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A document by the Ontario Education Department, "Some Unique Features of Colleges of Applied Arts and Technology," describes the purposes and operations of the ideal community college. It must basically: (1) provide total education (avocational and vocational) and vertical and horizontal mobility, regardless of entrance standards; (2) develop curricula for both cultural and occupational needs; (3) cooperate with business, industry, and social and public agencies to keep up with or ahead of technological change; (4) progress by constant research in curricula, pedagogical technique, and administration. Recommendations are made for (1) governing boards and advisory committees, (2) public role of the college, (3) an educational services council, (4) composition of the curriculum committee, (5) a student-faculty college committee, (6) full counseling services, including a study skills center, (7) educational TV, (8) a community resource center for extension, recreational, and cultural use, (9) the professional development of teachers, (10) conferences of curriculum specialists, (11) upgrading and enrichment programs, (12) credit system of student assessment, and (13) use of computers and the teaching of their use. The author of this paper amplifies these points, describes the enabling legislation, and quotes from statements by Ontario's Premier and the Minister of Education. Certain differences in philosophy between Canadian and American educators and public can be noted. (HH)

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**COLLEGES OF APPLIED ARTS AND
TECHNOLOGY IN THE PROVINCE
OF ONTARIO, CANADA**

Submitted to
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in Part-Fulfilment
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PART I
THE BACKGROUND

COLLEGES OF APPLIED ARTS AND TECHNOLOGY IN THE PROVINCE OF ONTARIO,
CANADA

The Legislation

Colleges of Applied Arts and Technology constitute a very new addition to the educational system of Ontario. The introduction to the Bill providing enabling legislation for their establishment and operation took place as late as on May 21, 1965, in the form of a statement made by the Minister of Education of the Province of Ontario before the Legislative Assembly. The need for such colleges was justified by the Minister by the following factors:¹

1. Necessity of expansion and advancement of the existing system.
2. Introduction of a level and type of education which, although new, would be in keeping with the traditions and past accomplishments.
3. Realization of the stated policy that the Government of Ontario would provide through education and training not only an equality of opportunity for all sectors of the population but also for the fullest possible development of each individual to the limit of his ability.
4. Provision of generally to be available and adequate facilities for the education and training of craftsmen, technicians, and technologists.

The Minister's statement was based to some extent on the contents of an address made on March 1, 1965, by Dr. John Deutsch,

¹ Ontario Department of Education. Colleges of Applied Arts and Technology - Basic Documents. Toronto: Information Branch, Ontario Department of Education. June, 1967. P. 5.

Chairman of the Economic Council of Canada, to the Canadian Club in Toronto.² Dr. Deutsch described the modern world in which we live and must make our way as "demanding an ever-changing pattern of occupations and rising levels of skills". He further maintained that the occupations which were growing most rapidly were those which involved advancing levels of basic education and training, while the occupations requiring the lowest levels of formal education were declining. To support his assertions, Dr. Deutsch quoted a well-known fact that a considerable number of Canadian companies were experiencing a shortage of managerial, technical, and scientific personnel, "a scarcity attributable in a large measure to a deficiency in the Canadian educational system with respect to training of technical personnel beyond the high school, but short of the university level".

In a major statement to the Legislative Assembly of the Province of Ontario on February 3, 1965, the Premier of the Government of Ontario, the Honourable John P. Robarts, stressed the following important factors which conditioned the outline of the future policy of the Government with respect to education.

"What has emerged from the evidence of the past four years is that the level of skills or education needed for many of the jobs that have opened up are such that some unemployed have been unable to shift readily from job to job within an industry or from one industry to another. It is almost a paradox that future growth in Ontario may be hampered because of skill shortage rather than by displacement of workers by sophisticated machines."

.....

² Ontario Department of Education, loc. cit.

.....
 "The long-term solution to most of our problems obviously lies in education and training, in the fullest possible development and utilization of all our human resources. We must prepare Canadian youth to enter the multitude of highly-skilled jobs available today and the ever greater number which will arise in the future."

"Our true wealth resides in an educated citizenry; our shrewdest and most profitable investment rests in the education of our people. A general phenomenon of our day is that brainworkers - ('knowledge workers', as they are more frequently labelled, to contrast with 'manual workers'), and these, in the future, of an ever-higher calibre - are the prime economic need for societies in advanced states of industrialism."

"It is the task and the purpose of this government to provide whatever opportunities are necessary to enable each individual, through education, to develop his potentialities to the fullest degree and to employ his talents to the greatest advantage, and we plan to accomplish this through free choice, not by coercion and regimentation of our fellow-citizens."

"If we are to attain these ends, we must of course envisage an educational structure far greater and more efficient than we have yet known."

"In education, as in other segments of our economy, the key to our future clearly lies in research and development - in planning to anticipate and meet the demands of social and technological change through deliberate alteration of the educational structure. This will require research and experimentation, and a continuing evaluation of the old and the new. Fruitful changes must be made throughout our school system, without, of course, destroying those valuable and still useful parts of the structure developed over many years." ³

Consequently, the Minister of Education of the Province of Ontario expressed an opinion that in view of the previously quoted statements, "the proposed legislation for COLLEGES OF APPLIED ARTS AND TECHNOLOGY must be viewed in the light of the economic and

³ Ontario Department of Education, op. cit., pp. 6-7.

social demands not only of today but of tomorrow".⁴

Having subsequently dealt at some length with various areas of the existing high school system in Ontario, the Minister then stated:

"Now... ..we can focus our attention on the design of this remaining section, directly related to the applied arts and technology, for full-time and for part-time students, in day and in evening courses, and planned to meet the relevant needs of all adults within a community, at all socio-economic levels, of all kinds of interests and aptitudes, and at all stages of educational achievement. Our efforts here could, I suppose, be considered also as a co-ordination and culmination of all previous work in this area: a welding into a coherent whole, so to speak, of the parts which have sometimes seemed fragmented and unrelated, so that we have a complete system extending from the kindergarten to the post-graduate level."⁵

In the opinion of the Minister of Education, there were three major factors of educational "need":

1. "Knowledge explosion", that is, the current doubling of knowledge in certain areas, notably science, approximately every decade.
2. The disappearance of most of the unskilled and a high proportion of the semi-skilled jobs. (Here the Minister noted his "considerable sense of shock" when he had discovered during his recent visit to the State of California that employers were generally unwilling to accept high school certificates as a minimum employment qualification but insisted on at least a graduation diploma from a junior college.)

⁴ Ontario Dept. of Education, op. cit., p. 7.

⁵ Ibid.

3. "population explosion", that is, a rapid growth of population, resulting in schools at all levels "bursting at the seams". This situation, on the basis of projected statistics, is likely to continue for at least another twenty years.

To provide factual evidence in support of "population explosion" and its grave implications for the educational system in Ontario, the Minister quoted some figures presented in this report for ease of comparison in the following table form.

Year	Number of students in	
	Elementary schools	Secondary schools
1946/7	539,000	123,800
1964/5	1,278,500	395,300
1982/3	Approx. 2,000,000 (projected figure)	Approx. 700,000 (projected figure)

Table I. Growth of student population in Ontario schools.

Although the number of students enrolled in Ontario universities was not quoted by the Minister, he nevertheless stated that their full-time undergraduate enrolment nearly tripled in 1960 as compared with 1946, that it was expected, on the basis of projected statistics, to triple again in the 1960's, and again double in the 1970's.

In the second half of the 1950's the Department of Education of the Province of Ontario realized the necessity of expanding its technological education programs which, until then, were restricted

to only those offered by the Ryerson Institute of Technology in Toronto (N.B.: The name of this educational establishment has been since changed twice); the Hailybury School of Mining in Hailybury; the Ontario College of Agriculture in Guelph; and the Hamilton Textile Institute in Hamilton. Consequently, four additional Institutes of Technology have been opened in the Province: - the Eastern Ontario Institute of Technology in Ottawa (1957), the Hamilton Institute of Technology in Hamilton (1957), the Western Ontario Institute of Technology, Windsor (1958), and the Northern Ontario Institute of Technology in Kirkland Lake (1962). Moreover, on a lower level, a number of Vocational Centers have been created in some bigger towns of the Province. In spite of these developments, growing unemployment among the unskilled labor force in Canada had led in 1963 to the appointment of the Select Committee on Manpower Training and to a subsequent Conference on Automation and Social Change held in the same year. Both the aforementioned Committee and the Conference made strong recommendations to the federal government to create yet another education remedial training system to counteract this situation. The recommendations resulted in federal legislation introducing the Manpower Training Program for the whole of Canada. The program was made subjunct to the Federal Department of Labour in the original legislation passed late in 1965. In the Province of Ontario the Manpower Training Program operates at present in conjunction with the Ontario Manpower Retraining Program, a Provincial undertaking whose budget nevertheless depends currently in its entirety on federal funds.

The Minister felt therefore that it was essential to explain in his address to the Legislature the reasons for adding yet

another, completely novel branch to the existing educational structure in the Province. These reasons have been plainly stated by the Grade 13 Study Committee convened in 1964 in its final report as follows:

"... In the present crisis the need cannot be met simply by alterations or additions at secondary school level, where we must create a new kind of institution that will provide, in the interests of students for whom a university course is unsuitable, a type of training which universities are not designed to offer. Fortunately, a beginning has been made in the establishment of institutes of technology and vocational centres, but as yet these are too few in number and their offerings are too narrow in range to satisfy what is required both by the nature of our developing economy and the talents of our young people. The committee is therefore recommending the establishment of community colleges to provide these new and alternative programs."⁶

The Minister repudiated then any allegations that the proposed by him Colleges of Applied Arts and Technology were intended to duplicate either the junior colleges, or community colleges in the United States of America. These suspicions were due no doubt to the extensive study of such colleges conducted in recent years under the Minister's personal supervision in various States of the Union, particularly in Florida and California. It was interesting to note, he said, that in the State of California employers no longer were anxious to hire young people with a high school education only, and that the minimum requirement for an average position in industry and commerce was a diploma from a junior college. The Minister admitted, however, that future

⁶ _____, Report of the Grade 13 Study Committee.
Toronto: Ontario Department of Education, 1964.

Colleges of Applied Arts and Technology in Ontario had to have many elements in common with their American counterparts, if only because they primarily affected the same age groups and were basically designed to provide for many similar needs of the youth in both countries. The similarities nevertheless would not affect characteristics indigenous to Canada in general, and to Ontario and its educational goals in particular.

The programs in these Colleges would be very varied and comprehensive. Courses would be of varying length, primarily employment- and occupation-oriented, and suited to specific needs of various communities, ascertained on the basis of thorough community surveys. The Colleges were not intended to have residential facilities (except perhaps in some low-density population areas in the Northern part of the Province) but were essentially designed to be of the "commuter" type, that is, to serve areas within easy access of the existing local transportation systems. At the time of the legislative proposal the Minister could not as yet present a definite plan for the existing Institutes of Technology and Vocational Centres in relation to the new Colleges, for the number and specific locations of the latter, and for detailed curricula.

The major responsibilities of these Colleges could be determined, however, as provision of courses unsuited to and exceeding the level existing in the secondary schools of the Province, including those geared to the needs of secondary school graduates who did not intend to continue their education by enrolling in a university program, and provide a system of continuing education for adults without the secondary school diploma pre-requisite.

In general, Colleges of Applied Arts and Technology were expected

to establish courses below the university level for technicians and technologists; for some semi-professional occupations, such as, for example, paramedical; for distributive trades, with emphasis on junior and intermediate management levels; for agricultural and related programs, particularly in areas in which agriculture constituted a major part of local economics; for adult education programs concerned generally with culture, leisure-time activities, recreational interests, and physical education; for liberal education, with stress on remedial programs in "basic" subjects, such as English, mathematics, and science; for employment retraining and upgrading; for expansion and "refreshing" of knowledge in every possible area of human endeavor; for various service industries, such as tourist, hotel, restaurant, etc.; for all phases of trades and apprenticeship training; and for commercial occupations, such as various forms of accounting, office management, data processing, computer programming, etc. In spite of such an extensive enumeration, the Minister took the precaution of adding that the programs would be also expected to include any "other courses to meet local needs".

