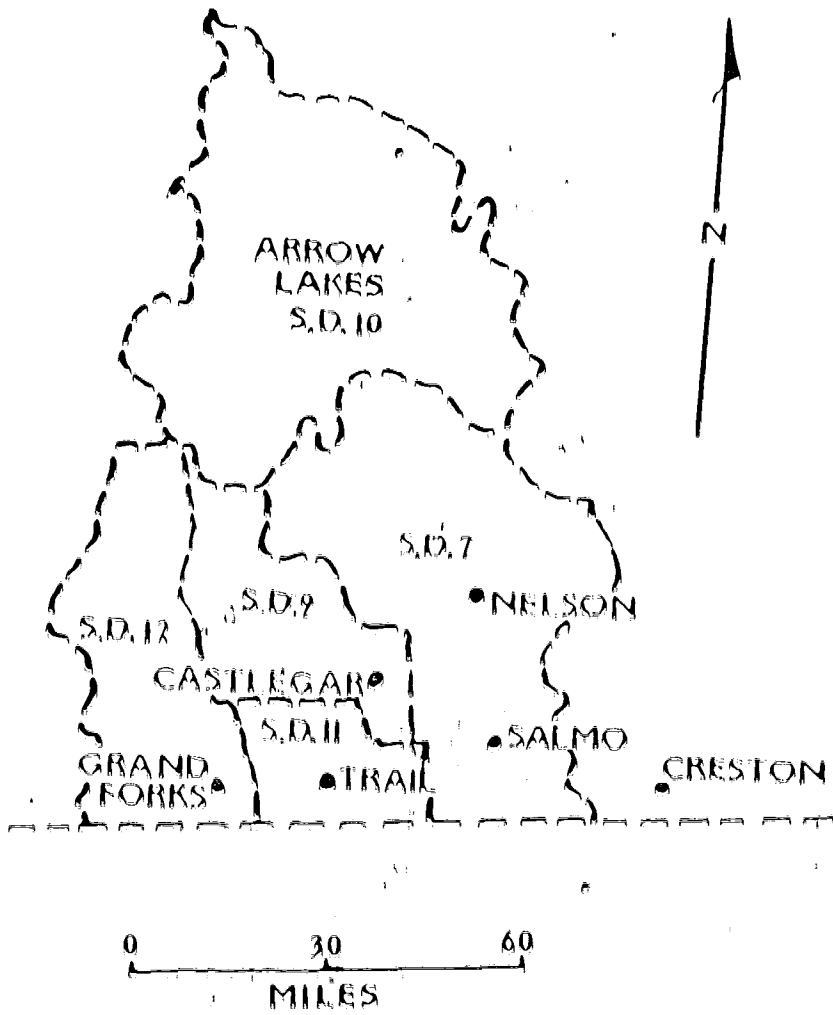


Figure 9. Five West Rootenay School Districts.

A Brief Demographic Description

The population of the region is dispersed, with most people living in relatively small towns and cities located on or near the lakes and rivers of the region. The three centers of Trail, Nelson, and Castlegar are by far the largest concentrations of population. In the early Sixties, more than two-thirds of the region's 98,000 people lived in the Kootenay River Valley between Nelson and Trail (Macdonald, 1962:71).

As shown in Table XXXVI, the overall population of the region increased by approximately 25 per cent over the period 1951-1965, with rate of growth having been fairly constant throughout that period.

A Brief Economic Description

As indicated above, the economic base of the region has shown a strong dependency upon the primary industries of mining and logging. As in the case of the population distribution, the centers of Trail, Nelson, and Castlegar have been the important centers of economic activity. In 1963 assessed valuations of the six school districts are shown in Table XXXVII, and the dominance of the three major centers is readily apparent: these three districts combined contributed almost 87 per cent of the total assessment of \$147,189,795. The Trail school district, being the size of the combined remainder, accounted for 47 per cent of the region's assessed value.

A Chronology

The research of British Columbia coincides closely with the year of the Macdonald study, from the West Kootenay area in 1962. Groups

TABLE XXXVI

POPULATION OF THE WEST KOOPIRAY REGION FOR SELECTED YEARS,
1951 - 1965

Year	Population
1951	60,100
1956	65,600
1961	70,700
1965	75,000

Source: Marsh (1966:122), Table 6.

TABLE XXXVII
 ASSESSED VALUATIONS OF SIX WEST KOOTENAY SCHOOL
 DISTRICTS, 1963

School District	Assessed Valuation
Traill	\$ 69,299,568
Capt. Logan	29,105,035
Nelson	29,349,418
Grand Forks	7,163,629
Slocan	5,770,354
Arrow Lakes	6,501,791
Total	\$147,189,795

SOURCE: B.C.M.T.A. (1964:8).

(2)

In both Nelson and Trail had sensed the need for increasing the breadth of post-secondary opportunities for high school students graduating on either the University Program or General Program.

In the early Sixties,⁶ the Education Committee of the Nelson Chamber of Commerce had noted the legislative provision for the establishment of colleges which would be affiliated with the University of British Columbia, and had met with the Minister of Education and the Director of Technical and Vocational Education (Ramaden, 1974). At that time, the proposed college was to fulfill two needs: (1) to provide transfer opportunities for university-bound students, and (2) to enable students to acquire occupational skills which would complete their vocational training (Ibid.). Although it was hoped that the proposed college would be established in an abandoned hospital in Nelson, this did not happen; the efforts of this Committee did, however, lead to the creation of the Nelson Summer School of Fine Arts, which operated in the secondary school in Nelson (Ibid.).

During this same period of time (spring, 1962), the District Superintendent of Schools for the Trail, Nelson, and Carleton Place school districts had reached an agreement that "... a college located in a central area would better suit the students graduating from secondary school than [did] the outdated Senior Matriculation program" (McKenzie, 1974). The Superintendent proposed this idea to the respective Boards, and at the initiation of the Trail School Board, the West Kootenay Boards of Trustees met "... to discuss the possibility of some kind of college" (Belandier, 1974).

In the fall, 1962, various groups in the West Kootenay region

presented briefs to the Macdonald team (Macdonald, 1963:106-107). The notion of a college for this region was given further impetus when the Macdonald Report was published in December, 1962, for the Report recommended that "... a two-year regional college be established in the vicinity of Castlegar to serve the school districts from Trail to Nelson" (ibid.:76).

Representatives of the West Kootenay school boards met throughout the spring of 1963, and in March of that year, the School Act was amended (as described in Chapter IV) to provide for the establishment of regional colleges. The U.B.C. Alumni Association held a public seminar (in Trail) on the topic of community colleges in May, 1963 (Selkirk College, 1966b:8), and in the following month, representatives of the West Kootenay school boards set a deadline for entry into participation in the establishment of a West Kootenay regional college:

West Kootenay school boards have until June 30 to make up their minds whether or not they wish to participate in this organization of a junior or community college, probably to be located in the Castlegar area (Trail Daily Times, 1963b).

Agreement among the boards was forthcoming, and planning began for the presentation of a plebiscite to West Kootenay electors in early December of that year. Two issues arose in the months preceding the plebiscite: (1) whether Castlegar was indeed the most optimal location, and (2) whether the services provided by the college would be duplicative of those offered by Notre Dame University at Nelson.

The location issue was amplified by the Selkirk Chamber of Commerce (even though Selkirk was within the Nelson school district), and was

based on the increased accessibility of the East Kootenay area brought about through the then recent completion of the Salmo-Creston "Skyway" (Trail Daily Times, 1963a). By shifting the boundary of the college region eastward (to include Creston, Cranbrook, and Kimberly), the Chamber argued the center of population would be similarly moved eastward; locating the college in Salmo would extend college services to a much greater commuting or residential population than would be the case were Castlegar to be the site of the college (ibid.). Resolution of this issue ultimately came through: (1) the realization that a highway joining Salmo directly to Castlegar was being planned at that time, thereby maintaining Castlegar's centrality in terms of commuting times; and (2) the Creston Board not only had never formally asked to participate in the college region, but had informed the Salmo Chamber of Commerce that it was not interested in participating (Trail Daily Times, 1964d).

With regard to the second issue, emphasis was placed upon the augmentation of post-secondary opportunities which would obtain through the establishment of a regional college; the college would provide a response to students who lacked the prerequisites for university entrance, and/or who did not wish to seek a university degree (Nelson Daily News, 1963d). Additional counter-arguments are outlined below.

Resolution to hold a plebiscite was granted in the fall, and on December 5, 1963, a majority of electors in each of six participating districts approved the college in principle. Following the approval

of a steering committee (In January, 1964), the six boards signed a formal agreement to "... give them the first two-year regional college in B. C." (Province, 1964). The West Kootenay College Council (W.K.C.C.) was created in June, 1964, and two consultants (Dr. L. W. Downey and G. Campbell) were appointed "... to undertake research work towards the development of a curriculum and to conduct the necessary surveys to determine probable enrolment, course requirements, and the kind of physical facilities needed" (Solon, 1968:67). The Council embarked on the second phase of establishing the college, namely, gaining approval for capital expenditures.

Throughout the summer and fall of 1964, planning for, and promotion of, the referendum were the major Council activities. A special site (near Campbell) was selected, and an architectural competition was initiated. Promotional activities reached their zenith at a day-long seminar held in Nelson in January, 1965. The Presidents of all four provincial universities were in attendance, and endorsed the establishment of the proposed college (Ibid., 168). The winning design from the architectural competition was announced on this occasion.

On February 25, 1965, the referendum was approved by a 60 per cent majority in all districts except Nelson, where 57.5 per cent favourable vote was cast (Ibid., 167); however, since the total absentee vote for the entire college region was in excess of 60 per cent in favour, the Nelson School District was obliged to participate in the establishment of the college (Bealder, 1974).

In the aftermath of which followed the passing of the

referendum, the first principal (Dr. G. Campbell) was appointed, construction of the campus was begun, and specific curricular offerings were designed (Selkirk College, 1966b:8). A second "seminar and progress report" was held in April, 1966, and over 400 persons from the region were in attendance (Selkirk College, 1966a:1). Although the campus was to have been built in time for the college opening, a labor dispute delayed completion of the construction work by several months. As a consequence, the college opened in September, 1966 in five bunkhouses adjacent to the Celgar plant at Castlegar (Solon, 1968:68). The campus was completed by the end of that year, and the students and faculty moved to the permanent site in January, 1967 (ibid.).

The Underlying Factors

As indicated earlier, much of the initial planning for Selkirk College was being done at the same time that the Macdonald study was being conducted. As a consequence, many of the factors identified by the Macdonald team (increasing numbers of students, broader educational opportunities, and distance, in particular) were cited by local school boards as adequate reasons for the establishment of Selkirk College. For this reason, no comprehensive study was made of the region's post-secondary educational needs. As stated by one of the committee members in a preliminary report to the College Council:

"This need has been anticipated - at least in a general way. The Macdonald Report anticipated (to the satisfaction of most people) the desirability of increased educational opportunities, of many types, for the residents of the Kootenays (Dowling, 1964:3).

The general acceptance of the need for a college post-secondary education is an important to establish the basis upon which the need for a college

was predicated. The arguments in favor of establishing the college were presented to West Kootenay electors in a variety of ways (newspapers, seminars, newsletters, etc.), and the data which are presented below have been taken, in the main, from such sources.

