

# Community Colleges in North Carolina: What History Can Tell Us About Our Future

by John Quinterno

## Executive Summary

**A**lthough sometimes overlooked as the poor cousin of elite liberal arts colleges and research universities, North Carolina's community colleges have greatly contributed to the state's emergence as one of America's fastest growing and most vibrant places to live by providing higher education access to any student. As in the past, the community college system must cope with changing educational, social, and economic challenges. Some are old challenges—simultaneously maintaining “open door” admissions and high-quality programs, remaining both affordable and financially afloat, balancing vocational and academic

training, and garnering public support without prestigious reputations. Some are new challenges—serving a diverse and non-traditional student body and equipping a work force with the capacity to succeed in a service economy utterly divergent from the manufacturing economy which gave rise to the system itself. When facing these old and new challenges, insights may be drawn from the community colleges' historical evolution.

With the exception of a later start, the development of community colleges in North Carolina mirrored the national pattern. Although North Carolina established Buncombe County Junior College in 1928,

*it was not until after World War II that state industrialization efforts began in earnest, creating pressure for skilled laborers and widespread community college access. Upon the war veterans' return and the advent of the G.I. Bill, the UNC system established 12 off-campus extension centers able to administer students' first two years of a four-year degree. These centers eventually became junior colleges with their own state funding.*

*The next major milestone came in 1955, when the General Assembly created the State Board of Higher Education, which in turn helped develop the Community College Act of 1957. Unfortunately, that legislation only addressed the need for junior colleges and not the vocational/technical education needed for industrial recruitment. In 1958, the first non-collegiate industrial education centers opened.*

*Upon his election in 1961, the task of piecing these fragments together into a unified system fell to Governor Terry Sanford. Sanford's 25-member Carlyle Commission studying postsecondary education devised a state plan whose centerpiece recommendation was a statewide, coordinated system of comprehensive community colleges. The Community College Act of 1963 converted nearly all of the commission's recommendations into law, creating a system with the primary goals of work force development, maintaining an "open door" admissions policy, keeping tuition as nearly free as possible, and ensuring that every*

*state resident would live within 30 miles of a community college. By 1980, the system developed into 58 quasi-independent campuses with a separate State Board of Community Colleges, which assumed the powers formerly held by the State Board of Education.*

*In the 21<sup>st</sup> century, the N.C. Community College System confronts profound economic and social change that will require the state once again to rethink the role of postsecondary education and its link to economic prosperity. North Carolina continues to evolve from a manufacturing-based economy competing with other states to one centered on the provision of services within a globally competitive economy. These shifts have eliminated many of the jobs open to people with modest levels of formal education—jobs that often paid low but living wages, provided basic benefits like health insurance, and offered upward mobility.*

*A sizable segment of North Carolina's work force, however, is unprepared to take advantage of the changes in our economy. Estimates of all projected job growth between 2000 and 2010 indicate that 13 percent will require a postsecondary vocational award or associate's degree, 21 percent will require a Bachelor of Arts or higher degree, and 71 percent will require work-related training. Given its mission and history, the task of preparing North Carolina's work force likely will fall squarely on the shoulders of the N.C. Community College System.*

**A** drive along Trade Street, a long avenue running through the heart of Charlotte, showcases the Queen City’s transformation from a trading and trucking town into a major metropolitan area and banking and financial center. A road previously used by farmers traveling to market now passes alongside modern skyscrapers, upscale restaurants, stately public buildings, and a sleek basketball arena. And at its eastern end, where the street dips under I-277 and changes its name to Elizabeth Avenue, sits North Carolina’s largest institution of higher learning in terms of total enrollment: Central Piedmont Community College. Each year, some 70,000 students (nearly 13,000 are the equivalent of full-time students) participate in the various vocational, academic, developmental education, and customized training courses offered at Central Piedmont’s six campuses and through the Internet.<sup>1</sup> The young adult studying for an associate’s degree in preparation to enter the work force or transfer to a university; the recent immigrant striving to learn English; the high-school dropout trying to finish school; the displaced worker hoping to launch a new career; the senior citizen wishing to learn something new—all of these individuals turn to Central Piedmont for their educational needs.

The people educated and trained at Central Piedmont in turn have helped fuel Charlotte’s growth, a growth reflected in the buildings that line Trade Street. Yet Central Piedmont is hardly unique. In different ways, each of the 58 institutions that constitute the N.C. Community College System has contributed to the state’s emergence as one of America’s fastest-growing and most vibrant places.

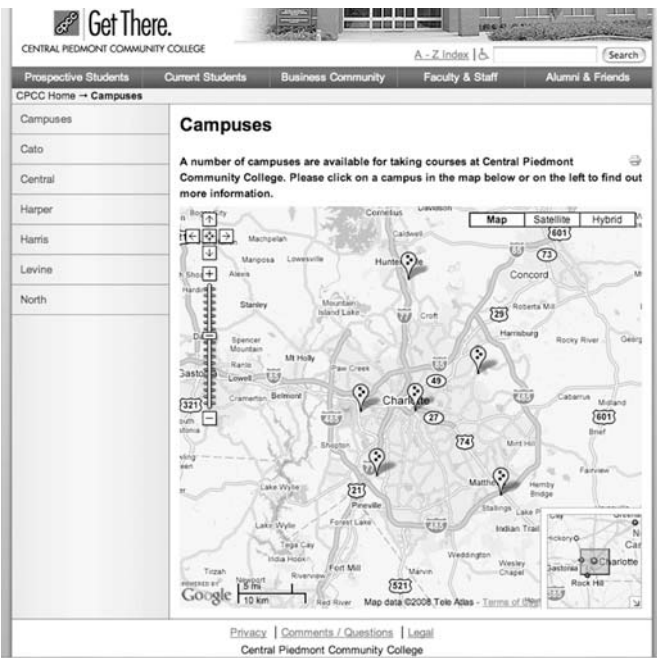
Today, the N.C. Community College System and its component colleges—institutions founded chiefly in the second half of the 20<sup>th</sup> century—are learning how best to meet the educational, social, and economic challenges of the 21<sup>st</sup> century. On one level, some of the challenges echo ones that have confronted the system since its founding: providing an open door to all students while maintaining high-quality programs; remaining affordable while staying financially sound; balancing vocational training with academic instruction; and cultivating public support for schools regarded as less prestigious than four-year universities. Yet on another level, some of the challenges are new, like serving an increasingly diverse and nontraditional student population

and preparing a work force capable of succeeding in a service economy radically different from the manufacturing one that gave rise to the system itself.

Though each college will work out its own answers to such questions, insights into how to respond can be drawn from the N.C. Community College System’s short but fruitful history, a history that has produced one of America’s leading community college systems.