The level was designated to be decidedly different from that of university courses, with complete exclusion, in contrast to similar colleges in the United States, of so-called "college parallel" or "transfer" courses for which, in the opinion of the Minister, there was no current need in the Province due to the existence in high schools of Grade 13, designed to be shortly replaced by a preparatory for college Matriculation Year, and owing to sufficient expansion of university facilities in the immediate future to meet any foreseeable demands.

This stipulation would not affect, however, the possibilities

of transfer to university of students capable of continuing their formal education on a higher academic level. Similar arrangements were already in existence between various universities in Ontario and institutes of technology due to precedental acceptance by the universities of recommended students of good standing in these institutes, on the basis of individual agreements. The Minister informed the Legislature that he had received a brief from the Ontario Council of Faculty Association recommending setting up a representative committee from within the Department of Education and universities of the Province. This joint committee would be instituted for the purpose of formulating conditions and procedures of admission to universities of suitable graduates of future Colleges of Applied Arts and Technology, with appropriate recognition of acceptable credits. He also expressed an opinion that, wherever advisable, some universities may arrange with selected Colleges to conduct the first year or two of university credit courses in certain program areas.

The concluding part of the Minister's statement contained an outline of the organization, administration, and financing of Colleges of Applied Arts and Technology. They would be headed by a Council of Regents co-ordinating the activities of local Boards of Governors of individual Colleges. The local Boards of Governors would have, in conformity with established regulations, legal powers to incorporate and to set up advisory committees for study and recommendation to the Boards of various proposed educational programs and courses. At the beginning, the entire organization, including the Council of Regents, would be, as the Minister expressed it without any further elucidation, "under" the Department of Education.

He felt that the Department, due to the considerable past experience in organizing and running the institutes of technology and vocational centers, was best qualified to exercise appropriate supervision. Moreover, the Department of Education had highly qualified personnel, well versed in all facets of educational matters, including rather complex financial grant arrangements with the federal government, responsible for and partly or wholly supporting a number of educational programs in the Province, particularly in the field of technical education. He also mentioned that presidents of Ontario universities supported his suggestion that, for the reasons stated, the Technological and Training Branch of the Department of Education was better suited to handle these problems than the initially suggested newly created Department of University Affairs, fully preoccupied with its own rapidly expanding activities.

Although largely supported directly by the provincial government and indirectly by the federal administration, the Colleges of Applied Arts and Technology were not intended to provide free tuition, and nominal established fees would be charged.

The Minister concluded his speech by expressing his thanks to many individuals and organizations which had helped the Department of Education in the formulation of the final proposal to form Colleges of Applied Arts and Technology in Ontario by submission of pertinent suggestions and constructive comments. Of particular assistance were extensive briefs presented by the Ontario university presidents, the Ontario Council of University Faculty Associations, and the Ontario Teachers' Federation.

Initial Implementation

As a result of the able and convincing address of the Minister, the 27th Legislature passed the proposed amendments to the Department of Education Act as Bill 153 which enabled him to issue the appropriate regulations initiating the establishment and organization of the Colleges of Applied Arts and Technology in the Province of Ontario. Both the Act and the Regulations are quoted verbatim and in full in the Appendix to Part I of this report.

On March 16, 1966, the Minister of Education informed the Legislature of the approval of an Order-in-Council which delineated eighteen areas in the Province designated for setting up of a corresponding number of Colleges. A later Order-in-Council established on July 14, 1966, a nineteenth area embracing the City of Toronto and two adjoining villages.

The Minister announced also that the Ontario Department of Education in conjunction with the Council of Regents would shortly appoint local boards of governors responsible for determining at an early date exact locations of future Colleges in their respective areas.

The minister's statement was terminated by a prediction that in the mid-1970's Ontario was likely to require 26 Colleges of Applied Arts and Technology.

Following the above announcement, the Council of Regents, with the advice and co-operation of the Department of Education, issued

a set of guidelines for local boards of governors.⁷ According to these guidelines, the Board of Governors of a College was to be responsible for the educational needs of the entire area as delineated by the Minister's address to the Legislature on March 16, 1966, and not only of the municipality in which the College was to be located. Consequently, the boards were advised to hold a number of meetings in different sections of the designated areas in order to consider local suggestions made officially by the municipalities concerned, by interested organizations, or by individuals.

The first duty of a board was to submit a proposal of a name for the College to the Council of Regents. Approval of the suggested name by the Minister of Education and the Lieutenant-Governor-in-Council would constitute automatically a legal act of incorporation of the board. Incorporation of the board would endow it with the powers of organizing the College, commencing with the establishment of an official mailing address.

It was (and still is) essential for a board to restrict its decisions to only policy, with the administration left entirely to the appointed President - formally, the chief executive of the board - and his staff.

Every board elects annually a Chairman and a Vice-Chairman and appoints a Secretary-Treasurer, an Auditor or Auditors (annually),

⁷ Guidelines on Organization Prepared for the Board of Governors of a College. (An unpublished and undated mimeographed circular issued by the Ontario Department of Education.)

Signing Officers, and standing committees. Although the board may appoint a unlimited number of standing committees, the Council of Regents recommended only two for the initial formative period, an Administration Committee and an Operations Committee. The scope of activities of the Administration Committee is restricted to matters external to the operation of the College, such as locating and making the necessary arrangements for renting during the formative period of temporary premises; taking care of any essential alterations and repairs that may be involved in adaptation of such premises for the purposes of the College; choosing a permanent building site and planning a permanent campus and buildings jointly with the appointed by the board architects; dealing with finance, and particularly with the preparation of a budget for the board's approval and submission to the Director of the Applied Arts and Technology Branch of the Department of Education (this Branch was formerly called the Technological and Training Branch but it has been expanded to meet the rapidly growing needs of the developing Colleges of Applied Arts and Technology, and accordingly renamed in 1966); taking care of all property maintenance problems; forwarding resolutions to the Council of Regents; being responsible for college publications and any other forms of publicity; etc.

The Operations Committee takes care of all activities connected, as its name implies, with the internal operation of a College, such as selection and appointment of a President and of suitable candidates for all other administrative positions; hiring of all members of the teaching and non-teaching staffs; organizing the staffs within the framework of the College; surveying the educational needs of the community within the designated College area; evolution

of a program of studies; maintenance of close and good relations with the College Faculty Association; supervision of student organizations and student affairs; advertising; etc. It should be noted that all planned programs of instruction must be first sanctioned by the board, then submitted for joint approval of the Council of Regents and the Minister of Education.

Once the College is operating, the board may ask the Minister of Education through the Council of Regents for permission to introduce a new course or courses, or any new educational programs. Although such a request can be made at any time, it must be well supported by factual evidence proving the need for the proposed course or courses; justification of its suggested length; existence of reasonable employment opportunities for graduates and the basis for assessment of employment chances; and finally, the anticipated cost of any new educational program or programs.

Financial arrangements and overall budget preparation must follow the appropriate laid down procedure. To begin with, immediately after the Minister of Education and the Lieutenant-Governor-in-Council of the name of the new College, the board will receive an accountable grant of \$.50,000.00 for initial expenses connected with the organization of the College in the early stages. Additional sums of money may be allotted to the board following interim budget estimate presentation at any time during the fiscal year before its termination, that is, until March 31st. During the first full fiscal year of College operation funds will be made available in accordance with the requirements detailed in a temporary budget which must be submitted by

the board on special forms provided by the Department of Education. In subsequent years a meticulously detailed budget, again on special forms, would have to be submitted before September 1st. By then, it had been assumed, the Boards of Governors would have sufficient prior experience to be able to present a budget complete in all details.

All estimates must be subdivided into operating and capital expenditures and must include the anticipated surplus or deficit for the current year.

Budgets are to be submitted directly to the Council of Regents. Following approval, the Council presents them to the Minister of Education who consults his designated advisors and thereafter forwards them with appropriate amendments, if any, to the Provincial Treasury Board, whence they are sent for final acceptance, as it is the case with all other Provincial Government Departments, to the Legislature of the Province of Ontario.

Audited financial statements must be presented by the Board of Governors to the Minister of Education, through the Council of Regents, for the immediately preceding fiscal year, by June 30th of each year.

The "Guidelines" included also the order in which all staffs of the newly formed colleges should be appointed. Appointments should be made in three phases, initial, intermediate, and final. The initial phase should start with the appointment of the College President whose background could be industrial, commercial, or educational, although if a suitable candidate is not immediately

available, an Acting Director pro tem could be appointed for a limited period of time (the duration of this "limited period of time" was not specified in the "Guidelines"); Subsequently, other members of the staff should be hired during the initial phase in the following order: (1) a Business Administrator who might perform in the early stages also the duties of a Bursar and Purchasing Agent; (2) a Registrar who might be made also responsible for counselling services; (3) a Legal Counsel; Masters (that is, teachers or instructors) for the courses to be provided in the first phase; (5) clerical assistants; (6) maintenance staff.

In the intermediate phase the order of appointments was recommended to be as follows: an Administrator or Administrators of one or more customary Divisions of the College, such as Technology, Technical, Business, Applied Arts, etc. (unless justified by special circumstances, no more than two such appointments should be made during this stage); (2) Department Heads, if required; (3) additional teaching staff, if needed; (4) essential supplementary maintenance staff; (5) possible additional clerical help; (6) a Bursar.

The final phase appointments are conditioned by sufficiently large enrolment. At this stage all staff requirements should be completed - administrative, business and clerical, teaching, and maintenance.

Salary schedules are the direct responsibility of the Council of Regents, in accordance with Section 6 of the Regulation made by the Minister of Education on October 7, 1965 (See Appendix to

Part I). The "Guidelines" referred also to the provision of standard contract forms but these have not been as yet introduced (as at September 1st, 1968).

The Boards of Governors are responsible for the annual publication of calendars which must contain all programs and courses available during the following academic year in their respective Colleges; admission requirements; established fees; and any other relevant information regarding the rules, regulations, and operation of their Colleges. In addition to programs, admission requirements and fees are subject to prior approval of the Council of Regents and the Minister of Education, in accordance with Sections 10 and 6, Subsection (4), of the aforementioned Minister's Regulation (See Appendix to Part I). The fees relate only to course fees; additional student activity fees are determined by the individual Boards of Governors.

The Minister of Education on recommendation of the Boards of Governors submitted through the Council of Regents will award to successful graduates diplomas or official certificates. Diplomas are issued to students who complete satisfactorily three-year or six-semester courses; formal certificates apply to graduates of credit courses extending over a shorter period of time. Students attending non-credit courses may be given certificates of standing by the local Boards of Governors at their discretion.

A strong recommendation was made to the boards to attempt to enter into agreements with universities in their respective College areas in order to make suitable arrangements for transfer, with

appropriate credit recognition, of "worthy" (term employed in the "Guidelines") students to university programs in related fields of study. Inter-divisional or inter-departmental transfers within the Colleges themselves, again with appropriate credit recognition, should be also arranged by the local boards.

The boards were urged by the Council of Regents to maintain a close liaison and good channels of communication with each other; to establish the same starting dates and duration of semesters in all Colleges; to recognize the same holidays; to adopt the same titles for officials and the same names for various Divisions in all Colleges (Business, Applied Arts, Technology, Technical, etc.); and in general to attempt to introduce and maintain a uniformity of regulations in all Colleges throughout the Province.

Some permissive regulations, that is, procedures to be adopted entirely at the discretion of the local Boards of Governors, were also mentioned. These related to advisory committees, university credit courses, and special agreements with various organizations.

Boards of Governors were allowed to appoint advisory committees for various Divisions of their respective Colleges, or ad hoc advisory committees, if and as required. These committees would concern themselves solely with existing or intended to be offered programs of instruction and would make their recommendations only to the local boards.