According to an open letter to the public (issued by the West Kootenay Branch of the B.C.S.T.A.) prior to the (1963) plebiscite:

The West Kootenay area is particularly suited to the establishment of a regional college in consideration of its student population, its geography, its distance from Vancouver and Victoria, and the interest in higher education and cultural activities already demonstrated by the citizens of the West Kootenay community (B.C.S.T.A., 1964:3).

In addition to identifying these demographical, educational, and geographical factors, the open letter also identified certain economic benefits which would accrue to the student who attended the college instead of a university (Ibid.:4). A more detailed discussion of these factors follows below.

Student Numbers. As shown in Table XXXVIII, the number of Grade 12 students attending schools in the six West Kootenay districts rose from 537 in 1957-58 to 743 in 1963-64. It may also be observed that over the period shown, the largest numbers of students attended secondary school in the three districts of Trail, Nelson, and Castlegar.

With regard to the potential number of students who might attend a West Kootenay regional college, the open letter indicated a potential pool of between 1,500 and 1,700 students (Ibid.:3).

In the West Kootenay, approximately 600 students graduate from Grade 12, 300 to 400 have university ambitions, and are eligible

TABLE FRONTIER

GRADE 12 ENROLLMENTS, WEST KOOTENAY SCHOOL DISTRICTS, 1957-58 to 1963-64

School District	Grade 12 Enrollments by Year						
	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64
Nelson	144	155	168	179	190	197	211
Slocan	14	50	25	91	25	54	32
Castlegar	55	59	80	54	71	60	93
Arrow Lakes	29	17	20	24	18	16	15
Trail	279	298	259	291	289	287	325
Grand Forks	25	49	38	24	51	54	45
Total	587	550	561	603	604	609	693

Source: B. C. Department of Education, Annual Reports, 1957-58 to 1963-64.

for the two-year transfer course, and a further 200 to 300 are also regional college material.

In addition, there are more than 1,000 adults in the various districts taking night school courses

On the basis of the 500 to 700 graduating students, who would be the most likely to attend the college as full-time students, and from the Macdonald Report's projection of a 1965 college enrolment of 500 students (Macdonald, 1962: 22), the letter stated that the proposed college " . . . is planned to accommodate 500 students, about the number we can expect from the area for several years to come" (Ibid.: 1). In making this estimate, it was assumed that the college would absorb the Grade 13 students from the participating districts.

The possibility of West Kootenay students being denied access to an existing university because of overcrowding was also cited as a reason for the establishment of the college. In a statement made by the Steering Committee, it was asserted that in planning for the college:

... the boards considered that an urgent need for higher education would soon be upon us. In about two years a wave of students would be graduating from high schools with insufficient seats in the existing institutions to accommodate them (Trail Daily Times, 1964d).

Regional Factors. Although Selkirk College was being planned during the time in which the secondary school curriculum was being expanded from two streams to six streams, this exasperated lack of post-secondary opportunities for unemployment-bound students was particularly acute in the early 1960s.

... many students are on the university program

because there has been no suitable alternative for them in the past that kept the door open to higher education.

The new high school programs have been designed for those students not destined for universities but who can benefit from good programs at the post-high school level. These alternative courses can be of value, however, only if they are not "dead-end" courses - if they can lead to opportunity for further study and graduation certificates as would be provided by a regional college (B.C.S.T.A., 1964: 3).

In this regard, the college would provide programs for the student oriented towards a vocation or career:

... a different type of education [will] be required to continue the new vocationally-oriented programs presently being introduced at the secondary school level (Trill Daily Times, 1964d).

As intimated in the above section related to the projected student ~~pool~~, it was anticipated that the college would provide a transfer opportunity for the university-bound student. Aside from any motivation this may have had in terms of enabling more students to take university level courses (as will be discussed below), the transfer program was perceived to overcome deficiencies in the Grade 13 curriculum:

There was a growing concern about the credibility of Grade 13 as a university entrance requirement ... The Department concluded Grade 13 curriculum was not really meeting the needs of students (Bolander, 1974).

The college was not perceived to be duplicating the curricula of either the University of Northern British Columbia or the vocational school in Nelson. In the case of the University (which was a denominational

Institution), it was felt that the tendency of West Footenay students to attend that institution was low (Nelson Daily News, 1964d); the possibility of university-bound students wishing to attend a public institution appeared to be much higher (Beinder, 1974). On at least one occasion, the presence of the college was perceived to be potentially beneficial to the University: "The college could become a source of Third-year students for the university on the basis that "... In most instances, proximity of a community college exerted an 'educational upgrading' of the school population, resulting in a 'student desire to transfer to university'" (Nelson Daily News, 1964d).

With regard to the vocational school, the college planners asserted that:

... a regional college will not duplicate the function of vocational schools because the college is designed for education beyond high school while the vocational institutions are designed for short-term courses in various trades and for pre-apprentice training (B.C.S.T.A., 1964:3).

Finally, it was anticipated that the college would provide a response to adults seeking vocational/technical and upgrading courses, "... many of which can be taught at the college with greater benefit to the adult student. The college also offers a greater of these part-time (adult education) courses with instruction in greater depth than is now available" (B.C.S.T.A., 1964:3-4).

Economic Factors. These economic factors were identified in the data: (1) potential benefits which would accrue to students and/or their parents; (2) potential benefits which would accrue to the region; and (3) the economic advantages associated with the establishment of

the college while external funds were available.

In the first instance, it was anticipated that the direct costs to students would be much less at the college than at a university.

An increasing number of Grade 11 graduates are taking senior matriculation in Grade 12, primarily for economic reasons. It costs a student from \$1,200 to \$1,400 a year to attend a distant university (B.C.S.T.A., 1964-5).

In comparison, fees at the college (for full-time attendance) were anticipated to be \$200 per year; transportation and accommodation costs would be reduced (ibid.). In addition, it was apparent that these lower direct costs might motivate a greater number of students to pursue university-level work:

... It was too well accepted that if you couldn't afford to go to U, B, C, you didn't go; you didn't really think much about university education if you were not in that income bracket... we were able to talk at great length about the motivational factor - we were not saying, "We know that your child would be going to U, B, C, if you could afford it." We were saying, "If we produce a facility which will motivate your child to go to an institution of higher education, you will be able to afford it because we will provide the facility at a price you will be able to afford." (Balfour, 1974).

It was anticipated that the college would bring additional revenue to the area:

There was seen to be an advantage to the community as a whole, from the standpoint of providing some additional employment. The capital expenditure of a college, plus the employees who worked for it - that was all part of the economic advantage to the community (Mitchell, 1974).

Reflecting this same factor, a Canadian statistical statement:

A physical asset with a material value of \$1 million and an imputed value, that is,

Incalculable is possible within the next few years in the Castlegar District in the form of a regional college . . . Speaking strictly from a Castlegar-and-District point of view, we cannot afford to say 'no' at this stage (Castlegar News, 1963a).

Finally, the availability of external funds, in the form of Provincial and Federal grants towards operating and capital costs, was a positive economic factor. With regard to the operating costs, one-half would be paid by the Provincial and Federal governments, one-quarter would be collected through fees, and the remaining one-quarter would be paid by the participating school districts. The cost of campus construction would be partly paid for through a Federal grant, with the Province and the school districts sharing equally the remainder of the capital costs (Helson Daily News, 1963b). (The effect of Provincial and Federal grants was to offset the \$3.5 million capital costs by \$2.5 million, leaving a local share of \$1 million.) As stated by one interviewee:

. . . following the T.V.T.A. legislation of 1960-66, there was money available - massive funds were available from the Federal government. The Trail representatives, not unused to dealing with large sums of money, could see no reason why those funds ought not to be available to the West Kootenay area (Campbell, 1974).

Georgianna Paulsen. Because the region was several hundred miles from the Lower Mainland, the establishment of the college was perceived as an attempt to create post-secondary educational opportunities closer to the homes of students. . . there was a need to equalize the opportunity for higher education for young people of

this area compared with residents of the lower mainland" (Grand Daily Times, 1964).

Although the college was planned to be a "commuting college", the size of the region detracted from this advantage of having reduced the distance to a post-secondary institution. "... Grand Forks and the Sholan were reluctant to join the college on the basis that the value of having a local college was lost to them, their students would still have to commute to, or board in, the Castlegar area" (Gray, 1974). For the Grand Forks student, commuting to the college required a daily round-trip of approximately 100 miles; winter conditions made such commuting a difficult task.

Other Factors. Three additional factors which were apparent in creating the need for the establishment of Selkirk College: occupational, technological, and social.

It was anticipated that the college would both provide trained employees for the local employers, and capable members of the work force to increase their skills and knowledge without having to be released from their jobs (W.R., new Commentator, 1964). (As indicated earlier, college programs were expected to complete the vocational training which students began in secondary school.) In particular, the college was expected to offer programs which collected the manpower needs of the region (W.R.R.C., 1965; Mitchell, 1974). According to these interviews, "there was an increasing need for technicians, particularly in those fields related to forestry and mining. As stated by one interviewee:

... there was a growing demand for technically-trained people, for the kinds of people who were the products of two-year technology courses; B.C.I.T. was in operation, and we were able to point to that (Beinder, 1974).

The college was envisaged to provide an educational setting which would be more appropriate to the social needs of 18 to 22 year-old students than was a high school:

... a regional college is distinctly separate from the secondary school in that its atmosphere, facilities, and entire approach is keyed to the instruction of adults (B.C.S.I.A., 1964:4).

Finally, in reference to the college's potential capacity to facilitate social mobility, one interviewee stated that:

... for the man who carried not a briefcase but a lunch-bucket every day, the college was seen as a step in upward mobility; certainly a chance at a "college education" for his youngster which might not be possible elsewhere (Campbell, 1974).

The Perceived Relative Importance of Factors

A summary of responses to the questionnaire is displayed in Table XXXIX. It is apparent that the factors perceived to be relatively important fall into two groups: four items (Nos. 28, 38, 33, and 36) were clearly assigned ratings of strong relative importance, while a second group of seven items (Nos. 6, 16, 17, 25, 31, 37, and 40) received lower assignments in the rating of their relative importance. Two items (Nos. 4, 5, 8, 11, 14, 20, 23, 27, 35, and 39) were perceived to have been either relatively unimportant, or important, in the social placement of students.

In terms of the first group of items, the college was perceived to be an institution which would provide a training opportunity (#2),

TABLE XXIII

SUMMARY OF QUESTIONNAIRE RESPONSES - SELKIRK COLLEGE

A Frequency of Responses by Rating Category

Item	Relatively Important (n=1)	Moderately Important (n=2)	Relatively Unimportant (n=3)	Not Rated
1	1	0	0	0
2	1	0	0	0
3	1	0	0	0
4	1	0	0	0
5	1	0	0	0
6	1	0	0	0
7	1	0	0	0
8	1	0	0	0
9	1	0	0	0
10	1	0	0	0
11	1	0	0	0
12	1	0	0	0
13	1	0	0	0
14	1	0	0	0
15	1	0	0	0
16	1	0	0	0
17	1	0	0	0
18	1	0	0	0
19	1	0	0	0
20	1	0	0	0
21	1	0	0	0
22	1	0	0	0
23	1	0	0	0

TABLE XXVIII (continued)

Item	Frequency of Responses by Rating Category		Not Rated
	Relatively Important (N=11)	Moderately Important (N=9)	
24	10	5	0
25	12	3	0
26	10	3	0
27	10	3	0
28	10	3	0
29	10	3	0
30	10	3	0
31	10	3	0
32	10	3	0
33	10	3	0
34	10	3	0
35	10	3	0
36	10	3	0
37	10	3	0
38	10	3	0
39	10	3	0
40	10	3	0

The number of returned questionnaires was 19. If any item was not perceived to have been operative in the establishment of this college, that item was not assigned a rating by students.