### **The Community College: A Distinctly American Institution**

**A**t first glance, Central Piedmont’s central campus on Elizabeth Avenue appears indistinguishable from any other institution of higher learning. A visitor to campus would find most



*John Quinterno is a public policy analyst residing in Chapel Hill, N.C.*

of the amenities typically associated with a college: neat brick buildings, an elegant Academic and Performing Arts Center, public sculpture, and nonstop construction—everything but residence halls. Despite these superficial similarities, Central Piedmont actually belongs to a radically different educational tradition than the one that gave rise to liberal arts colleges and research universities. While those institutions trace their roots back across the centuries to European antecedents, community colleges like Central Piedmont represent a distinctly 20<sup>th</sup> century, distinctly American tradition.

For much of the nation’s history, the vast majority of Americans received little formal schooling. Most people attended local institutions that, prior to the rise of four-year high schools in the late 1800s, typically ended in the sixth or eighth grades. Only a few people would ever study at a university. This educational system, built for a predominantly agricultural society, was inadequate given the economic changes of the late 19<sup>th</sup> century. Rapid industrialization created a need for workers with higher levels of skills and training, while robust population growth and a steady decline in child labor increased the number of people interested in additional education. Furthermore, at the same time that interest in vocational education was rising, American universities were searching for ways to shift responsibility for the first two years of collegiate instruction down to other schools to free up time and resources for advanced teaching and research.<sup>2</sup>

Transcending all of these factors was a particularly American belief that “all individuals should have the opportunity to rise to their greatest potential” and that education was the best means of upward mobility.<sup>3</sup> In response to greater demand for education, some local public schools took action, first by creating four-year high schools and then by adding two additional years of instruction. “Rationalized as completing the students’ general education, that is, helping them become good citizens, homemakers or workers, the schools were actually filling a gap,” writes Arthur Cohen, professor *emeritus* of higher education at the University of California, Los Angeles, about the addition of grades 13 and 14 to public education. Cohen continues, “Community colleges rose into a vacuum, as it were, well ahead of state authorization or planning.”<sup>4</sup>

The nation’s first publicly-supported community college, Joliet Junior College, opened in 1902 in Illinois, and by 2001, approximately 1,100 such schools existed.<sup>5</sup> Because community colleges grew out of local efforts, they developed in a fragmented manner and initially assumed one of two forms. Some were junior colleges where students could complete the first two years of collegiate studies, while others were vocational/technical schools that generally offered two years of non-collegiate occupational training.<sup>6</sup> Following the Second World War, the two types of institutions merged, came under state oversight, and became what are now defined as comprehensive community colleges—namely, institutions “regionally accredited to award the associate in arts or the associate in science as its highest degree.”<sup>7</sup>

The local roots of community colleges remained obvious even after state governments took control of many schools. Matters pertaining to funding, governance, curriculum, and faculty obligations still resemble local public schools more than four-year universities. “The policy of admitting all students who apply, the patterns of funding on the basis of student attendance, the qualifications and working life of the faculty and the generality of the curriculum all betray their origins,” observes UCLA’s Cohen.<sup>8</sup> Doubtless, the most important idea carried over from local schools is the policy of admitting all students. This “open door” approach is perhaps the hallmark of a community college.

Ironically, offering courses nearly free of charge statewide may have served to lessen its value in the public eye—a situation exacerbated by the fact that four-year universities never stopped providing the initial two years of postsecondary instruction.

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“For most of the 20<sup>th</sup> century,” argue education professors Barbara Townsend and Susan Twombly, “community colleges operated on the margins of the education system. From a four-year college perspective, the community college has sometimes been viewed as the poor cousin of elite liberal arts colleges and research universities.”<sup>9</sup> This stereotype often blinds public leaders, many of whom are graduates of four-year institutions, to the impact that community colleges such as Central Piedmont have on local residents and businesses.

## Community Colleges in North Carolina

### **Early Efforts, 1927–45**

With the exception of a later start, the development of community colleges in North Carolina mirrored the national pattern. Like most southern states, North Carolina lagged behind the rest of the nation in terms of industrialization until after the Second World War. Once industrialization began in earnest, pressures to build community colleges mounted, and due to progressive leadership, North Carolina overcame its late start to lay the foundation for a comprehensive, coordinated network of community colleges. The system that finally coalesced during the 1960s both reflected the particular political culture of the postwar era and became a national model.

“In 1940, for example, half of all adults older than age 25 had completed fewer than 7.4 years of formal school, and in rural areas half of all adults had completed fewer than 6.6 years of schooling.”

Prior to World War II, North Carolina was “an overwhelmingly rural state dependent upon agriculture and low-wage manufacturing, gripped by poverty and burdened by segregation.”<sup>10</sup> The state was not just poor but poorly educated. In 1940, for example, half of all adults older than age 25 had completed fewer than 7.4 years of formal school, and in rural areas half of all adults had completed fewer than 6.6 years of schooling.<sup>11</sup> While this educational profile may have been acceptable for an agricultural economy, the need for better-educated, more skilled workers was becoming obvious to attentive public leaders across the state.

Early action came in 1927 when the Buncombe County schools used public funds to establish Buncombe Junior College, a free two-year institution offering vocational training and college transfer courses. This action engendered opposition from people who objected to the use of tax dollars to support such a school. A legal challenge followed, and the case, *Zimmerman v. Board of Education*, went before the state Supreme Court, which ruled in 1930 that “a junior college could be established and maintained as part of the public schools.”<sup>12</sup> Despite the victory, Buncombe County Junior College would be the state’s only public junior college until 1947.

### **Creating the Pieces, 1946–59**

The push to build community colleges gained momentum after thousands of soldiers returned home at the end of World War II. After years of fighting, these veterans wanted to build better lives for themselves, and thanks in part to the G.I. Bill, they possessed the financial resources needed to pursue higher education. To meet the influx of students, the University of North Carolina system established 12 off-campus extension centers to provide college-level instruction to first- and second-year students.<sup>13</sup> Two of the extension centers soon began receiving money from local governments and were converted into junior colleges. In 1947, New Hanover County turned its local extension center into Wilmington Junior College, and in 1949, Mecklenburg County followed suit and transformed its local extension center into Charlotte College. In 1950, a time when racial segregation in public



and private colleges was the state norm, that county also established Carver College (later Mecklenburg College), a two-year institution for African Americans.<sup>14</sup>

