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ABSTRACT

This survey concentrated on evaluating the present structure of public school adult education (PSAE) in Massachusetts, adult access to education throughout the state, characteristics of local programs, and possible future directions. Analyses were made of the history, objectives, and policies of 100 local programs, followed by student body, curriculum, administrative and other personnel, recruitment, publicity, other adult education sponsors, financial support and budgeting, problems, and evaluation and planning. Major findings included enrollment of barely 1% of all undereducated adults, limited and nonsequential curriculums, leadership needs, and educational involvement of under 1/7 of the total adult population. Adult education needs were not being met at any level, and access tended to be limited to those with more money, time, transportation, and education. It was suggested that, for $1,200,000 a year, a comprehensive system could be developed to coordinate existing state programs, restore and expand university extension (cut out in 1965), develop resource centers and teacher/administrator training programs, and aid curriculum development and research. (Included are 52 tables and charts, 114 references, definitions used in the study, and the questionnaire.) (Author/LY)

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PUBLIC SCHOOL ADULT EDUCATION IN MASSACHUSETTS

Anita L. Martin
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U.S. DEPARTMENT OF
HEALTH, EDUCATION AND WELFARE

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U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

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SUMMARY

PUBLIC SCHOOL ADULT EDUCATION IN MASSACHUSETTS

Responsibility for Massachusetts adult education is scattered among 83 state agencies, with none responsible for local public school adult education programs and with no adequate data base for evaluation and planning.

A questionnaire and field meetings showed public school adult education programs in 55 per cent of the communities, where 85 per cent of the people live. Many programs reached fewer than one per cent of the people: a total of 132,154 adults were enrolled, of whom 51,432 were not in state-related classes. Analysis of history and policies, student body, curricula, personnel, community relations, finances, promotion, evaluation and planning in 100 programs showed that few systems had accurate or detailed information. Most students had above average education and income. Curricula were limited and non-sequential. Most of the 3,101 classes were held nights in children's facilities and were taught by day school teachers. Only six directors were full-time; most had little knowledge of adult education. Per capita expenditure averaged $16.00, ranging from $1 to $55. Student fees provided 12 per cent of the income and the communities 69 per cent. Seventeen programs had to be self-supporting; 35 others not at all. The local directors wanted leadership, training opportunities and other help from the State.

Needs are not being met. In 1964, 1,731,427 adults had not completed high school; a million of these had not gone beyond eighth grade. In 1967-1968 fewer than one per cent of the undereducated adults were enrolled in programs. Public programs, private schools, colleges and universities, and local public schools together reached only 404,600 of nearly 3 1/2 million adults. Since 1965, university extension has been discontinued and other programs have been cut, further limiting opportunities.

For $1.2 million per year, a comprehensive system could be developed to coordinate existing state-level programs, to initiate university extension, to develop resource centers and teacher/administrator training programs, to provide state assistance in curriculum development and research. The most feasible administrative design would be a Division of Adult Education in the Board of Higher Education, directed by an Associate Chancellor.

CHAPTER I

THE NATURE AND DIRECTIONS OF ADULT EDUCATION

Adult education is the fastest growing segment of education. Some experts estimate that more adults are engaged in some kind of educational activity than the total number of children and youth enrolled in our public schools.

In the only recent comprehensive study of the educational activities of adults, an estimated 25 million adults participated in some kind of educational activity in the twelve months preceeding June, 1962.[1] In the five years from 1961 to 1965, registrations in higher adult education alone increased nearly 70 per cent nationally, with an increase of 250 per cent projected over the next 25 years.[2]

The causes for the rapid expansion of adult education suggest that the rate of expansion will continue to increase:

> ...knowledge is doubling every five to ten years; half of the adult's knowledge becomes obsolete in the same period of time, so that it should be replaced at the rate of five per cent per year.
>
> ...most adults will have five or six major occupation changes in their lifetimes, each requiring new knowledge and skills.
>
> ...life expectancy has doubled in the past hundred years; the youth cannot possibly learn all he will need to know in an extended lifetime.
>
> ...the education level of the population is rising, increasing from 9.3 to 12.0 median school years completed by persons 25 years old and older between 1950 and 1967;[3] the more education a person has, the more likely he is to enroll in adult courses.[4]

As the importance of adult education to the well-being of society has been accepted in the United States, public responsibility for the availability and quality of programs has increased. In the past five years Federal legislation has been passed for adult basic education, for improved adult vocational education, for continuing higher education and community services, for international education, for arts and humanities, for manpower training, for bi-lingual education, and for many other parts of the field. At the same time, adult education has developed rapidly as a professional field, with 26 universities in the United States offering full graduate degree programs in adult education.

Like all "new" professions, adult education is characterized by unequal development of personnel, programs, facilities, research and technology. More important, a widely shared philosophy on which to base policy and, indeed, a widely understood definition of the field are still emerging. In a free-association test, most people would still tend to equate adult education with night school, with hobby and craft courses such as the proverbial basket-weaving or cake decorating, or with vocational programs or English for the foreign born.