Questionnaire returns, Selkirk College.

reduce the distance which post-secondary students would have to travel (#33), and enable students to receive post-secondary opportunities at a lower cost than would a university. In addition, the college was perceived to be less expensive to operate than would be a university (#30).

On the basis of the second group of items, the college was seen as a response to a growing demand for post-secondary educational opportunities (#25), as an institution which would increase the number of opportunities for people to obtain higher education (#31). The college was perceived to provide educational opportunities not offered by the university (#16), and would afford students and adults a "second chance" to obtain an education (#6). Finally, the college was perceived to help people receive occupational skills (#12), to emphasize practical (rather than academic) subjects (#37) and to provide certified training programs (#40).

Those of the interviewees cited the transfer function as being the major importance:

... the major factor probably was the need to find a better transfer outlet for a growing mass of university-bound students (Bolander, 1974).

... the desire to make it more practical for a student going to university to get one or two years in the interior without the expense of going to the university (Ramson, 1974);

and

This main point of those people who were promoting the organization of the college was the fact that it was going to give a lot of young people an opportunity to take advantage of higher education which perhaps they couldn't afford by going to Vancouver (Mitchell, 1974).

While acknowledging the underlying obviousness of the need for more post-secondary opportunities, one of the interviewees indicated that:

... of first importance were the economic factors. Had there not been expertise in money management; had there not been all kinds of loopholes for exploitation in the F.V.F.A. legislation and in Provincial regulations people wouldn't have been so encouraged to go ahead (Campbell, 1974).

Summary - Selkirk College

This section had revealed that Selkirk College was established primarily in response to demands for academic and vocational post-secondary opportunities at the local level, with the transfer function being of major importance. In addition, the establishment of this college in its own campus was facilitated by the availability of Provincial and Federal grants. As well as reducing the distance to post-secondary services, the college was perceived to be less expensive than a university in terms of costs of operation (perhaps relating to the availability of external grants), and in terms of direct costs to students.

X. SUMMARY - CHAPTER V

In this chapter, the emergence of each of the colleges included in this study has been described in terms of selected characteristics of each college region. A chronology of events related to the establishment of each college was presented, along with an identification of the major factors associated with the emergence of each college.

CHAPTER VI

THE FACTORS - A COMPOSITE VIEW

I. INTRODUCTION

It is the purpose of this Chapter to assess the factors which have been identified in Chapter V, in terms of their relative importance to the establishment of the respective colleges. In addition, the adequacy of the taxonomy will be discussed, and factors in addition to those contained in the questionnaire will be presented.

II. THE IDENTIFIED TAXONOMIC FACTORS

The factors identified as having been relatively important and unimportant to the establishment of the eight colleges are summarized in Table XI. Since the relatively important and relatively unimportant factors associated with the establishment of the individual colleges have been identified in the respective section of Chapter V, Table XI has been constructed to illustrate the relative import of the factors when they are ordered according to the taxonomy described in Chapter II. The four symbols ("1", "2", "U", and "N") used in this Table denote the relative importance and/or unimportance of the various factors, by college: "1" denotes "of primary relative importance", "2" denotes "of secondary relative importance", "U" denotes "of relative unimportance", and "N" indicates that the data do not permit a conclusive estimate of the relative importance or unimportance of a factor. Also included in this Table are the signs

TABLE X

TAYLOR'S SUMMARY OF IDENTIFIED FACTORS, EIGHT COLLEGES

Factors	Relative Importance of Factors							
	Cornell College	Capitola College	Carleton College	College of New Columbia	Dartmouth College	Malabaria College	Owens College	Selwyn College
<u>Educational</u>								
Under Needs	1	1	1	2	-	1	2	2
Lifelong Education	-	-	1	-	-	1	-	-
Salvage Functions	2	1	1	1	-	1	1	1
Credits	2	1	1	1	2	1	2	1
Academic Preparation	-	-	2	1	-	1	2	-
Scope	1	1	1	1	1	1	1	1
<u>Social</u>								
Faculty	-	-	1	-	2	-	-	-
Mobility	-	-	-	-	-	-	1	-
Needs, Attitudes	-	-	-	-	-	-	-	-
Int. Tensions	-	-	-	-	-	-	-	-
Maturation	-	-	-	-	-	-	-	-

TABLE XI (continued)

FIELD	Relative Importance of Faculty							
	Camden College	Caplan College	Carleton College	New Columbia College	Douglas College	Missouri College	Oxbridge College	Selwyn College
<u>Political</u>								
Breadth	2	1	1	1	1	1	1	1
Progress	1	1	1	1	1	1	1	1
Conflicts Reduced	1	1	1	1	1	1	1	1
Interest Groups	1	1	1	1	1	1	1	1
Civic Pride	1	1	1	1	1	1	1	1
Pressure	1	1	1	1	1	1	1	1
Tactics	1	1	1	1	1	1	1	1
<u>Occupational</u>								
Legislation	1	1	1	1	1	1	1	1
Specialization	1	1	1	1	1	1	1	1
Structure	1	1	1	1	1	1	1	1
Manpower	1	1	1	1	1	1	1	1
Local Employ.	1	1	1	1	1	1	1	1

TABLE XL (continued)

Factors	Camden College	Caplan College	Carleton College	College of New Brunswick	Douglas College	Marshall College	Oakland College	Selwyn College
<u>Technological</u>								
Non-academic								
Faculty								
<u>Demographic</u>								
Location								
Experience								
Immigration								
Salaries								
<u>Economic</u>								
Resources								
Trade								
Area Revenue								
Area Funds								
Facilities								

TABLE II (continued)

	Camden College	Camden College	Camden College	College of New Jersey	College of New Jersey	College of New Jersey	College of New Jersey
<u>PHILOSOPHY</u>							
Steele							
<u>HISTORY</u>							
Steele							
<u>SCIENCE</u>							
Steele							
<u>LANGUAGE</u>							
Steele							
<u>GOVERNMENT</u>							
Steele							
<u>RELIGION</u>							
Steele							

THE SYMBOLS ABOVE THE HEADINGS "A" THROUGH "G" INDICATE THE RELATIVE IMPORTANCE OF THE PERIODS FOR RELATIVE IMPORTANCE, AND "1" THROUGH "7" DENOTE THE SEQUENCE OF THE PERIODS OF RELATIVE IMPORTANCE OF THE PERIODS.

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que thematic items which were not specified in the original taxonomy.

The following sections provide a description of the contents of Table 81. For clarity, the factors are discussed according to their taxonomic labels and order.

Educational Factors

As a taxonomic group, the Educational Factors comprised the largest number of relatively important factors in the establishment of the eight colleges included in this study. With one exception ("Life-long Education"), these factors were each relatively important to the establishment of virtually all of the colleges; moreover, none of these factors was adjudged specifically to have been unimportant in this regard.

Two factors were relatively important in the case of each college: (1) the "scope" factor, denoting the perceived ability of a college to provide non-university offerings, and (2) the "credit" factor, denoting the transfer function. A third factor, ("Salvage Function") was relatively important in the cases of seven of the colleges, with Douglas College being the sole exception. The provision of a response to growing and general demands for post-secondary education ("Unmet Educational Needs") was relatively important in the cases of all colleges except Douglas College and the College of New Caledonia.

The apparent ability of a college to provide an atmosphere in which students might mature academically was relatively important in the establishment of four colleges: Carleton College, the College of New Caledonia, Malabarria College, and Okanogan College. Finally, the

view that a college might facilitate lifelong education was relatively important only in the cases of Cariboo College and Dalhousie College.

Social Factors

According to Table XI, Social Factors generally were not of relative importance in the establishment of the eight colleges included in this study. Only in the case of one factor ("Naturalization") was a distinct rating of relative importance assigned, and this occurred in the case of but two colleges (Capitano College and the College of New Caledonia). The factor "International Relations", which denoted an apparently increasing demand for college services because of unstable international relations, was adjudged to have been relatively unimportant in the establishment of all eight colleges. The remaining Social Factors ("Fabric", "Hopes and Attitudes", and "Mobility") were either moderately important or relatively unimportant.

Political Factors

The importance of the various Political Factors ranged from relatively important ("Breadth"), through indeterminate ("Progress"), to relatively unimportant ("Conflict Reduction"). The "Breadth" factor, denoting the desire for an increase in the number of post-secondary opportunities, was the only factor to receive consistent ratings of relative importance across all eight colleges. On the other hand, the "Conflict Reduction" factor, which denoted the establishment of colleges in order to reduce conflict among existing institutions, was adjudged to have been relatively unimportant to the establishment of all eight colleges. The role of the colleges in preparing a well-informed

efficiency ("Progress") was rated as being neither relatively important nor unimportant. The remaining four factors ("Interest Groups", "Civic Pride", "Practice", and "Factories") were variously of indeterminate importance or were unimportant in the establishment of the eight colleges.

Occupational Factors

According to Table XI, the Occupational Factors were assigned a variety of ratings of importance, across both factors and colleges. The "Structure" factor, denoting the perceived ability of a college to enable more people to receive occupational skills than had previously been the case, was adjudged to have been relatively important in the case of six of the colleges; in the case of the two exceptional colleges (Douglas College and the College of New Caledonia), the importance of this factor was indeterminate. The role of the college in providing employment for local residents ("Local Employment") was adjudged to have been relatively unimportant in the cases of all but two colleges (Douglas College and Okanagan College). The three remaining Occupational Factors ("Legitimization", "Specialization", and "Manpower") were found to have been of indeterminate importance or of relative unimportance.

Technological Factors

Neither of the two technological factors was assigned a consistent rating of relative importance or unimportance. The "Non-Academic" factor, denoting the capability of a college to offer practical (rather than academic) subjects, was adjudged to have been relatively

important in the cases of only two colleges (Camden College and
Belkirk College), for the remaining six colleges, the importance of
(this factor was indeterminate. The "Rapidly" factor, which denoted
the role of the college in providing technological upgrading programs,
was of indeterminate importance in the cases of all eight colleges.

Demographic Factors

The four Demographic factors were assigned ratings of
indeterminate importance and/or relative unimportance. The demographic
factor which received the most consistent rating, "Shifts" (denoting
an increasing college population due to rural-urban shifts), was
adjudged to have been of relative unimportance to all of the colleges
except Douglas College; in this case, the importance of this factor
was indeterminate.

