

THE EVOLUTION OF THE BAY ST.
GEORGE COMMUNITY COLLEGE:
ONE AMONG MANY

CENTRE FOR NEWFOUNDLAND STUDIES

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WALTER HARVEY CLIFFORD GOUGH



THE EVOLUTION OF
THE BAY ST. GEORGE COMMUNITY COLLEGE:
ONE AMONG MANY

BY

WALTER HARVEY CLIFFORD GOUGH,
B.A., B.Ed.

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Department of Curriculum and Instruction
Memorial University of Newfoundland



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ABSTRACT

This thesis attempts to establish the roots and trace the development of the Bay St. George Community College. The development of vocational education, adult education and crafts training in Newfoundland is examined in light of relevant developments in post-secondary, non-university education in the rest of Canada.

The evolution of the college is found to be similar to the process which took place in other provinces. Issues which this college, as well as others, must resolve if it is to continue to respond effectively and efficiently to the needs of the "community" have been identified and commented upon.

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CHAPTER I

BACKGROUND

"A central and recurring theme in our hearings was a concern that the quality of Canadian education is inadequate to the task of securing future economic well-being and social progress."

Royal Commission on Economic Union
and Development Prospects for
Canada, 1984.

Introduction

Significant changes took place in Canada, and the world, following World War II. Rapid advances in technology made communication and travel easier and more rapid, and increased the rate of mechanization in the workplace. Educational philosophy broadened and changed in that expenditures on education were viewed as an investment in the social and economic betterment of the nation (Commission to the Association of Universities and Colleges of Canada, 1965, p.11). The growing educational needs and aspirations of Canadians fostered an expansion in the post-secondary education system. One of the outcomes of this expansion was the emergence during the 1960's and 1970's of the "community college".

Today, Canadians, as well as the rest of the world, are questioning their educational system and questing for

ways to improve it. According to the Report of the Royal Commission on Economic Union and Development Prospects for Canada (after the Royal Commission on Economic Union), many of the victims of the 1981-83 recession were, by the prevailing standards of the day, well educated. As well, there was a broad sense that Canadians were ill prepared for the new technological age we were entering (Challenges and Choices, p.46).

The Issue

Skill training and general education opportunities for adults were formally established in the Bay St. George-Stephenville area with the establishment of the District Vocational School at Stephenville Crossing in 1963 and the Adult Education Center and the Heavy Equipment School at Stephenville in 1967. These institutions expanded their influence over the years and, in 1976, were amalgamated into a single institution known as the Bay St. George Community College. This action was confirmed by an act of legislature in April 1977.

Now that the College has been in operation for ten years, it would seem fitting for us to trace the significant events in the development of the college and to identify issues which it must face in the future. This process should not be done in isolation but rather be considered in conjunction with what was transpiring in the rest of Canada

while we acknowledge the historical development of the community.

Consequently, within the following pages, the writer proposes to discuss the development of vocational and continuing education in the area with reference to ongoing developments which were transpiring in Newfoundland and the rest of Canada.

CHAPTER II

AN OVERVIEW

Introduction

At the time of confederation in 1949, Newfoundland's population was some 322,000 persons who were very unevenly distributed throughout the province. Nearly one half of the entire population was congregated on the east coast of the Island on the Avalon Peninsula, with St. John's accounting for some 57,000 of these. A mere 32% of Newfoundland's population lived in urban areas with a population of 1,000 or more. The rest were distributed among the more than 1,300 small settlements spread over 6,000 miles of coastline (Canada Yearbook, 1950, p.171).

Despite an earlier recognition of the need for vocational training, the efforts being expended at this time did not meet the need being expressed. There were no vocational schools except for the remnants of the disbanded vocational institute for ex-service men which was now operating in tenuous circumstances. The adult education movement was much healthier as evidenced by the fact that at this time, work was being done in seventeen communities involving some 1,500 students (Rowe 1976, p.30). The Division of National Handicrafts, administered by the Department of Education, was enjoying moderate success - up

to June, 1949 some 1,800 persons had taken advantage of the services of this department (Canada Yearbook, 1950, p. 354). As well, there is some evidence to indicate that the Jubilee Guilds and Nonia were quite active (Rowe, 1976, p. 127-129). In existence also was a loosely organized apprenticeship system which had been set up by the larger companies operating in Newfoundland to fulfill their need for skilled manpower (Wm. May, in Anderson, 1979, p.73).

Today, some 37 years later, Newfoundland has a population of approximately 570,000 persons, with some 59% classified as dwelling in urban areas. Interim efforts in vocational and adult education have resulted in a Marine Institute, three colleges, a crafts school and 15 district vocational schools strategically located throughout the province.

The Crisis

World War II seems to have brought the issue of vocational education in Newfoundland to a head. In September, 1940, Britain and the United States concluded an agreement whereby Britain would receive at least fifty destroyers while the United States received authorization to establish and use naval and air bases in Newfoundland and the Caribbean Islands controlled by Britain. The construction and operation of the five large bases and the numerous smaller installations demanded a large force of

skilled, semi-skilled and unskilled civilian workers. In a country such as Newfoundland, where such large scale projects are few and far between, only the demand for unskilled workers could be met readily. (Note: Newfoundland did not become a part of Canada until 1949. Prior to this date Newfoundland had Dominion status the same as Canada). However, the American military soon began a program of technical and literacy training to help alleviate this deficiency in its civilian personnel (Annual Report of the Department of Education, 1945-1947, p.68).

There was also the problem of what to do with the thousands of Newfoundlanders now serving in the Armed Forces who would be returning home once the hostilities had ceased. They would be demanding remunerative employment. To meet this need, the Department of Home Affairs and Education created a division called Vocational Training and Civil Re-establishment, and, under its auspices, operated a vocational institute for ex-service men from April 1, 1946 to December 31, 1948. This institute offered training in such areas as diesel engineering, motor mechanics, carpentry and joinery, electrical work, plumbing, pipe-fitting and oil furnace heating, machine shop practice, and sheetmetal work (Rowe, 1976, p.111). The decision to close the training institute caused such controversy that the government decided to operate the school on a trial basis for the benefit of the civilian population, but this was on a much

smaller scale. It was proposed to offer five courses for the day program (diesel engineering motor mechanics, carpentry and joinery, electrical work, and bricklaying) with two additional courses added to the evening offers (machine shop practice and boat building). An indication of how eager Newfoundlanders were to take advantage of this training opportunity is shown by the fact that there were more than 260 applications for the 64 day and 79 evening places available (Annual Report of the Department of Education, 1950, p.150). In 1953, the institute, in cooperation with the Department of Labor, was able to become involved with apprenticeship training as a result of legislation enacted by the federal and provincial governments in 1951 (Rowe, 1976, p.112).

The demands for vocational training continued to escalate, and by 1960 the Department of Labor was undertaking apprenticeship training in five trade areas on a regular basis at five different locations outside St. John's (Annual Report of the Department of Education, 1960-1961, p.140). As well, by 1961 the institute had expanded to six locations throughout St. John's, increased its enrollment by 623%, and now offered training in 19 courses (Anderson, 1979, p.139).

Vocational Education

After confederation, Newfoundland was able to take

advantage of federal-provincial agreements for funding the costly endeavor of vocational training. In the words of former Premier Smallwood:

This was precisely what I wanted, it was right up my alley, no one was more pleased, and no one took so much advantage of it; proper advantage that is. No one availed himself so quickly and thoroughly of the offers from Ottawa as I did. We really went to town more than any province in Canada. We built 18 trade schools. (Six were built in 1970). There hasn't been one built since by the way. All there are, I put there. I'm very proud of that.

(Smallwood, in Anderson, 1979, p.106).

Before the end of 1949, Newfoundland had signed the Vocational Schools Assistance Agreement with Ottawa. This was an agreement between the federal and provincial governments of Canada in 1945 which provided federal financial aid to the province for vocational training on a 50-50 cost shared basis (Rowe, 1976, p.112). The agreement with Newfoundland provided for extra money beyond that committed in the 1945 agreement (Canada Yearbook, 1952, p.722).

Upon the expiration of this agreement in 1957, a new agreement was signed which provided more money for vocational training (Canada Yearbook, 1957, p.789). This agreement, in turn, was replaced by an even more generous

agreement in 1960 (the federal government had now agreed to contribute 75% of the cost of approved capital projects as opposed to 50%), (Rowe, 1976, p.112). As a result, the Newfoundland Government revised and expanded its plans, announced in 1958, to build nine new vocational institutions throughout the province to meet the vocational training need of all Newfoundlanders by proposing to build eleven district vocational schools and two colleges (Rowe, 1976, p.112).

In 1964, there were 12 provincial vocational institutions, (excluding the College of Fisheries), providing training for some 1,190 students in 34 trade and occupational courses and 10 technology courses. In 1974, there were 19 provincial vocational institutions providing training for 8,874 students in 40 trade and occupational courses and 13 technology courses. In 1984, there were 18 provincial vocational institutions providing training for 7,247 students in 63 trade and occupational courses and 21 technology courses.

Adult Education

In 1936 the Newfoundland Government created a Division of Adult Education within the Department of Education (Rowe, 1976, p.175). This action resulted from the activity which had been ongoing in this area since the early 1920's. Activity in this area continued to expand and in 1949 the departmental report showed that "in four urban

centers, eight full-time and twenty-four part-time teachers had conducted evening classes from Grade I to Grade XI for a total 1,127 students" (Annual Report of the Department of Education, 1950, p.125). However, this activity declined sharply in the 1950's until in 1958 only one center, St. John's, was in operation (Annual Report of the Department of Education, 1959, p.137). This decline was partially the result of an inability to secure teachers due to a greater demand for qualified day school teachers, the hardship and inconvenience of working and traveling in isolated parts of the province, and a lessening emphasis on a purely academic education (Rowe, 1976, p.175).