Under special circumstances (undefined in the "Guidelines"), Boards of Governors have been permitted to make arrangements with

universities to offer university credit carrying courses and complete programs of instruction in Colleges of Applied Arts and Technology, in accordance with Section 5 of Bill 153, 1965 (See Appendix to Part I). These arrangements are also subject to prior approval of and validation by the Minister of Education.

Similar sanction is required for any agreements which local Boards of Governors may make with any commercial, industrial, or professional organizations, in conformity with Section 4 of the aforementioned Bill 153 (See Appendix to Part I).

The "Guidelines" ended with some references to comparatively minor problems of travelling expenses which, as the Council of Regents recommended, should be subject to fixed allowance rates established by the Government of the Province of Ontario for members of the Provincial Civil Service. In general, travelling expenses should be refunded in accordance with the laid down procedures indicated in Section 11 of the Minister's Regulation of October 7, 1965 (See Appendix to Part I).

On the whole, the "Guidelines" contained very little that had not been covered by the Act to Amend the Department of Education Act (Bill 153) and the Minister's referred to Regulation, both contained in the Appendix to Part I of this report. It would appear that the "Guidelines" have been circulated in order to make certain that local Board members and concerned members of College staffs were provided with the opportunity of perusing the contents of appropriate legal documents made easily understandable by the simplified terms in which the "Guidelines" had been couched.

On February 14, 1967, the Council of Regents, in co-operation with the Ontario Department of Education, circulated among the Boards of Governors and College administrative and teaching staffs a pamphlet stressing some aspects of the underlying philosophy and objectives and procedures aiming at their implementation, relating to the Colleges of Applied Arts and Technology.⁸ The contents of this pamphlet, quoted in their entirety in the Appendix to Part I of this report, embrace a number of recommendations emerging from basic tenets of the policy outlined by the Minister of Education in his initial statement made to the Ontario Legislature on May 21st, 1965.

In view of the importance of the intentions underlying the formation of Colleges of Applied Arts and Technology in the Province of Ontario, the introductory part of the pamphlet is given also hereunder:

"In every new venture, there must be a vision of the future, a vision which enables the pioneer to project his thoughts and ideals beyond the arduous first steps. Where goals are clear and high, progress is sure and sound.

The document which follows, SOME UNIQUE FEATURES, is an attempt by a group of competent persons to give shape to their views of colleges as the years unfold.

It is not intended to provide an immediate blueprint but rather a goal towards which the new institutions should aim. Some of the suggestions readily lend themselves to immediate implementation; others must await the opportune moment."

⁸ Some Unique Features of Colleges of Applied Arts and Technology. Toronto: Applied Arts and Technology Branch, Ontario Department of Education, February, 1967.

From the contents of this preamble, the Department of Education has drawn a number of significant conclusions, beginning with a statement of four basic principles which should govern the overall educational endeavours of Colleges of Applied Arts and Technology. Education acquired in these Colleges must be "total", that is, embrace both vocational and avocational fields, participation in offered courses must not be unqualifyingly impeded by admission requirements, and programs made available should have a complete vertical and horizontal flexibility, that is, they should be capable of being easily modified to increase both the depth of treatment of any area of instruction, as well as its scope. Second, curricula of all Colleges should cover both the cultural and occupational needs of their students. Third, course contents should be up-to-date with, if not in advance of, the latest developments in the various fields of technology. This, the Department of Education suggests, could be realized by a close contact and co-operation with commerce, industry, and public agencies, including those concerned with education. Lastly, Colleges of Applied Arts and Technology must be devoted to progress through incessant research in all aspects of educational theory and practice.

The role of the Colleges has been described as provision of a "comfortable" atmosphere conducive to effective learning by students who have found it impossible to realize the practical values of humanities, languages, and abstract mathematics taught as a part of the academic curriculum in secondary schools, and consequently became or could become dropouts. The Department of Education was careful in pointing out that the referred to "comfortable atmosphere" should involve all factors contributing to the development of a

positive learning climate, such as emotional, social, educational, and economic.

The depth and scope of programs of instruction in Colleges of Applied Arts and Technology should be suited to an intermediate level bridging those of secondary schools and universities, in accordance with the original intentions expounded by the Minister of Education in his first statement to the Legislative Assembly of the Province of Ontario on May 21st, 1965.

Integration of varied programs on different levels will be assisted by a Curriculum Committee which should consist of ten members, three from the College, three from the secondary school system, three from university, and a chairman appointed from either commerce, industry, or a public agency.

The unification of the widely diverse College population and creation of a spirit of cohesiveness can be materially helped by a dynamic Students' Association and deep community involvement. The Department of Education has suggested therefore formation of a College Committee embracing the College President in an advisory capacity. The number of Committee members has not been stipulated but equality of representation from within the student body and the faculty has been clearly stressed. On the student side, the members should include the President of the Student Council and leaders of student organizations; the faculty group should consist of, among others, the Dean of Students, the Superintendent of Buildings and Grounds, and one representative of each Division of the College.

The primary function of the College Committee will be establishment and maintenance of good public relations between the faculty (presumably including also the administrative staff) and the students. It is moreover suggested that the Committee will "provide a source of redress for grievances of either group". (Although criticisms of the Colleges, of their overall organization, and of some other aspects of their operation will be dealt with fully in the concluding part of this report, it must be mentioned here that the last part of the proposal made is rather hard to accept. The students may indeed effectively appeal to the College Committee in case of difficulties with the staff but the reverse procedure, that is, appeals of members of the faculty to the Committee, are hardly feasible, unless in general public relations matters.)

The meetings of the College Committee should be held once a month during the academic year and accordingly provided for in the regular timetable, preferably between 12:00 noon and 2:00 p.m., to facilitate combining the meetings with luncheons.

College counselling services are regarded as being of critical importance. In preference to uncompromising observance of entrance prerequisites, a valid assessment of predictive success of the student in any given area of instruction is proposed. Further conclusions regarding counselling services to be provided by the Colleges are prefaced by a quotation from Siegle (Center for the Study of Liberal Education for Adults) which reads as follows:

"What is of greater significance is the combination of basic capacity, energy, experience and motivation, which, with proper guidance, can lead to improved skills, better understanding, increased knowledge, alteration of values, and an enrichment of the adult life."

Recognition of these basic tenets led the Department of Education to realization of the necessity to establish in the Colleges of Applied Arts and Technology a system of counselling services embracing extensive and accurately predictive tests and professional interviews to be conducted by competent and highly qualified guidance personnel, fully conversant not only with all aspects of principles and techniques of modern psychology but also with employment conditions and placement problems. Moreover, formation of a Study Skills Clinic under the full control and supervision of the College Counselling Division has been recommended in view of the likely prevalence of the problems connected with students' difficulties in developing appropriate attitudes and study habits which would provide them with the possibility of deriving optimal benefits from the pursuit of learning in their respective programs of instruction.

In ultra-modern educational institutions, such as the Colleges of Applied Arts and Technology, omission of the latest instructional facilities and techniques would be unthinkable. Consequently, such recent developments as educational television and computers have been given due consideration. The Department advocated accordingly maximum utilization of open-circuit ETV for viewing of appropriate broadcasts, with ancillary provision for video-taping of the educationally important and worthy of preservation programs. Closed-circuit TV has been mentioned as an instructional aid and as a means of solving the problem of large numbers of students. The possibility of utilization of closed-circuit educational television for teacher and student training in program preparation has been also stressed.

In the computer application field the following uses have been listed: - general administration, accounting, and student and inventory record storage; memory bank utilization for library information and reference and instructional materials; student instruction (this point, although mentioned very briefly, presumably incorporated both general instruction and specific training in programming techniques); general and educational research; testing and evaluation; and finally, critical path studies of plant and equipment utilization.

Library facilities must be regarded as a community resource center in the full meaning of the term. If the need arises, College libraries may have to remain open for 24 hours a day and maintain their mailing and circulation services throughout this time. All timetables should be staggered for the convenience of full- or part-time students who might be extracurricularly gainfully employed on different shifts. Staggered programs may make extensive use of educational television, and particularly of video-tape recordings which would greatly assist in alleviation of instructional problems caused by the wide spread of educational activities over many hours of the day. Fruitful use may be made of laboratory facilities available not only in the Colleges themselves but also in various educational institutions within the geographical area covered by a College. In addition to full-time and extension courses, instruction by correspondence and establishment of satellite courses in outlying districts is envisaged.

Colleges may well become also Community Art Centers for, in addition to "regular" courses designed to culminate in some form of certification, avocational programs should be offered in general cultural and leisure-time activity areas. The latter, such as sketching, painting, sculpture, and so on, may be conducted in

College workshops.

The Colleges will thus eventually develop into true community resource and recreation centers. This means that their future expansion must embrace not only extensive and proficient library facilities but auditoriums, lecture theaters, seminar rooms, and various lounges as well.

Particular attention must be given to carefully planned data centers, indispensable to many facets of research in new teaching methods relating both to student instruction and general and in-service teacher education; in curriculum updating; in professional development; and in any other pertinent research needs of the faculty.

It is realized that thorough training of teachers, even those with extensive prior instructional experience in other educational systems, will be necessary in order to develop and adapt teaching skills to the particular requirements of adult education procedures. Without stipulating the length or extent, the Department recommends an initial pre-service orientation course followed by a two-year period of in-service training. The latter would entail performance of teaching duties with the assistance of an experienced teacher holding full master teaching qualifications. His task would be to advise rather than assess and counsel the incumbent teacher in all matters relating to student instruction and fulfillment of other customary teaching duties. It is also expected that during the in-service first year training period the new teacher would attend some special courses covering various areas of importance to educational theory and practice.

It is further envisaged that the second year of the in-service training period would be devoted by the student teacher to research on some topic within the field of educational practice. As specific research areas, programmed learning (not to be confused with programmed instruction) and new methods of evaluation and testing are particularly stressed. The Department of Education suggests that results of such research could be presented by the incumbent teacher in the form of a thesis which might be published by the College and, in case of formal teacher certification being introduced, form the final requirement of such certification.

Realizing that instructors in some specific subject areas, particularly those in which wealth of practical experience is of greater importance than formal educational qualifications, might have to be recruited from commerce, industry, the "professions", or public service agencies, the problem of teacher training of those so qualified but lacking teaching experience can be taken care of by "exploratory" evening extension courses. It is especially stressed that student teachers possessing such an invaluable "on-the-job" experience might provide essential and interesting discussion topics for seminars and that, due to their thorough knowledge of practical work, they will contribute greatly to a good student-teacher relationship deemed essential in adult education.

The Department of Education has voiced some apprehension about the availability of teachers of the humanities; their ideal qualifications have been stated as a Master's degree in the appropriate field of instruction, suitable practical experience, and a student-bias coupled with a thorough understanding of the "socio-economic orientation" of the student.

Assessment of students' progress should rely predominantly on evaluation of their term work rather than examination results. Introduction of a credit system would have decided advantages in standardization of student achievement records throughout all the Colleges of Applied Arts and Technology in Ontario, thus facilitating student transfers from one College to another. It would also assist transfer of students to comparable educational institutions in some other Provinces of Canada and it would be compatible with the generally accepted system of assessment of student progress in the community colleges in the United States of America, apart from obviating the evident drawbacks of grade and percentage systems.

Ungraded student achievement approach, being somewhat unfamiliar in practice to the Canadian educational systems, should be introduced forthwith "using the mechanics of modern educational technology".

The sufficiently large number of Colleges in the Province (19 at various stages of initial development at the time of publication of "Some Unique Features") would justify frequent conferences of faculty members from all the Colleges with the view of establishing appropriate standards of curricula in various areas of instruction. Detailed standardization is of lesser importance than determination of suitable levels and scope - progress should be regarded as the major objective, with conformity being of secondary importance.