Economic Factors

Of the five Economic factors, the most consistently-rated
factor was that of "Tuition", denoting the diminished costs to students
through attending a college rather than a university. This factor was
adjudged to have been relatively important in the case of each of the
colleges. A second Economic factor, "Resources" (which suggested that
a college is less expensive to operate than is a university), was
found to have been relatively important in the establishment of four
of the colleges (Camden College, Marlborough College, Okanogan College,
and Belkirk College); in the cases of the four remaining colleges,
the importance of this factor was indeterminate. The role of this
college in providing additional services which the district in which

It was located ("Area Revenue") was adjudged to be relatively unimportant in the cases of all colleges but two; in the cases of the College of New Caledonia and Olmstead College, the importance of this factor was indeterminate. The availability of funds or grants ("Available Funds") was of indeterminate importance in the cases of all colleges. Finally, the potential use of under utilized local facilities was of indeterminate importance in the cases of all but three colleges; this factor was adjudged to have been relatively unimportant in the establishment of Camosun College, Malaspina College, and Selkirk College.

Philosophical Factors

The Philosophical factor of "Stance" denoting the potential ability of a college to reflect a particular local philosophical stance, was of indeterminate importance in the case of each college.

Historical Factors

The Historical factor "Lineage", denoting the growth of colleges as a natural product in the evolution of post-secondary institutions, was of indeterminate importance in the case of all colleges. In similar fashion, the "Consistency" factor, which referred to an area's history of providing fine educational opportunities, was of indeterminate importance in the case of all colleges except Douglas College, in which case this factor was adjudged to have been relatively unimportant.

Geographical Factors

With the exception of two colleges (Camosun College and Carleton College), the "Proximity" factor was adjudged to have been of relative importance in the establishment of the colleges included in this study.

In the two exceptional cases, the reduction in the distance to post-secondary opportunities was of indeterminate importance.

Governance Factors

Neither of the Governance Factors was adjudged to have been of relative importance in the establishment of the eight colleges. The "Unity" factor, which referred to the completion of a Provincial system of post-secondary institutions, was of indeterminate importance in the case of all eight colleges. The role of colleges in broadening the base of post-secondary governance ("participation") was of indeterminate importance in the cases of three colleges; in the remaining two instances (Cariboo College and Malaspina College), this factor was adjudged to have been of relative unimportance.

The Common Factors

On the basis of the information presented in Table XI, eight factors are identified as having been relatively important in the establishment of all or most of the colleges included in this study. The eight factors are listed in Table XII, and have been placed roughly in order of diminishing relative importance, based on the ratings cited in Table XI; the factors selected had been relatively important to at least five of the colleges. Four of the eight factors (i.e., "Credit", "Scope", "Salvage Function", and "Unmet Educational Needs") are among the Educational Factors of the taxonomy. The remaining four factors are in the Economic ("Market"), Political ("Respect"), Geographic ("Proximity"), and Occupational ("Structures") categories of the taxonomy.

The contents of Table XI also facilitate a listing of those factors which were adjudged to have been relatively unimportant in the establishment of the eight colleges. Six such factors may be thus identified, and these are given in Table XIII. (To have been judged to have been relatively unimportant generally, a factor received such a rating for at least five of the colleges.) Two of the factors listed in Table XIII are in the Political category (i.e., "Conflict Reduction" and "Prestige"). The remaining four factors are in the Occupational ("Local Employment"), Economic ("Added Revenue"), Social ("International Relations"), and Demographic ("Shift") categories.

III. ADDITIONAL FACTORS

Analysis of the questionnaire and interview data revealed two groups of factors, in addition to those on the questionnaire, which were perceived to have been operative in the establishment of one or more of the eight colleges. The first of these groups, like the taxonomy, contains factors (23 in all) related to the benefits which would apparently accrue through the establishment of a college. The second group, however, consists of those "facilitating" factors related to the procedures through which the colleges were established.

BENEFIT FACTORS

In completing the 40-item questionnaire, 38 respondents suggested an overall total of 96 factors in addition to those on the questionnaire. An analysis of these suggested factors reduced the number of such additional factors to 23, since many of the suggested

TABLE XL1

THE EIGHT FACTORS OF HIGHEST RELATIVE IMPORTANCE, FOR ALL COLLEGES

Factor	Descriptive Statement
Third ¹	The cost to students in terms of a local college than at a university.
Credit ¹	Students can attend the college, and then transfer their credits to a university.
Scope ¹	The college can provide educational opportunities not offered by the university.
Breadth ¹	The college will increase the number of opportunities for people to obtain an education.
Proximity ³	A local college will reduce substantially the distance post-secondary students would have to travel.
Diverse Educational Needs ³	The college will comprise a response to a growing and general demand for post-secondary and adult education.
Structure ³	The college will enable many more people to acquire occupational skills than have been able to in the past.

¹ This factor was ranked a "1" or "2" for all eight colleges.
² This factor was ranked a "1" or "2" for six colleges.
³ This factor was ranked a "1" or "2" for six colleges.

Source: Table XI.

TABLE XLII

SIX RELATIVELY UNIMPORTANT FACTORS, FOR ALL COLLEGES

Factor	Descriptive Statement
Conflict Reduction	The establishment of colleges will help to reduce conflict among existing post-secondary institutions.
Local Employment	The establishment of a college would provide employment for local residents.
Added Revenue	A college would bring additional revenue to the city in which it was established.
International Tensions	International tensions have led to an increase in the number of students who want post-secondary education.
Shift	People have moved from rural areas to the larger centers, thereby creating a larger number of potential college students.
Prestige	The college will enhance the prestige of the city in which it is located.

Source: Table XI.

factors were similar to one another. A compilation of these additional factors follows below, with the factors being grouped according to similarities in their nature.

Additional Educational Factors:

1. The college will provide programs to replace those currently offered by the Public School System (e.g., Senior Matriculation).
2. The college represents an opportunity for students to obtain sound counselling with regard to both academic and career concerns.
3. The college's curriculum will offer flexibility within and between programs.
4. The college will reduce the number of "drop-outs" at the First- and Second-Year university levels.
5. The college will provide post-secondary opportunities for those on unusual daily or yearly time schedules.
6. The college will provide programs which will articulate with the non-academic streams of secondary school.
7. The programs of the college will fill the gap between the academic and vocational program opportunities by providing technological programs.
8. College programs will help to increase the length of "basic education" to 14 years.
9. The pupil-teacher ratio will be lower at a college than at a university.
10. The college will offer practical, as well as academic, subjects.
11. Students attending a college will work under faculty members whose interests lie in counselling rather than in research.

Additional Economic Factors:

1. The college will enable more people to invest in an education, thereby increasing their lifetime earnings.
2. A system of colleges will represent a more efficient use of the "tax dollar".
3. A local college will help to keep more "tax dollars" within the region.
4. Regional colleges will be a more equitable way of distributing the funds available for post-secondary education.
5. The college will provide subsidized dormitories or residences for students who live outside the host community.

Additional Social Factors:

1. The college will provide programs for Native people and/or other minorities.
2. The college will bring cultural benefits to the area in which it is located.
3. The college will reduce the differences in status between "academic" and "vocational" students.

Additional Governance Factors:

1. A local college would enhance local autonomy and responsibility in the design of the curriculum.
2. The college will consolidate many existing, but separate, educational activities within the region.

Additional Political Factors:

1. The establishment of a regional college would promote interdependence and interdependence, cooperation and harmony.
2. The college will increase the proportion of individuals to engage in post-secondary education through an "open door" policy.

In most instances, respondents rated the additional items in terms of their relative importance. However, because these items were not presented to all members of the questionnaire sample, no observations related to the relative importance of the additional factors are made herein.

Facilitating Factors

Interview and documentary data revealed three types of factors which facilitated the establishment of the colleges, either through making manifest an apparent need for a college, or for overcoming potential difficulties in the dynamic process through which the colleges were established, or both.

Legitimacy Factors. Major legitimization of the establishment of each of the colleges included in this study was contained in the recommendations of the Macdonald Report. At least one interviewee, and many documents, from each college region made direct reference to the importance of this Report in stimulating and/or justifying the quest for a college in the various regions of the Province. For example:

... It was the Macdonald Report that caused the College in the North Central District to be created (Sokalos, 1974):

It [the Macdonald Report] crystallized the thinking and gave a validity to it. There was an outstanding educator, a man who was respected in the Province, and who had taken a look at the whole situation related to post-secondary education, and who said, "This is what we need." It was just the sort of thing for which many people had been searching, and it gave the whole idea into a nice package which was acceptable to everyone involved in education (Cassam, 1974):

and

. . . I think the catalyst in the whole thing was the Macdonald Report (Glensk, 1974);

and

. . . It began with the Macdonald Report, which had recommended the establishment of colleges in the various parts of the Province (Hitchell, 1974).

The texts of by-laws passed by school districts wishing to participate in the establishment of a college usually gave formal recognition to the recommendations of the Macdonald Report; two resolutions contained in a typical bylaw were the following:

And whereas the report Higher Education in British Columbia - A Plan for the Future, prepared by Dr. J. B. Macdonald, President of the University of British Columbia, showed the need and recommended the establishment of a Regional College in the () area; And whereas the Board of School Trustees of School District No. () in its agreement with the observations and recommendations of the said Dr. J. B. Macdonald; (B.C.S.T.A., 1964:8).

A second factor which stimulated the establishment of colleges was contained in the enabling legislation; for example:

. . . basically, there was the very fact that a college was now possible, partly through enabling legislation (Brooks, 1974);

. . . we discovered that there had been an amendment (or change) in the School Act which provided for the establishment of colleges (Kamman, 1974).

Since permission to hold a plebiscite was granted by the Ministry of Education however, a major factor was introduced in obtaining a favourable decision in this regard. With such permission,

the establishment of a college was out of the question (e.g., see Chapter V, Capilano College and Cariboo College).

Temporal Factors. The establishment of the various colleges over an interval of several years enabled the later colleges to benefit from the experiences of persons associated with the establishment of the earlier colleges. For example, the publication Establishing Regional and School District Colleges in British Columbia: A Guide for Trustees (i.e., B.C.S.T.A., 1964), was composed in large part of materials produced during the establishment and promotion of Selkirk College. The impact of these materials upon the establishment of later colleges is evident (e.g., see Vernon School Board, 1965). Similarities also occurred between the promotional materials other than those employed in the establishment of Selkirk College (e.g., see N.S.R.C.C.C., 1967; N.B.R.C.C.C., 1968; and G.V.S.B., 1970).

Secondly, at least one college area (Capilano College) based its case for a college (in part) upon a favorable comparison of its circumstances with those of areas in which colleges had previously been established (see N.S.R.C.C.C., 1967). In a supplementary report to the Department of Education, characteristics of the North Shore area were compared with those of Malahat, Okanagan, Selkirk, and New Caledonia colleges and on each of the alternatives cited in the report, the Capilano College section surpassed the "predecessor college" established by the earlier colleges.

Locational Factors. The advantages of a college are related to the importance of available and qualified leadership in the establishment of the predecessor college. Experience in locational matters was cited as an important component of leadership by one locationalist (Campbell,

1976); another interviewee (MacMillan, 1975) underscored the importance of having leaders who were knowledgeable about the college concept; yet another interviewee (Whitlam, 1975) stressed the importance of finding leaders who had sufficient time to devote to the promotion of the college.