The activity within this department resurgent during the 1960's can be attributed to the Technical and Vocational Training Act of 1960 and the influx of federal money into post-secondary and vocational education. This federal-provincial agreement heralded the building of the original vocational schools and the creation of a new Division of Technical and Vocational Education within the Department of Education, whose responsibility it was to administer schools. In 1965 the Division of Adult Education was incorporated into the Division of Technical and Vocational Education. The transfer of responsibility for adult education into this division encouraged the vocational schools to offer evening adult classes. In 1966, adult education classes were conducted in 50 centers. The utiliz-

ation of the vocational schools was feasible for a total of 3,000 students (Annual Report of the Department of Education, 1967, p.124).

As a result of the Adult Occupational Training Act of 1967, money from the federal government was available and large scale day programs for adults were started. By 1975 there were over 1,000 students involved in nine regional centers (Rowe, 1976, p.117).

In 1974 it had become obvious that the Division of Technical and Vocational Education had become too busy with the needs of technical and vocational training to pay the kind of attention to adult education and the academic side of the training that needed to be supplied. As a result, a new Division of Adult and Continuing Education was created within the Division of Technical and Vocational Education. This division was new in an administrative sense only, since the areas that it would be responsible for were already in existence. It was to administer the academic upgrading, craft training, part-time, and evening programs. In 1980 this division was operating its part-time academic evening program in 73 centers with an enrollment of 5,259 students. By 1984 the participation rate in the same program was 7,141 students in 47 centers (Corcoran, 1984, p.1).

The Jubilee Guilds

In 1935, Lady Anderson, wife of the then Governor of

Newfoundland, organized a movement known as the "Jubilee Guilds". Its object was to help alleviate the effects of the great depression while at the same time to raise the standard of living in the Newfoundland outports through education and vocational training. The organization engaged a number of field workers who, upon request from a local group, visited the communities and gave instruction in various handicrafts. Local co-operation was encouraged and suggestions for improving homemaking habits, nutrition and health education were offered (Gertrude Benoit, personal interview, June, 1986).

By 1937 there were twelve guilds operating in the various outports around the province. A marketing centre to dispose of surplus crafts produced by the local guilds was set up in St. John's.

The Jubilee Guilds continued to emphasize craft training until 1965, when the provincial government set up a craft-training section within the Division of Technical and Vocational Education. The craft section grew rapidly and in 1974 became part of the new Division of Adult and Continuing Education.

In 1980 this section of the division sponsored 369 craft courses in 83 centers for 4,157 students. By 1984 this had declined to 166 courses in 40 centers for 1,731 students (Corcoran, 1986, p.2).

CHAPTER III

THE BEGINNINGS

Stephenville

The town of Stephenville is located on the southwestern coast of Newfoundland approximately 150 km north of Port aux Basques. It has an altitude of 86 feet above sea level (Department of Industrial Development, 1982, p.3). The town and surrounding area has, generally, more agreeable weather than the rest of the province. This is partially the result of the moderating influence of the Gulf of St. Lawrence and by virtue of being sheltered by the land mass of mainland Canada on one side and that of the island on the other.

According to an Evening Telegram article (May 22, 1973, p.6), Stephenville was founded by two fishermen, William Hunt and James Penny, both from Nova Scotia, who landed in the area with their families on May 18, 1844. They were soon followed by other immigrants, so that by 1911 Stephenville was a thriving farming-fishing community with a population of 826 comprising approximately 130 families (Le Messurier, 1983, p.7).

During the 1930's the Commission of Government attempted to promote regional development through the establishment of other farmer-fishermen communities through-

out the area. People were encouraged to resettle here from other areas and provided with basic fishing facilities and help in promoting agricultural projects.

However, this effort was destined to be interrupted by the "destroyer-base" deal negotiated between Britain and the United States in 1940. The United States had not yet (1940) entered the war, but the government was anxious to build an airfield in Newfoundland. In the eventuality that the United States did enter the war, a refueling stop would be needed en route to ferry men and supplies across the Atlantic. This was due to the fact that in 1940 aircraft did not have the cruising range they have today. The decision in 1941 to build an air base in Stephenville provided the local people an opportunity to secure salaried jobs. People forsook the old ways of earning a living and commuted daily to their jobs in Stephenville. The base not only disrupted the economy in 1941 but continued to overshadow and dominate the economy of the whole area.

Between 1941 and 1943 the base at Stephenville was primarily an emergency landing strip. In 1943, Air Transport Command took control of the base and proceeded to improve and expand facilities. In 1950 control of the base was transferred to the Northeast Air Command which spent some \$95 million dollars on expansion and reconstruction between 1951 and 1957. In June of 1957, control of the base was transferred to the Strategic Air Command, which spent an

additional \$13 million dollars over the subsequent two years, improving and expanding facilities (Decks Awash 13:4, p.9-11).

This construction and expansion activity provided ample opportunity for the civilian population to receive on-the-job trade training for the American personnel (Anderspn, 1979, p.64-65).

The initial temporary construction of the base employed approximately 200 people, while at the height of construction in 1957 it provided work for 1,300 Newfoundlanders (Decks Awash 13:4, p.9). Over the same period the population of Stephenville more than quadrupled. The population of 871 in 1945 became a population of 3,762 in 1956. By 1961, with a population nearly doubled since 1956 (6,043 as compared with 3,762), Stephenville was considered a growth area and was designated as one of the regions to receive one of the vocational training schools to be built under the Technical and Vocational Training Assistance Act of 1960. Consequently, a district vocational school was opened in Stephenville Crossing in 1963 to serve the needs of the area.

In 1965, the Stephenville area, which had prospered and grown with the American base for 25 years, received a crushing blow - in November of that year an announcement was made that the American Base at Stephenville would cease operations. The base had fallen victim to modern aircraft

technology and had become redundant. Its reason for being had vanished. With the development of the long range aerial tanker, the need for forward refueling stations ceased to exist. On December 31, 1966 the base was officially closed and turned over to the province of Newfoundland (Hamlyn et al., 1986, p.11).

This closure created substantial unemployment in the region both directly, since 1,200 people directly employed on the base lost their jobs, and indirectly through a lessening demand for services and a loss of American and local clientele (Hamlyn et al., 1986, p.12).

To meet this crisis, as well as to respond to other economic pressure, the Newfoundland Government proposed to underwrite a large adult training and upgrading center utilizing the accommodation vacated by the Americans. As well, a heavy equipment training center was to be operated in the area (Rowe, 1976, p.113-114).

Early Government Efforts

This was not the first government effort to establish vocational education. In 1853 the government made its first response to the recognized need for vocational training by providing special funds for the establishment of "commercial" schools which would include "navigation" and "industrial employment" as part of its curriculum. A somewhat more successful attempt to alleviate this problem was made in

1874 when the government provided a special grant for manual or "technical" training. However, only the denominational colleges and a few other schools in St. John's were able to benefit from this yearly grant; the remainder of the schools in the province continued to emphasize an academic education based on "the three R's" and were plagued with a high drop-out rate among the older students (Rowe, 1976, p.20).

That none of the measures advanced to redress the need for vocational education (even as late as 1946) had succeeded can, in no small way, be attributed to an inadequate supply of qualified teachers and to the lack of financial resources. Out of 2,375 teachers employed in Newfoundland in 1949 a mere 57 had degrees and 700 had not spent even one year at university (Rowe, 1976, p.25).

Newfoundland has always been poor. Its fishery-based economy operated, for the most part, on a barter system. Government revenue was derived primarily from an ad valorem duty on imports, hence the taxes paid were a mere book-keeping entry and were invisible to the average person (Rowe, 1976, p.71). Neither the government, the local community nor the church-based societies had the resources to meet the staggering financial burden required by the attempt to implement a vocational education program. Prior to 1949 there was nowhere to turn for financial assistance.

Despite the admirable progress which had been made in the first seven years, a cost-shared federal-provincial

vocational training agreement - 1,406 full-time and 2,230 apprentices and part-time graduates at the St. John's Vocational Institute - the need to do more was very pressing. To date, training had been restricted to adult post-school programs. No regular high school vocational courses, such as existed in practically all other provinces, had yet been developed.

Federal Government Aid

With the signing of the Vocational Training and Education Agreement Number 2 in 1957, the Newfoundland Government indicated once again its intention to address the vocational needs of the province. In a ministerial statement made on May 28, 1957, the Minister of Education said:

It is the Government's hope that under this new agreement it will be possible:

1. To expand the present program which primarily serves young people who had left school.
2. To develop a program of vocational education and training at the high school level to complement the present high school program which is almost wholly academic.
3. To expand the program by setting up institutes in strategic areas of the Province having special regard to geographic and industrial needs.

(Proceedings, House of Assembly, 1957, May 28).

By August, 1961, the dye ~~was~~ cast in determining the direction of vocational education in Newfoundland. Premier Smallwood announced the government's decision to construct and equip twelve regional vocational schools under a new 75-25% federal-provincial cost-shared agreement. One of these schools was designated for the Stephenville area and would have a potential student capacity of 200 for day classes and 600 for night classes.