An adult educator, on the other hand, would perceive adult education as involving a myriad of methods, all designed for the adult learner. There would be self-instruction through correspondence, computer programs, combinations of television and two-way radio or telephone, tele-lectures, conference calls, compressed speech tapes, FM radio, field trips or directed travel. There would be group discussion, seminars and conferences. There would be lectures and class sessions. There would be intensive directed reading courses. Each would be designed to meet the needs of the student, at a convenient time and place, at a cost he can afford.

Adult education is simply education for all adults, throughout their lives, once they have left formal schooling and have assumed adult responsibilities. Thus, a 17 year old who dropped out of school to go to work and a young prison inmate would be included, but a 22 year old married graduate student would not be. For the adult, education is no longer his primary occupation in life.

In Europe and increasingly in the United States, the term "androgogy" is used to distinguish adult education from education for children and youth, "pedagogy." Androgogy is the art and science of helping the adult to learn. It comes from the Greek word, "andros," meaning man or mature person. In the roots of this word we find the essence of the difference between adult education and childhood education.

Adult education is distinguished from childhood education in such ways as the following:

1. The adult is an independent person, as compared with the child who is dependent on the adults in his life.

2. The adult, if he has normal opportunities, is capable of self-direction and is highly motivated towards his educational goals.

3. The adult is usually a voluntary learner. He will seldom tolerate poor teaching or an ineffective learning situation.

4. The adult has had vast experience which makes his learning sometimes easier and sometimes more difficult. He has evolved a complex conceptual pattern which may require unlearning, relearning, or reconstructuring of knowledge in order to continue learning most effectively.

5. The adult has a problem-solving orientation to learning, particularly until he reaches later years. He wants to learn what he needs to know when he needs to know it, in order to help him lead the kind of life that he wishes.

6. The adult not only has an immediate need, but he must usually meet it with limited time and money. His primary function of earning a living and maintaining a home must be served before he can spend time to learn. Transportation time, class time, study time must be conserved.

7. The adult lives in a complex culture of roles, socioeconomic variables, ethnic and racial origins, religious differences and personal differences.

8. The adult goes through many more developmental stages than a child, each of which requires special knowledge and techniques on the part of the teacher. Stages of adulthood have not yet received the publicity of stages of childhood, perhaps because they are always with us so that we seldom think about them:

..the often traumatic experience of getting and keeping the first job,
..selecting a mate and learning to share a life with a marriage partner,
..becoming a parent,
..developing patterns of participation in civic and social affairs,
..job and role changes,
..changes in style of living,
..shifting parental roles to enable teenage children to become independent,
..acceptance of death as part of life, usually beginning with one's own parents,
..physiological changes of aging and resulting changes of life style,
..having no children at home,
..preparation for retirement,
..finding satisfactions and goal attainment throughout old age.

Adult education has almost nothing in common with childhood education. Its special requirements are already leading to important new developments in the field. Nationally, independent study is increasing rapidly through innovative combinations of correspondence education, programmed instruction, video-lectures, reading programs and telelectures. Adult Learning Centers with many opportunities for independent study are developing in New Jersey, in North Carolina, in Wisconsin. An increasing number of colleges and universities offer adults a combination of independent study and intensive residential study; pioneers include the University of Oklahoma, Syracuse, Brooklyn College, Goddard College. New York State is beginning a college-level adult program including equivalency examinations, correspondence study and television courses. Professionals, particularly in the health fields, are finding whole new approaches to continuing education open to them, ranging from the media kits and FM radio programs for rural physicians in upstate New York and in Vermont broadcast and developed by WAMC, Albany, to the dial-a-lecture telephone access to the University of Wisconsin Medical Library and the two-way video communication between Massachusetts General Hospital and Logan Airport.

More and more adult education programs are developing outside of the classroom, with a substantial rise in informal education according to the many reports of university extension divisions, public libraries, professional organizations and public school systems. The City of Philadelphia, for example, has 38 daytime adult centers where small groups may discuss anything from parenthood to world affairs. In East St. Louis, a warehouse has been converted to simulate the different kinds of materials and equipment that might be found in low-cost housing, to help residents learn how to take care of their home. Non-credit and informal education in university extension programs is expanding more rapidly than are formal credit classes.

As lifelong learning becomes an accepted part of the education system, the emphasis in children's education can change to concentrate on helping young people learn how to learn and to learn who they are. They now have a long adult life in which to learn: everything need not be crammed into the first two decades. Further, almost everything taught children today will be obsolete before they begin adult roles. Adult education can take the pressure off of childhood education and it can help make all education both functional and fun, exciting and relevant. Learning when one wants to learn and needs to learn is both pleasurable and satisfying.

The time is past when adult education can be considered a fringe by-product of the system: it must receive policy-level consideration in the states and in the nation. There

are more adults than children, and adults are the decision-makers of the nation, the consumers, the workers, the parents, the culture carriers and creators. These adults need a system in which they can find opportunities to learn in the most efficient and effective ways possible, a system which will be flexible and open. It must encourage the entire range of interested institutions, agencies, groups and individuals to develop ways of meeting the educational needs of adults.