All but two of the college regions utilized "outside" consultants in planning for the colleges (the two exceptions were Camoosn College and Caribdo College). Only one college region (Okanagan College) employed a firm for the specific purpose of establishing a favorable college concept in the minds of the electorate, although the consultants employed by some of the other college regions (e.g., Selkirk College) were involved in this task in addition to their other duties.

Finally, the Superintendents of Schools in the districts of the eight college regions played a variety of leadership roles. In some college regions (e.g., Selkirk College and Douglas College) the Superintendents were perceived to have been key leaders (Campbell, 1974; Wootton, 1974); in other areas, the Superintendents played a positive (but relatively passive) role (Whitlam, 1974). Although the membership of each initial college council included one Superintendent of Schools, from among the several within the typical college region, there was no obligation upon Superintendents to become actively involved in the establishment of the colleges; the individual Superintendent's role was determined, in part, by the nature of his interests, his board's interests, and the demands of the school system of which he was the chief administrator (Baker, 1974; Paton, 1974).

IV. THE TAXONOMY

In order to test the validity of the generic categories to which the factors were assigned in the taxonomy described in Chapter II, a factor analysis was performed on the data obtained from the 136 returned questionnaires. According to the results of this analysis, the 40 items on the questionnaire fall into nine factor categories, none of which corresponds exactly to the major divisions of the taxonomy. The factor loadings are displayed in Appendix F, and a brief description of the nine factor categories follows below.

To reiterate, the taxonomy was constructed by grouping specific factors which were similar in import, and applying appropriate generic labels to the groups so formed. The factor analysis, however, described clusters of factors which are grouped according to characteristics ascribed to the factors by the questionnaire respondents, and reflect "reasoning syndromes" based upon different dimensions than those employed by the writer.

The Nine Factor Categories

The following categories are presented in (descending) order of the variance for which they account.

"Local Benefits". This questionnaire items in this category are related to benefits which inhere in the area in which a college was established. For example, the items related to college funds (#23), the revenues of the city (#27), and the availability of employment opportunities for local employment (#5) are items of this type which fall into this category.

"Opportunity". The five items in this category reflect the perception that a college will augment the numbers of post-secondary opportunities, thereby stimulating a greater rate of participation in post-secondary education. Two such factors are those related to the growing demand for post-secondary education (#25), and to the transfer function (#29).

"Resource Facilitation". This category contains items which tend to describe how a college can be employed in the development of human resources. Two of the seven factors in this category are the items related to the meeting of manpower requirements (#1) and to the development of a well-informed citizenry (#21).

"Self-Improvement". The six items which fall into this category describe the college's potential role in individual development. Two such items are those which related to education as a lifelong process (#38), and to the apparent relationship between education and upward social mobility (#13).

"Home Environment". This category contains items which describe perceived benefits which might accrue through students residing at home while attending in post-secondary education. The items related to social (#3) and academic maturity (#7) fall in this category, as does the item related to proximity (#33).

"Demographic Presentation". This category contains items which describe the establishment of a college as a response to increasing population. The questionnaire items related to immigration (#35) and to rural-urban shifts (#20) are two of the five items in this category.

"Local Determination". The three items in this category are related to the local philosophical stance (#10), and to the availability of funds or grants (#11). These items appear to reflect a desire for decentralized decision-making related to post-secondary education (particularly if the grants were of the "matching" type).

"Responsiveness". This category contains items which relate to services not perceived to be offered by a university. Two of the three items in this category are those describing the salvage function (#6), and the provision of non-university offerings (#16).

"Practical Programs". The two items in this category refer to the provision of practical, rather than academic, subjects (#17), and to the provision of continued training programs (#40).

The nine factor categories account for 57.9 per cent of the total variance. Only one item (#4, related to the reduction in conflict among institutions) was not placed in any of the categories; its factor loading, however, indicated that this item would most likely fall in the "Local Benefits" category.

V. SUMMARY - CHAPTER VI

This Chapter has presented an examination of the factors associated with the emergence of the eight colleges included in this study. Following a composite description of the manner in which the economic factors were related to the establishment of each of the eight colleges, 23 factors represented by questionnaire responses were provided. These groups of factors related to the establishment of the establishments of colleges, as determined through an examination of

Interview and documentary data, were also presented. Finally, the results of an analysis of the 136 returned questionnaires were described.

CHAPTER VII

CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS

I. INTRODUCTION

On the basis of the data presented in the preceding chapters, it is the purpose of this Chapter to present the conclusions derived from an examination of those data, to offer some implications of these conclusions, and to make a number of recommendations.

II. CONCLUSIONS

It was the purpose of this study to identify and analyze specific factors which were perceived to have been associated with the emergence of selected two-year colleges in British Columbia during the period 1958 - 1970. Three problems were addressed in the study:

Problem 1: To determine the specific factors perceived to have been associated with the emergence of each of these colleges.

Problem 2: To determine the relative importance of the identified factors to the emergence of each of these colleges.

Problem 3: To analyze any variations in the incidences of operative factors among the individual colleges.

The conclusions related to these problems are presented below in three parts: the first contains conclusions related to Problems 1 and 2, the second part relates to Problem 3, and the third part contains conclusions related to the emergence of the entire group of colleges.

Conclusions Related to Problems 1 and 2

The following conclusions are related to the relatively important factors which were operative in the establishment of the eight two-year colleges included in this study.

Campan College. Campan College was established primarily in response to specific factors which were educational, economic, occupational, technological, and political¹ in nature. Of these, educational factors were of primary importance, inasmuch as the college was perceived to facilitate an increase in both the number and type of post-secondary educational opportunities available to students. This college was perceived to offer economic advantages to students, in terms of the costs associated to their obtaining post-secondary education. Finally, the college was perceived to meet the needs of persons requiring occupational-related educational opportunities.

Carlisle College. Of the factors associated with the establishment of Carlisle College, specific educational, economic, occupational, political, and social factors were the most important. Of these, educational factors were of primary importance, while the occupational factors (as a group) were of secondary importance. In addition, the college was perceived to be a necessary augmentation of the number of post-secondary opportunities available to North Shore residents, and which would be provided at a lower cost to students than would equivalent university opportunities. Finally, the college was perceived to be an institution which would facilitate the social maturation of students.

¹In each of the eight sub-sections, the "political" factor was related to the democratization of educational opportunities, as defined in Chapter II.

Cariboo College. Cariboo College was established in response to specific factors which were educational, occupational, political, economic, geographic, and social in nature. Of these, educational factors were of paramount importance. According to a secondary group of factors, the establishment of this college was seen to provide an increased number of post-secondary opportunities in the Cariboo region at a favorable cost to students, and to respond to the educational needs of individuals engaged in occupations.

College of New Caledonia. The establishment of the College of New Caledonia occurred largely in response to specific factors which were educational, social, economic, political, and geographical in nature. While educational factors were of prime importance, the provision of an increased number of post-secondary educational opportunities within the Central Interior was also of some importance. The college was perceived to provide these opportunities at a lower cost to students than would a university, and would do so in a manner which would enhance the social and academic maturation of its students.

Douglas College. The important factors associated with the establishment of Douglas College were educational, political, economic, and geographical in nature. The provision of an increased number of post-secondary opportunities in the Lower Fraser Valley in a way which would reduce the distance to, and cost of, such opportunities represented an important objective; the desired opportunities were of both academic and non-academic in nature.

Malaspina College. Of the factors associated with the establishment of Malaspina College, specific educational, political, economic,

social, occupational, and geographic factors were the most important. While educational factors were (as a group) of predominant importance, the college was also perceived to provide a greater number of post-secondary opportunities, at the local level, which would entail less expense to students than would attendance at a university. The college was also perceived to be an institution which would provide employment-related educational opportunities.

Okaraigan College. Okaraigan College was established in response to specific factors which were educational, political, economic, occupational, and geographical in nature. The college was perceived to provide an increased number of academic and non-academic post-secondary opportunities in the Okaraigan Valley, and to do so at a reduced cost to students than would a university.

Salkirk College. The specific factors associated with the establishment of Salkirk College were educational, economic, political, occupational, technological, and geographical in nature. The establishment of this college was perceived to bring an increased number of post-secondary educational opportunities to the West Kootenay region, and to provide such opportunities at a lower cost to students than would a university. The college was perceived to play an important role with regard to occupational and technological changes which were taking place in that part of the Province during the early and mid-sixties.

Conclusions Related to Problem 3

While it was the major purpose of Chapter VI to address Problem 3, two conclusions stemming from the analysis of factors are:

presented below.

On the basis of the analysis provided in Chapter VI, it is concluded that four factors were commonly important in the establishment of the eight colleges included in this study. Specifically, the establishment of these colleges was perceived to: (1) reduce the costs to students of post-secondary education; (2) provide transfer opportunities to students seeking a university education; (3) provide educational opportunities not offered by universities; and (4) increase the number of opportunities for people to obtain higher education. It is further concluded that an additional four factors (related to the "catalytic function", to proximity, to a growing and general demand for post-secondary and adult education, and to the acquisition of occupational skills) were of general importance in the establishment of these colleges, although the impact of these latter factors was not as great as those in the first set of common factors.

Some General Conclusions

The following conclusions relate to factors which were common to the group of eight colleges.

The Macdonald Report. While it has not been possible to determine whether the recommendations of the Macdonald Report created or provided a solution to the post-secondary aspirations of students throughout the Province, it is concluded that the catalytic role of this report was of fundamental importance to the establishment of two-year colleges in British Columbia. By recommending that post-secondary education be decentralized, Macdonald satisfied three of the

concerns expressed by the first set of four factors above: (1) students could attend a college nearer their home, and do so at reduced costs to themselves and their parents; (2) through transfer opportunities, students could engage in university-level work without encountering many problems perceived to accompany attendance at a large university; and (3) through transfer opportunities, students (and their parents) perceived an increased probability of their ultimately gaining entry to the University of British Columbia, since increasingly stringent restrictions on first-year enrolments at that institution were involved during the 1960's.

The Propensity of Numbers. As shown in Chapter IV, the establishment of colleges in British Columbia occurred during a period of relatively strong population growth in that Province; simultaneously, the propensity of students to seek higher educational qualifications was also increasing. It is concluded that these two factors operated in concert to generate a real and/or potential demand for increased post-secondary services throughout the Province.

The Chart Report. The data indicates that the colleges were established, in part, to offer secondary school graduates a broader base of post-secondary alternatives than had previously been the case, namely, attending a university or entering the work force. The augmentation of the number of secondary school programs by itself, however, was not perceived to have overcome the bifurcation of career patterns. In all college systems, it is concluded, the colleges were established (in part) to fill this perceived "educational gap".

The methodology. As applied in the cases of the eight colleges included in this study, the overall methodology was satisfactory in terms of the data it enabled the writer to obtain, and in terms of the analysis of those data which could be performed. Although it was not possible to assign the definite roles to more than a score of specific factors, the methodology facilitated the resolution of relatively important and relatively unimportant factors in the establishment of the eight colleges.

While the taxonomy described in Chapter II enabled this writer to classify factors in terms of their common meaning, this taxonomy did not appear to reflect the manner in which individuals and groups had classified these factors when justifying or promoting the establishment of a college. Rather, their classifications appear to have been based upon their knowledge of the thoughts, past actions, and probable responses of other individuals and groups with regard to a proposal to establish a college. When asked to review the factors which were operative in the establishment of the respective colleges, for example, interviewees generally cited such factors in order of their perceived relative importance rather than in terms of the taxonomic categories used in this study. In a similar vein, the nature of arguments in favor of establishing these colleges typically was dependent upon the emphasis of such arguments before to governmental bodies. For example, usually stressed different sets of factors than did presentations to the electorate. The taxonomy provided a basis upon which such differences could be identified.