Additional momentum came in 1947 with the release of a report by President Harry Truman's Commission on Higher Education, which argued that "half of the nation's young could benefit from extending their formal education through grade 14."<sup>15</sup> The Truman Commission's report prompted the N.C. General Assembly, with financial support from the Knapp Foundation, to establish a study committee chaired by Dr. Allan Hurlburt of Duke University. The Hurlburt Commission proposed creating a statewide network of free, accessible, and comprehensive two-year schools.<sup>16</sup>

The commission's recommendations died in the legislature as a result of opposition from church-sponsored colleges, a lack of legislative leadership, fear that the schools would be integrated racially, and a general reluctance to spend money. Ironically, the report rejected by North Carolina—which actually was the first state to sponsor a study focused exclusively on community colleges—would become the blueprint for Florida's system of community colleges.<sup>17</sup>

Despite the rejection of the Hurlburt Commission's report, interest in community colleges continued to grow during the 1950s. Leadership on this issue came from the modernizing tendencies of a group of public officials. UNC-Greensboro sociology professor and state Representative Paul Luebke (D-Durham) describes politics in North Carolina as revolving around a conflict between two competing ideologies: traditionalism and modernism. Luebke describes traditionalism as the product of rural culture and Baptist theology, favoring agriculture and historic industries like textile manufacturing, disliking taxation and active government, preferring the existing social order, and suspicious of change. Modernism, in contrast, thrives in metropolitan areas and favors economic growth, public spending, and government involvement needed for growth and the resulting social changes. Central to modernism is a belief in education as the driver of prosperity, he says.<sup>18</sup> Throughout the postwar period, modernists drew inspiration from the work of Howard Odum, a sociologist at the University of North Carolina–Chapel Hill, who argued that deficiencies in education were the most significant impediment to progress in North Carolina and the South.<sup>19</sup>

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Increased interest in postsecondary education and the realization that an economy that balanced industry and agriculture required better-skilled workers sparked political action in the 1950s. In 1955, the General Assembly created the State Board of

Higher Education to coordinate higher education across the state.<sup>20</sup> The board's first Chair, D. Hiden Ramsey of Asheville, supported public junior colleges, provided those schools offered only college-level programs, not vocational/technical education. Ramsey's view, which Governor Luther Hodges (1954–61) shared, helped bring about the Community College Act of 1957.<sup>21</sup> This legislation required publicly supported junior colleges to establish campus boards of trustees, sever ties to local school boards, and submit to the authority of the State Board of Higher Education. In return, the state provided financial support for college transfer courses. The 1957 legislation also facilitated the establishment of two additional junior colleges: College of The Albemarle and Gaston College.<sup>22</sup>

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Unfortunately, the Community College Act of 1957 did not address the state's need for vocational/technical education—a need that was hindering the state's national efforts at industrial recruitment. To address this problem, a separate network of industrial education centers was established. These schools were non-collegiate in focus and subject to the authority of local school boards and the State Board of Education. The first seven industrial education centers opened in 1958.<sup>23</sup> These centers also were

the vehicles through which North Carolina provided customized industrial training to employers promising to create a certain number of new jobs.

By 1960, North Carolina possessed many of the building blocks of a statewide system of community colleges: five junior colleges offering academic instruction and 18 authorized industrial education centers providing vocational/technical education and customized industrial training.<sup>24</sup> Moreover, the state contained a large population of low-skilled workers who could benefit from those institutions. The existing resources, however, were not yet organized in a coherent manner and still confronted resistance from some public leaders, disagreements over the balance between academic and vocational/technical education, and opposition from private schools that perceived public schools as rivals. The challenge of uniting the pieces into a system would fall to the state's newly elected governor, Terry Sanford (1961–65).

### **Creating the N.C. Community College System, 1960–63**

A lawyer and legislator from Fayetteville, Sanford entered the office of Governor determined to place education at the center of his administration—an intention clearly expressed in his 1961 Inaugural Address:

We must give our children the quality of education which they need to keep up in this rapidly advancing, scientific, complex world. They must be prepared to compete with the best in the nation, and I dedicate my public life to the proposition that education must be of a quality that is second to none. A second-rate education can only mean a second-rate future for North Carolina.<sup>25</sup>



Sanford's ambitions for education—improved teacher pay, additional school funding, and expanded post-

secondary vocational/technical education—exceeded existing financial resources. Consequently, Sanford opted to pursue two objectives during the early part of his term. First, to generate revenue, Sanford proposed, and the legislature approved, an extension of the state sales tax on groceries.<sup>26</sup> Though this measure generated substantial revenue, it was a controversial decision, given that the sales tax is arguably a regressive form of taxation.

Second, Sanford convened a 25-member study commission called the Governor’s Commission on Education Beyond the High School, led by Irving Carlyle, a lawyer from Winston-Salem. The Carlyle Commission was asked to study the state’s system of postsecondary education and develop a plan for addressing the state’s extremely poor ranking in the number of students pursuing advanced education.<sup>27</sup>

Meeting in 1961 and 1962, the Carlyle Commission studied every aspect of postsecondary education and developed a set of 61 recommendations. The report was predicated upon three beliefs: (1) education serves a public purpose; (2) postsecondary education was growing in importance and should be open to all students able to benefit from it; and (3) more resources were needed. The report stated:

In a day when some kind of post-high school training is essential to any sort of profitable employment, North Carolina cannot afford the ‘economy’ of sending a smaller percentage of our young people to college than do four-fifths of the 50 states. Moreover, all evidence attests that educational facilities, public and private, must be expanded substantially if we are to maintain even our present showing in the face of the rapidly rising enrollment demands of the mid-1960s.<sup>28</sup>

The report’s centerpiece recommendation was to create a statewide, coordinated system of comprehensive community colleges. The commission proposed turning the junior colleges in Charlotte, Asheville, and Wilmington into four-year, state-supported institutions and merging the remaining junior colleges and industrial education centers into “one system of post-high school institutions offering college parallel, technical-vocational-terminal and adult education tailored to area needs.” Additionally, the report called for placing the new community colleges under the authority of a professional department of community colleges under the umbrella of the State Board of Education and the establishment of local boards of trustees to oversee individual campuses. Finally, the commission suggested that the costs of operating each college be allocated among the state (65 percent), county governments (15 percent), and tuition receipts (20 percent). State funds generally would be directed towards operations while local funds would be used to provide and maintain physical facilities, a policy consistent with the state’s mode of financing public schools.<sup>29</sup>

### Chairpersons of the North Carolina State Board of Community Colleges

Carl Horn	1981–1983
John A. Forlines	1983–1989
William F. Simpson	1989–1993
Lt. Governor Dennis A. Wicker	1993–1999
Dr. G. Herman Porter	1999–2001
James J. Woody	2001–2005
Hilda Pinnix-Ragland	2005–present

*Source: A Matter of Facts: North Carolina Community College System Fact Book 2007, North Carolina Community College System, Raleigh, N.C., 2007, pp. 4–5. On the Internet at <http://www.ncccs.cc.nc.us/Publications/docs/Publications/fb2007.pdf>*

““The [Carlyle] commission set up an awareness that North Carolina had to act and set the wheels in motion for contemporary higher education.””