The particular needs, practices, successes, failures and problems of adult education in one State may provide yardsticks and ideas for other states and for Federal programs. Massachusetts has been both a front-runner and an immovable obstacle in the development of public adult education. As Massachusetts plans a newer, more comprehensive system of adult education, we hope that other states can pick up relevant bits of information for development of their own systems.

CHAPTER II

HISTORICAL NOTES: ADULT EDUCATION IN MASSACHUSETTS[1]

In 1847, when Horace Mann was the First Secretary of the Massachusetts Board of Education, the General Court, legislature of the Commonwealth, passed a law authorizing cities and towns to appropriate money for the support of schools for the instruction of adults in Reading, Writing, English Grammar, Arithmetic, and Geography (Ch. 137, Acts of 1847). Massachusetts thus was one of the first states to recognize the need for expressing concern for adult education through law.

Adult education, however, had been a part of the American scene almost from the founding of the country. Apprenticeship programs were perhaps the earliest forms of occupational education. Private trade schools, libraries, churches and agricultural societies all flourished in the 1600's and 1700's. In 1826, Josiah Holbrook organized the first town lyceum in Millbury, Massachusetts, as a demonstration of his concept of a local study group in which each member would be both a learner and a teacher. Hundreds of lyceums sprang up in towns, first spreading from Massachusetts to other parts of New England and then rapidly across the entire country. By 1831 a national organization was formed, representing 1000 town lyceums concerned with the advancement of education. Although the national organization was never able to be effective and ceased to exist

ten years later, firm roots had been developed in many towns where the descendents of the lyceums are still active.

The lecture-forum technique can still be observed today in the programs of the Springfield, Massachusetts Adult Education Council, over 100 years old; in Boston's Ford Hall Forum; in the programs of the Lowell Institute, founded in 1836; and in a number of other Massachusetts programs.

About the time that the Lowell Institute was established, the first evening school in the City of Boston was opened. In nearby Lexington, the first public normal school was established, followed in the same year by one in Barre in the Western part of the state. These are now respectively Framingham and Westfield State Colleges. Interestingly, finances were a problem in the early days: legislation was often passed authorizing the creation of adult schools, but appropriations seldom accompanied it.

Although the public school adult education programs were seldom strong in the early days, in Massachusetts and across the country voluntary adult education organizations developed rapidly and thrived during the middle of the last century. The Y.M.C.A., Y.W.C.A., and many strong farm and church organizations were established, which still offer major programs today.

In 1862, in the middle of the Civil War, the United States Congress took time to pass the Federal Land-Grant College Act, providing land to each state for a public college and laying the foundation for today's great network of State land-grant colleges and universities, including two Massachusetts institutions known today as the University of Massachusetts and the Massachusetts Institute of Technology.

In the years after the Civil War, major developments in adult education included the founding of Chataqua whose summer programs, home reading programs, lecture series, classes and study groups quickly spread from western New York to become a nation-wide network. Following the same principle of reaching people where they were, correspondence education became a part of university programs, beginning with the University of Chicago in 1892.

University extension or general extension programs were developed as another way of reaching adults, beginning with the University of Wisconsin in 1891 and spreading rapidly throughout the country. Massachusetts, however, had no public university: the land grant college in Amherst did not become the University of Massachusetts until after World War II, and M.I.T. was considered a

technical institute. University Extension, therefore, including both class and correspondence work, was established in 1915 as a part of the Department of Education.

As the world of work became more complex, vocational education began to receive attention. In Massachusetts, the Douglas Report of 1906 laid a foundation for public vocational education which led to a State Commission for Industrial Education. In 1917, Congress passed the Smith-Hughes Vocational Educational Act which made Federal funds available, matched by State funds, to promote courses not only among youth but among workers who wished to improve themselves in agriculture, home economics, trades, the practical arts and commerce through public school courses. Massachusetts accepted the Act the year it was passed and instituted what became the Bureau of Vocational Education.

In 1914, the Federal Smith-Lever Act was passed, establishing the Cooperative Extension Service to provide extension demonstration and education through the state land grant colleges, the counties, and the U.S. Department of Agriculture. Massachusetts quickly became a participant; her Cooperative Extension Service is still the largest single adult education system in the Commonwealth, reaching more than 100,000 adults in educational programs alone each year.

As the numbers of immigrants increased, Massachusetts established programs in 1917 to teach English and citizenship to the foreign born. During the 1920's public adult education grew rapidly in Massachusetts with 20,000-30,000 immigrants enrolled in the naturalization and Americanization courses each year, with another 30,000-40,000 enrolled in University Extension in over 100 communities, and with vocational courses beginning to reach older workers as well as beginning workers.

The pattern had been set for adult education in Massachusetts which remains to this day, as we approach the 1970's. Although special programs and responsibilities have been added to the system as new needs have developed, and although a few programs or titles have been shifted administratively, no basic changes were made in the system from 1920 to 1965; since then, changes have been legislated but not as yet implemented.