The paper is concluded by some suggestions made with respect to upgrading and enrichment programs which must be introduced in the Colleges of Applied Arts and Technology. These programs must be made universally accessible and be offered at all levels, although evaluation of student results may be in the form of the proposed credit system (referred to in the paper as the "'Systems' approach

to ungraded education").

Upgrading should be made primarily possible from Grade 10 or lower to Grade 12 and from the Grade 12 level of the Four-Year Programs to that of the Five-Year Programs. Peculiar to Canada dual language difficulties could be taken care of by English language programs for French-speaking Canadians residing in districts where instruction in the French language cannot be, for some valid reason, made available. Similar courses can also meet the needs of new Canadians. To avoid unnecessary duplication and overlapping, language laboratories, indispensable for such programs, could be planned in such a way that they would serve French or foreign language courses forming a part of some of the general arts programs.

A separate liberal arts program is essential for the estimated large number of adults who have failed in the past to complete a part of their basic formal education. Although not in the form of a directive, the Department of Education has expressed a hope that the levels and quality of the liberal arts programs offered at the Colleges of Applied Arts and Technology would satisfy the entrance prerequisites demanded by Canadian universities. It has been tentatively proposed that two-year programs might be structured so as to constitute an acceptable equivalent of Grade 13, and a three-year program a possible equivalent of the first year level in the general arts course at university, or at least a basis for granting by universities some advanced credits in such courses. The detailed curricula of all liberal arts programs offered at Colleges must be therefore carefully determined with the full co-operation of universities in order to dovetail their scope and level into the framework

of general arts courses offered at universities. Standards established by universities for teacher education must be also adequately met. The liberal arts programs offered by the Colleges of Applied Arts and Technology as outlined above must not be confused with fully approved by a university transfer courses referred to in The Department of Education Amendment Act, 1965, 1 14a, (5). (See Bill 153 in the Appendix to Part I of this report.)

Students of exceptional ability and achievement may be offered an opportunity of attending special courses on "a graduate basis". These would be essentially based on skeleton outlines and closed-circuit ETV lectures recorded by staff-advisors and would permit completion of an additional advanced year of study within one semester. In these cases the above quoted subsection of the Act could be extended by individual agreements with local universities to allow for suitable credits or whole or part-recognition of these programs for university make-up course requirements.

Public Reaction

As was to be expected, the original statement made by the Minister of Education to the Legislative Assembly of the Province of Ontario on February 3, 1965, containing a brief summary of underlying aims and a rough outline of his proposal to establish Colleges of Applied Arts and Technology, created quite a stir. The reaction of the general public was on the whole favourable, although somewhat apprehensive. In a few isolated cases strong opposition to incessant innovations and to over-progressive experimentation in the educational system of the Province has been loudly voiced. The daily press, with very few exceptions, did not assist in dispelling the misgivings of the public by lucid explanatory presentations of the summarized content of the Minister's speech; the reporting suffered from fragmentary treatment; disjointed quotes, taken in many cases out of context; and in some cases inept comments. Professional educational journals and publications reported the Minister's address very fairly and with praiseworthy competence, but these seldom, if ever, reached the general public. A few talks were broadcast both by radio and television but in the main these broadcasts took place in the low-attendance listening and viewing hours and made therefore little impression on the public at large. The publicity designed for the general populace by the Ontario Department of Education itself was not much better. Its main attempt to reach the public consisted essentially of a short talking movie in which the most prominent Canadian comedians, Wayne and Shuster were starred. The overall effect was that of a cheap commercial interspaced with an infantile brand of humour.

A segment covering a mock question-and-answer session was too slick and too superficial to instil any impression of spontaneous sincerity. The whole presentation invoked in viewers a feeling of unpalatable artificiality and discomfort, usually associated with any kind of pressure propaganda.

The majority of members of university teaching staffs displayed a certain amount of aloof superiority and indifference. Secondary school teachers showed some evidence of mild curiosity, while personnel of the Institutes of Technology throughout the Province openly expressed their fears about their possible personal future in the face of the impending loss of secure positions guaranteed by Civil Service regulations and incorporation into the staffs of autonomous Colleges of Applied Arts and Technology. Current and former students of these Institutes also became greatly concerned about their professional status as technologists. Their fears were based on the belief that the new Colleges might not enjoy the same measure of recognition and prestige as the old Institutes in which instruction was restricted to three-year post-secondary-school diploma courses, while the new Colleges have been designed to embrace many low-level vocational courses which might conceivably lower the dignity and importance attached to any diplomas or certificates issued to future College graduates.

Most of these opinions based in many cases on rumour and more or less unintentional misrepresentations did not affect materially the prevailing feeling that the establishment of the Colleges of Applied Arts and Technology will constitute a most significant milestone in the development of the overall educational system of the Province. Furthermore, it was believed that, should the Colleges, in accordance with their commonly used by the public

name, become real community colleges in the true sense of the word, they would provide a unique opportunity of creating a revolutionary, widespread, and complete educational structure of continuing education in Ontario.

By far more important and meaningful than the reaction of the general public, was that of the leading professional bodies in the field of education which organized various discussions, a special national seminar dealing with community colleges in general, and a subsequent seminar on community colleges in Ontario, all held directly or indirectly under the aegis of the Canadian Association for Adult Education.

The incipient discussions took place during the National Conference of the Canadian Association for Adult Education held in Ottawa, Ontario, in June, 1965. The Conference was not specifically devoted to community colleges, it was simply one of the annual national conferences dealing with many matters relating to adult or continuing education in Canada in general, and to the Association's affairs in particular. It was held, however, in June, 1965, only four months after the first statement made by the Minister of Education to the Legislature of Ontario, consequently some general discussion on this topic was inevitable, and many talks were held in various committees, forums, groups, and panels. The report of this National Conference and excellent summaries of more important conclusions reached by the participants, contained in Andrew Stewart's report to the Alberta Government under the title "Special Study on Junior Colleges" and Leonard Marsh's study of a Community College for Vancouver Island form an interesting collection of documents. As this report is, however, restricted to Colleges of Applied Arts and Technology in Ontario,

the contents of the foregoing papers are outwith the scope of its topic and will not be therefore examined here.

During the following year a special National Seminar on the Community College in Canada was held in Toronto, Ontario, on May 30, 31, and June 1. The Seminar was sponsored by the Canadian Association for Adult Education in co-operation with the Association of Universities and Colleges in Canada, Canadian Association of Superintendents and School Inspectors, Canadian Association of University Teachers, Canadian Education Association, Canadian School Trustees Association, and Canadian Teachers Federation. Apart from various representatives of these associations and of diverse educational institutions and organizations throughout Canada, the Seminar sponsors invited as a special participating guest the distinguished Dr. Leonard L. Medsker from the Center for the Study of Higher Education in Berkeley, California.

In the introduction to the Report on the Seminar, Dr. Alan M. Thomas, President of the Canadian Association for Adult Education, explained the persistent interest of the Association in community colleges as follows:

"Despite the fact that no government in Canada has yet formally identified these institutions" (that is, post-secondary education colleges given diverse names in different Provinces) "as Community Colleges, the title continues to be used informally and we are content so far that this should be so. Our concern is that as much attention and thought should be given to the word 'community' as to the word 'college'. If this can be done, in the face of powerful tendencies to jam this unique institution somehow into the existing educational structure without altering it, then in our view there is an impressive opportunity to evolve a genuine system of continuing education for Canada."

"For the first time perhaps in 50 years we have a clear opportunity to create an institution to suit our needs rather than to continue to try to adapt existing institutions to new problems."

"Despite the understandable tendency to see the Colleges' purposes only in terms of the young, or only in terms of existing institutions - the tiresome question of transfer, for example - there appears to be on all sides a promising willingness to experiment, to re-think our habits, and to allow some novel shapes and functions to emerge."

The goals of the Seminar have been summarized by Dr. Garnet Page, General Secretary of the Engineering Institute of Canada and General Conference Chairman, in his opening address, part of which is quoted hereunder:

"...the great appeal of the Community College lies partly in that it is a comprehensive institution, and that it is now possible for two separate traditions of liberal and academic education and technical and vocational education to come together in one institution - the Community College - as well as for the two separate traditions or organized, disciplined regular educational procedures and of the irregular, diffuse and spontaneous processes of adult education to be combined.

And it is because the Community College can bring together these two pairs of vastly different traditions that there are many differences of view about their best organization, financing, objectives and utilization.

I suggest that experience will demonstrate that there is no one 'best' method to combine all of those important factors, but that a range of 'best' Community Colleges will develop in Canada, each designed to satisfy the conditions and needs of the area and people which it serves.

Another primary objective is to discuss those areas and problems relating to Community Colleges which are not yet decided or solved, to exchange experiences and philosophies and to bring forth ideas which may assist in their best solution."¹⁰

⁹ _____, Community Colleges, 1966 - A National Seminar on the Community College in Canada, May 30, 31 and June 1, 1966, 2nd ed. Toronto: The Canadian Association for Adult Education, 1966.

¹⁰ The Canadian Association for Adult Education, op. cit., pp. 1 - 2.

The first presented paper was that of Dr. Medsker. Its title was The Community College in a Complex Society.¹¹ The most important points made by the speaker may be summarized as follows.

The two most evident forces changing the nature of society throughout the world are population explosion and rapid development of science and technology. The need for an increasing percentage of youth to further their education beyond the secondary school level, both for their own welfare and for the benefit of society, results in an annually growing proportion of young people enrolling in colleges. As greater emphasis is placed on higher education, opportunities for it become more limited. At this point Dr. Medsker aptly quoted a part of the speech delivered by Frank Bowles, Director of the Educational Program of the Ford Foundation, at the March, 1966, Conference on Higher Education sponsored by the Association for Higher Education. The most pertinent segments of this quotation were:

"Democratization of education is not just the provision of more of the same. It is the process of increasing the capacity of an educational system by adding opportunities for study, to accommodate students who have heretofore been unable to find programs to suit their needs.

...through the continuous expansion of education, we will end discrimination and slums and inequality of opportunity and other social ills, and achieve a good life for everyone.

...there are real dangers to educational standards within the educational revolution that is under way.

In the long run it is our colleges and universities that are the Board of Strategy for the revolution, by reason of the decisions they make, the actions they take, and the men they train."

¹¹ Canadian Association for Adult Education, op. cit., pp. 3 - 9.

Dr. Medsker rightly asserted that Dr. Bowles' comments implied the necessity for higher education to provide a diverse variety of both programs and techniques for the new college generation. According to Dr. Medsker, in the United States of America, in each state there have been commissions appointed to find best solutions to the problem of meeting the needs of higher education, and in almost every case an increasing reliance on community colleges has been recommended. Consequently, Dr. Medsker has suggested three "generic" functions of the community college related to its fundamental role.

1. Broadening the base for higher education. - In the totality of higher education not only the educational elite will be dealt with. Also, "broadening the base for higher education" extends beyond the mere accommodation of a diverse regular body and predicates inclusion of programs of instruction for adults and special services to the community.
2. Easing the problem of access to higher education. - Where opportunities of higher education at low cost can be created in areas populated by potential students, the entrance requirements are likely to have more and more restraints removed. Moreover, the fact that community colleges register a large number of students of high ability from lower socio-economic levels is of great significance. Of particular importance is also the evidence that the open-door policy of community colleges preconditions youth at an early age, as well as the parents, for planning the future in terms of college education.
3. Distributing students. - Prior to elucidating this point, Dr. Medsker cited a pertinent passage from McConnell's book, two brief but most important excerpts of which are quoted on the next page.

"The ambiguity of the role of the unselective junior college is inherent in its service as a comprehensive community institution.