WILLIAM FRIDAY, PRESIDENT  
EMERITUS OF THE UNIVERSITY OF  
NORTH CAROLINA SYSTEM



Reflecting back on his service on the Carlyle Commission, William Friday, President *emeritus* of the University of North Carolina system, described it as “the most constructive effort I ever worked on. The commission set up an awareness that North Carolina had to act and set the wheels in motion for contemporary higher education.”

The wheels set in motion by the Carlyle Commission led to passage of the Community College Act of 1963, which incorporated essentially all of the commission’s recommendations.<sup>30</sup> The statute tasked the new N.C. Community College System with the “the establishment, organization and administration of a system of educational institutions throughout the state offering courses of instruction in one or more areas of two-year college parallel, technical, vocational, and adult education programs.” The authorizing legislation further articulated the system’s mission:



The major purpose of each and every institution operating under the provisions of this Chapter shall be and continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education, for students who are high school graduates or who are beyond the compulsory age limit of the public school system and who have left the public school.<sup>31</sup>

The 1963 legislation also established several defining features of the community college system. First, the old debate between academic and vocational/technical education seemingly was resolved in favor of vocational/technical education. College-level courses would be offered, but the system was to be primarily a work force development system—a point driven home through a later amendment to the legislation.<sup>32</sup> Additionally, the “open door” nature of community colleges was stated directly in the enabling legislation. The debates also gave rise to two policies that have guided the system for decades—that tuition be kept as low as possible and that every state resident live within commuting distance (generally 30 miles) of a community college.<sup>33</sup>

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Opposition to the community college bill came from three quarters. First, some were wary of new public spending for such a comprehensive network of schools. Second, private colleges, particularly Baptist ones, saw low-tuition community colleges as tax-subsidized rivals. Finally, advocates for the four-year universities claimed that a community college system would lower academic standards and harm the universities.<sup>34</sup> According to John Sanders, former director of what is now the UNC-Chapel Hill School of Government, legislators were—and may still be—concerned that “in a comprehensive community college, the college transfer role would tend to crowd out the technical-vocational role.”

According to Dr. I.E. Ready, the first President of the N.C. Community College System, “Chapter 115A passed the General Assembly with a minimum of difficulty. Part of the reason was the changing of the name of North Carolina State College to North Carolina State University. ... So, by drawing fire to that particular omnibus provision of the bill, we in the Community College program escaped with a minimum of opposition in the General Assembly.”<sup>35</sup> Ultimately, many attribute the bill’s legislative success to the political support of then-Governor Terry Sanford.<sup>36</sup>

In 1963, the N.C. Community College System was born. W. Dallas Herring, the Chair of the State Board of Education and an early advocate of the new system,

collaborated with other board members to appoint Dr. I.E. Ready as the new Department of Community Colleges' first director, a position that eventually became the system President (see table on right).<sup>37</sup> Charles R. Holloman became the department's business manager, crafting the system's first budget.<sup>38</sup>

The following year, at an organizational conference for the new network of schools, Herring described the vision for a community college system:

The only valid philosophy for North Carolina is the philosophy of total education; a belief in the incomparable worth of all human beings ... whose talents the state needs and must develop to the fullest possible degree. That is why the doors to the institutions in North Carolina's system of community colleges must never be closed to anyone of suitable age who can learn what they teach.<sup>39</sup>



### ***A Time of Growth, 1964–79***

The period between 1964 and 1979 was one of rapid growth for the N.C. Community College System. During this period, the system evolved from a collection of industrial education centers and junior colleges into a federation of 58 quasi-independent colleges.<sup>40</sup> Full-time equivalent enrollment grew fivefold, and annual state expenditures rose in real value from \$37 million in 1964 to \$376 million in 1979, or in nominal value from \$6 million in 1964 to \$140 million in 1979.<sup>41</sup> The community colleges also benefited from infusions of federal funds through “Great Society” programs such as the Manpower Development and Training Act and the Economic Opportunities Act.<sup>42</sup> By 1980, all of the system's 58 campuses, core programs, and fundamental policies were in place.

The history of Central Piedmont Community College illustrates this process. When the Community College Act of 1963 was passed, the Queen City possessed three post-secondary institutions: Charlotte College, slated to become UNC-Charlotte; Mecklenburg College, a vocational school for African Americans; and the Central Industrial Education Center. A decision was made to merge Mecklenburg College and the industrial education center into one school, the institution now known as Central Piedmont Community College. This merger was not easy. Leaders struggled to combine two existing schools, consolidate two locations into one (Central Piedmont's central campus on Elizabeth Avenue), establish programs, manage tensions surrounding racial integration, hire staff, win accreditation, comply with federal and state funding requirements, expand a campus, and earn

*(continues on page 72)*

### **Presidents of the North Carolina Community College System**

I. E. Ready	1963–1970
Ben E. Fountain, Jr.*	1971–1978
Larry J. Blake	1979–1982
Robert W. Scott	1983–1995
Lloyd V. Hackley	1995–1997
Martin Lancaster	1997– April 2008
Scott Ralls	May 2008– present

\*Charles R. Holloman served in an acting capacity from September 1978 to July 1979.

*Source: A Matter of Facts: North Carolina Community College System Fact Book 2007, North Carolina Community College System, Raleigh, N.C., 2007, p. 5. On the Internet at <http://www.ncccs.cc.nc.us/Publications/docs/Publications/fb2007.pdf>*