Having considered the federal-provincial agreements, one is not surprised at the direction which vocational training has taken in this province. For, as Alain Frecker concluded in his 1946 report regarding the establishment of composite regional high schools, "The real crux of the problem is financial" (Frecker, 1946, p.15). The federal government had agreed to cost share various programs with the provinces under the training agreements. In the 1959 agreement these programs were referred to as "schedules" while the 1960 agreement refers to the programs by "number". (See Appendix 5). The majority of these programs were cost shared on a 50-50 basis. However, it was possible to receive assistance of 75% for training under Schedule M - a designation noting training provided for unemployed workers (Glendenning, 1968, p.49). This was also the case for training under Program 5 (program for training unemployed) in the 1960 agreements. This was unique among the

programs covered under the act. To add even more to the impact of Program 5, the federal government in 1963 raised its share of training cost to 90% and in 1966 to 100%.

District vocational School at Stephenville Crossing

The vocational school for the Stephenville area was located at Stephenville Crossing. The school opened in the fall of 1963 under the principalship of Arthur Rogers, ostensibly offering courses of study in seven trade areas: beauty culture, carpentry, clerical, electrical (basio), farming mechanics, plumbing and heating, and shorthand typing. Over the years the school has continued to expand its horizons by offering additional courses of study, adding a heavy equipment operation school in 1967 and later a logging school. By 1974 it was possible to pursue studies in 14 different trade areas. Its enrollment increased from 65 in its initial year of operation to 612 in 1974.

When the trade school first opened it was envisioned that the general pattern of training for most courses would span two years (from September to June, each). The training time was to be allotted approximately 50% to shop and theoretical training in a specific trade area, and the remaining time was to be spent in enriching the student's knowledge in applied mathematics, science, English, drafting and selected shopwork (Prospectus 1963-1964, p.6). This was in keeping with what A.E. Hart proposed that vocational training would

encompass in his 1950 report: "The aim will be to provide a thorough general education (on high school or matriculation level) coupled with sound vocational training for future leaders in industry, commerce, art and engineering." (Annual Report of the Department of Education, 1950, p.151). The 1954 Annual Report of the Department of Education makes reference to mathematics, blueprint reading and sketching being taught as a part of the trade training program at the St. John's Vocational Institute (p.177). When the Institute first opened, training focused on making the student functionally competent in his particular trade area.

By the following year, (i.e. the second year the trade schools were in operation) this pattern had changed. Now trade courses would last for one year (September to June) with approximately 70% of the training time being devoted to shop and theoretical training for a particular trade. The remaining time would be spent broadening the student's knowledge in applied mathematics, science, English, drafting and related shop work (Prospectus 1964-1965, p.11). This later apportioning of time seemed more reasonable, since the related subjects could be expected only to remediate minor discrepancies in the student's background. Larger gaps would have to be cared for by way of upgrading the student's basic academic education.

The trade school conducted not only a full-time day

trades training program but operated a vibrant part-time evening program as well. The evening offerings included not only apprenticeship training in particular trades, but also personal interest and academic upgrading in a host of communities stretching from Gallants to St. Davids to Cape St. George.

According to Martin Gallant, former principal of the trade school at Stephenville Crossing, the demand for adult education within the catchment area of the school was especially acute, since many of the people lacked the prerequisite formal education required for entry into the trade training courses being offered at the school. In an attempt to meet this need, the vocational school, in co-operation with the M.U.N. extension service field-worker, would go to the different communities and, through a series of public meetings, recruit candidates for different courses. The services of local academic teachers would be secured for the supervision and teaching of evening upgrading courses. (Usually it was the local school principal).

Classes were usually conducted for grades 4-7 and 8-10 in academic subjects. Instruction would be given in English, mathematics, and science with a view to raising the student's education to an equivalent of the standard of education required for entry into a particular trade. All the instructors from the area would convene and construct a comprehensive examination covering all grade levels, to be

administered to the students at the end of the year. The examination was normally written at the vocational school in June, and a student qualified for a particular grade level certificate depending on how much he had correctly completed. The examinations for those below grade 8 were constructed and administered locally. Since no trade required less than a grade 8 for entry, the trade school did not perceive a need for so strict a control over grading for those grades as for those grade 8 and above. The need for this service was greatly curtailed, especially in the Stephenville - Port au Port area, with the advent of the Stephenville Adult Center, (Martin Gallant, personal interview, June, 1986).

When the American base closed in 1966 it left some 1,200 people without work (Brown, 1982, p.6). This sudden disappearance of the economic base of the Stephenville area created a crisis for the provincial government. A number of district vocational schools had just been constructed throughout the province to train people in the technical skills demanded in the labor market. Unfortunately, many of those who needed the training could not avail of the opportunity because they lacked the academic prerequisites necessary for acceptance into trade training. Over 40% of the adult population had not achieved a grade 8 education in 1966. According to an Unemployment Insurance Commission survey, over 75% of the unemployed persons in Newfoundland

In March 1964 had less than a grade 9 education (Royal Commission on Education and Youth, 1967, p.9).

In recognition of this program the Department of Labor, in the summer of 1966, sponsored an upgrading program at the Stephenville Crossing Vocational School for candidates whom they had selected from those whose services had been terminated from the American base and who the department felt could achieve a grade level needed for entry into trade training (Martin Gallant, personal interview, June, 1986). Many of these clients went on to complete successfully the trade course of their choice.

At this same time the mining companies in Labrador and the proposed hydro project at Churchill Falls and the extensive roadbuilding program that was underway were creating a market for workers with particular technical skills. As indicated in the Annual Report of the Department of Education, 1966-1967, the government seized the opportunity to utilize some of the facilities, to which it had become heir with the closing of the American base. In January, 1967, a training and upgrading center was established, and, with the purchase of a million dollars worth of heavy equipment, a heavy equipment training center (formally attached to the district vocational school) was opened at Stephenville (p.123-124).

Stephenville Adult Center

The Stephenville Adult Center began operation in January, 1967, in a building formerly used as a high school for the children of the American personnel. For the first six months the center operated with 198 students and a staff of 15, including 12 instructors (Newfoundland Government Bulletin, May, 1969, p.23).

What was started as an aid for a depressed area soon mushroomed into an institution with a provincial mandate to upgrade people from all regions of Newfoundland. By 1968 the center, with a student enrollment of 674, had outgrown the former base high school and expanded into another building. The next year the center renovated and operated two additional buildings to accommodate a student enrollment which continued to increase until it reached a maximum of 1,700 students in 1972. At this time the program was decentralized and fewer students attended upgrading at the center in Stephenville, since each trade school had the capability and mandate to upgrade people from its catchment area.

The first upgrading program was operated by teachers recruited from the day school system and charged with teaching the students a high school equivalency program. This may explain why the original curriculum comprised mathematics, English, science and social studies (which included history, geography and world affairs). The program

was compressed and accelerated so that the student wrote examinations for grading purposes every four months. Thus, it was possible for a student to achieve two grades in one year.

After the first year, the program was modified, when social studies was dropped from the list of subjects to be taught. With the opening of the additional building in 1968, the first attempts at homogeneous grouping were made when approximately 100 of the students with the lowest academic achievement were segregated for intensive instruction in reading and English. By 1970 another innovation had occurred with the emergence of a six week module system whereby the entire curriculum was broken down into modules of work which could be covered in a time span of six weeks. This system made it possible for a student to achieve up to three grades within one year.

In 1971 a demonstration project involving 45 students and utilizing program materials from Saskatchewan Newstart Corporation was conducted at the center. Ensuing from this was an individualized program of studies which freed the student from the rigid, lock-step method of progress in his studies. The student could now progress at his own rate and receive immediate feedback for his attempts at mastering a particular learning task.

By the late 1960's and early 1970's, the Center was aware of the developments which were taking place in the

other provinces with respect to community colleges. The Center itself was beginning to respond to the community and provide educational experience and training in a broad range of areas in a vigorous evening program. The offerings included arts, crafts, business education as well as academic programs. In fact, the demand and enthusiasm for these courses grew so rapidly that by 1974 they were an integral part of the full-time day program being offered at the Center, which also included training in cooking and hospitality services.

By 1975-76 a new era had dawned on the Center. It was planning and sharing services and personnel with the District Vocational School in preparation for a merger into an experimental institution based on a community college concept.

CHAPTER IV

THE COLLEGE

Introduction

The Newfoundland Government had never been satisfied with the comprehensiveness of the educational experiences provided within the school system. As late as 1946 the Commission of Government had the Secretary of Education, Alain Frecker, conduct a survey into regional high schools in Canada and the U.S.A. with a view to developing a model to provide "a more practical form of education for those who are not preparing to enter the profession" (Frecker, 1948, p.1). Frecker concluded that there were no really insurmountable obstacles to establishing a system of regional composite high schools within the traditional system of education in Newfoundland. However, he did recognize that the introduction of the system hinged on the commitment of additional finances by the government (p.15).

This report by Alain Frecker was tabled at a special meeting of the Council of Education in 1961 which had been called to discuss the development of vocational training facilities (apart from the College of Trades and Technology) in Newfoundland (Andrews, 1975, p.200). However, the ideas in this report were set aside in favour of a plan for the development of district vocational schools which was

preferred by the Premier (Andrews, 1975, p.149).