It is in effect a great distributive center, selecting after admission the students capable of succeeding in four-year colleges and giving them an academic regimen, while at the same time coping with the 'latent terminals' and encouraging as many of them as might profit from it to shift to an occupational curriculum."¹²

Dr. Medsker added that his own Center for Research and Development in Higher Education, University of California, Berkeley, completed recently an extensive and thorough study of transfer students. The findings supported by unquestionably valid evidence have clearly shown that junior colleges effectively fulfil their task of preparing students to pursue successfully university degree courses.¹³ He also recommended initiation of a study of development of mid-level institutions, such as the community college, in various countries, not particularly with respect to their structure and organization, but in relation to the forces that are "behind" them and the placed upon them expectations.

The ensuing discussion raised the following interesting points.¹⁴

Mr. Gower Markle, Director of Education and Welfare, United Steelworkers of America, remarked that the formal institution of

¹² T. R. McConnell, A General Pattern for American Public Higher Education. New York: McGraw-Hill Book Company, Inc., 1962.

¹³ _____, From Junior to Senior College. Washington, D.C.: The American Council on Education, 1965.

¹⁴ The Canadian Association for Adult Education, op. cit., pp. 10 - 19.

education has been mainly concerned with "looking backwards", that is, with passing the wisdom of bygone days to new generations for which the sagacity of the past contains a large proportion of irrelevance. As a result, our generation is failing in communicating with the youth of today, a most important function which community colleges or, as they are called in Ontario, "Colleges of Applied Arts and Technology", may hopefully succeed in restoring. Mr. Markle also pointed out that, unfortunately, these Colleges were currently in danger of becoming a victim of jurisdictional disputes between some established organizations. (N.B.: This point will be duly discussed in the concluding assessment of current organization of the Colleges, contained in Part III of this report.) He also expressed an opinion that it was of little importance whether community colleges will be more closely related to universities than to secondary schools, or vice versa, as long as their relationship is clearly defined and as long as young people have the right to placement where their best interests lie. Of concern is, however, recruitment of competent teaching staff who must be "moulded" to the novel situation and requirements of the new Colleges, for university professors have ignored to some extent the need to know how to teach, while high school teachers have to learn how to deal with adults.

Mr. J. R. G. Davidson, representing the Robert Simpson Company of Toronto, stated that the world of business should assume its full responsibility for creating the need for increasing higher education facilities. Some of the in-service training in commerce could be relegated to post-high-school-level educational institutions. To Mr. Davidson, the most significant part of Dr. Medsker's paper

was understandably the point made about the role of the new Colleges in student preparation for employment. Finally, Mr. Davidson remarked that community colleges provide an opportune entry for the business world to participate in the field of direct education or extension of public education to bring the realities of business to the students.

Dr. Ross Ford, Director of the Training Branch of the Department of Citizenship and Immigration of the Federal Government in Ottawa, countered by stressing that Dr. Medsker made it quite clear in his presentation that the task of preparing for employment was more difficult than preparation of students for transfer to university. Moreover, apart from such transfer courses, no less important is a great variety of services, technological, technical, and occupational, which must be provided by the Colleges for as much as 80 per cent of the population of Canada to make it possible for this large number of people to "integrate into the work-a-day world and the society of today in such a way that they can make their contribution to that society and world." The different programs in these Colleges and their corresponding different objectives need not necessarily be in conflict but it is vital that each purpose has its own integrity.

Dr. Andrew Stewart, Chairman of the Canadian Board of Broadcast Governors, stressed that there were a large number of graduating high school students who will not enter universities. This may be due to the erroneous notion that education can be completed at some stage of human life, at which preparation for living is ended. Progressive shrinking of the world and incessant revolutionary technological changes make reappraisal of educational concepts inevitable. It must be realized that education is an interminable and therefore

continuous process.

So far as community colleges are concerned, Dr. Stewart emphasized that it is far more important to decide upon the right characteristics of the people who will sit on the Boards of Governors than to discuss necessary facilities, appropriate curriculums, and other teaching problems. It must be also taken into consideration that both young adults who enrol in these Colleges following graduation from high school and older adults who join continuing education courses will demand, and must be accorded, the right to participate in decision making involved in planning, administration, and methods and techniques determined by College authorities. If this is disregarded, the educational process in community colleges will become ineffective. One of the vital questions is, "In the process of democratizing education do we get rid of sheer intellectual snobbery?"

In reply, Dr. Medsker said that there was no single answer to this question. In the past the emphasis in higher education was on the academic approach but now there exist two fundamental factors which must be considered, the upward extension of vocational education and the existence of such educational institutions as community colleges. Consequently, with the growing emphasis on technological needs and increasingly available funds earmarked for technical education, the general public is beginning to realize that community colleges constitute the most suitable educational institutions for this type of education.

The second speaker on the opening day was the Honourable William G. Davis, Minister of Education of the Province of Ontario, who first of all praised the great interest of the public in post-secondary

education.¹⁵ Having subsequently summarized the progress made in the establishment of Colleges of Applied Arts and Technology in Ontario to date, that is, up to the time the Seminar was being held, and the underlying aims of these institutions (see the preceding section of this report), Mr. Davis pointed out that some factors peculiar to Ontario accounted for the differences between the Colleges in this and the other Provinces of Canada.

First of these factors is, in contrast to other Provinces, total industrialization of Ontario in which less than eight per cent of the entire population is engaged in some form of agricultural work. This necessitates extensive vocational training and re-training at all levels, unprecedented elsewhere in Canada. To attain the goal of better and faster sustained "productivity growth", the Province of Ontario has greatly increased its investment in improving knowledge and skills forming the most important ingredient of human resources essential to the attainment of this objective.

The second factor peculiar to Ontario is the Grade 13 year. Although generally regarded by secondary schools as the year devoted to preparation of students for entrance to universities, it is in many respects essentially equivalent to the first year of university. Hence so far there has been no apparent need to include in the Colleges of Applied Arts and Technology the types of programs and courses usually made available in Junior Colleges in other Provinces.

¹⁵ The Canadian Association for Adult Education, op. cit., pp. 20 - 27.

The third factor is the unparalleled growth in Ontario over the last few years of Institutes of Technology, Trades Institutes, and Vocational Centres, which materially influenced the final decision to establish in the Province the new Colleges in which the stress will be placed on "total education" rather than mere training. Unless education is based on cultural, as well as vocational subjects, not only the students, but also industry will be short-changed.

The future educational activities of the Colleges will be allotted to the following Divisions:

1. Technological, which will continue three-year courses in engineering technology and industrial management.
2. Technical, providing two-year technician-level courses and so-called "sandwich" programs for the Department of Labour apprentices, both being currently the most rapidly expanding areas of post-secondary-school-level education.
3. Business, offering three-year business administration courses previously conducted by the Institutes of Technology, one-year courses currently available in Vocational Centres, and a number of new two-year courses covering many fields, such as computer programming, hotel and restaurant management, the tourist industry, marketing and sales, etc. The Minister added here that he could go on listing various areas in this category for an almost indefinite length of time.
4. General and Applied Arts, which will perform the dual function of supplying cultural enrichment and being responsible for related academic "service" subjects required by other Divisions,

as well as offering programs of a general educational nature combining liberal studies and corresponding occupational subjects. As examples, the Minister quoted courses in journalism, social case work, child care, and recreational activities.

5. Extension, which in accordance with the principle of taking care of the educational needs of the entire population, will organize day and evening classes in conformity with the determined area requirements so that employed people could profit from the available College facilities and services.

Moreover, the Colleges will provide upgrading and updating educational programs for adults.

In spite of the marked differences between the Colleges of Applied Arts and Technology in Ontario and corresponding educational establishments in the other Provinces in Canada, inasmuch as possible some degree of conformity will be attempted and should be feasible, even if this conformity has to be restricted to only underlying concepts and premises. This is essential mainly in order to assist in facilitating mobility of those who may desire to change their residence from one Province to another. In this respect, in the opinion of the Minister, the Canadian Association for Adult Education, being a national organization, has been, and can continue to be of constructive and effective help, in spite of some very practical and real problems involved in this task.

The Minister's speech concluded the first part of formal paper presentations. The following part of the Seminar has been conducted in the form of panel discussions, beginning with the topic

"planning: Administration and Curriculum Development".¹⁶ Mr. Gordon Campbell, Principal of Selkirk College in Castlegar, British Columbia, and Chairman of the Panel, began the proceedings by stressing that the panel approach to the discussion must be based primarily on the concerns of the student.

This point has been taken immediate advantage of by a community college student from Vancouver, British Columbia. He stated that one of the difficulties will be to get rid of the notion prevalent among community college staffs that, in dealing with students, they are dealing with children, and not young adults. Regarding student participation in the administration of a college, he admitted, however, that there were some areas in which it would be undesirable; for example, in determining which applicants should be engaged by the college for various staff positions. He also added that, in his personal experience, one of the grave weaknesses in community colleges was lack of essential library facilities.

In a partial reply, Mr. Norman A. Sisko, Director of Technological and Trades Branch of the Ontario Department of Education, said that, although there was no provision in the legislation for student participation in the administration of Colleges of Applied Arts and Technology in Ontario, the Council of Regents or the Board of Governors of any College was at liberty to make in this regard any arrangements they wished. It should be also noted that the Council of Regents has a Committee on Student Affairs which is currently studying the question of student participation within the Colleges. Student participation in curriculum development is, however, for many reasons considered inadvisable. The Department of Education has a special Administrator and Curriculum Supervisor assisted by

his staff. Their responsibility is to confer with advisory committees and faculties of various Colleges to establish curricula and minimum standards for areas of instruction subject to certification at the Provincial level. Their task is also to make certain that the Colleges meet these standards, otherwise they could not obtain Provincial support.

Dr. B. E. Wales, Director of Adult Education, Vancouver School Board, British Columbia, countered Mr. Sisco's argument by saying that any curriculum depends on the particular group of students and their goals. The unquestionable maturity of some groups of students must be considered both in the selection of appropriate instructional techniques and in determining the curriculum content.

A pertinent remark has been added from the floor that the question of the students' active participation in the development of a program in a College constituted an over-simplification; what was actually needed was a vast amount of co-ordination.

In a later part of the discussion, Mr. Gordon Selman, Executive Assistant to the President of British Columbia in Vancouver, expressed a view that a great deal can be learned about the determination of various curricula and their periodic revisions and improvements by consulting students not only as they complete their programs of study or at selected intermediate stages of their academic advancement but also after they have had a chance, following graduation, to go out to work in the area of the career for which they were prepared by their school.

Subsequently, when the discussion centered around the problems of college administration, Mr. Sisco pointed out that in Ontario,

in contrast to some other Provinces, there was no local tax support for the Colleges, students were consequently free to go to any college of their choice. It was also essential to realize that administrative functions of boards of governors were only a part of their duties - by far more important were their efforts to "bring the College out to the people of the area" and to make certain that its activities reflected the needs, interests, and demands of the inhabitants of the College district.

Insofar as the Council of Regents was concerned, its members had an unquestionable tremendous freedom of action and were in no way subservient to the Department of Education. Admittedly, they could be influenced by the Minister of Education, but only as a person, and not by virtue of his position.

It is clear that there is some measure of inevitable and justified central control, such as administrative regulations, accountability, surveillance of professional standards, and so on. This is, however, a fact of life in a democracy. Freedom must not be confused with licence, and it should be borne in mind that the new Colleges constitute an integral part of the overall educational system in the Province, for which the Department of Education is fully responsible. The Colleges, being the brain-child of the Department, have been designed as a post-secondary-school system of education for 80 per cent of the people of the Province, who, although possessing a great deal of intelligence, are not suited to the theoretical, abstract discipline-oriented university-type education. Also, the alternative is not necessarily a vocational technical education, for there is a large area somewhere in the midst of broad, general, and useful applied education of the kind

related to human life and problems, to day-to-day living, to a better adaptation to society in an era of change, while being quite different from the usual subject-directed university approach.

A measure of central control and regulation does not have to mean, however, a betrayal of basic principles of democracy and restriction of the people's freedom to participate in whatever is being done.