**Table 1. The North Carolina**

<b>College Name</b>	<b>Main Campus Location City (County)</b>
1. Alamance Community College	Graham (Alamance)
2. Asheville-Buncombe Technical Community College	Asheville (Buncombe)
3. Beaufort County Community College	Washington (Beaufort)
4. Bladen Community College	Dublin (Bladen)
5. Blue Ridge Community College	Flat Rock (Henderson)
6. Brunswick Community College	Supply (Brunswick)
7. Caldwell Community College and Technical Institute	Hudson (Caldwell)
8. Cape Fear Community College	Wilmington (New Hanover)
9. Carteret Community College	Morehead City (Carteret)
10. Catawba Valley Community College	Hickory (Catawba)
11. Central Carolina Community College	Sanford (Lee)
12. Central Piedmont Community College	Charlotte (Mecklenburg)
13. Cleveland Community College	Shelby (Cleveland)
14. Coastal Carolina Community College	Jacksonville (Onslow)
15. College of The Albemarle	Elizabeth City (Pasquotank)
16. Craven Community College	New Bern (Craven)
17. Davidson County Community College	Lexington (Davidson)
18. Durham Technical Community College	Durham (Durham)
19. Edgecombe Community College	Tarboro (Edgecombe)
20. Fayetteville Technical Community College	Fayetteville (Cumberland)
21. Forsyth Technical Community College	Winston-Salem (Forsyth)
22. Gaston College	Dallas (Gastonia)
23. Guilford Technical Community College	Jamestown (Guilford)
24. Halifax Community College	Weldon (Halifax)
25. Haywood Community College	Clyde (Haywood)
26. Isothermal Community College	Spindale (Rutherford)
27. James Sprunt Community College	Kenansville (Duplin)
28. Johnston Community College	Smithfield (Johnston)
29. Lenoir Community College	Kinston (Lenoir)
30. Martin Community College	Williamston (Martin)
31. Mayland Community College	Spruce Pine (Avery)
32. McDowell Technical Community College	Marion (McDowell)
33. Mitchell Community College	Statesville (Iredell)

## Community College System

Service Area (Counties)	# of Approved Off-Campus Facilities	Off-Campus Locations (Cities) Each city may contain multiple locations.
Alamance	1	Burlington
Buncombe, Madison	2	Enka, Marshall
Beaufort, Hyde, Tyrrell, Washington	N/A	N/A
Bladen	1	Kelly
Henderson, Transylvania	1	Brevard
Brunswick	3	Supply, Leland, Southport
Caldwell, Watauga	3	Boone
New Hanover, Pender	3+	Burgaw, Hampstead, Wilmington
Carteret	1*	Davis
Alexander, Catawba	1	Taylorsville
Chatham, Harnett, Lee	5	Pittsboro, Lillington, Sanford, Siler City, Pineview
Mecklenburg	6	Huntersville, Charlotte, Matthews
Cleveland	N/A	N/A
Onslow	N/A	N/A
Camden, Chowan, Currituck, Dare, Gates, Pasquotank, Perquimans	3	Edenton, Manteo, Elizabeth City
Craven	1	Havelock
Davidson, Davie	1	Mocksville
Durham, Orange	2	Durham, Hillsborough
Edgecombe	1	Rocky Mount
Cumberland	3	Fayetteville, Spring Lake
Forsyth, Stokes	4	Winston-Salem, King, Kernersville
Gaston, Lincoln	2	Lincolnton, Belmont
Guilford	4	Greensboro, High Point
Halifax, Northhampton	N/A	N/A
Haywood	4	Clyde, Waynesville
Polk, Rutherford	1	Columbus
Duplin	N/A	N/A
Johnston	3	Clayton, Four Oaks
Greene, Jones, Lenoir	5++	Kinston, Snow Hill, Trenton, Walstonburg, LaGrange
Bertie, Martin, Washington	1	Windsor
Avery, Mitchell, Yancey	2	Newland, Burnsville
McDowell	2	Marion
Iredell	1	Mooresville

**Table 1. The North Carolina Community**

<b>College Name</b>	<b>Main Campus Location City (County)</b>
34. Montgomery Community College	Troy (Montgomery)
35. Nash Community College	Rocky Mount (Nash)
36. Pamlico Community College	Grantsboro (Pamlico)
37. Piedmont Community College	Roxboro (Person)
38. Pitt Community College	Greenville (Pitt)
39. Randolph Community College	Asheboro (Randolph)
40. Richmond Community College	Hamlet (Richmond)
41. Roanoke-Chowan Community College	Ahoskie (Hertford)
42. Robeson Community College	Lumberton (Robeson)
43. Rockingham Community College	Wentworth (Rockingham)
44. Rowan-Cabarrus Community College	Salisbury (Rowan)
45. Sampson Community College	Clinton (Sampson)
46. Sandhills Community College	Pinehurst (Moore)
47. South Piedmont Community College	Polkton (Anson)
48. Southeastern Community College	Whiteville (Columbus)
49. Southwestern Community College	Sylva (Jackson)
50. Stanly Community College	Albemarle (Stanly)
51. Surry Community College	Dobson (Surry)
52. Tri-County Community College	Murphy (Cherokee)
53. Vance-Granville Community College	Henderson (Vance)
54. Wake Technical Community College	Raleigh (Wake)
55. Wayne Community College	Goldsboro (Wayne)
56. Western Piedmont Community College	Morganton (Burke)
57. Wilkes Community College	Wilkesboro (Wilkes)
58. Wilson Technical Community College	Wilson (Wilson)

*Notes:*

\* Indicates an approved off-campus location that is not currently used. The number of asterisks indicates the number of off-campus locations not currently in use. Approved off-campus locations include only locations approved by the State Board of Community Colleges and not other local facilities available for community college use. Service areas are used for planning and administration purposes only and do not establish attendance areas. A student may enroll in any course at any community college.

+ Indicates a vacated off-campus location. The number of plus signs indicates the number of vacated locations.

° Indicates an approved off-campus location being developed.

**College System, *continued***

Service Area (Counties)	# of Approved Off-Campus Facilities	Off-Campus Locations (Cities) Each city may contain multiple locations.
Montgomery	N/A	N/A
Nash	N/A	N/A
Pamlico	1	Bayboro
Caswell, Person	1	Yanceyville
Pitt	1	Pitt
Randolph	2	Archdale, Asheboro
Richmond, Scotland	3	Rockingham, Hamlet, Laurinburg
Bertie, Hertford, Northampton	N/A	N/A
Robeson	3	Lumberton, Pembroke
Rockingham	N/A	N/A
Cabarrus, Rowan	3	Concord, Kannapolis
Sampson	2**	Clinton
Hoke, Moore	2	Raeford, Robbins
Anson, Union	2	Wadesboro, Monroe
Columbus	N/A	N/A
Jackson, Macon, Swain	2	Franklin, Bryson City
Stanly	1	Locust
Surry, Yadkin	2	Yadkinville, Mount Airy
Cherokee, Clay, Graham	1	Robbinsville
Franklin, Granville, Vance, Warren	3	Louisburg, Creedmoor, Warrenton
Wake	5°	Raleigh, Cary
Wayne	1	Goldsboro
Burke	N/A	N/A
Alleghany, Ashe, Wilkes	2	Sparta, West Jefferson
Wilson	1	Wilson

Source: *A Matter of Facts: The North Carolina Community College System Fact Book 2007*, North Carolina Community College System, Raleigh, N.C., pp. 12–15 and 55–58. On the Internet at <http://www.ncccs.cc.nc.us/Publications/docs/Publications/fb2007.pdf>