In 1964 the provincial government convened a Royal Commission on Education and Youth to make a careful study of all aspects of education in Newfoundland. This commission recommended that within a reorganized Department of Education there be a Division of Further Education which would contain a Director of Technical Education, a Director of Trade Training, and a Director of Adult Education (Royal Commission on Education and Youth, 1967, p.64). In keeping with its view that education is not something that "one completes in his middle or late teens" but "is a life-long process" (p.90), the Commission also suggested that:

The Director of Adult Education would help establish the goals of a comprehensive adult education programme, and encourage the realization of such a programme at the local level by informing the public of the need for adult education and advising bodies responsible for the implementation of the programme. (p.64)

Furthermore, the Commission made the following recommendations:

109. We recommend that for the systematic provision of further education, Newfoundland be divided into six regions, corresponding to those proposed in Chapter II of this volume.

110. We recommend that there be established in each region a two-year regional college (or colleges) to serve one or more of the following functions, depending on the concentration of students:

(a) To provide a programme for students who have the qualifications and desire to transfer to a university after two years.

(b) To provide terminal programmes for students who wish to continue their education two years beyond the high school.

(c) To provide terminal programmes in vocational education.

(d) To provide continuing education for adults.

(p.101)

Again the lack of adequate financial resources determined the fate of these recommendations. The provincial government decided that six regional colleges could not be funded and opted instead for the construction of six more district vocational schools.

While Newfoundland devoted its energies to developing a system of small dispersed institutions committed to occupational training, the rest of Canada ushered in a new era in educational response with the emergence of the community college.

Vocational Education in Canada

Vocational education in Canada really got off the ground through the philanthropic efforts of Sir William C. MacDonald, who donated \$8 million for the establishment of manual arts training centers for the training of elementary school children across Canada (Young and Machinski, 1973, p.6; Regan, 1980, p.13). By 1901 all equipment was turned over to local school boards through an agreement that would ensure the continuation of the program. Interest in training increased throughout the provinces.

The federal government entered the scene with a Royal Commission in 1910 to study and inquire into technical education in Canada (Young and Mackinski, 1973, p.9). Through recommendations of this commission and a subsequent series of acts and federal-provincial agreements, the federal government spent millions of dollars to make available to every Canadian the opportunity for training in the development of occupational skills. (This federal money had been available on a cost-shared basis and the poorer provinces had been unable and reluctant to take advantage of the help to the maximum amount available).

After World War II, vocational training centers were established in each province to train the returning soldiers. Many of those soldiers had not graduated high school, so training was given a pre-secondary school graduation level thrust (Prokopec, 1979, p.14). By the 1950's

these schools were converted to civilian adult training centers.

In the aftermath of World War II there were great scientific and technological advances. These advances provoked changes in industry and demanded a workforce with higher, more sophisticated technical skills.

By the 1960's, money spent on education was being viewed as an investment in the future. Several reports (Denison, 1962; Schultz, 1961; Becker, 1964) including the Economic Council of Canada reports of 1964 and 1965 strongly influenced public opinion in this regard. One of the conclusions of the 1965 Annual Report of the Economic Council of Canada was that the future benefits from increased efforts in education would be very great and expenditures in this area would probably yield relatively greater economic returns than investments in other areas (p.92). As well, the report points out the worldwide shortage of highly skilled manpower and the folly of relying too heavily on immigration to alleviate Canada's shortfall in this area (p.185).

The federal government's response was the introduction of a technical and vocational training which poured over one billion dollars into vocational training, including that at a post-secondary level (Glendenning, 1968, p.74). The end result was that some provinces established new separate post-secondary training institutions for tech-

nicians and technologists while others provided this training in the same institutions that offered trades training. This was the genesis of the Canadian Community College system.

Alberta

The establishment of community colleges in Alberta began with the approval in 1957 by the Minister of Education of an application from Lethbridge District School Board to establish a school district college, affiliated with the University of Alberta, with credit courses equivalent to the first two years of an Arts degree. In 1958 the Public Junior Colleges Act was passed which provided the structure for establishing other junior colleges. These additional colleges (Red Deer, 1964; Medicine Hat, 1965; Grand Prairie, 1966) were basically university oriented.

This university dominance of junior colleges began to be eroded in 1965 with the Special Study on Junior Colleges which envisioned the colleges as "comprehensive regional post-secondary education centers, separate and distinct from secondary schools and from the universities" (Dennison and Gallagher, 1986, p.21). This influence diminished even further with the establishment of the Provincial Board of Post-Secondary Education in 1967 and the later establishment of the Colleges Commission which had responsibility for planning the future of the college system. In 1972 the

Colleges Commission was dissolved and the colleges have since been under the Ministry of Advanced Education (Brokenshire, 1980, p.5).

In the twenty-five years since the establishment of the college of Lethbridge, Alberta has created ten community colleges which have expanded their curricula in response to the range of the various needs expressed in their different communities. Although about one half of the colleges still offer a university program, the proportion of the student body engaged in this area of study favors a growth in those taking technical, trade, vocational upgrading and community education programs. The character of the student population has changed from a "full-time college-aged cohort" to a "group of more mature part-time learners" who engage in a much broader range of studies (Dennison and Gallagher, 1968, p.87).

British Columbia

In 1962, John B. MacDonald, President of the University of British Columbia, made a study of the long-term needs in post-secondary education in British Columbia. To this end, his study recommended the establishment of a number of self-governing two-year colleges which would offer both academic courses for university transfer and technical programs designed to prepare students for employment (Brokenshire, 1980, p.3). Over the next number of years,

colleges were gradually established (Vancouver City College, 1965; Selkirk College, 1966; Capilano and Ukanagan Colleges, 1968; Malaspina and New Caledonia Colleges, 1969; Douglas and Cariboo Colleges, 1970).

In 1977 the provincial government passed the Colleges and Provincial Institutes Act for the purpose of reorganizing the college system. Distinction was made between colleges which were to retain a local or regional orientation and the institutes, which were to serve the province-wide needs in narrowly defined program areas (Dennison and Gallagher, 1986, p.92).

Today, British Columbia has fourteen community colleges which offer approximately one hundred thirty career-type programs, adult basic education courses, and a university transfer program (Brokenshire, 1980, p.4).

Manitoba

Vocational training in Manitoba expanded throughout the 1960's as a result of the Technical and Vocational Training Act (1960) and the Adult Occupational Training Act (1967). Accompanying this expansion was a growth of public awareness and the acceptance of non-traditional, non-academic education on a community level. As a result, the vocational centers changed in name to community colleges (Dennison and Gallagher, 1986, p.49).

By 1973 Manitoba had a provincial college system in

place operating under a newly created Department of Colleges and University Affairs. The three community colleges are under close government control and emphasize occupational training. Recent expansion has been in the area of career-type programs which require two or three years to complete. There is also University liaison in some program areas (Brokenshire, 1980, p.10).

New Brunswick

In 1967 the New Brunswick (later Higher) Education Commission was established to advise the minister "with respect to the needs and the appropriate pattern of future development of all forms of post-secondary education in New Brunswick, including, without restricting the generality of the foregoing, Universities, colleges, teachers' colleges, and technical schools" (New Brunswick Higher Education Commission, First Annual Report, 1968, p.1-2).

In response to public hearings held throughout the province in 1972, the Government passed the New Brunswick Community College Act. The act created the New Brunswick Community College, a province-wide institution, which would support a campus in each of five different regions of the province utilizing the facilities of the institutes of technology and the vocational schools (Dennison and Gallagher, 1986, p.60).

Today, the New Brunswick Community College has

established itself on nine campuses (four francophone and five anglophone) throughout the province and is engaged in a variety of occupational training programs - approximately 16 two year diploma technology programs and 33 trades programs (Brokenshire, 1980, p.15) - and community education programs (Dennison and Gallagher, 1986, p.118).

Nova Scotia

Nova Scotia has an impressive record in post-secondary education. There are thirteen degree granting institutions, five technological institutions and several adult vocational training centers (Dennison and Gallagher, 1986, p.120).

Most of the functions which would normally be performed by community colleges in the other provinces are offered by a number of institutions by other names. The institutes and vocational centers have been responsive mainly to industrial influence and limit their activity to federally sponsored occupational training programs. Adult education and continuing education are the responsibility of the twenty-one school boards in the province (Dennison and Gallagher, 1986, p.120-121).

The need or desire for immediate change has not been perceived as obvious at this time. However, "The educational aspiration of individual citizens and the imperatives of the future are likely to compel some redirection of post-

secondary education in Nova Scotia" (Dennison and Gallagher, 1986, p.122).

Ontario

Ontario's colleges (of Applied Arts and Technology) were established by an act of legislature in 1965. They were envisioned as an alternative to university for large numbers of students. An alternative, that is,

for full-time and for part-time students, in days and in evening courses, and planned to meet the relevant needs for adults within a community, at all socioeconomic levels, of all kinds of interests and aptitudes, and at all stages of educational achievement.

(Ontario Department of Education, Colleges of Applied Arts and Technology: Basic Documents, 1966, p.4).

Recognition of the need to increase the number of skilled workers in its industry-based economy as well as the availability of funds through the Technical and Vocational Training Assistance Act (1960) had a particularly strong influence on the orientation of the colleges. The colleges were occupationally rather than university-oriented and had an emphasis on general adult education and upgrading.

Within a relatively short period of time Ontario has developed a system of twenty-two colleges offering over 2,200 programs of study - including two - and three-year

certificate and diploma programs, and apprenticeship and part-time or extension courses - on more than 90 campuses (Brokenshire, 1980, p.11). University transfer programs are not formally available.

Prince Edward Island

As the result of a Royal Commission on higher education and the creation of a fifteen-year economic development plan for the province, the provincial government reorganized post-secondary education in the province by creating a single, non-denominational university and a College or Institute of Applied Arts and Technology (Dennison and Gallagher, 1986, p.48-49).