Some of the program expansions and variations within the basic pattern included the formal development of continuing education at the State Colleges and the Community Colleges; education for women wishing to work at day care centers; licensing of private correspondence schools; and the addition, in 1967, of the General Educational Development tests as an alternative to the course method of

achieving high school equivalency. New pieces were added to the patchwork, but the pattern did not change and no comprehensive approach to public adult education either in terms of institutions or of the target population has been made.

Education of course has been studied and studied: of 82 studies directed by the Commonwealth from 1900 to 1964, only H485 in 1915 concerned with university extension could be identified as primarily concerned with adult education. Others that included some mention of adult education were the Zook study of 1922, which incidentally recommended our present community college system more than forty years in advance of its development; H1255 in 1918 which included problems of education in jails; H1612 in 1938, created a special commission on educational matters which said that no changes in offerings of university extension were recommended because the program seemed adequate, with up to 118,480 enrollments each year since 1922; a 1941 study on stimulation of handicrafts, which referred to adult education; the Baby Hoover Commission study in 1952 which referred to certain adult education problems; the 1955 and 1965-67 studies of educational television, which both referred to the need for community-wide educational programming.

Although adult educators had felt the increasing needs of the people and indeed, of their own professional and program development, ever since World War II, they had historically worked for improvement through voluntary associations. Except for the dedication and creativeness of individuals in the State system, the only progress and improvement were spurred by private efforts: through the strong Boston and Springfield Adult Education Councils of the 1930's; through the former Massachusetts Association for Teachers of Adults; through the cooperative efforts of the Adult Education Association in Massachusetts, the National Association for Public School Adult Education, and the former Massachusetts Division of University Extension in offering training institutes and conferences for public school adult educators from 1957 to 1964.

The development of the Boston University Graduate Program in Adult Education also proved a major impetus in the '60's. Nevertheless, there was still no public college or university in Massachusetts offering programs in adult education; there was no State concern with local adult education programs.

But what of the well-known reorganization of Massachusetts education beginning in 1965, the result of the Willis-Harrington Report?[2] Adult educators were involved all through the study of the Special Commission Relative to Improving and Extending Educational Opportunities in the

Commonwealth, established by the General Court in 1962. Most of the adult education parts of the legislation passed. in 1965, Chapter 582, have never been implemented. Neither did the legislation reaffirm the worth or adult education or state a firm policy, although both of these are found in the Report of the Commission. Instead of going forward, Massachusetts has gone backward. The Division of University Extension was eliminated; the University of Massachusetts was given responsibility for much of the program, but no appropriations to implement it. Now Massachusetts is the only state with no university extension. It is also one of the few states with no commitment to adult basic education. Other results, intentional or unintentional, will be found in Chapter III on Structure.

In November, 1967, the Massachusetts Advisory Council on Education, a research and planning office created by the 1965 legislation, voted to fund the first major study of the status and needs of adult education in the Commonwealth: thus was born MAEPP, the Massachusetts Adult Education Planning Project, designed to find out current activities of the Commonwealth in adult education, to determine the major problems, and to make priority recommendations for legislative action, regulatory adjustment, administrative adjustment, needed programs and services, and needed further study.[3]

Early in MAEPP it became apparent that although some 83 different State agencies scattered among many departments or reporting directly to the Governor had some responsibility for adult education, no state agency had much information about what was happening in local public school adult education programs which did not receive State or Federal funds: thus, the present inquiry reported here, to investigate Massachusetts Public School Adult Education, was designed.

In the meantime, the Adult Education Association in Massachusetts and the newly formed Massachusetts Association of Public School Adult Educators keep working for improvement. Individuals in various Departments or institutions make valiant efforts: one individual with a doctorate in adult education was able to teach a one-semester graduate course in adult education administration in 1967 and 1968 at the University of Massachusetts; one individual was able to begin training programs for correspondence education faculty; one Bureau Chief was able to develop cooperative programs with colleagues in other Departments.

Historically, the great creative period of Massachusetts public adult education is long since over. Some in the field have given up hope that Massachusetts will ever begin a new surge; the more adventurous have already moved

to states where the action is...or perhaps the more courageous have waited and worked and hoped that the action would be in Massachusetts.

In the meantime, the present situation of adult education in Massachusetts and the needs of the Commonwealth can be described not in great detail, but with enough detail, patterns and trends to give the Commonwealth the background to decide whether and how she will enter the mainstream of adult education.

CHAPTER III

THE PRESENT STRUCTURE OF PUBLIC ADULT EDUCATION IN MASSACHUSETTS

By first examining the present structure of public adult education in Massachusetts and its effectiveness in delivering adult education services, and then looking in the next chapter at the target population, a base can be developed from which to consider the role of specific programs such as those of the public schools. Many trends and problems are inherent in the present structure, most of which developed by a combination of historical accident and functionalism: as each new adult educational need became apparent, a program was established to meet it in or by whatever part of the structure was able to cope at the time.