*(continued from page 67)*

community support. By 1970, Central Piedmont was North Carolina's fifth-largest institution of higher learning.<sup>43</sup>

Meanwhile, the state-level community college system office in Raleigh confronted funding battles with the legislature, clashes between the state department and local campuses, and institutional needs. Additionally, the department came under pressure in the late 1970s when the question of the proper balance between academic and vocational/technical education resurfaced. Some critics, including Gov. James B. Hunt, Jr., a protégé of Terry Sanford and a believer in the idea of education and economic growth, claimed that the system was slighting its vocational mission and failing to produce the skilled workers needed for industrial recruitment.<sup>44</sup>

In 1977, Senate Resolution 813 created a legislative study commission to study the community college system. The commission did not recommend the establishment of a separate board for the community colleges, according to the report of the commission to the 1979 General Assembly.<sup>45</sup> Nevertheless, in 1979, the Senate Education Committee, chaired by Sen. James D. Speed (D-Franklin), roiled the waters when it considered a proposal to transfer authority of the N.C. Community College System from the State Board of Education to a new, independent board of community colleges.<sup>46</sup> This proposal provoked opposition from the State Board of Education, editorial writers, and elected officials who feared that changes to the governance structure would weaken the system, transfer too much authority to local colleges, and de-emphasize vocational/technical education.<sup>47</sup> The opposition's two dominant rallying cries questioned "whether college parallel programs would be of high enough quality, and whether the public institutions would be a threat to comparable private colleges in the competition for students."<sup>48</sup>

The General Assembly established a separate community college board in 1979 and appointed a transition committee led by former Governor Sanford. The transition committee paved the way for a new State Board of Community Colleges to exercise oversight of the 58-campus system effective in 1981.<sup>49</sup>

The establishment of the State Board of Community Colleges was the last major step in the development of the community college system. As the board developed, it chose to craft a working mission statement derived from the statutory mission that would help the system better focus its resources on contemporary social issues. That working mission statement established the following goals for the system:

“The establishment of the State Board of Community Colleges was the last major step in the development of the community college system.”

The mission of the N.C. Community College System is to open the doors to high-quality, accessible educational opportunities that minimize barriers to postsecondary education, maximize student success and improve the lives and well-being of individuals by providing:

- Education, training and retraining for the workforce, including basic skills and literacy education, occupation and pre-baccalaureate programs.
- Support for economic development through services for, and in partnership with, business and industry.
- Services to communities and individuals, which improve the quality of life.<sup>50</sup>

## The N.C. Community College System Today

While the N.C. Community College System was in its nascent stages, “Governor Hodges prophesied that it one day might enroll as many as “fifty thousand annually.” Less than a decade later, in 1973, the system enrolled 28,520 full-time equivalent (FTE) enrollments. Within six years after that, the number increased to 59,329. In 1982, Hodges’ prediction had been exceeded more than twofold, to 129,368 FTE.<sup>51</sup> In 2003, Martin Lancaster, President of the N.C. Community College System, discussing Hodges’ prediction of serving 50,000 students, noted, “He was only off by about 700,000.”<sup>52</sup>

Just as the system has surpassed prophesies regarding enrollment, few would have predicted the contemporary challenges faced by the state’s 58 community colleges. In the 21<sup>st</sup> century, the N.C. Community College System confronts profound economic and social changes that will require the state once again to rethink the role of postsecondary education and its link to economic prosperity.

Economically, North Carolina continues to evolve from a manufacturing-based economy to one centered on the provision of services within a globally competitive economy. These shifts have eliminated many of the jobs open to people with modest levels of formal education—jobs that often paid low but living wages, provided basic





“ Given its mission and history, the task of preparing North Carolina’s work force likely will fall squarely on the shoulders of the N.C. Community College System.”

benefits like health insurance, and offered upward mobility. Jobs now come in two forms: well-paying ones that require higher levels of educational attainment and poorly paying ones that require little education. In this environment, “education consequently has emerged as both a dividing line and a prerequisite for success in today’s economy.”<sup>53</sup>

A sizable segment of North Carolina’s work force, however, is unprepared to take advantage of the changes in our economy. According to MDC, Inc.’s *State of the South 2004* report, out of all projected job growth between 2000 and 2010, 13 percent will require a postsecondary vocational award or associate’s degree, 21 percent will require a Bachelor of Arts or higher degree, and 71 percent will require work-related training.<sup>54</sup> Given its mission and history, the task of preparing North Carolina’s work force likely will fall squarely on the shoulders of the N.C. Community College System. The North Carolina Commission on Workforce Development estimates that balancing labor demand and supply will require the number of people completing programs

## Study Commissions on Community Colleges in North Carolina

There have been two statewide study commissions of North Carolina’s community colleges. In 1962, Winston-Salem lawyer Irving Carlyle headed the first commission, the Governor’s Commission on Education Beyond the High School.<sup>1</sup> The “Carlyle Commission” issued a report whose centerpiece recommendation was a statewide, coordinated system of comprehensive community colleges.<sup>2</sup> The General Assembly adopted nearly all of the plan’s recommendations in the Community College Act of 1963.<sup>3</sup>

Sherwood Smith, former CEO of Carolina Power & Light Company (now Progress Energy), chaired a second commission, the Commission on the Future of the N.C. Community College System, which issued a report in February 1989 entitled, *Gaining the Competitive Edge: The Challenge to North Carolina’s Community Colleges*, from which the following excerpt is taken.

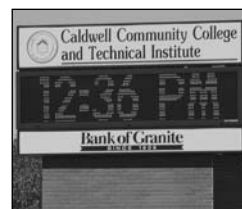
*Thirty-two years ago, Governor Luther Hodges and State School Board Chairman Dallas Herring took a bold step. Then, as now, sweeping changes were transforming the North Carolina economy, creating a demand for a new*

*class of industrial worker in a state historically geared to agriculture. The new economy required workers with sound technical skills, and full access to the opportunities of society required stronger general education credentials. Herring dreamed of a new type of college, the “people’s college,” that would fulfill industry’s demand for trained employees and make higher education a possibility for adults over 18 who otherwise would never progress beyond high school.*

*In 1957 the General Assembly passed the first Community College Act and also provided funding to initiate a statewide system of Industrial Education Centers to provide technical training to adults and selected high school students. By 1961, North Carolina had five public junior colleges emphasizing arts and sciences and seven Industrial Education Centers focusing on technical and vocational education. In 1963 the two fledgling systems were unified under the jurisdiction of a new Department of Community Colleges in the State Board of Education. After 1963 the system grew quickly, from 24 institutions to 43 in 1966, 54 in 1969, and 58 by 1979. In 1981 a new, independent State Board of Community Colleges assumed*

at community colleges across North Carolina to grow by 19,000 per year for the next 10 years.<sup>55</sup>