Holland College was officially opened in 1969. The stated object of the college is "to provide a broad range of educational opportunity particularly in the fields of applied arts and technology, vocational training and adult education" (The Acts of the General Assembly of Prince Edward Island, 1977, p.73).

The college offers more than 20 career-type programs of two or three-year duration and 24 trade-type programs of one-year or less duration. As well, the Continuing Education arm of the college takes ideas from the community, determines their validity and then provides the necessary support services to execute the program (Brokenshire, 1980, p.17).

Quebec

In 1961 the Quebec government established a Royal Commission to study the state of education in the province. This commission made comprehensive recommendations to unify and co-ordinate the educational system in the province. It advocated the creation of a composite institute which would offer all students two years' study in pre-university and vocational studies (Dennison and Gallagher, 1986, p.39-41).

Today, Quebec has forty-six C E G E P's (College's d'Enseignement General et Professionnel) which offer a university transfer program (it is mandatory to attend the C E G E P for two years prior to university entrance), a technical program (although vocational and trades training are under the jurisdiction of another ministry), and an extension of day credit courses into an evening, part-time program for adults (Dennison and Gallagher, 1986, p.100-103).

Saskatchewan

A resurgence of demand for skilled manpower during the late 1950's and the federal government financial assistance packages for vocational education in the 1960's led to the establishment of a number of technical institutions throughout the province of Saskatchewan.

After several years of discussion regarding a tertiary education system for the province, the government

acted on the recommendations of an advisory committee to the Minister of Continuing Education. In 1972 this committee recommended a college system for the province which would function primarily as a broker for post-secondary education. College programs would reflect the expressed and identified needs of the people in the college region. Programs would be "leased" from the universities and technical institutes (which were urban institutions) and made available in rural areas in response to established community needs (Dennison and Gallagher, 1986, p.55-56).

Today, Saskatchewan has fifteen regionally based community colleges which deliver programs and services to all parts of the province. The colleges use existing community resources and facilities rather than the developing of permanent campuses. The colleges also coordinate all university off-campus credit programs (Broken-shire, 1980, p.8).

Definition of a Community College

The origins of the community colleges in each province except Newfoundland have been reviewed, but what are the characteristics of those institutions? What distinguishes these institutions? What distinguishes these institutions from universities and institutes of technology? Fields (1962) and Dennison and Gallagher (1986) differentiate between community colleges and the other

institutions on the following grounds.

1. **Curriculum comprehensiveness.** The curriculum of these colleges are multi-purpose in that they offer a deliberately designed mix of different programs for different students with different abilities and different aspirations, usually on a single campus. The programs typically include:

- (a) vocational and trade programs, usually of short duration, intended to lead directly to employment;
- (b) apprenticeship training programs;
- (c) career, technical, and para-professional programs, of two- or three-year duration, intended to prepare graduates for employment at technical, mid-managerial or professional assistant level;
- (d) university transfer programs;
- (e) general academic programs of post-secondary instruction of a non-university transfer or job training nature;
- (f) personal interest and, community development programs of cultural, recreational, or community interest;
- (g) pre-college level or upgrading programs or basic skills training programs; and
- (h) contract programs - specific training programs developed in conjunction with and carried out for local business or industry.

2. **Student heterogeneity.** The make-up of the student body of the colleges often reflect the community - a mix of younger and older adults, male and female, full-time and part-time, wealthy and impoverished -- with a great variety of interests, aptitudes, abilities and goals. The colleges are viewed as democracy in action - they do not have the segregated character of the single purpose, specialized institution. The whole community rub shoulders; they will learn from each other.
3. **Open admissions.** The college adopted an "open admissions" policy which essentially means that all programs are open to everyone who might apply, regardless of past scholastic achievement. However, the student, upon acceptance into a program, must perform up to institutional standards in order to graduate.
4. **Student services.** Since these colleges admit a broad spectrum of students, a whole range of non-teaching services - career counseling, financial management advice, etc. - calculated to enhance the success of the students, are considered a primary function of the college.
5. **Operational flexibility.** Areas wherein the colleges show flexibility in adapting to the students include:
(a) the scheduling of classes during days, evenings and weekends to accommodate full-time and part-time students;

- (b) a flexible school year, operating on a semester, trimester or quarterly basis and the scheduling of programs of different cycles; and
 - (c) individualization of instruction.
6. **Decentralization.** The geographic constraints of a single campus within a college region were ameliorated through the establishment of satellite campuses and rental accommodation to bring information and instruction to all constituents. The colleges go to the people.
 7. **Responsiveness of government.** The preparation of adults for the workforce is considered a primary function of the colleges. Hence, colleges have readily established these with potential employers and government agencies in meeting skill training needs.
 8. **Teaching and learning.** Instructors are expected to be competent specialists who should spend the majority of their time in a teaching-helping function. Little emphasis is placed on research and keeping abreast of new developments.
 9. **Community orientation.** This characteristic is reflected in the programs, services and activities the college offers in response to the community needs (programs for native students, senior citizens, penitentiary inmates, etc.). Most colleges are governed by boards reflecting regional representations of the

college area. The colleges are expected to be not only educational and training centers but also cultural, artistic and recreational centers.

10. Public character. Two things are true for nearly all the colleges:

- (a) their financial resources are based on government aid; and
 - (b) they were established through special legislation.
- The colleges are "publicly established, publicly supported, publicly maintained - to achieve public purposes, to serve all citizens without discrimination, as public agencies" (Dennison and Gallagher, 1986, p.80).

Bay St. George Community College

The pattern of establishing a community college in Stephenville was not unique when compared with the process which had occurred in other provinces. In 1974 the Vocational Education Division of the Department of Education was reorganized in an attempt to be more effective regarding departmental efforts in vocational and adult education. The government hoped, through this reorganization, to realize a comprehensive adult education plan for the province.

The reorganization of the Division provided for two new positions - a Director of Adult and Continuing Education and a Regional Director for Adult and Continuing Education.

The Director of Adult and Continuing Education would be responsible for all academic training carried out by the Division as well as crafts training and part-time and evening programs. The Regional Director for Adult and Continuing Education had specific responsibility for "the development of a pilot Community College in the Bay St. George area, with general policies for guidelines in other regions of the province" (Fowlow, 1976, p.1).

The Bay St. George area was chosen as the site for the establishment of a community college for a number of reasons, not the least of which was that there already existed a nucleus of facilities and personnel to make the concept work. (See Appendix D for a view of the College's training catchment area). There was a District Vocational Training School and an Adult Education Center which, for some time, had offered training in a variety of vocational, academic and general interest programs on a full-time, part-time and evening basis. The concept of providing comprehensive education was well advanced.

When the Regional Director was appointed in August of 1975, the first order of the day was a review of the community college models for relevance to the Newfoundland scene. Of immediate interest was the Saskatchewan model, which was basically a decentralized regional brokerage concept which emphasized programs rather than buildings.

The Saskatchewan model offered a delivery mechanism developed to serve a widely scattered rural population in determining community education needs and co-ordinating institutional efforts to meet those needs.

Drawing on the Saskatchewan experience, the philosophy of the proposed community college was based on two beliefs:

1. Learning is a life-long process that is vital and necessary both as a personal and social experience.
2. Continuing Education should not be confined to the academic and vocational, but should be comprehensive in both style and content to accommodate every individual's need.

(Fowlow, 1975, p.6).

In keeping with this philosophy, the general aims of the college are enunciated as:

1. The promotion of formal and informal adult learning.
2. The assisting in community development through programs of community education and service in response to assessed needs.
3. The provision of individual and group counselling in establishing and achieving educational goals.
4. The co-ordination of the delivery of all adult

educational services to the community.

5. The governance of the college by an autonomous, regional representative council.

(Fowlow, 1975, p.6-7).

In an effort to implement this model, the Regional Director made the following recommendations for immediate action:

1. That all Adult Education Programming presently operated by the Department of Education in the Bay St. George area, including all the Port au Port Peninsula, West to Codroy Pond and East to Spruce Brook, be placed under the control of the Community College, in the person of the Regional Director.

2. That the operations of the District Vocational School, Stephenville Crossing and its satellites, the Heavy Equipment and Forestry Schools, and the Stephenville Adult Center be placed under the control of the Community College, in the person of the Regional Director.

3. That the budgets for the above institutions as of April 1, 1976, be separately allocated and accounted by the Vocational Division, supplemented by funds allocated for the operations of part-time evening programs, and placed under the direction of the Community College, with the understanding

that Provincial and Manpower Training commitments would continue to be met.

4. That a study be undertaken of all positions within these institutions with a view to the co-operative operation of common services, and the possible utilization of staff, rendered superfluous by the study, in new positions under the Community College structure.

5. That a study be undertaken of all facilities presently operated by the Department of Education in the area, with a view to the more effective use of some, thereby reducing costs where possible.

6. That where necessary, after 4 and 5, above, have been completed, additional staff be hired for the Community College on a contractual basis, designed to implement the model in this brief and permit study of the effectiveness and cost of the Community College Concept in operation.

7. That, should it be agreed to proceed as recommended above, efforts be made immediately to publicize and promote this concept, as an experiment, at the local level and at the provincial level, especially among the upper administrative levels of various government and non-government departments and institutions.

Because of an impending provincial election, activities related to the implementation of the proposed college model kept a low profile during the first quarter for the 1975-1976 academic year. However, by January 1976, with the election over, a concerted effort was made to raise the public profile of the proposed college model. Six press releases were issued; a thousand copies of an informational brochure were released; informational letters were sent to all groups, agencies, etc., in the region; and the Regional Director undertook numerous speaking engagements (Fowlow, 1976, pp.2-3).