The lack of cohesion, coordination and communication among the present programs thus are the result not of design but rather of historical accident in developing programs. For example, adult basic education is in the Bureau of Civic Education because the Bureau was already concerned with those who could not read and write English, even though adult high school programs were in the Bureau of Adult Education and Extended Services.

In addition, a collection of isolated assignments of adult education programs over the years by the legislature has resulted in even more confusion. The Consumer's Council, an independent agency, is legally responsible for consumer education, but has no staff or funds for a significant program; the Committee on Children and Youth has a mandate for parent education. Almost every independent committee and commission in the Commonwealth is legally charged with some sort of adult education responsibility--and at least 173 of such independent agencies report to the Governor and are not related to any Department. For example, the Commission on Aging, recently changed to Bureau status, promotes educational activities for the aging in the various cities and

towns at the same time that the Commission for the Blind provides opportunities for the adult blind. The programs are unrelated, even though sixty per cent of the blind are elderly. In the same irrational pattern, correctional educators in the Department of Correction are under Civil Service, are not required by regulation to have any qualifications in working with adults, and have no official relationship with the Department of Education. While the range, variety and flexibility of programs may be praised in many of the 80+ state-level units with major adult education responsibility, the over-all picture is one of chaos and complete lack of coordination.

Compounding the 'historical accident' theory for the present structural chaos is the lack of visibility of the need of a comprehensive system of adult education. Although education is not the primary task of adults, it pervades every aspect of their activities at one time or another. It is easy to recognize that a child, physically located in a school for educational purposes, has educational needs in many different aspects of living and in many different subject matters; it is thus comparatively easy to mobilize resources at the school to meet those needs.

The adult, on the other hand, seeks education in many places and in many ways: in his home, his place of work, his club, his church, his library, his museum, his television set, his car radio, his public school, his college or university, his welfare office, his labor union, his licensing bureau, his business or professional association, his voluntary organizations, his county agent's office, his book club. With such a diversity of learning sources, fragmentation of adult education seems not only obvious but also unavoidable.

Fragmentation of adult education is the basic reason why there has been no strong leadership to develop a coherent system of adult education in the Commonwealth: everyone's job is no one's job. Until quite recently the structure worked rather well on an ad hoc basis. It is only since the post-World War II knowledge explosion, expansion of education and rise of technology that life-long learning has become truly necessary for everyone. Few adults have the access to learning opportunities and ability to direct their own education to keep their knowledge up to date to the extent of replacing out-of-date knowledge at the rate of at least five per cent per year as isolated individuals with no opportunity for systematic study. The present fragmented structure cannot possibly meet the need. While it could not, and should not, be brought together in a tight, monolithic structure, it must nevertheless be coordinated, with overall policies and long-range comprehensive planning and development.

In considering ways to improve the structure of adult education in the Commonwealth, changes must be within the context of the structure of Massachusetts government, itself unique in many ways:

1. The Constitution limits the Commonwealth to 20 departments. Close to 200 units which do not fit neatly into the structure are now "in but not of" departments, and report directly to the Governor. Many of these have adult education responsibilities.

   In 1969 a law was passed to reorganize state government, to take effect in 1971. Nine Cabinet offices will be created, including a Secretariat of Educational Services. The booklet summarizing the proposed reorganization gave adult education equal status with pre-school, elementary, secondary, higher, vocational, and cultural education.[1] The present is the ideal time to work with those planning the details of reorganization to develop an optimum system of public adult education for implementation in 1971.

2. Historically, the General Court (the legislature, including the House of Representatives and the Senate) has acted as a kind of state-wide school committee, making decisions on all kinds of programs and operating details. Many of the 1965 Willis-Harrington recommendations were designed to give such details to the Department of Education.

Chapter 572, Acts of 1965 enacted many of the recommendations but created a triumvirate in the Department of Education: a Board of Education; a Board of Higher Education; and an Advisory Council on Education which is responsible for research, planning and coordination of all education in the Commonwealth and includes the Commissioner of Education and the Chancellor of the Board of Higher Education in its Council membership. The Department of Education has, therefore, no head or central office; adult education can seldom be divided into neat chunks of 'lower' and 'higher' education designed for children and youth, and is fragmented by the present structure.

The 1965 legislation further fragmented adult education: programs which had been under the Board of Education are now divided between the two Boards, according to whether or not they are collegiate in nature, such as correspondence education. Other programs were transferred to the Board of Higher Education; but in most cases the transfer has not

been completed, such as adult civic education (G.L. Ch. 15, 1 D), and in others have not been funded (notably, University Extension, G.L. Ch. 15, 1 D; Ch. 69, 7; Ch. 75,2). Thus we find the Bureau of Civic Education under the Board of Education and its social service and referral counterpart under the Board of Higher Education; and we find Massachusetts the only state in the nation with no university extension.

3. The legislation on education has not been codified or clarified, so that it is frequently inconsistent in its use of terms and in its assignments of responsibilities in pre- and post-1965 days. Evening High Schools, for example, are left dangling; so far as could be determined, they report only to the Division of Research.