The fear that there exist a likelihood of duplication of some existing facilities and services with the new ones is totally unfounded because all the existing post-secondary technical institutions will become a part of the Colleges in their respective regions. It is inconceivable that the Department of Education would compete with itself in making financial grants for identical educational activities to two different institutions.

The remainder of the session was opened to random questions from the floor. The most interesting issues raised are given below.

1. The need of educating the community in realization and appreciation of the dignity of technical programs, still regarded in many cases as a kind of a low-status education.
2. The "open-door" policy of the Colleges, ^{which/} about there is a lot of misconception. Large numbers of citizens who exist within the political system of a state but outside the economic one constitute a potential danger to the stability of the state. A multiplicity of educational institutions should mean therefore a "total" open-door policy.

The interpretation of this policy should not be that anybody can enrol in any institution but that there is nobody who cannot find some institution which offers the kind of program suited to his needs and wants. Although a very helpful novel development, the community college may not meet all these needs, and further experimentation and a future possibility of introduction of yet another educational institution or system should not be excluded. The open-door policy may be a total one, yet it may involve a variety of educational institutions to which people should have an unrestricted access.

It has been also pointed out that the danger of an open-door policy may well be that some high school students will decide to put very little effort into their studies knowing fully well that a College will accept them but not realizing that such an acceptance is no guarantee of success.

3. The problems connected with so-called "senior citizens, over 65 years of age. The viewpoint expressed was that the Colleges must not become playgrounds for older citizens but assist them in the preparation for a dignified and full of self-satisfaction period of retirement which is progressively lengthening and will undoubtedly continue to do so.

The Panel Chairman concluded the discussion by remarking that the problems of government, power, and politics were of extreme importance and that it was surprising that the role of politics in the development of community colleges had not been much more extensively discussed. After all, politics are an integral part of democracy in

which we live - hopefully, the Colleges will materially contribute to the strengthening of the principles of a democratic society.

The second and last Panel discussion was devoted to the topic entitled "Teachers and Teaching".¹⁶ It was chaired by Dr. Alan Thomas who, by the way of an introduction, categorized the roles and types of teachers in various educational institutions. In Canadian universities, he said, a subject is not taught unless there is a competent instructor to teach it. In secondary schools, the teacher is a person responsible for carrying out a predetermined set of studies or presentations. One of the important aspects of teaching in secondary schools is that the courses are offered and the school is opened whether or not a competent teacher is available. In the growing vocational and technical programs the teacher is a practical man, with a wealth of "on-the-job" experience in lieu of that in research, and in whom competent practice of a craft or vocation is considered to be an indispensable ingredient of his ability to convey his skill to his students. Finally, there is the concept of a teacher in the field of adult education, where the term "teacher" is not particularly favoured and is frequently substituted by the word "leader". The basic problem confronting the Panel is therefore determination what kind or type of a teacher would be most effective in and suited to the particular needs of community colleges.

This opening statement drew an immediate reaction from one of

¹⁶ The Canadian Association for Adult Education, op. cit., pp. 68 - 90.

the Panel members who countered it by saying that in community colleges there will be unavoidably many kinds of teachers, if the multifarious instruction is to be effective.

Another Panel member pointed out that at all levels of the educational systems in Canada there were inadequate arrangements for the necessary continuous re-training of teachers.

In dealing with the question of teacher salaries, the difficulties of establishing an equitable pay for vastly diverse teaching functions in a community college became very apparent. As one of the Panel members said,

"...how do you decide on an issue like salaries to be paid? The honour graduate in mathematics is teaching a strictly or largely academic program, vis-à-vis the highly practical individual with a background in industry who is teaching only on a part-time basis and whose approach is practical rather than theoretical. How do you equate these two people if you label them both as teachers? How do you have them each to recognize the importance of the other in the over-all picture and each recognize their function as a member of the team?"¹⁷

One of the basic differences between a community college and lower-level educational institutions, such as elementary and secondary schools, was, according to one member of the panel, that motivation can be automatically assumed, and that therefore the problems of discipline are non-existent (?).¹⁸ This is also not a situation

¹⁷ The Canadian Association for Adult Education, op. cit., p. 73.

¹⁸ The question mark in parentheses has been added by the writer of this report. The opinions expressed are completely unfounded. A fuller comment on these viewpoints will be made in Part III of this report.

in which something is being given to the students who do not know what they need and must in a sense be directed (??).¹⁹

In the preparation of teachers for community colleges there should be no requirement for research, for these colleges are not universities and have therefore a practical rather than theoretical orientation (?).²⁰ The teacher in a community college should not be required to demonstrate an ability for conducting research which must have nothing to do with his initial appointment, promotion, or discharge.

The core staff in community colleges should be primarily sensitive to the needs of the community and perhaps consist of people who alternate their teaching with periodic returns to the world of work and continuing their other careers.

There are a number of unanswered pertinent questions about suitable qualifications for a community college teacher. Is a university degree essential? Can no community college graduate teach in a community college without having to attend some qualifying programs of study in some other institution where he would obtain some other kind of education? What does this do to or for the colleges?

If teaching functions are defined in terms of needs, the proposed definition of a teacher "that it is the business of a teacher to create an environment in which learning can take place" is an apt one. It follows that in community colleges teachers must be trained to teach adults rather than children. Furthermore, if the essential function of a teacher is to create an environment conducive

^{19, 20} See footnote 18 on the preceding page.

to effective learning, he must know something about how learning takes place and in what kinds of environment it can and cannot take place.

Although some members of the Panel were of the opinion that there was little to be gained from extensive teacher education in an adult setting in which empathy was the most important single factor, others felt that community college teachers, particularly those involved in the development of various programs of study, must have at least one "first-level" degree. The teacher in a community college must understand the process of teaching, the kinds of students he is dealing with, and their problems. This is a kind of understanding which is usually associated with the completion of a first degree. Teachers who have a degree have been through the kind of theoretical considerations which enable them to understand and adapt themselves to this sort of situation. For this reason the faculty of a community college should be at least in general terms as well qualified as the faculty of a university, a secondary, or an elementary school. It must be realized that the teachers' duties in community colleges are no less demanding than those in elementary and secondary schools in which a degree is an essential qualification.

At this stage of the discussion, in view of such diametrically opposite opinions, the Panel Chairman commented that up to this point the Panel's contribution could be summarized in a statement that the community college was in reality a process rather than an institution, that it will not have a fixed staff, that it will have no fixed staff qualifications, but it will have a core of "process" educators. It may not even operate all its programs within the college campus, it may take some of them out into the community,

or even into a field.

Another Panel member remarked that despite all the theories voiced by various participants in the discussion, in the bitter end the character of community colleges will evolve through the trial-and-error process.

Dr. R. B. Gwilliam from the Training Branch of the Federal Department of Citizenship and Immigration added a comment that ability to conduct research cannot be entirely excluded from community college teacher qualifications because research in the field of education is of grave importance. This is fully recognized by the Canadian Teachers' Federation experiencing considerable difficulties in hiring research workers for even elementary surveys. Community colleges, being a new development in Canada, will undoubtedly require a program of extensive educational research which would be best conducted by members of their own teaching staffs.

Dr. Thomas' conclusion was in effect confined to a summary of the entire Panel discussion.

The closing part of the Seminar was devoted to the presentation of a paper "The Financing of Community Colleges in Canada" by Dr. D. A. A. Stager, Dean of Students and Assistant Professor of Economics, University of Toronto.²¹

The first part of the paper dealt with theoretical considerations of basic economics which must be taken into account in financial analyses and predictions relating to any institution of higher

²¹ The Canadian Association for Adult Education, op. cit., pp. 91 - 105.

learning, particularly to universities.

Some assumptions then followed, assumptions necessary for predictions specifically essential in assessing the future growth of community colleges. These were as under:

1. Community Colleges will be established in Ontario in urban areas with a population of 20,000 or over and a surrounding regional population of at least 80,000. This is likely to result ultimately in the establishment of about 40 colleges. A distribution analysis shows that roughly 95 per cent of secondary school graduates will find themselves within 30 miles from a college, and approximately 75 per cent within 10 miles.
2. As at the time of the analysis, there was no definite information available whether the courses offered in community colleges would include elementary school teacher training. The estimated number of community college students has been accordingly reduced by the projected number of students who would choose such teacher training assumed to be conducted in the future at universities.
3. Only high school graduates likely to enrol in community colleges have been considered. Students lacking this qualification and part-time students have been disregarded.
4. Although the predictions contained in the well known Bladen Commission Report and based on Dr. Sheffield's research established that community colleges will have little or no effect on university enrolments, the community college enrolment estimates have been nevertheless reduced by 10 per cent, thus providing a reasonable margin for errors.

5. By 1976, it is estimated that 10 per cent of the high school graduates would not continue in any kind of post-secondary education due to marriage, employment, or other reasons.
6. Grade 13 will be abolished prior to 1976.

Based on these assumptions, in 1976 83,000 students will enrol in the first year of community colleges and 67,000 in the second year, a total of 150,000.

The operating costs will be on the average \$.700.00 per year per full-time student, based on current economic conditions. If the cost growth rate as predicted by the Bladen Commission is assumed, this cost will double in 1976 to \$.1,400.00 or 210 million dollars for the projected figure of 150,000 students.

Assuming that tuition fees will be financed by government student loans, it is obvious that the funds will have to be provided by both the Federal and Provincial Treasuries. In addition, both Treasuries will have to foot the bills for any capital expenditure which has not been taken into consideration in estimating the running costs.

Dean Stager concluded his paper by stating that to many questions connected with financing of community colleges there are no simple answers and that further thorough research is both needed and well warranted for such important new institutions in the Canadian educational structure as community colleges.

The discussion that followed added little of interest except Dean Stager's remark that until the loan system of financing student fees is introduced, existing bursaries will have to be made available

on a much larger scale than in the past.

The seminar was concluded by a summary of its proceedings presented by Dr. Page.

The next Seminar was held in the Ontario Institute for Studies in Education in Toronto on January 13 and 14, 1967. It was not a national, but a Provincial Seminar, being sponsored by the Ontario Association for Continuing Education on the recommendation of a specially appointed Committee for Community Colleges. The Committee published a Report of Seminar proceedings, and in the "Introduction" to this Report stated the purposes for which the Seminar had been organized. It had been designed for those members of the community who were involved in continuing education with the aim of providing them with an opportunity to

- (a) become informed about the facts and opportunities relating to the new colleges,
- (b) exchange pertinent opinions and state their expectations of the new colleges, and
- (c) devise some system of periodic exchange of information and assist in establishing priorities.

The Seminar (and the Report) was rather disappointing, being substantially a shortened repetition of the National Seminar held by the Canadian Association for Adult Education in 1966. The only new points emerged in three workshops on "Staff Selection and Training", "School Boards and Manpower Training", and "University and Community College Relationship".

During the workshop dealing with "Staff Selection and Training", the most important conclusions were:

1. Qualifications of teachers should include degrees where relevant but most important is the consideration of the applicant's ability to relate well to people.
2. A program of continuous professional development through staff seminars should be maintained. Sabbatical leaves are desirable.
3. People with special abilities can be frequently engaged on a short-term basis.²²

The workshop participants have been also informed that that a proposal of a teacher training program for members of staffs in Colleges of Applied Arts and Technology in Ontario was forwarded to the Council of Regents for approval and adoption. In essence, it contained the following recommendations:

1. An initial three-week orientation session.
2. In-service seminars throughout the year to provide information and support.
3. A five- or a six-week training session during the following summer.²³

The workshop on School Boards and Manpower Training^W recommended that a consistent policy concerning the school board's relationship to the community college should be adopted. At present some Boards of Governors consciously seek school board representation, while others deliberately avoid it.²⁴

²² _____, Report of Seminar on: Community Colleges in Ontario, Held at the Ontario Institute for Studies in Education, January 13 and 14, 1967, Toronto, Ontario, Sponsored by: Ontario Association for Continuing Education. P. 8.

^{23, 24} Loc. cit.