In addition to continuing the formal full-time and part-time programs of the amalgamated institutions the college responded to two requests for particular community needs. It designed and implemented a five month course in domestic appliance repair for a local business which was in need of trained personnel. It supplied resource persons and conducted a series of workshops on the administration and operation of a recreation center for a local rural community (Fowlow, 1975, pp.4, 6).

Coordinating efforts regarding the educational programs within the amalgamated institution were directed towards increasing the potential educational effect, since little duplication of programs existed. Such efforts included:

(the relocation of the heavy duty equipment

mechanic course to tie directly with the heavy equipment and truck driving operation; and

- (b) cooperation in the placement and evaluation of on-the-job student training.

Duplication of administrative personnel were necessitated by geographical factors.

Co-ordinating efforts with outside agencies resulted in the establishment of a University liaison office within the college facilities to serve as an operating point for their field work, and to offer credit and non-credit course activity (Fowlow, 1976, pp.8-12).

During the 1976-1977 academic year, action was taken, to consolidate and legalize the tentative steps which had been taken to form the community college. Draft legislation was proposed and prepared for the organization, operation and administration of the college. Subsequently, on April 5, 1977, the Bay St. George Community College Act was approved in legislature. (See Appendix A for organizational structure as proposed in this legislation).

A surprising aspect about this legislation was that it was specific legislation dealing only with the creation of one particular community college. The Regional Director of Adult and Continuing Education, in keeping with his mandate to recommend a college model with applications in other regions of the province, had proposed enabling legislation. This was to be the first step in the creation

of a community college system for Newfoundland. It seems that the provincial government had no enthusiasm to continue this development.

In 1980 the Bay St. George Community College Act was amended and the College became an autonomous institution. (See Appendix B for the organizational structure as amended).

In its inaugural year, the College introduced two new courses (Electrical Power Utilities and Heavy Equipment Repair [upgrading]), and performed contract training (two courses for the Department of Forestry and Agriculture), in addition to the regular programs of the previous years. Through a relocation of classes and reassignment of duties, one person was able to devote his full time to Community Programs. The net result was a 40% increase in student participation. Contact committees were established throughout the region to assess and vocalize community education needs. Several workshops were sponsored for the committee members on planning and problem solving. At the College's request, the College of Fisheries conducted two courses for fishermen in the area. The community education activities also included the sponsoring of a number of seminars and workshops in conjunction with M.U.N. Extension. As well, eight complete videotape programs were produced in a co-operative effort between the local Cable T.V. company, Memorial Extension and the Community College for use with

the student services activities (Fowlow, 1977, p.10).

This pattern of expansion and development is characteristic of the activity surrounding the Community College since its conception. The College has continued to meet the needs of the community by:

1. Expanding its training capability through the development and introduction of new courses, both short (of 6-12 week duration) and two- and three-year diploma programs. The course offerings in 1978 showed a 30% increase over the offerings in 1977. Likewise, the 1980 offerings showed a 33% increase over 1979 (Fowlow, 1980, p.5). The College has also maintained an ongoing "contract" training effort in conjunction with industry.

These efforts are aided by Training Advisory Committees composed of broad representation from business and industry and college training personnel.

2. Expanding its community education effort through the employment of full-time field workers and a number of local part-time co-ordinators and instructors. This arm of the College endeavors to respond to both public and private interests by offering a wide variety of courses, seminars and workshops.

The College will respond to any request which meets the following three criteria:

- (a) there is a group of people wishing to avail of the services;
- (b) they are suitably available in which to carry out the activity, and a suitable resource person is available (Bay St. George Community College Calendar, 1985-1987, p.112).

Through this effort the College also sponsors such activities as:

- (a) the Glee Club;
- (b) the Provincial Drama Academy;
- (c) Elderhostel; and
- (d) a Summer Session offering instruction in a wide variety of special interest courses of one- or two-week duration.

3. Expanding its student services and counselling activity with three full-time guidance counsellors and a number of trained "life-skills" coaches. Student services are an integral part of all aspects of the college involving every student, both full-time and part-time. The range of services provided includes student appraisal, student follow-up (graduates and dropouts), specialized testing, educational counselling, personal counselling, vocational counselling (through a career resource center and occupational exploratory programs), and financial counselling.

The growth of the College can be seen in a comparison of the year-end statistics for 1977 and 1985.

In 1977, the enrollment at the college was approximately 1,200 students in 20 full-time programs while another 1,300 students were enrolled in the 120 part-time Community Program course offerings. The full-time programs were carried out in six permanent facilities, five of which are in the town of Stephenville, while one is in the town of Stephenville Crossing, approximately 16 kilometers away. The part-time programs were carried out in eight community locations, seven of which are outside Stephenville. Programs are housed in facilities rented for the purposes as the occasion demands. The College has a full-time staff of 120 instructors, support and maintenance personnel, while an average of 78 part-time instructors are employed annually within the college region (Fowles, 1978, pp.5, 8, 9).

In 1985, the enrollment at the College was approximately 1,200 students in 34 full-time programs, three contract training programs and five apprenticeship training programs. There were approximately 110 enrolled in the 102 part-time Community Program course offerings. The full-time programs were carried out in five permanent facilities, four of which are located in Stephenville while one is located at Stephenville Crossing, approximately 16 kilometers away. A full-time program is set to start in rental facilities on a temporary basis at the town of Flat Bay, some 80 kilometers

away, in September, 1986. Part-time programs were carried on in eight community locations, seven of which are outside Stephenville. The programs are housed in facilities rented for the purpose as the occasion demands (Fowlow, 1985, pp.49-51). The College has a full-time staff of 142 instructors, support and maintenance personnel while an average of 160 part-time instructors are employed annually within the College region (Personnel records, Bay St. George Community College).

Although the number of students attending the College has remained relatively the same, there has been a phenomenal growth in the variety of programs of study offered - there has been a 95% increase in the number of full-time programs. There has been a change in the focus of the educational programs. In 1977 the adult basic education programs accounted for 47% of the College enrollment. In 1985, after suffering a decline of some 80%, it represents only 9% of the college enrollment. Today, 19% of the students at the College are enrolled in two- or three-year programs. (See Appendix C regarding student enrollment and program offerings).

The expansion and growth in this direction requires permanent facilities and sophisticated equipment which are costly to acquire and maintain. However imperative growth in this direction might be, the College must guard against the very real temptation to build an "ivory tower" which

will detract from its identity as a "community" institution
with a very real regional presence.

CHAPTER V

THE FUTURE

Introduction

The Bay St. George Community College resulted from the merging of the organizations and institutions which were responding to the expressed academic, personal-interest and skill training needs of the population. During the ten years since its establishment, the College has responded speedily and efficiently to the demands placed upon it. These responses have been based on an industrial economy model and may not be adequate for the future.

Developments in computers and telecommunications are rapidly transforming the world into an information-based economy and profoundly changing the nature of work. Alvin Toffler, when writing Future Shock (1970), pointed out that the average twenty-year old would be expected to change jobs about six or seven times and would be thinking in terms of "serial careers" rather than "a career" (p.99). To further illustrate the obsolescence of knowledge, Toffler cites the example of the Westinghouse Corporation where the "half-life" of a graduate engineer is considered to be "ten years - meaning that fully one half of what he has learned will be outdated within a decade" (p.101).

In addition to retraining, other factors influencing

future decisions include:

- (a) the projected shift and age distribution of the population resulting from the maturing of the baby-boom generation and the low birth rate of the 1970's; and
- (b) the increasing participation of women in the labor force.

In an attempt to identify future issues and probable direction for the community college, the writer contacted the Minister of Career Development and Advanced Study. However, in anticipation of an imminent restructuring of the vocational education system, neither the Minister nor the Deputy Minister were willing or able to make any comment. Therefore, the writer, in the remainder of this Chapter, will discuss a number of issues which he has, within his own perspective, identified as those which the college has to resolve within its future endeavors.

Perspective on Continuing Education

In 1983, P.J. Warren of Memorial University of Newfoundland, conducted a "Study Regarding Continuing Education Among Adults in Newfoundland and Labrador". This study attempted to gather information regarding adult student involvement in lifelong learning in this province through part-time, formal and non-formal learning activities and their attitudes toward such involvement.

Approximately 16% of the people surveyed had participated in continuing education activities in the previous year. The survey showed that participation rates for females, married persons and individuals from the 30-39 years of age cohort was higher than that for any of the other groups (p.41). Forty-two percent of the respondents identified "to satisfy a desire to obtain more knowledge" as their prime purpose for engaging in continuing education activities while 30.4% indicated a desire "to improve my leisure time; and 29% "to reach a personal goal". Only 26.5% indicated participation for "career or vocational development" (p.22).

The Warren study also attempted to identify barriers which people perceived as preventing them from taking courses. For the sample as a whole, the barriers reported (in rank order) were: lack of time (17.4%); hesitancy to return to education (15.5%); unavailability of courses of interest (12%); and lack of knowledge of courses offered (11%) (p.31). The lower the level of education of the respondents the more likely they would identify "lack of time" or "hesitancy about returning to education" as barriers to participation (p.40).

Perspective On Vocational Education

According to the 1985 Statistics Canada labor market survey, "Education for Employment", the national unemployment

ment rates for 1982 graduates of trades and vocational schools (26%) are two and one-half times that for graduates of colleges (10%) or universities (10%) for the same year. For Newfoundland, the unemployment rates for the 1982 graduates of trade schools (37%) is nearly four times that for graduates of colleges (10%) or universities (10%) for the same year (p.23).