   The lack of codification and the continuance of conflicting statutes, such as the roles of Vocational Education, Board of Education and of Community Colleges, Board of Higher Education, in post-secondary vocational education, may be one reason why many statutes have never been enforced or implemented, and why the Department had never collected much information on adult education from which to plan.

4. The right of free petition is basic to Massachusetts spirit, tradition and law, but it can cause chaos to education: any citizen may file any bill each year through his Representative for consideration for enactment into law. The General Court deals with 4,000-5,000 bills each year, each of which must first have a public hearing. In adult education alone, at least fifty bills each year have primary implications and probably another 200 have secondary implications, yet there is no single office or unit to evaluate them in relation to structure or need.

   As a result, many separate bills are enacted which may contradict each other or which may cause unexpected strain on existing structure and programs: for example, the General Court may vote free tuition or even required course offerings for a group of veterans, municipal employees, or the handicapped, without providing funds to reimburse the unit providing the courses.

5. The General Court has the prerogative of assigning responsibility. When one agency is not

> performing according to expectations, the legislature can and does reassign the program to a different unit. For example, evaluation of migrant workers' educational facilities and resources was recently assigned to the Department of Public Health, even though three other state agencies were already involved in providing educational programs for migrant workers.

The process is circular: without a source of policy and facts, both the General Court and the many Executive offices and departments have little choice but to develop adult education by fortuitous and adventitious decisions.

Over the years, by the combination of legislative and executive action, the structure of adult education has emerged roughly as outlined in Chart I. Some of the major programs and responsibilities are as follows:

THE BOARD OF EDUCATION..."The Board shall establish job training and job retraining centers. The board shall also establish audio-visual service, day care service and adult education facilities not collegiate in nature." (Ch. 15, 1F, General Laws)

Since the 1965 reorganization of education, the Board of Education's only official actions in regard to adult education have been to change the name of the former Division of University Extension to the Bureau of Adult Education and Extended Services, to continue each year until 1969 all correspondence and university extension courses, until the Board of Higher Education should have staff and facilities to assume these responsibilities, and to permit the General Educational Development Tests to be used for high school equivalency since 1967.

The Board has been faced with massive problems of education for children and youth. Even though more adults have not completed high school than the total public school enrollment of children and youth (1,731,427 adults with less than a high school education as compared with 1,076,495 children in the public schools in 1964), the question of whether the Board of Education can and should assume responsibility for both groups must be seriously considered. In the meantime, the general allocation of adult education responsibility is essentially the same as it has been for many years, even though some levels have been changed.

DIVISION OF CURRICULUM AND INSTRUCTION

Bureau of Adult Education and Extended Services

The Bureau has seven discrete units:

CHART 1-A

ADULT EDUCATION FUNCTIONS UNDER THE BOARD OF EDUCATION

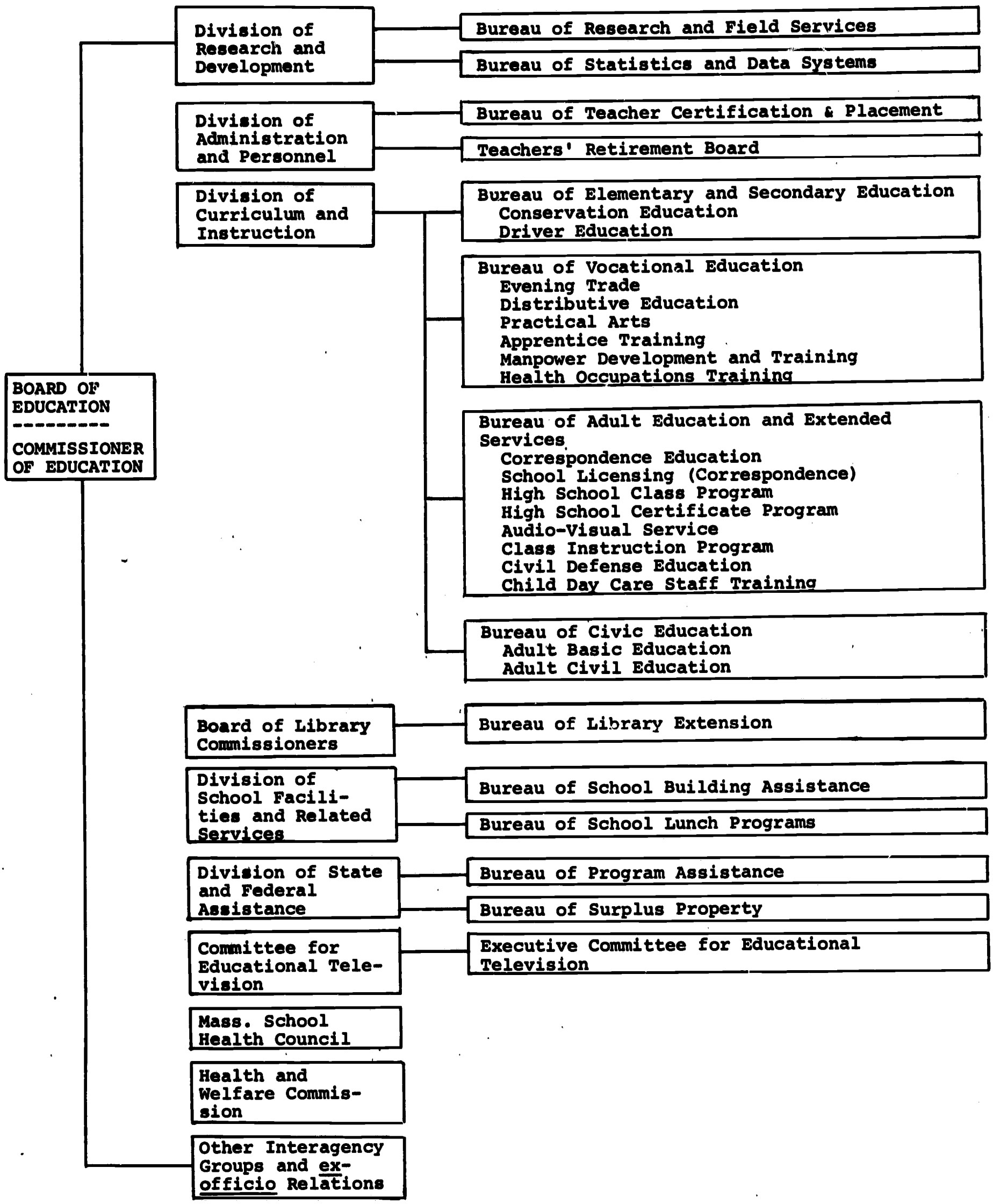


CHART 1-B

ADULT EDUCATION FUNCTIONS UNDER THE BOARD OF HIGHER EDUCATION

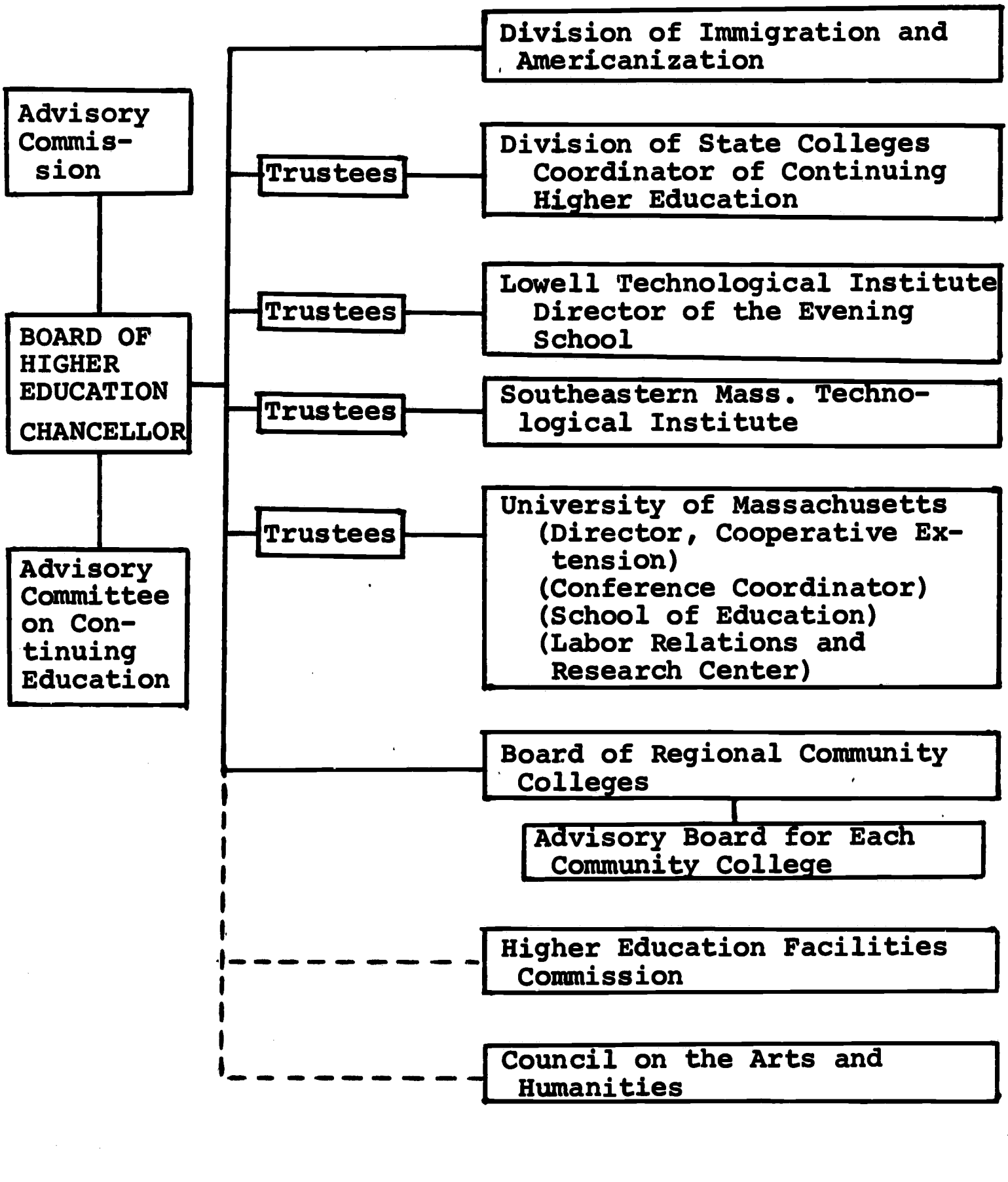


CHART 1-C

ADULT EDUCATION FUNCTIONS OF CERTAIN OTHER STATE AGENCIES

Civil Defense Agency*

Commonwealth Service Corps.
Migrants; CAP; Tutors

Consumers Council

Executive Div. Administration
& Finance

Health and Welfare Commission
Advisory Council on Home
and Family

Dept. of Civil Service and
Registration

Dept. of Commerce
Economic Development;
Research; Women's Bureau

Dept. of Correction

Dept. of Labor
Apprentice Training*
Employment Security
CAMPS*
Manpower Training*
Migrant Services

Dept. of Mental Health

Dept. of Natural
Resources

Dept. of Public Health
Migrant Services;
Chronis Disease; Maternal and Child
Health; Health Education; Day Care Centers*;
Nutrition; etc.

Dept. of Public Welfare
Child Guardianship
Public Assistance*

Mass. Commission on
Aging

Mass. Commission Against
Discrimination

Mass. Commission on the
Blind

* = Structural relationship with the Department of Education

The Audio-Visual Program provides workshops for teachers who wish to learn about new instructional media and methods, reaching instructors from police academies, prisions, and other non-school institutions. It is best known and spends most effort, however, for its Cooperative Film Library which serves children and youth schooling for the most part.

The Child Day Care Staff Preparation Program is designed to train women to work in Day Care Centers set up under regulations of the Departments of Public Health and Public Welfare. The program began with 9 classes offered in various parts of the state; about 200 students were enrolled. The staff feels that the program could be greatly expanded both as to size and as to level of study, including college-level work.

The Class Instruction Program initially took over the class programs of the former Division of University Extension. Because of uncertainties about the future of the program and because of lack of staff and funds, enrollments dropped from 40,000 in 1959 to 15,000 in 1967-1968. During the same period enrollments across the country rose roughly 70 per cent in both public school and university extension classes.

The program offers classes independently of local offerings and is required to offer free classes to veterans, the elderly, and others whom the legislature has exempted from tuition.

Locations have dwindled from 111 towns in 1964 to 47 towns in 1967. The staff attempts to locate classes where others are not available; lack of staff and resources increasingly limit this effort. Particularly important has been the High School Class program, offering regular Carnegie-unit high school programs for adults in centers across the State. These, however, follow the standard high school class requirements, so that an adult may have to spend from six to twelve years of evening high school to complete the program. The high school classes are in no way related to Evening High Schools, set up under separate statutes.