The workshop on "Universities and Community College Relationship" concluded that uniform standards and tests should be established, for example, such as the U.S. College Entrance Board Examinations. In order to arrange transfer credits, ad hoc procedures should be individually adjusted for each college. Parallel standards are not insisted upon, but some ways must be devised to make possible admission of students on the basis of their ability and promise. The reputation of the staff and graduates of a college can be of greater value than certificates of the Provincial Department of Education, which may tend to lower standards.

In view of the particular message contained in the closing remarks made by Dr. W. R. Wees, Chairman of the Committee for Community Colleges, the concluding part of their contents are quoted below verbatim:

"...I have been encouraged by what I have heard at this Conference. Last night the college men spoke as if students were people. Accustomed as I am to the sterile, antiseptic schools of the last fifty years, it brings tears to my eyes to hear anybody speak of anybody in school as 'people'. All day today we have heard talk of 'people's' needs. Not a word about manpower needs.

Last night, however, one speaker talked about the Colleges in relation to the Gross National Product. God Almighty! Who cares? The measure of man is not the Gross National Product. The measure of man is man.

So let me suggest that when we talk to the Boards of Governors about the 'community needs', we must remember that need, real need, is not a community need, not a Provincial need, not a social need - to every single person who goes to school the real need is 'my need'.²⁵

The current organization and developmental stage of the Colleges of Applied Arts and Technology in the Province of Ontario will be presented in Part II of this report.

APPENDIX TO PART I

B I L L 1 5 3

An Act to amend
The Department
of Education Act

Mr. Davis

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Ontario, enacts as follows:

1. The Department of Education Act is amended by adding thereto the following section: R.S.O., 1960,
c. 94, amended
- 14a. (1) Subject to the approval of the Lieutenant Governor in Council, the Minister may establish, name, maintain, conduct and govern colleges of applied arts and technology that offer programs of instruction in one or more fields of vocational, technological, general and recreational education and training in day and evening courses and for full-time or part-time students. Colleges of
applied arts
and technology
- (2) The Minister shall be assisted in the planning, establishment and co-ordination of programs of instruction and services for such colleges by a council to be known as the Ontario Council of Regents for Colleges of Applied Arts and Technology composed of such members as may be appointed by the Minister. Council of
Regents
- (3) There shall be a board of governors for each college of applied arts and technology, which shall be a corporation with such name as the Minister may designate and shall be composed of such members and have such powers and duties, in addition to those under The Corporations Act as varied by the regulations, as may be provided by the regulations, and each board shall be assisted by an advisory committee for each branch of a program of instruction offered in the college other than the programs of instruction referred to in subsection 5. Boards of
governors,
advisory
committees

R.S.O., 1960,
c. 71
- (4) For the purposes of subsection 1 and subject to the approval of the Minister, a board of governors may enter into an agreement with any organization representing one or more branches of industry or commerce or with any professional organization. Agreements

- (5) Subject to the approval of the Minister, a board of governors of a college may enter into an agreement with a university for the establishment, maintenance and conduct by the university in the college of programs of instruction leading to degrees, certificates or diplomas awarded by the university. Idem
- (6) The cost of the establishment, maintenance and conduct of a college shall be payable until the 31st day of March, 1966, out of the Consolidated Revenue Fund, and thereafter out of moneys appropriated therefor by the Legislature and out of moneys received from Canada for the purposes of technical education or other programs of instruction of the college, moneys contributed by organizations that have entered into agreements with the board of governors of a college, fees paid by students and moneys received from other sources. Cost of establishment and maintenance
- (7) Without restricting the generality of section 12, the Minister, subject to the approval of the Lieutenant Governor in Council, may make regulations with respect to colleges of applied arts and technology, Regulations
- (a) providing for the composition of the Ontario Council of Regents for Colleges of Applied Arts and Technology;
- (b) providing for the composition of the boards of governors on a suitably representative basis and of the advisory committees thereof and for the appointment of the members of such boards and committees;
- (c) prescribing the powers and duties of boards of governors and advisory committees, the manner of calling and conducting the meetings thereof and the procedure for the election and appointment of chairmen and officers;
- (d) prescribing the type, content and duration of programs of instruction to be offered;
- (e) prescribing the requirements for admission to any program of instruction, and prescribing the terms and conditions upon which students may remain in, or be discharged from, any program of instruction;
- (f) for the granting of certificates and diplomas of standing following successful completion of any program of instruction;
- (g) prescribing the qualifications and conditions of service of members of the teaching staffs of such colleges;

- (h) providing for the payment of travelling allowances or expenses to members of the Ontario Council of Regents for Colleges of Applied Arts and Technology, boards of governors and advisory committees, and of the officers and employees of such colleges;
- (i) requiring students to pay registration, tuition and laboratory fees in respect of any program of instruction, and fixing the amounts and manner of payment thereof;
- (j) providing for the admission of persons from outside Ontario, and prescribing fees payable by such persons in respect of any program of instruction and the manner of payment thereof;
- (k) providing the incorporation of schools established under section 14 with such colleges.

(8) No regulation made under subsection 7 applies to a university or to programs of instruction given by a university in such colleges. Application of regulations

2. This Act comes into force on the day it receives Royal Assent. Commencement
3. This Act may be cited as The Department of Education Amendment Act, 1965. Short title

The Ontario Gazette

O. REG. 268/65. COLLEGES OF APPLIED ARTS AND TECHNOLOGY.
MADE OCTOBER 7TH, 1965 APPROVED OCTOBER 7TH, 1965.
FILED OCTOBER 26TH, 1965.

REGULATION MADE UNDER
THE DEPARTMENT OF EDUCATION ACT
COLLEGES OF APPLIED ARTS AND
TECHNOLOGY

- 1 In this Regulation,
 - (a) "college" means a college of applied arts and technology that offers programs of instruction in one or more fields of vocational, technological, general and recreational education and training in day or evening courses and for full-time or part-time students;
 - (b) "Council of Regents" means the Ontario Council of Regents for Colleges of Applied Arts and Technology;
 - (c) "municipality" means a city, town, village or township.
- 2
 - (1) The Council of Regents shall be composed of fifteen members who shall, subject to subsection 2, hold office for a period of three years.
 - (2) Of the original fifteen members appointed under subsection 1, five shall retire on the 31st day of December, 1966, five shall retire on the 31st of December, 1967 and five shall retire on the 31st day of December, 1968.
 - (3) Any member of the Council of Regents is eligible for reappointment.
 - (4) Where a vacancy occurs in the membership of the Council of Regents, the vacancy shall be filled by appointment by the Minister.
 - (5) Nine members of the Council of Regents constitute a quorum.
 - (6) The Council of Regents shall elect annually from among its members a chairman and a vice-chairman.
 - (7) The Council of Regents shall appoint a full-time secretary.
 - (8) The first meeting of the Council of Regents shall be held at a time and at a place determined by the Minister and subsequent meetings shall be held at such times and places as the Council of Regents determines.
 - (9) The members of the Council of Regents shall be paid the

actual amounts spent in travelling and living expenses while engaged in business of the Council of Regents.

- 3 (1) A board of governors for a college shall be composed of twelve members, seven of whom, excluding the ex officio member referred to in subsection 9, constitute a quorum.
- (2) Where a college has been established in an area that comprises one municipality, or part of a municipality,
- (a) the municipal council shall appoint four members to the board of governors, one of whom shall retire each year, the order of retirement to be determined by the municipal council; and
- (b) the Council of Regents shall appoint eight members to the board of governors, two of whom shall retire each year, the order of retirement to be determined by the Council of Regents.
- (3) Where a college has been established in an area that comprises two or more municipalities, or parts of municipalities, the board of governors shall be established on a formula that is provided by the Council of Regents and that is suitable to the municipal structure of the area.
- (4) Any member of the board of governors is eligible for reappointment.
- (5) Where a vacancy occurs in the membership of a board of governors, the vacancy shall be filled, in the case of,
- (a) a member appointed by a municipal council, by the municipal council; and
- (b) a member appointed by the Council of Regents, by the Council of Regents.
- (6) The first members of a board of governors shall take office upon their appointment, and thereafter members of a board of governors shall be appointed at the last regular meeting in a year of,
- (a) in the case of a member appointed by a municipal council, the municipal council; and
- (b) in the case of a member appointed by the Council of Regents, the Council of Regents.
- and shall take office on the 1st day of January in the year following the appointment.
- (7) The first meeting of a board of governors shall be held at such time and at such place as the Council of Regents determines and subsequent meetings shall be held at least once a month at such times and at such places as the board of governors determines.
- (8) A board of governors shall elect annually from among its members a chairman and a vice-chairman who shall be eligible

for reappointment.

- (9) A director of a college shall be an ex officio member of the board of governors.
 - (10) The board of governors shall appoint a secretary-treasurer.
 - (11) Minutes of each meeting and such other records as are required by a board of governors or by the Council of Regents shall be kept by the secretary-treasurer.
- 4
- (1) Upon assuming office a board of governors shall make a study of the post-secondary and adult education needs of the area for which the college has been established and shall, as soon as possible after the first meeting of the board of governors, submit for approval to the Council of Regents a report containing specific recommendations concerning the proposed educational program.
 - (2) The Council of Regents shall consider the recommendations contained in the report referred to in subsection 1 and,
 - (a) where the Council of Regents deems it necessary, may modify or otherwise alter the recommendations; and
 - (b) shall submit the recommendations, or the recommendations as modified or otherwise altered, to the Minister for his approval.
 - (3) Where the Minister approves the recommendations, or the recommendations as modified or otherwise altered, the board of governors shall employ an architect.
 - (4) The architect employed by the board of governors shall,
 - (a) prepare sketch plans of the college based upon the approved recommendations; and
 - (b) estimate the cost of the construction of the college.
 - (5) The sketch plans and the estimate of costs of construction shall be submitted by the board of governors for approval to the Minister.
 - (6) Where the sketch plans are approved under subsection 5, the board of governors shall cause the architect to prepare final plans and specifications for construction of the college and shall submit the final plans and specifications to the Minister for his approval.
 - (7) Where the Minister approves the final plans and specifications referred to in subsection 6, the board of governors shall call for tenders for construction and, subject to the approval of the Minister, shall award the contract to the person who offers the lowest tender.
- 5
- Subject to the approval of the Minister upon the recommendation of the Council of Regents, the board of governors shall select the site, or sites, of the college.

- 6 (1) A board of governors shall appoint,
- (a) a director of the college;
 - (b) a principal for each division of the college;
 - (c) a registrar and a bursar and such other administrative, teaching and non-teaching personnel as are necessary,
- at the salary and wage rates and according to the terms and conditions established by the Council of Regents and approved by the Minister.
- (2) A board of governors shall, not later than the 1st day of September, submit annually for the approval of the Minister an estimate of its operating and capital costs for the next ensuing fiscal year.
- (3) The estimate referred to in subsection 2 shall include any estimated surplus or deficit of the current year.
- (4) A board of governors shall have printed annually publications of programs of instruction, admission requirements and fees, approved by the Minister upon the recommendation of the Council of Regents.
- (5) A board of governors shall appoint an auditor and, not later than the 30th day of June in each year, submit to the Minister an audited financial statement for the preceding fiscal year.
- 7 (1) A board of governors may, at any time, recommend the introduction of new educational programs at the college to the Council of Regents.
- (2) The Council of Regents shall consider the recommendation and,
- (a) where the Council of Regents deems it necessary, may modify or otherwise alter the recommendation; and
 - (b) shall submit the recommendation, or the recommendation as modified or otherwise altered, to the Minister for his approval.
- (3) Where the Minister approves the recommendation, or the recommendation as modified or otherwise altered, the board of governors shall include the new educational program, or the educational program as modified or otherwise altered, in the programs of instruction at the college.
- 8 Except for programs of instruction conducted under subsection 5 of section 14a of the Act, programs of instruction leading to a certificate or diploma shall be approved by the Minister.
- 9 (1) An advisory committee for each branch of a program of instruction offered at a college shall be composed of members appointed by the board of governors for the college.
- (2) An advisory committee shall advise the board of governors and

make recommendations to the board of governors regarding programs of instruction and the introduction of new programs of instruction.