The major function of the fifteen provincial vocational schools is to provide pre-employment training in the traditional trades areas. With the recent advances in technology, the demand for this type of training has decreased. According to the Department of Career Development and Advanced Studies' position paper entitled "Reorganization of Vocational School System", a White Paper outlining proposed changes in the organization of post secondary education, (after White Paper), June, 1985, most of the "new" courses and training programs which have been introduced in this province since 1981 in response to the changes in the labor market have been confined to the colleges (p.7). In fact, a review of program offerings in the vocational schools "had not identified many new training initiatives that merit consideration" (p.8).

To make the training institutions more responsive to future training requirements, the government has proposed the creation of a Regional Community College system of six institutions twenty campuses by:

1. Consolidating selected vocational schools under the ambit of the Boards of the College of Trades and Technology, the Bay St. George Community College, and the Fisheries and Marine Institute.

2. Transferring responsibility for the remaining vocational schools to Boards of Governors.

3. Establishing a Division of Colleges within the Department of Career Development and Advanced Studies and abolishing the Division of Technical and Vocational Education.

(White Paper, p.114).

Generic skill groups which have been targeted for possible future development of new program initiatives include:

- (a) Engineering Technologies.
- (b) Fisheries and Marine Related Employment.
- (c) Computer and Computer Applications.
- (d) Management Skills.
- (e) Public Service Sector (including Tourism and Hospitality).

(White Paper, p.9).

Perspective on General Education

In the mid to late 1960's, academic training (up-grading) received much emphasis. However, by the mid

1970's, the movement became a victim of its own success. People were being upgraded faster and in greater numbers than could ever enter trades training (less than 10% of the graduates went on to trades training [William Shallow, personal interview, Jupe, 1986]). As a result, there were severe federal cutbacks in funding the program. There has been little provincial commitment in maintaining this program (there were 80 provincially sponsored students in academic upgrading last year, as compared to 280 federally sponsored students), except for the meager night school effort.

Although the preceding discussion is not exclusively concerned with the Stephenville area, it is sufficiently related to serve to establish the climate in which the Bay St. George Community College must operate.

Accessibility

Community colleges were envisioned as an alternative to technical institutes, universities and vocational schools. They were unique in their "open admissions" and emphasis on the "teaching function" with the "students' objectives" as the focal point. However, the colleges' mission has been affected by the economic crises of the early 1980's and the persistent high unemployment rate through financial constraints and demands for greater accountability and relevance.

The accessibility of the college and its programs could be greatly affected by the resultant times of restraint and retrenchment, since it is relatively simple to withdraw monetary support from those programs which serve a small sector of the total population and demand that the students themselves pay for the services they receive from the college. Normally, the first services to go are the ones most recently introduced and the special services (i.e. programs for older, part-time or non-traditional students).

The accessibility of the college has been enhanced by low or no tuition fees and government sponsored student aid programs. Another response to the difficult economic times is to raise the tuition fees and cut back the amount of student aid funding available. Either of these actions is likely to result in a reduction in the number of people able to attend the college.

This process was initiated in 1982 when tuition fees were introduced for training in full-time courses for the first time. Substantial increases in the registration fees for part-time and evening programs were phased in during 1977 to 1984. Between 1977 and 1984 the fees have increased almost 500% while the cost of living increased approximately 75% (Corcoran, 1986, p.5). Although no causal relationship can be inferred, a 1986 internal report for the Division of Adult and Continuing Education correlates a dramatic

decrease in participation with the introduction of the cost recovery policy of the department (Corcoran, 1986, pp. 23,26).

Since the implementation of Cost Recovery, there has definitely been a decline in course offerings and participation. However, to link this solely to Cost Recovery has not been possible ... it is possible to state two factors - student fees increased by 500% and participation declined by 70%. Whether one is related to the other cannot be assumed without considering other factors, the most obvious of which is budget allocations. With reduced funds, also linked to Cost Recovery, it is not possible to offer the variety and numbers of courses as those previous to Cost Recovery. The fewer courses which remain must be targeted at those most likely to attend. This is not necessarily, and most often will not be, to those most in need.

(Corcoran, 1986, p.26).

Similarly at the college in 1978, cost recovery per instruction hour was 50¢. In 1984, it was \$1.45. The student enrollment in 1984 is approximately one-half what it was in 1978 - 1,147 students as compared with 2,025 students (Fowler, 1984, p.51).

Another reaction to this situation would be the

temptation to withdraw, or not to extend, services from satellite operations in smaller centers, which normally have higher costs, in favor of maintaining major campuses in the more populated areas. People are pressured to come to the college rather than to have college bring its services to the people.

The openness and accessibility of the college, once the college becomes established, can also be threatened by a search for artificial status. The argument in this instance is based on a hierarchical view of educational institutions - exclusivity is better, hence accessibility is inferior. Unless admissions standards become more rigorous, the program quality and institutional reputation will suffer. To be faithful to its origin, the community college should be a microcosm of the society it serves, which condition can only be attained if it is truly open and accessible.

Governance

There are several questions relating to the exercise of powers of decision-making which need to be considered. Who should be college board members? What powers should boards have? What is the suitable role and presence for the provincial and federal governments in college matters?

In the past the college has claimed "our College is the Community, our Community is the College" (Fowlow, 1982, p.2). Its mission statement makes reference to its

commitment to the principle of "lifelong learning" (Bay St. George Community College Calendar, 1985-1987, p.7).

In light of these assertions, every citizen within the region is a potential student. There is nothing inherently incapacitating about being a student which affects one's ability to function dispassionately in policy analysis and decision-making. Thus, students should be eligible for board membership.

Faculty members are skilled professionals central to the college enterprise, and any governing board would be shortsighted indeed were it to deny itself the fullest access to the professional expertise available through faculty representation on the board. College faculty members can make a valuable contribution despite the fact that they are also union members who bargain collectively, albeit indirectly, with the board.

The college and its local board are in a far better position to know the needs of the clientele than are the remote provincial or federal government personnel. The bureaucratic practices of governmental procedures complicate and constrain the flexibility a college needs to be responsive to the people of its district. For example, the first "contract training" course the Bay St. George Community College offered took "approximately six weeks from conception to introduction" (Fowlow, 1975, p.5). This same process would require from six months to one year if done

through the Department of Technical and Vocational Education (Eric Yetman, Assistant Director of Technical and Vocational Education, personal interview, June 1986). A local college board should have the power and opportunity to shape the college to meet the needs of the area it serves. However, the political cost of success seems ultimately to result in more and tighter provincial control.

Community colleges in general, including Bay St. George Community College, are funded provincially. An effective way to control the high cost of funding the college without the political liability of directly restricting admissions is to increase control over college expenditures and thus control the college. To "hold-the-line" in college funding in the face of the rising cost of operations, compounded by the effects of inflation, in effect, will cripple the college operations. For example, in 1982 the Bay St. George Community College had its Grant-in-Aid reduced by some \$260,000 as well as being made responsible, for the first time, for paying its own heat and light costs. The result was five part-time employees laid off, much of the part-time programs suspended and a severe restraint on all the college operations (Fowler, 1982, p.24).

In the past, the Bay St. George Community College has been a unique institution relatively secure in its local autonomy. Provincial energies have been directed toward

controlling and operating the district vocational school system. However, with the creation of the new ministry of Career Education and Advanced Studies, and the fruition of the proposed community college system, this is likely to change. The Bay St. George Community College then becomes part of a system and will be faced with all the constraints of that system.

In anticipation of the creation of this college system, the President of the Bay St. George Community College is advocating the creation of an intermediary body (IMB) located between the government and the institutions (Douglas Fowlow, personal interview, May 1986). The IMB would exercise advisory powers concerning budget allocations, program approval and discontinuation and system planning. It would seem that such a body would be desirable to forestall direct government control and undue political influence.

Provincial governments have always been recognized as having exclusive jurisdiction in education. Training has not been seen as an inclusive responsibility of the provincial governments, since it can be related to economic development, an acknowledged responsibility of the federal government.

The federal government has been financially supporting skill training programs since 1913. In 1967, in addition to establishing its right to fund programs and

influence skill training in response to national economic priorities, the federal government asserted its right to determine who would be trained.

Traditionally, it has been thought that young people were to be educated while adults are to be trained. However, there is no clear distinction in community colleges between youth and adult, education and training. The potential for conflict and uncertainty, resulting from outside influence, is present.

Federally supported programs of national concern may not have much in common with local area needs. An institution which depends heavily upon federal support to fund its programs must remain constantly fluid in its planning. It will be operating with little degree of certainty. Such an institution would be well advised to seek out and develop alternate sources of capital, so that the institution could maintain its prerogatives in exercising control of expenditures rather than be at the mercy of an outside agency.

Evaluation

Another area of concern which is going to demand action in the immediate future is evaluation - evaluation of the institution and of instruction. The present political and economic climate demands accountability in the expenditure of public funds. A public institution is judged on

how well it uses the public resources available to it. Politically, return on investment is what counts.

Regardless of the purpose for evaluation, whether to justify one's existence or to argue for continued public support, a concerted effort to design and implement a credible evaluation program for the college is sorely needed. This evaluation program needs to be comprehensive and must address all aspects of the college.