According to the N.C. Community College System's second President, Benjamin E. Fountain, "... [T]he population of the state today is some three million more than the five million of the 1970s. I talk these days with increasing numbers of highly qualified young people who are frustrated by the prospects of admission to the colleges of their choices. We soon must face the question of building more colleges or massively enlarging colleges some think are already unwieldy in size or of setting enrollment caps. North Carolina needs to consider now her response for the twenty first century. Surely North Carolina will find the way to meet the increasing demand for post high school education from its rising population in the twenty first century as it did in the last century."<sup>56</sup>



Dr. Tony Zeiss, president of Central Piedmont Community College, views the combination of community colleges' vocational focus and accessibility as the means to meeting such demands. "As 'career-focused' colleges, community colleges are

*authority for the expanded system from the State Board of Education.*

*Growth in capacity was matched by growth in demand for the system's services. Early in the life of the system, Governor Hodges prophesied that it one day might enroll as many as "fifty thousand annually." By 1963, less than a decade after its birth, the system recorded 28,520 full-time-equivalent (FTE) enrollments; six years later the number had soared to 59,329. By 1982 Hodges' benchmark for success had been exceeded more than twice, to 129,368 FTE.<sup>4</sup>*

*Measured by numbers alone, the new system was a dramatic success; but it excelled on a qualitative scale also. The system's technical training capacity—superior to anything else in the South—helped North Carolina build and sustain an important competitive advantage in recruiting new industries to the state. The presence of a well-funded statewide technical training network assured prospective businesses that abundant skilled labor would be available and was testimony to the state's commitment to maintaining a strong workforce.*

*The hybrid character of the system—born of a marriage of technical and general education institutions—also gave the system attractive breadth and great appeal. Neither a pure technical training system nor a mere collection of junior colleges, the new system occupied previously uninhabited ground between the public schools*

*and the colleges and universities, providing comprehensive advanced training for students with a wide range of aspirations and needs and extending the benefits of higher education to hundreds of thousands of others.*

*North Carolina's community colleges quickly assumed the profile that Dallas Herring hoped they would have: a place, according to Herring's frequent citation of Governor Aycock, where a student could "burgeon out all that is within him." As more narrowly focused two-year systems arose elsewhere during the 1960s, North Carolina's became and remained a model of depth, breadth, and quality for the nation.<sup>5</sup>*

## Footnotes

<sup>1</sup> Jon L. Wiggs, *The Community College System in North Carolina: A Silver Anniversary History, 1963–1988*, University Graphics, North Carolina State University, Raleigh, N.C., p. 15.

<sup>2</sup> *The Report of the Governor's Commission on Education Beyond the High School*, Raleigh, N.C., 1962, pp. xi–xiii.

<sup>3</sup> Wiggs, note 1 above, p. 12.

<sup>4</sup> Footnote added. In 2003, Martin Lancaster, President of the N.C. Community College System, discussing the prediction of eventually serving 50,000 students annually, notes, "He was only off by about 700,000." Tim Simmons, "College system evolves: 40 years have brought growth, new challenges to state's community colleges," *The News & Observer*, Raleigh, N.C., June 2, 2003, p. B1.

<sup>5</sup> *Gaining the Competitive Edge: The Challenge to North Carolina's Community Colleges*, the report of the Commission on the Future of the North Carolina Community College System, MDC, Inc., Chapel Hill, N.C., Feb. 1989, p. 12.

designed to be inclusive by nature,” says Zeiss. “They are accessible—financially, geographically, and academically,” thereby enabling Central Piedmont to serve a student body which consists of “emerging workers, existing workers, transitioning workers, and entrepreneurs.” Community colleges, says Zeiss, train everyone from future Ph.D.s and veterans to immigrants and remedial students.

While the career needs of students have changed in the 40 years since the founding of the N.C. Community College System, the system’s fundamental ability to connect North Carolinians to opportunities has endured. Zeiss, for instance, recounts the story of James White, who took his first Central Piedmont course while living in a homeless shelter in Charlotte. In time, White earned an associate’s degree, married, bought a house, continued his education, and now is pursuing a doctoral degree. Looking backward to the commitment to opportunity that motivated the N.C. Community College System’s creation offers powerful insights into how to aid students like White in their pursuit of a more prosperous future.

## Footnotes

<sup>1</sup> 2005–2006 Annual Report, Central Piedmont Community College, Charlotte, N.C., p. 4. On the Internet at [http://www1.cccc.edu/administration/annual-report/2005\\_Annual-Report.pdf](http://www1.cccc.edu/administration/annual-report/2005_Annual-Report.pdf) view, and *A Matter of Facts: The North Carolina Community College System Fact Book 2007*, North Carolina Community College System, Raleigh, N.C., p. 75. On the Internet at <http://www.ncccs.cc.nc.us/Publications/docs/Publications/fb2007.pdf>

<sup>2</sup> Arthur Cohen, “Governmental Policies Affecting Community Colleges: A Historical Perspective,” *Community Colleges: Policy in the Future Context*, Apex Publishing, Westport, Conn., 2001, p. 5.

<sup>3</sup> Arthur Cohen and Florence Brawer, *The American Community College*, 4th ed., Jossey-Bass Publishers, San Francisco, Cal., 2003, p. 10.

<sup>4</sup> Cohen, note 2 above, pp. 5–6.

<sup>5</sup> *Ibid.*, pp. 4 and 9.

<sup>6</sup> Cohen and Brawer, note 3 above, pp. 3–4.

<sup>7</sup> *Ibid.*, p. 5.

<sup>8</sup> Cohen, note 2 above, pp. 5–6.

<sup>9</sup> Barbara Townsend and Susan Twombly, “Introduction,” *Community Colleges: Policy in the Future Context*, Apex Publishing, Westport, Conn., 2001, p. ix.

<sup>10</sup> John Quinterno, *North Carolina’s Unfinished Transformation: Connecting Working Families to the State’s Newfound Prosperity*, North Carolina Budget and Tax Center, Raleigh, N.C., Winter 2006, p. 7. On the Internet at <http://www.aecf.org/KnowledgeCenter/Publications.aspx?pubguid=%7B068FE718-BD73-4346-B2E3-812A36A6AD58%7D>

<sup>11</sup> *Statistical Abstract of the United States: 1950*, U.S. Census Bureau, Washington, D.C., p. 113. On the Internet at <http://www2.census.gov/prod2/statcomp/documents/1950-01.pdf>

<sup>12</sup> Ben Fountain and Michael Latta, *The Community College in North Carolina: A Brief History*, State Advisory Council on Vocational Education, Raleigh, N.C., 1990, p. 3. See also *Zimmerman v. Board of Educ.*, 199 N.C. 259, 154 S.E. 397 (1930).