- 10 (1) Subject to the conditions outlined in the publications of the board of governors, referred to in subsection 4 of section 6, any person who is the holder,
- (a) of an Ontario Secondary School graduation diploma obtained at the end of Grade 12 from any Branch or Program; or
- (b) of the Ontario Secondary School honour graduation diploma obtained upon completion of Grade 13,
- shall be admitted to an appropriate program of instruction upon payment of the fee required.
- (2) Subject to the conditions outlined in the publications of the board of governors referred to in subsection 4 of section 6, any person who has attained the age of nineteen years on or before the date of commencement of the program of instruction in which he plans to enrol shall be admitted to an appropriate program of instruction, upon payment of the fee required.
11. A board of governors may approve allowances for travelling on college business by members of the board of governors, the advisory committees, and members of the administrative, teaching and non-teaching personnel of the college, and provision therefor shall be made in the annual budget.
- 12 Except for programs of instruction conducted under subsection 5 of section 14a of the Act, the Minister shall establish certificates and diplomas of standing and shall award such certificates and diplomas upon the recommendation of the board of governors and the Council of Regents and, where no certificates or diplomas are established for programs of instruction, the board of governors may issue certificates of standing.

WILLIAM G. DAVIS,
Minister of Education

Dated at Toronto, this 7th day of October, 1965.

Some Unique Features of

Colleges of Applied Arts and Technology

In every new venture, there must be a vision of the future, a vision which enables the pioneer to project his thoughts and ideals beyond the arduous first steps. Where goals are clear and high, progress is sure and sound.

The document which follows, SOME UNIQUE FEATURES is an attempt by a group of competent persons to give shape to their views of the colleges as the years unfold.

It is not intended to provide an immediate blueprint but rather a goal towards which the new institutions should aim. Some of the suggestions readily lend themselves to immediate implementation; others must await the opportune moment.

If the COLLEGES OF APPLIED ARTS AND TECHNOLOGY in Ontario are to establish social identity, they must be based on four principles:

- (1) they must embrace total education, vocational and avocational, regardless of formal entrance qualifications, with provision for complete vertical and horizontal mobility;
- (2) they must develop curricula that meet the combined cultural aspirations and occupational needs of the student;
- (3) they must operate in the closest possible cooperation with business and industry, and with social and other public agencies, including education, to ensure that curricula are at all times abreast, if not in advance of the changing requirements of a technological society;
- (4) they must be dedicated to progress, through constant research, not only in curricula but in pedagogical technique and in administration.

From these four principles, a number of recommendations emerge.

BOARDS OF GOVERNORS and ADVISORY COMMITTEES

The Boards of Governors, assisted by a number of advisory committees at the local level will ensure maximal flexibility in the determination of community needs.

At the same time, these advisory committees will provide maximum communication between industry, business and other public agencies and the Colleges.

ROLE OF THE COLLEGE

COLLEGES OF APPLIED ARTS AND TECHNOLOGY are neither universities nor extensions of the secondary school; they will find their identity in service to that large segment of society that is inadequately served by the university; that is, those students and adults whose failure to recognize the applicability of the humanities, languages or abstract mathematics to their own lives has made them potential or actual dropouts. Programs of instruction in the Colleges, therefore, will encourage a learning atmosphere in which such students may feel reasonably comfortable - emotionally and socially; educationally and economically.

EDUCATIONAL SERVICES COUNCIL

An Educational Services Council, with a Director specially engaged to chair it and responsible only to the President, is recommended. This Director would be responsible for operations analysis within the College and, with the Council, would integrate, for maximum effectiveness, such services as those of the resource centre (library) and/or data centre, counselling, research programs, and teacher research projects. The key here is innovation.

CURRICULUM COMMITTEE

A Curriculum Committee, comprising three members from or representing the university, three from the College, and three from the secondary school should be appointed for each College to investigate the ways in which programs of study at the different levels of education may be integrated. The chairman of the Committee should be from industry, business or some public agency.

COLLEGE COMMITTEE

The faculty and student population of a COLLEGE OF APPLIED ARTS AND TECHNOLOGY will be more diverse than that of other educational institutions. This fact suggests some problems, but it should be possible to develop a strong sense of unity within the College, thus preventing the rather rigid class system that often prevails in other educational institutions. The result should be a broader vision of education than exists at present, among students and faculty, and so, among the general public. An active Students' Association should be a determining factor here and in the establishment of the community role of the College.

A College Committee, consisting of an equal number of student and faculty, with the President of the College as advisor, is proposed. The function of this Committee would be to promote understanding of college policy between faculty and students, and to provide a source of redress for grievances of either group. Among the student-members should be the President of the Student Council and heads of student societies; among the faculty members should be the Superintendent of Buildings and Grounds, the Dean of Students and representatives of the College Divisions: Applied Arts, Business, and Technical. Monthly meetings of the Committee are suggested.

For the convenience of student and faculty committees, provision should be made in the timetable for their operation. A complete shut-down of academic procedures for a two-hour period weekly is

suggested. Meetings could take the form of luncheon meetings, if the shut-down period were from 12:00 noon to 2:00 p.m.

COUNSELLING SERVICES

Adequate counselling services are critical. Admission to a College must be based on the ability profile of the student in a selected field of endeavour, rather than on prescriptive entrance requirements alone.

What is of greater significance is the combination of basic capacity, energy, experience and motivation, which, with proper guidance, can lead to improved skills, better understanding, increased knowledge, alteration of values, and an enrichment of the adult life.

(Siegle, Centre for the Study of Liberal Education for Adults)

This suggests a full range of diagnostic tests, coupled with personal interviews. It suggests further, a team of counsellors as the only viable method, with counsellors who are fully qualified in normal and social psychology, testing and evaluation, employment needs and conditions; and, since many students are often emotionally or physically handicapped, counselling entails the availability of psychiatric services.

It may be found necessary for the counselling division of a College to establish a Study Skills Clinic; many of the learning problems encountered in the College stem from the inability on the part of students to organize their activities in such a way as to derive the maximum benefit, personal or vocational, from their chosen programs of study.

A NEW DIMENSION IN EDUCATION

Educational Television should be developed to the maximum; open-circuit, with the employment of the video-tape recorder to preserve publicly televised programs for use within the College timetable; closed circuit, to enhance instruction, and to cope with the weight of numbers. Training in program preparation must be available to the best teachers and to students, the latter engaging in E.T.V. program preparation as part of programs of study as varied as those in theatre arts and electronics.

THE COMMUNITY RESOURCE CENTRE

A broad spectrum of extension programs must be developed to include, along with regular evening classes, staggered timetables to accommodate shift-workers; correspondence courses, and satellite courses offered in outlying districts. For these, the resource centre (library) might operate 24 hours a day, if necessary, both on an attendance and on a mailing basis. Educational T.V., through the use of the video-tape recorder would be an important adjunct to such programs, as would laboratory facilities secured from educational institutions throughout a college area.

Two distinct types of programs would be offered: credit courses to parallel the regular day-time courses and leading to the same

certificate or diploma; and cultural and recreational courses to fulfil community requirements for many leisure-time activities. Space for such recreational activities should be provided in workshop areas; thus, with painting, sculpture and so on, the College as a community Art Centre is a possibility.

As the community recreation and resource centre thus envisaged, a comprehensive COLLEGE OF APPLIED ARTS AND TECHNOLOGY will include (or divide among the divisions of a split campus) a professionally designed and equipped library (resource centre), a professionally designed and equipped auditorium, lecture theatres, seminar rooms, and lounges. The data centre is essential to research in new instructional techniques; to in-service research experiments; to course development; to faculty research needs; to professional development, and to teacher education.

PROFESSIONAL DEVELOPMENT

A new concept of teacher education, grounded in socio-economic principles and on the experience that will, hopefully, constitute a main strength in the college teacher, will be introduced. The preferred program is one of a pre-service orientation period followed by two years of in-service training.

During the in-service period, each group of teachers will perform regular teaching duties under a special counsellor with master teaching qualifications whose function is to advise rather than to assess. In this period, also, special courses in various important aspects of the educational process will be scheduled.

In the second in-service year, the student teacher will be required to engage in research in some aspect of teaching: programmed learning (as opposed to programmed instruction), and new techniques of testing and evaluation; the results of this research could be embodied in a thesis for publication by the College. Acceptance of the thesis might constitute one of the prerequisites for certification, if such certification is deemed essential.

In connection with teacher education, an exploratory evening extension program is envisaged. This program would be directed towards employees of business, industry and the services who, with a desire to teach, may be uncertain of their qualifications to do so.

For all programs within the College, many of the teaching staff should be sought in industry, business and other public agencies. Experience "on the job" will provide one of the basic platforms of seminar work for in-service teacher education, as well as providing a basis for sound student-teacher relationships, an essential in adult education.

In the humanities there may be some difficulty in recruiting staff; the ideal is, of course, a Master's Degree in the subject area and experience outside the subject, coupled with a strong student-bias, itself based in an understanding of the socio-economic orientation of the student.

STUDENT ASSESSMENT

The credit system of student assessment, with the major emphasis

on term, rather than on examination performance, is proposed. The credit system would solve the obvious inequities of the percentage and grade systems; would ensure standards comparable throughout the Ontario Colleges, and would promote ease of transfer, not only at home but throughout North America where the credit system is generally accepted in community colleges.

Experiments in the "Systems" approach to ungraded education and using the mechanics of modern educational technology should be begun immediately.

CURRICULUM CONFERENCES

The size of the College operation (19 colleges) would warrant frequent conferences of curriculum specialists from the various colleges. Again the aim should be standards rather than standardization; progress rather than conformity.

UPGRADING and ENRICHMENT PROGRAMS

Upgrading programs must be introduced at and for all levels, though the "Systems" approach to ungraded education might be followed here as well as in the regular College programs: from Grade 10 or lower to Grade 12; from the Grade 12 level of the Four-Year Programs to that of the Five-Year Programs; English language programs for non-English-speaking new Canadians and for French-speaking Canadians in areas where instruction in French is, for various reasons, not feasible; specialty courses to meet the specific requirements of a College program.

For the language programs here proposed, language laboratories are essential; these should be designed in such a way as to serve a foreign language requirements of the many applied and general arts programs in which a language(s) other than English is required.

To meet the needs of what is possibly a very large number of adults, who, for various reasons, have failed to complete their formal education, there should be, in a COLLEGE OF APPLIED ARTS AND TECHNOLOGY, a liberal arts program. It is hoped that this program would be of the calibre that might meet the requirements for university entrance: a two-year program as an equivalent of Grade 13; a three-year program as an equivalent of, or for advance credits in, the first year of general arts at a university.

This program is to be regarded as distinct from the university transfer courses provided for under section 14a, (5) of the Act. Some caution, however, must be taken in its creation: a COLLEGE OF APPLIED ARTS AND TECHNOLOGY should be guided by the divisional framework of general arts courses in the university and by university standards for teacher qualification.

In a COLLEGE OF APPLIED ARTS AND TECHNOLOGY, also, programs of study operated on a graduate basis for exceptional students are a possibility: skeleton outlines and T.V. lectures, preserved on video-tape, in conjunction with staff advisors, so that such students might complete an extra year of study during a single semester. Here, as an extension of section 14a, (5) of the Act, some agreement with a university for university make-up courses might also be reached.

COMPUTER UTILIZATION

Computer techniques should be introduced into a COLLEGE OF APPLIED ARTS AND TECHNOLOGY to integrate, for administrative purposes, student records and instruction; educational research and testing; financial accounting and inventory; retrieval of instructional materials (in the library-resource centre), and critical path studies for plant and equipment.

As part of the instructional program, also, students could be taught to understand the methods of such computer utilization.

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