III. IMPLICATIONS

The results of this study suggest the following implications.

The Taxonomy

While the use of a taxonomy is not novel to educational research, the taxonomy employed in this study included a broader range of factors than, say, purely instructional objectives. The taxonomy was an attempt to organize a body of information, and generated an hypothetical structure which was utilized in the search for specific factors. As a guide in this search, the taxonomy (a) enabled this writer to codify different semantic descriptions of the same factor, (b) formed the basis of an analysis of factor categories, and (c) through questionnaire respondents, provided a more comprehensive listing of operative factors than might have been possible otherwise.

A taxonomy should be more than a catalogue, however; the items in a taxonomy should be ordered in a manner which reflects reality and facilitates the use of the taxonomy. It is suggested, therefore, that the taxonomy utilized in this study would be of greater use if the grouping of items were to be revised in accordance with the results of the factor analysis. The overall listing of specific factors would still remain intact, and any judgements of the relative importance or unimportance of factors could be made in terms of the perceptions of respondents rather than in terms of hypothetical or tentative categories. A revised taxonomy, it is suggested, would provide a more valid description of underlying factors than did the present taxonomy, and would possibly facilitate an explanation of how various factors combined to somewhat support the establishment of a

college.

The 23 additional factors obtained from questionnaire respondents are useful in that they extend the scope of the taxonomy. These additional factors might be assigned tentative positions in a revised taxonomy, with confirmation of their placement being dependent upon further research.

It is not implied, however, that a taxonomy based upon the factor analysis reported in this study will be of use in all future studies related to the establishment of two-year colleges. Depending upon the specific purposes of such studies, it may be desirable to utilize (or search for) fewer than the nine factor categories derived in this study through factor analysis. An examination of interview and questionnaire data reveals, for example, that the specific factors might be grouped according to the manifest or latent benefits they are perceived to reflect; similarly, further analysis might reveal that the factors represent underlying types of demand which are related simply to urban-rural differences.

The Role of Educational Factors

An examination of the conclusions presented earlier in this chapter reveals that educational factors as defined in this study were relatively important in the establishment of each of the eight colleges included in this study. In part, this finding may reflect the interests and backgrounds of the persons from whom data were obtained, although every effort was made to gather a cross-section of perceptions related to operational factors. It may also reflect, with some probability, simply a basic set of reasons for which these educational institutions were established, and to which certain factors must

be added (in various combinations) before the establishment of a college, become justified in terms of the resources it will consume. Under this model, educational factors are necessary for the establishment of a college, but are not (in themselves) always sufficient to create or sustain a demand for a college.

IV. RECOMMENDATIONS

On the basis of the results of this study, the following recommendations are offered. In each case, these recommendations refer to further studies which might be made.

Facilitating Factors

Since this study was primarily oriented to "benefit" rather than "facilitating" factors, an important and relevant aspect of the early phase of the college movement in British Columbia has been omitted. It is recommended, therefore, that a study be made of the social and political processes through which the colleges came into existence, be undertaken. The results of such a study, combined with those of the present study, would permit the construction of a comprehensive model of the emergence of colleges; as well, such a study would complete the documentation of events related to the establishment of the various colleges.

The Taxonomy

In order to assess further the viability and grouping of the factors identified in the literature and (in this study) through questionnaires, it is recommended that a revised taxonomy be tested through application to the establishment of colleges other than those included in this study.

The development of such a taxonomy would be of use to the administrators of the colleges included in such a study, inasmuch as it would provide information related to the initial purposes for which these institutions were established. Further, a valid taxonomy could be a useful tool in the articulation of contemporary objectives.

College Performance

While the initial purposes for which the eight colleges were established need not be of relevance today, it may be of interest to college officials to determine if the initial purposes of the colleges are being (or have been) met. It is recommended, therefore, that the analytical structure developed in this study be applied to the contemporary operations of the eight colleges. Such a study would conceivably indicate any discrepancies between objectives and performance, and would therefore be of use in the design of college programs.

Criteria of Establishment

Finally, it is recommended that the taxonomy employed in this study be utilized in the development of a comprehensive set of criteria which would be of use in determining whether the establishment of a college was warranted. While population, economic stability, and commuting distance are useful parameters of an area's potential ability to support a college, it is suggested that other, more detailed, criteria might be developed. Such additional criteria would facilitate not only the predicting of where colleges might be required in the future, but would also facilitate program locations related to the ongoing educational requirements of the region in which such colleges might be located.

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- 1966 Minutes of Meeting, August 6, 1966. North Vancouver: North Shore Regional College Coordinating Committee.
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- Castlegar News
1963 November 28, 1963
- Callahan (North Shores)
1968a March 6, 1968
1968b July 21, 1968
1968c September 4, 1968
- Callahan (Kelowna Gazette)
1968a May 17, 1968
1968b November 4, 1968
1968c November 12, 1968

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1969 August 17, 1969

Columbian (New Westminster)

1966a January 13, 1966

1966b January 14, 1966

1966c February 17, 1966

1966d March 26, 1966

1966e May 20, 1966

1967a August 15, 1967

1967b September 29, 1967

1967c November 7, 1967

1967d November 8, 1967

1967e December 14, 1967

1968 May 9, 1968

1969a January 22, 1969

1969b February 14, 1969

1969c February 27, 1969

1969d February 28, 1969

1969e March 4, 1969

1969f March 7, 1969

1969g March 10, 1969

1970 January 9, 1970

COMMUNIST (Trail, Local 480, Mine-Mill Union)

1964 September, 1964

Labour Opinions (Labour)

1965 March 24, 1965

LADY SMITH (Champlain Shovelers (Lady Smith))

1967 August 30, 1967

1969 October 28, 1969

LADY SMITH (North Vancouver)

1968 February 22, 1968

MAGAZINE (MAGAZINE)

1964 December 8, 1964

Nelson Daily News (Nelson)

1963a April 26, 1963

1963b July 2, 1963

1963c December 2, 1963

1963d December 4, 1963

1963e December 5, 1963

1964a January 14, 1964

1964b March 4, 1964

1964c October 22, 1964

1964d November 21, 1964

1964e December 31, 1964

Pentteton Herald (Pentteton)

- 1963a January 29, 1963
- 1963b February 15, 1963
- 1963c February 22, 1963
- 1963d March 5, 1963
- 1963e March 8, 1963
- 1963f March 21, 1963
- 1963g April 17, 1963

Province (Vancouver)

- 1964 March 5, 1964
- 1968 March 2, 1968

Queenel Cariboo Observer (Queenel)

- 1967 May 18, 1967

Ronnland Miner (Ronnland)

- 1963 November 22, 1963

Santinel (Kamloops)

- 1962a May 26, 1962
- 1962b June 14, 1962
- 1964a May 10, 1964
- 1964b June 2, 1964
- 1964c June 17, 1964
- 1964d June 24, 1964
- 1965a March 5, 1965
- 1965b March 6, 1965
- 1965c March 8, 1965
- 1965d March 11, 1965
- 1965e March 19, 1965
- 1965f March 31, 1965
- 1965g April 1, 1965
- 1968a March 27, 1968
- 1968b April 2, 1968
- 1968c April 12, 1968
- 1968d May 4, 1968
- 1968e May 7, 1968
- 1968f July 10, 1968
- 1968g August 14, 1968
- 1968h October 29, 1968
- 1968i November 6, 1968
- 1968j November 7, 1968
- 1968k November 14, 1968
- 1968l November 27, 1968
- 1969a May 1, 1969
- 1969b May 4, 1969
- 1969c May 5, 1969
- 1969d May 7, 1969
- 1969e May 9, 1969

1969f May 10, 1969
 1969g May 13, 1969
 1969h May 14, 1969
 1969i May 15, 1969
 1969j May 16, 1969

Sun (Vancouver)

1965 January 14, 1965
 1968a February 16, 1968
 1968b March 8, 1968
 1968c March 18, 1968
 1968d March 29, 1968
 1969d March 4, 1969
 1971 January 30, 1971

Triall Daily Times (Triall)

1963a February 22, 1963
 1963b June 15, 1963
 1963c October 28, 1963
 1964a March 5, 1964
 1964b March 13, 1964
 1964c March 17, 1964
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Upper Islander (Courtenay)

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1965a April 1, 1965
 1965b April 8, 1965
 1965c April 12, 1965
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D. INTERVIEWS AND CORRESPONDENCE

Δεμιελ, J.

1974 Λιμενολογία; Δεκέμβριος 12, 1974, Βανκούβερ.

Βαλεζ, Δ.

1974 Λιμενολογία; Δεκέμβριος 8, 1974, Βιανόβια.

Βαλιμπε, Ρ.

1974 Λιμενολογία; Δεκέμβριος 19, 1974, Κοβόλαμ.

Βαλιμπε, W.A.C.

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1974 Interview; August 23, 1974. Kamloops.
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1974 Interview; August 21, 1974. Kelowna.
- Campbell, G.
1974 Interview; October 3, 1974. Lethbridge.
- Chell, J.
1974 Interview; August 9, 1974. Victoria.
- Clay, M.
1974 Interview; August 22, 1974. Kampton.
- Dalglish, J.
1974 Interview; August 8, 1974. Victoria.
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1974 Interview; August 22, 1974. Kelowna.
- Doo, H. D.
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- Douglas, J. D.
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- Douglas, O.
1974 Letter to writer; September 6, 1974. Kamloops.
- Dowling, I. W.
1974 Interview; November 22, 1974. Edmonton.
- Ellis, J. R.
1974 Interview; August 15, 1974. Vancouver.
- Flack, M. V.
1974 Letter to writer; September 9, 1974. Kamloops.
- Gleason, A. H.
1974 Interview; August 13, 1974. North Vancouver.
- Graham, N. J.
1974 Interview; August 14, 1974. New Westminster.
- Gray, J.
1974 Interview; August 20, 1974. Trail.