<sup>13</sup> Off-campus extension centers included those located in the following communities: Charlotte, Greensboro, and Wilmington. A definitive list of all 12 centers is unavailable.

<sup>14</sup> Jon Lee Wiggs, *The Community College System in North Carolina: A Silver Anniversary History, 1963–1988*, University Graphics, North Carolina State University, Raleigh, N.C., 1989, pp. 1–2.

<sup>15</sup> Cohen, note 2 above, p. 6.

<sup>16</sup> Wiggs, note 14 above, p. 2.

<sup>17</sup> *Ibid.*, pp. 2–3.

<sup>18</sup> Paul Luebke, *Tar Heel Politics 2000*, University of North Carolina Press, Chapel Hill, N.C., 1998, pp. 19–23.

<sup>19</sup> Wiggs, note 14 above, p. 1.

<sup>20</sup> *Ibid.*, p. 4. See also Chapter 1186 of the 1955 Session Laws (H.B. 201).

<sup>21</sup> *Ibid.*, pp. 4–5. See also Chapter 1098 of the 1957 Session Laws (H.B. 761).

<sup>22</sup> Fountain and Latta, note 12 above, p. 4.

<sup>23</sup> *Ibid.*, pp. 4–5.

<sup>24</sup> The five junior colleges were located in Asheville, Charlotte (which had two), Elizabeth City, and Wilmington. The 18 authorized industrial education centers were located in Asheboro, Asheville, Burlington, Charlotte, Durham, Fayetteville, Gastonia, Goldsboro, Greensboro-High Point, Kinston, Leaksville, Lexington-Thomasville, Newton-Hickory, Raleigh, Sanford, Wilmington, Wilson, and Winston-Salem. See Wiggs, note 14 above, pp. 6 and 15.

<sup>25</sup> Howard E. Covington and Marion A. Ellis, *Terry Sanford: Politics, Progress, and Outrageous Ambitions*, Duke University Press, Durham, N.C., 1999, p. 238.

<sup>26</sup> *Ibid.*, pp. 246–47 and 254.

<sup>27</sup> Wiggs, note 14 above, p. 7.

<sup>28</sup> *The Report of the Governor’s Commission on Education Beyond the High School (Carlyle Commission)*, Raleigh, N.C., 1962, p. 4.

<sup>29</sup> *Ibid.*, pp. xi–xiii.

<sup>30</sup> Wiggs, note 14 above, p. 12.

<sup>31</sup> N.C. Gen. Stat. § 115D-1.

<sup>32</sup> Fountain and Latta, note 12 above, p. 5.

<sup>33</sup> Wiggs, note 14 above, pp. 7–8.

<sup>34</sup> *Ibid.*, pp. 8–11.

<sup>35</sup> *Ibid.*, pp. 12–13.

<sup>36</sup> *Ibid.*, p. 16.

<sup>37</sup> *Ibid.*, p. 17.

<sup>38</sup> *Ibid.*, p. 67.

<sup>39</sup> *Ibid.*, p. 12.

<sup>40</sup> According to the N.C. Community College System’s second President, Benjamin E. Fountain, “The college of Textile Technology at Belmont for a few years became the 59<sup>th</sup> [community college] institution. Today, it is a part of Gaston College and the system is back to 58 colleges, with many branches.”

<sup>41</sup> Fountain and Latta, note 12 above, pp. 7 and 11–12. “Real value” dollars are adjusted for inflation, and thus easily compared to current dollars. “Nominal value” dollars are not adjusted for inflation.

<sup>42</sup> Wiggs, note 14 above, p. 24.

<sup>43</sup> Carol Timblin, *Central Piedmont Community College: The First Thirty Years*, Central Piedmont Community College Foundation, Charlotte, N.C., 1995, pp. 1–56.

<sup>44</sup> Wiggs, note 14 above, pp. 207–08.

<sup>45</sup> Legislative Research Commission on Community Colleges, Report to the 1979 General Assembly of North Carolina, Raleigh, N.C., p. 12. Information on committee proceedings regarding the creation of a separate board can be found on pp. 11–12. Information on committee findings regarding the creation of a separate board can be found on p. 15.

<sup>46</sup> Wiggs, note 14 above. p. 202.

<sup>47</sup> *Ibid.*, pp. 202–04.

<sup>48</sup> *Ibid.*, p. 8.

<sup>49</sup> *Ibid.*, pp. 204–05 and 207. Chapter 896, § 2 of the 1979 Session Laws and Chapter 1130, § 5 of the 1979 Session Laws.

<sup>50</sup> *Fact Book 2007*, note 1 above, p. 3.

<sup>51</sup> *Gaining the Competitive Edge: The Challenge to North Carolina's Community Colleges*, the report of the Commission on the Futures of the North Carolina Community College System, MDC, Inc., Chapel Hill, N.C., Feb. 1989, p. 12.

<sup>52</sup> Tim Simmons, “College system evolves: 40 years have brought growth, new challenges to state’s community colleges,” *The News & Observer*, Raleigh, N.C., June 2, 2003, p. B1.

<sup>53</sup> Quinterno, note 10 above, p. 17.

<sup>54</sup> *The State of the South 2004*, MDC, Inc., Chapel Hill, N.C., 2004, p. 9. Forecasts generated by the U.S. Bureau of Labor Statistics indicate that 28 percent of all the **jobs created in the United States** between 2004 and 2014 will require workers with some college education, meaning an associate’s degree or postsecondary vocational credential. Daniel E. Hecker,

“Occupational Employment Projections to 2014,” *Monthly Labor Review*, Washington, D.C., Nov. 2005, pp. 70–101. According to a similar analysis sponsored by the N.C. Commission on Workforce Development, 13 percent of all the **jobs created in North Carolina** between 2007 and 2017 will require workers with some college education. N.C. Commission on Workforce Development, *State of the North Carolina Workforce: An Assessment of the State’s Labor Force Demand and Supply 2007–2017*, N.C. Department of Commerce, Raleigh, N.C., 2007, p. 23.

<sup>55</sup> N.C. Commission on Workforce Development, note 54 above, p. 44.

<sup>56</sup> Benjamin E. Fountain, acceptance speech for the 2006 John Tyler Caldwell Award for the Humanities, North Carolina Humanities Council, Wake Technical Community College, May 4, 2007.