We are in turbulent times. Technology is making quantum leaps. The computer is no longer just an expensive scientific tool found in exclusive laboratories. The economy is different. In Canada, between August 1981 and November 1983 there were 595,000 jobs lost. Between November 1982 and November 1983, with strong economic growth, 374,000 jobs were created. However, at the same time, the labor force grew by some 200,000 new job-seekers. The net result was over a 400,000 increase in the number of unemployed persons (Royal Commission on Economic Union, 1983, p.31). The labor force is changing. The American Bureau of Labor Statistics predicts that of the 25 million new jobs to be created in that country by 1995, one-half the growth will be in only 40 occupations and very few will require a Bachelors Degree (Parnell, 1984, p.40).

The "community college" emerged at a particular time in response to particular economic and social needs. Is this institution the most effective and appropriate vehicle

to meet the demands of the future? Are the goals appropriate and the programs relevant to meeting the future needs of its patrons?

Teaching personnel traditionally have been hired on the basis of "expertise in their field of knowledge" and proficiency as instructors or facilitators of learning have not been high on the list of selection criteria. The limited evaluation performed in this area has been directed toward dismissal or tenure. Admittedly this would be difficult to substantiate and reference; however, within this writer's experiences it does indeed seem to be the case. In fact, the potential negative connotation of such crude evaluation may well have prejudiced the development of a valid, reliable and equitable system of evaluation.

Any attempt to develop a system of evaluation needs to proceed from a different orientation. It should be a positive process rather than negative. Concern should be for establishing a base line from which improvements could be measured and developed. Such a system should not damage morale and create tensions.

Conclusion

These issues which have been discussed may not be the only identifiable primary issues. In fact, there may be secondary and tertiary problems just as pressing which demands immediate action. Nevertheless, these issues are

important and the college must respond if it is to continue to have a role befitting its past performance and its future prospects in post-secondary education.

As we move into the future, if the community college is to continue its leadership as a viable alternative within post-secondary education, then the college must continue the process strategies which has made it unique. In order to respond effectively and efficiently to the needs of the community, the college must act with:

Speed - Response time for community colleges must be faster than the evolution and presentation of the problems with which they deal. We must continue to be quick on our feet.

Flexibility - We must be flexible enough to admit when we are going wrong and change. To speak in business terms, we must not throw good money after bad or invest too little in good, new ideas because we are overcommitted to concepts that are not working.

Compassion - People and their needs must come first for us. We are the arm of higher education that can best provide a second change, an equitable climate and just alternatives. In this sense, community colleges must continue to be open-door institutions.

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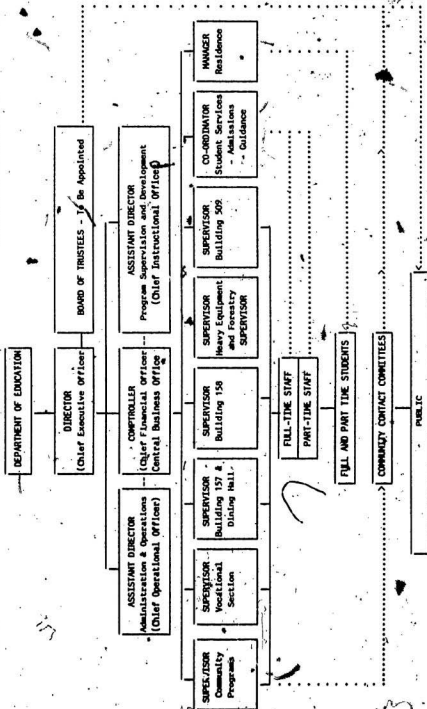
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APPENDIX A

ORGANIZATIONAL CHART

Bay St. George Community College
Stephenville, Newfoundland



Sources: The Year End Report of the Bay St. George Community College.

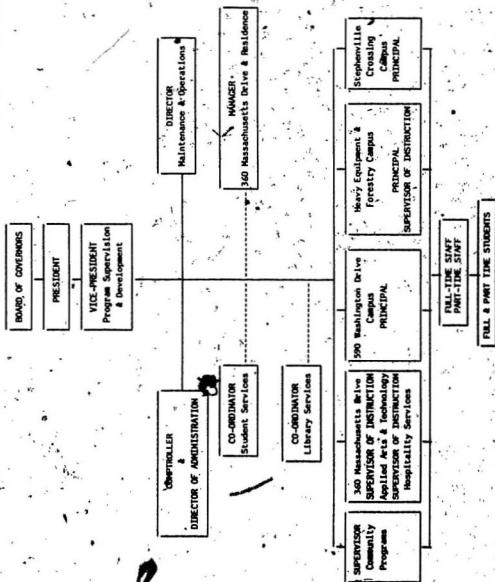
Indicates line relationship
Indicates staff or support relationships

APPENDIX B

ORGANIZATIONAL CHART
Bay St. George Community College

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APPENDIX B



APPENDIX C

NUMBER OF FULL-TIME AND PART-TIME COURSE OFFERINGS
AT THE BAY ST. GEORGE COMMUNITY COLLEGE AND
STUDENT ENROLLMENT 1976 - 1984

	YEARS										
	1976	1977	1978	1979	1980	1981	1982	1983	1984		
No. of full-time day programs	21	29	28	30	39	39	44	43	42		
Enrollment in full-time day programs	1,248	1,443	1,336	1,408	1,375	1,204	1,275	1,270	1,202		
No. of part-time evening programs	20	180	116	166	157	116	95	112	102		
Enrollment in part-time evening programs	1,335	2,025	1,219	1,729	1,553	1,116	999	1,268	1,147		

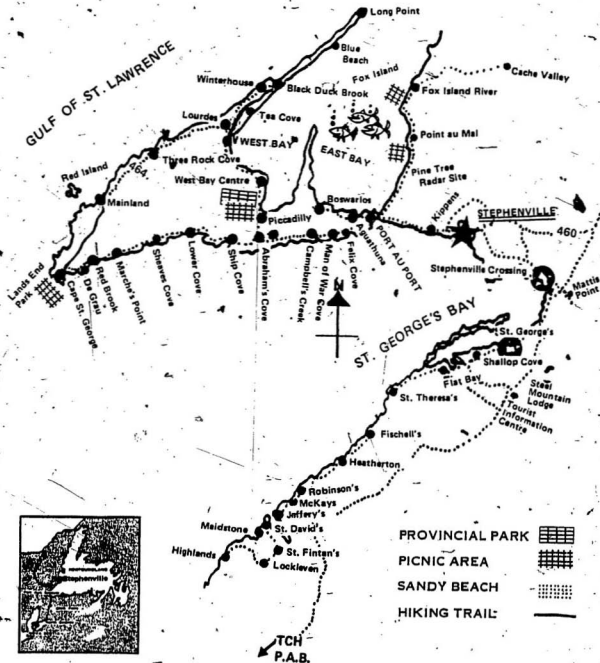
Source: The Year End Report of the Bay St. George Community College.

BREAKDOWN OF FULL-TIME DAY PROGRAMS OFFERED AT THE
BAY ST. GEORGE COMMUNITY COLLEGE
1976 - 1984

PROGRAMS	YEARS									
	1976	1977	1978	1979	1980	1981	1982	1983	1984	
Pre-Employment	18	20	17	20	24	30	30	26	25	
Basic Education	2	2	2	3	2	2	2	2	2	
Diploma	-	-	-	-	3	5	6	7	7	
Contract Training	-	4	5	4	9	4	2	5	3	
Apprenticeship/ Upgrading	1	3	4	3	1	-	4	3	5	

APPENDIX D

Training Catchment Area for Bay St. George Community College



APPENDIX E

**Programs and Rates of Federal Assistance Covered Under the
1959 Training Agreement**

Schedule C	- Vocational Corres. Courses	50%
Schedule G	- Federal Government Employees	100%
Schedule H	- Assistance to Students	50%
Schedule K	- Service Tradesmen	100%
Schedule M	- Unemployed Workers	50%
Schedule P	- Primary Industries	50%
Schedule Q	- Foremen and Supervisors	50%
Schedule R	- Disabled Persons	50%

Young & Machinski, 1973, p.34.

**Programs and Rates of Federal Assistance Covered Under the
1960 Training Agreement**

Program 1	- Vocational High School	50%
Program 2	- Technical Training	50%
Program 3	- Trade and Other Occupational Training	50%
Program 4	- Training in Cooperation with Industry	50%
Program 5	- Training of the Unemployed	50%
Program 6	- Disabled Persons	50%
Program 7	- Vocational Teachers	50%
Program 8	- Federal Departments and Agencies	100%
Program 9	- Student Aid	50%
	- Capital Expenditures	75%
	- Apprenticeship	50%
	- Correspondence Courses	50%

Young & Machinski, 1973, p.38.

APPENDIX F

Federal Acts and Regulations Relating to Technical and Vocational Education 1912-1967

Agriculture Aid Act (1912-13)
Agriculture Instruction Act (1913-23)
Technical Education Act (1919-29)
Unemployment and Agricultural Instruction Act (1937-39)
Youth Training Act (1939-42)
War Emergency Training (1940-46)
Apprenticeship (1944-54)
Re-establishment Training (1945-48)
Vocational Schools Assistance Agreement (1948-55)
Vocational Training Agreement (1948-50)
Vocational Correspondence Courses Agreement (1950-55)
Vocational and Technical Training Agreement #2 (1957-61)
Special Vocational Training Projects Agreement (1959-61)
Technical and Vocational Training Assistance Act (1961-67)
Technical and Vocational Training Agreement (1961-67)
Adult Occupational Training Act (1967-)

Young & Machinski, 1973, p.11.