- Hammond, D. F.
1974 Interview; August 5, 1974. Lake Cowichan.
- Harrison, N.
1974 Interview; August 26, 1974. Kamloops.
- Jamison, C. B.
1974 Interview; August 5, 1974. Sooke.
- Kellett, J.
1974 Letter to writer; November 6, 1974. Prince George.
- Kitchner, H. K.
1974 Interview; August 14, 1974. North Vancouver.
- Lambert, J. R.
1974 Letter to writer; September 11, 1974. Campbell.
- Lynick, L.
1974 Letter to writer; October 6, 1974. Penticton.
- MacMillan, R.
1974 Interview; August 6, 1974. Nanaimo.
- MacLennan, M.
1974 Interview; August 26, 1974. Kamloops.
- MacMillan, V.
1974 Interview; August 24, 1974. Victoria.
- McKinnis, G. S.
1974 Letter to writer; October 30, 1974. Delta.
- Mitchell, S. N.
1974 Interview; August 9, 1974. Victoria.
- Murphy, A. K.
1974 Letter to writer; October 1, 1974. Courtenay.
- Orbaugh, G. M.
1974 Interview; August 6, 1974. Nanaimo.
- Rae, G. M.
1974 Interview; August 13, 1974. Courtenay.
- Ramsden, G.
1974 Interview; August 6, 1974. Nanaimo.
- Road, G. A.
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- Scalen, R.
1974 Interview; August 28, 1974. Prince George.
- Smedley, J.
1974 Interview; August 12, 1974. New Westminster.
- Smith, D.
1974 Interview; August 15, 1974. New Westminster.
- Solen, A. E.
1974 Interview; August 7, 1974. Victoria.
- Spratley, L.
1974 Interview; August 14, 1974. West Vancouver.
- Standal, A.
1974 Interview; August 8, 1974. Victoria.
- Stevenson, A.
1974 Interview; August 27, 1974. Williams Lake.
- Todd, D.
1974 Interview; August 28, 1974. Prince George.
- Williams, J.
1974 Interview; August 5, 1974. Ladysmith.
- Wlans, P.
1974 Interview; August 26, 1974. Kamloops.
- Woolson, G. (G).
1974 Interview; August 12, 1974. New Westminster.

APPENDICES

APPENDIX A

CORRESPONDENCE WITH LIBRARIES AND NEWSPAPERS

Libraries to Which Introductory Letter Was Sent

Castlegar Public Library, Castlegar
 Kamloops Public Library, Kamloops
 Nelson Municipal Library, Nelson
 Prince George Public Library, Prince George
 Okanagan Regional Library, Kelowna
 Penticton Community Library, Penticton
 Okanagan Regional Library, Vernon

Newspapers to Which Introductory Letter Was Sent

The Castlegar Observer, Castlegar
 The Kamloops Daily Herald, Kamloops
 The Kelowna Daily Courier, Kelowna
 The Nelson Daily News, Nelson
 The Penticton Herald, Penticton
 The Prince George Citizen, Prince George
 The Trail Daily Times, Trail
 The Vernon News, Vernon
 The Williams Lake Tribune, Williams Lake

FACULTY OF EDUCATION
UNIVERSITY OF ALBERTA
EDMONTON, CANADA



THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6M 0A1

I am a doctoral student at the University of Alberta, and I am presently engaged in dissertation research. The study I am conducting relates to the experiences of Black and Indigenous students in British Columbia, and seeks to explore and discuss through which the various college experiences should be established.

I am hoping to be visiting the various college experiences during the month of August and I would like to study any documents (reports, research articles, etc.) which relate to the design of the college in your area, and which might be found in your library.

My interest in visiting to you is that I am in the process of your visit the names of my visit, and to ask if you would please (and if possible) my research which might be of use to me.

I would appreciate any help you can give me.

Yours truly,

H. L. Hodgman

CARIBOO OBSERVER

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August 7, 1974

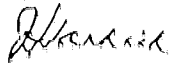
Mr. H. L. Workman
Faculty of Education
Department of Educational Administration
The University of Alberta
Edmonton, Alberta
T6G 2K1

Dear Mr. Workman:

Your letter of August 2, 1974, regarding your research on colleges in British Columbia was received today.

Due to limited staff, we are unable to assist in locating material for you in advance of your visit, but our files are certainly available for your examination should you wish to check through them.

Yours very truly,



J. Hardick

MEMBER, CANADIAN PRESS - AMBIT BUREAU CANADIAN DAILY NEWSPAPER PUBLISHERS ASSOCIATION

The Calgary Daily Courier

DIVISION OF THE CANADIAN PRESS - AMBIT BUREAU

C.M. 890 04
CALGARY, ALTA
PHONE 244-4444

August 7, 1974

Mr. H.L. Workman
Faculty of Education
University of Alberta
Edmonton, Alberta
T6G 2E1

Dear Sir:

In reply to your letter concerning the emergence of regional colleges in this province, please be assured that we will be pleased to give you the opportunity to receive our newspaper files when you are in the vicinity, provided you do not come here on the week of our move to our new building. We are scheduled to move at the end of the month of August.

You will appreciate the fact that there have been many articles devoted to regional colleges over the years. We regret it would be impossible for us, with the limited time at our disposal, to reproduce this material for you.

Sincerely,

[Handwritten Signature]
D.K. Smith
General Manager

DRS:qfk

APPENDIX B

THE INTERVIEW

A LIST OF INTERVIEWEES

A. The Provincial Perspective

- Mr. A. E. Solen
 Associate Deputy Minister, §
 Post-Secondary Services,
 B. C. Department of Education.
 Formerly: Principal, Selkirk College.
- Dr. John D. Desimone
 Professor of Higher Education
 University of British Columbia
- Dr. D. C. Smith
 Professor of Higher Education
 University of British Columbia
- Mr. Frank Belinder
 President, B. C. Association of Colleges
 Formerly: President, B.C.S.T.A.
- Mr. John Acheson
 Publications Officer,
 University of British Columbia
 Formerly: Staff Writer, Education,
 The Vancouver Sun.
- Dr. L. W. Douglas
 Commissioner,
 Formerly: Professor of Educational
 Admin.,
 University of British
 Columbia;
 Commissioner to Selkirk
 College Council;
 Commissioner to Council of the
 College of New Caledonia.
- Dr. G. Campbell
 Associate Professor of Education,
 University of Saskatchewan.
 Formerly: Principal, Selkirk College
- Mr. W. A. G. Brimmer
 Former Lecturer,
 University of British Columbia

B. Camosun College

- Mr. A. Batey
 Director, Community Services Division,
 Camosun College.
- Formerly: Principal,
 Institute of Adult Studies
- Mr. J. Dalgleish
 Associate Director of Business,
 School District No. 61 (Victoria)
- Formerly: Director of Adult Education,
 School District No. 61 (Victoria)
- Mr. J. Chell
 Former Superintendent of Schools,
 School District No. 61 (Victoria)
- Dr. C. B. Jamison
 Former Chairman, Board of School
 Trustees,
 School District No. 61 (Victoria).
- Mr. W. Stoldal
 Community Information Officer,
 School District No. 61 (Victoria).
- Formerly: Staff Writer, Education
 The Daily Colonist.

C. Capilano College

- Mr. A. H. Glendon
 Founding Principal,
 Capilano College.
- Dr. J. F. Ellis
 Professor of Educational Foundations,
 Simon Fraser University.
- Formerly: Founding Member, College
 Council, Capilano College.
- Mr. H. K. Klerman
 Dean, Career Programs,
 Capilano College.
- Mr. L. D. G. Brooks
 Former Director of Planning,
 Capilano College.
- Formerly: Director of Adult Education,
 School District No. 44
 (North Vancouver)
 and No. 45 (West Vancouver).

Mrs. L. Spratley

Former Editor,
The Citizen (West Vancouver).

Former Public Relations Officer,
Capilano College.

D. Cariboo College

Mr. N. Harrison

Founding Principal,
Cariboo College.

Formerly: Director of Adult Education,
School District No. 24
(Kamloops)

Mr. C. A. Bruce

Superintendent of Schools,
School District No. 24 (Kamloops).

Formerly: Member of Cariboo College
Council.

Mr. A. Stevenson

Chairman, and Founding Member,
Cariboo College Council.

Mr. N. Matthews

Former City Editor
The Kamloops Sentinel.

Mr. P. Wang

Former Mayor,
City of Kamloops.

E. Douglas College

Mr. G. C. Woolton

Founding Principal,
Douglas College.

Mr. J. Smedley

Former Chairman,
Douglas College Council.

Mr. S. J. Graham

Superintendent of Schools,
School District No. 40 (New Westminster)

Formerly: Member, Douglas College
Council.

F. Malabarria College

Dr. C. M. Orgaard	Principal, Malabarria College
Mr. D. F. Hammond	Founding Member, Malabarria College Council.
Dr. R. MacMillan	Founding Member and Former Chairman, Malabarria College Council.
Mr. J. Whittam	Founding Member, Malabarria College Council.
Mr. C. Ramsden	Publisher, Nauyasno Daily Free Press.

G. College of New Caledonia

Mr. D. Todd	Superintendent of Schools, School District No. 57 (Pulaco Googoo)
	Formerly: Founding Member, Council of the College of New Caledonia.
Mr. R. Sealon	Registrar, College of New Caledonia.
	Formerly: Director of Adult Education, School District No. 28 (Quasiasil).
Dr. L. W. Downey (ΑΛΙΩ ΑΘΩΝ)	Former Commissioner to Council of College of New Caledonia.

H. Okavagaa College

Mr. G. Buckland	Former Chairman and Founding Member, Okavagaa College Council.
Mr. L. Deslinsky	Director of Instruction, School District No. 23 (Kaloowa)
	Formerly: Member of Mayor's Committee on Higher Education, Kaloowa.

Mrs. V. McCulloch^v

Founding Member,
Okanagan College Council.

Mr. G. M. Paton

Former Superintendent of Schools,
School District No. 15 (Penticton)

Former Member, Okanagan College
Council.

Mr. M. Clay

Former Superintendent of Schools,
School District No. 15 (Penticton)

L. Selkirk College

Mr. F. Belcher
(also above)

Former Chairman,
Selkirk College Council.

Dr. G. Campbell
(also above)

Founding Principal,
Selkirk College.

Mr. S. N. Mitchell

Founding Member,
Selkirk College Council.

Mr. J. Gray

Founding Member and Former Chairman,
Selkirk College Council.

Mr. G. Ramsden,
(also above)

Former Publisher,
Nelson Daily News.

APPENDIX C

CORRESPONDENCE RELATED TO THE INTERVIEWS

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6N 6G1

DEAR

I am a doctoral student at the University of Alberta, and I am presently engaged in dissertation research. My area of study centers upon the emergence of district and regional colleges in British Columbia, and in the course of collecting data related to this topic, I hope to interview a number of people in each college area who are knowledgeable on this subject. In particular, I wish to obtain information related to systems and processes through which the respective districts and regions determined that a college should be established.

Since you have expertise in this regard, I would like very much to seek an appointment with you. This interview would be of an open-ended nature, and although I wish to tape-record the conversation, I can guarantee the confidentiality of what transpires (see attached). My initial plans are to be in your area during the week of August 14 and I would hope to see you during that time.

Should you accede to this request, please complete and return the enclosed slip at your earliest convenience; if you will not be available for an interview, would you please indicate the name and address of another person in your area whom I might contact for information.

Thank you for your help.

Yours very truly,

M. L. HOSKINSON

INTERVIEW INFORMATION

- 1. Following the interview, I will prepare typewritten transcripts of the conversation.
- 2. A copy of the transcript will be returned to the interviewee for any additions or elaboration, as well as for an indication of those parts of the interview which may be attributed, in the dissertation, to the interviewee. As well, the transcripts will be read by my advisor, Dr. R. C. Byers, in order to verify (for academic purposes) any unattributed statements which may be used in the dissertation. Other than myself and the interviewee, Dr. Byers will be the only person to read the transcripts. Entire transcripts will not be included in the dissertation.
- 3. Should interviewees wish that statements of information not be attributed to them, but if such information is essential to the dissertation, such statements will be attributed to "a spokesman" or some appropriate pseudonym.

H. L. ROSEMAN

Παρακαλώ επιστρέψτε αυτή στην ει γινόμεναι συλλέγει συγγραμμάτων.

Βασικά στοιχεία: _____

1. Η απάντηση θα αναλλοίωτα του αν απαντήσετε ότι _____
(όχι)

ΑΝ _____

2. Η απάντηση μου θα αναλλοίωτα δική μου ή θα προσεγγιστεί με την απάντηση, _____
4
που απάντηση θα αναλλοίωτα δική μου ή θα προσεγγιστεί με την απάντηση _____

3. Η απάντηση μου θα αναλλοίωτα, που απαντήσει είναι της συλλογικής προέλευσης μάλλον
θα συζητηθεί:

Α. _____
(όνομα) (διεύθυνση)

Β. _____

Γ. _____

FACULTY OF EDUCATION
DEPARTMENT OF CURRICULAR
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6A 6A1

Further to my interview with you, I am enclosing a transcript of our conversation for your review. While I have prepared the transcript in a form which is virtually verbatim, some minor editing was necessary in placing the questions and responses in paragraph form, and in eliminating any repetitions in phrasing which may have occurred.

In your reading of the transcript, I would ask that you ascertain that there are no errors in context or omission, and should you wish to alter or elaborate upon any points, please do so.

While I do not anticipate making a great number of direct quotations from the transcript or interviews, I would ask that you indicate any portions of this transcript which may not be cited and/or attributed to you.

Please use the enclosed envelope to return the transcript to me.

Again, my sincere thanks for your valuable contribution to this study.

Yours very truly,

H. L. HOGKMAN

APPENDIX D
THE QUESTIONNAIRE
AND
INTERVIEW GUIDES

FACULTY OF EDUCATION
DEPARTMENT OF CURRICULAR
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2G1

REGIONAL AND DISTRICT COLLEGES
IN BRITISH COLUMBIA
(QUESTIONNAIRE)

This questionnaire consists of a number of statements typical of those which may have been used in promoting the establishment of District and Regional colleges in British Columbia. In completing the questionnaire with respect to the colleges in your area, you are asked to make the responses for each statement:

- (1) Please indicate whether or not the given statement (or a close facsimile) was used in promoting the establishment of the college; and
- (2) Please indicate, on a scale from "1" to "5", how appropriate the statement was to the establishment of the college. In this scale, "1" will represent "very appropriate" and "5" will represent "of no importance"; of course, several statements may be given the same numerical scale.

Exemplars:

	ΣΚΑΙΣΜΟΣ ΝΑΙ?	ΑΠΡΟΚΤΑΤΟ ΣΚΑΛΗΜΑ
"There will be lower or a negligible college than at a university."	<u>Yes</u>	<u>A</u>
"The college will help solve the school drop-out problem."	<u>No</u>	<u> </u>

Since some of the statements resemble each other closely, please read the whole set of statements before you begin to make your responses. Finally, remember that you are asked to indicate the use and appropriateness of these statements, not whether or not you may personally agree with them.

Thank you,
W. L. Workman
W. L. Workman

STATEMENTS

	Statement Used?	Importance Estimate
1. A system of colleges will play a role in meeting the Province's manpower requirements.	-----	-----
2. A significant increase in the number of 18 to 20 year old students necessitates the establishment of a college.	-----	-----
3. A college affords many students the opportunity to mature socially and emotionally before going to university.	-----	-----
4. The establishment of colleges will help to reduce conflict among existing post-secondary institutions.	-----	-----
5. The establishment of a college would provide employment for local residents.	-----	-----
6. The college will afford students and adults a "second chance" to obtain an education.	-----	-----
7. Students can gain academic maturity before proceeding to a university.	-----	-----
8. A college would bring additional revenues to the city in which it was established.	-----	-----
9. A local college would be more representative to our particular philosophical atmosphere and would a university.	-----	-----
10. In establishing a college, the region would take advantage of available funds at hand.	-----	-----
11. International relations have led to an increase in the number of students who seek postsecondary education.	-----	-----
12. The college will provide excellent opportunities for employment in the area.	-----	-----
13. A college education facilitates many social mobility for the individuals.	-----	-----
14. A college would make use of previously under-utilized local facilities.	-----	-----
15. The presence of local colleges broadens the base of postsecondary opportunities in the Province.	-----	-----
16. The college can provide educational opportunities not offered by the university.	-----	-----

STATEMENTS

	Statement Used?	Importance Estimate
17. The college will enable many more people to receive occupational skills than have been able to in the past.		
18. The relative number of retired people has increased, and the college can meet some of their educational and recreational needs.		
19. The promotion of a college would provide a goal for local interest groups.		
20. People have moved from rural areas to the larger centers, thereby creating a larger number of potential college students.		
21. A democratic society needs well informed citizens, and the college can help to achieve this goal.		
22. People now have more time free from work and home, and the college can enable them to make effective use of this time.		
23. State funds should be significantly enhanced through the establishment of a local college.		
24. The establishment of colleges will comprise a system of postsecondary education in the Province.		
25. The college will comprise a response to a growing and changing demand for post-secondary and adult education.		
26. The college is a natural result of the evolution of postsecondary education.		
27. The college will enhance the benefits of the state in terms of its citizens.		
28. Our area has a tradition of providing free educational opportunities to its citizens.		
29. Students can attend the college, and their families benefit from the college.		
30. A college is now being planned in the area.		
31. The college will increase the number of opportunities to receive education.		

STATEMENTS

	Statement Used?	Importance Estimate
12. The college will play a part in developing the nation's human resources.
13. A local college will reduce substantially the distance postsecondary students would have to travel.
14. Technological changes have made personnel out of date, and the college can rectify this situation.
15. People have immigrated to this area, increasing the college-age population.
16. The cost to students is less at a local college than at a university.
17. The college is needed for the teaching of practical, rather than academic, subjects.
18. Education is a lifelong process, and the college will enhance this process.
19. Provincial or civic initiative in establishing colleges is a sound political tactic.
20. The college will provide certified training programs.

If there are other statements which were used in the promotion of the establishment of the college in your area, please use the space below to describe these statements and your estimate of their importance.

Thank you again for your help.

INTERVIEW GUIDE - PROVINCIAL PERSPECTIVE

1. In your opinion, what factors led to the 1958 legislation which enabled school districts to establish two year colleges?
2. Why, do you think, was the introduction of this legislation followed by approximately four years of relative inactivity?
3. To the best of your knowledge, what factors, pressures, or concerns led to the Macdonald Report?
4. The Macdonald Report appears to have provided initial stimulus to interest groups in various areas of the province by creating or legitimizing a need for two year colleges. In your opinion, how important was this report to the introduction and growth of two year colleges in British Columbia?
5. Many types of factors - historical, economic, demographic, and educational, for example - have been cited as responsible for the emergence of two year colleges in British Columbia. In your opinion, and from a provincial perspective, how is the emergence of these colleges explained in terms of such factors?
6. Finally, and again from a provincial perspective, how do you explain the general reluctance of college areas to pass referenda for capital funds after their having supported the college concept in principle?

INTERVIEW GUIDE - INDIVIDUAL COLLEGES

1. In your opinion, what were the fundamental reasons or factors which led individuals or groups to press for a two-year college in this area?
2. What is your estimate of the relative importance of these factors to the subsequent establishment of the college?
3. (If applicable) How do you explain the reluctance of the School District to join the college system?
4. To what extent did the establishment of the college depend upon "prime movers" or special interest groups? For example, were Chambers of Commerce very active, or did school Superintendents and Boards spearhead the drive for support?
5. How do you explain the reluctance of taxpayers to pass a referendum for capital funds, their having initially supported the college concept in principle?

APPENDIX E

CORRESPONDENCE RELATED TO THE QUESTIONNAIRE

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FACULTY OF EDUCATION
PROCESSED BY ADMINISTRATIVE
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
TAM 461

I am a doctoral student at the University of Alberta and I am presently engaged in dissertation research. My area of study centers upon the emergence of district and regional colleges in British Columbia, and I wish to obtain information about the factors which led the respective districts and regions to determine that a college should be established.

Through interviews and documents, I have identified a number of persons in each college area who have expertise in this regard, and from whom I might seek information. You have been identified as such a person, and I would very much appreciate your assistance with respect to the origins of the college in your area.

Should you accede to this request, please complete and return the enclosed questionnaire at your convenience.

Thank you for your help.

Yours truly,

W. L. HOCKMAN

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2G1

Ευχαριστώ για την συνδρομή σας, η οποία συνέβαλε σε μια επιτυχή ολοκλήρωση
για τους σκοπούς μου.

Thank you again for your help.

ΧΑΡΗΣ ΚΑΜΥΛΑ

Η.Α. ΗΟΛΚΩΜΑ

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION



THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6A 6A1

As you may recall, a few weeks ago I forwarded to you a questionnaire related to a study of the origins of two-year colleges in British Columbia.

In summarizing returns to date, I note that I have not yet received a completed questionnaire from you. I know that this time of the year is often very busy, and that you may have put the questionnaire aside for completion at a more convenient time. However, I would appreciate your completing and returning the questionnaire, since the information you can provide is essential to this study.

Of course, if our letters have appeared in the mail, please disregard this reminder.

Thank you again for your help.

Yours truly,

W. L. H. HARRISON

APPENDIX F

FACTOR LOADINGS OF QUESTIONNAIRE ITEMS

TABLE XIII

FACTOR LOADINGS OF QUESTIONNAIRE ITEMS

Question Item No.	Local Benefits		Factor Loadings, by Category							
	Local Benefits	Local Benefits	Opportunity	Resource Availability	Self-Improvement	Home Environment	Demographic Pressures	Local Determination	Responsibility	Practical Programs
3	0.720						(0.718)			
8	0.795									
19	0.434									
23	0.571							(0.307)		(0.216)
27	0.752							(0.259)		
25			0.368							
29			0.730		(0.521)					
30			0.692							
31			0.751							
35			0.558						(0.300)	
1				0.422						
15				0.661						
21				0.610				(0.217)		(0.341)
24		(0.231)		0.489	(0.599)					
28			(0.380)	0.402						
32				0.544						
39				0.531						
12					0.470					
13					0.528					
17					0.477					
18			(0.427)		0.445					
22	(0.240)				0.571					
24	(0.361)				0.537					
								(0.270)		(0.597)

TABLE XXIII (continued)

Question Item No.	Factor Loadings, by Category ¹						
	Local Benefits	Opportunity	Resource Facilitation	Self-Improvement	Home Environment	Demographic Pressures	Local Departmental Responsiveness
3		(0.178)					
7			(0.210)				
33		(0.430)			0.823 0.723 0.543 (0.153)		
2						0.533	
11			(0.333)			0.467	
20			(0.282)			0.615	
28			(0.409)			0.521	
35						0.333	(0.343)
10	(0.253)		(0.292)			0.595	(0.463)
14						0.598	
18						0.421	
16		(0.289)		(0.294)			0.623
38				(0.423)			0.751
37			(0.231)		(0.287)		0.430
40							0.640
4	(0.376)						0.565
						(0.318)	

¹The criterion loading was 0.400. Loadings in parentheses are the second highest loadings for each item; other loadings are omitted for this table.

Source: Factor analysis of questionnaire responses.