The staff believes that they should not operate courses, but should rather work with local agencies and institutions to provide the best possible opportunities for adults.

About 10,000 adults have been enrolled in the high school equivalency classes, but the number is dropping sharply as the word of the GED testing program spreads. Each class meets twice a week for 18 weeks, at an average

cost to the student of $25 per high school unit. Teachers have no adult certificate requirements; most teachers are regular day school teachers who receive extra pay for night teaching.

The class program has to be self-supporting, in spite of the large number of free enrollments, generally over one-third of the total enrollments.

The Civil Defense Program, federally financed, is primarily designed for instructing public school teachers in proper emergency procedures. The most popular programs for the general public, often offered through local public schools, are under the auspices of the Civil Defense Agency and not of the Bureau; these include Medical Self-Help and Basic Survival.

The Correspondence Instruction Program has been allowed to wither by attrition since the uncertainty of its future after the Willis-Harrington legislation. Both credit and non-credit courses are offered, with college-level courses transferred to the Board of Higher Education in 1969. As yet, the college-level courses have not been resumed, although institutional sponsorship is being sought.

In the five years from 1962 to 1967, enrollments dropped from nearly 8,000 to 2,400, with a corresponding drop in the number of courses offered from 200 to 75, at a time when correspondence education rose rapidly in the nation. No alternative provisions were made for most of those deprived of course opportunities, which probably strikes hardest at those in prisons and hospitals.

The educational institutions of the Commonwealth have long wondered whether courses offered by a State agency could meet institutional standards of quality; this resistance coupled with a lack of knowledge about the nature and methods of correspondence education have led to its rapid demise.

The staff has developed training programs for correspondence education faculty and has engaged in a regorous evaluation of courses within its limited resources, hoping that it will in the future have the resources to develop a comprehensive, multi-media correspondence program or, if not, that it will be developed by some other part of the system.

The Correspondence School Licensing Program administers the State law requiring licensing of private correspondence schools and of their agents operating within the State, under Chapter 75C. In 1967-1968, 14

schools within the Commonwealth and 24 located outside the State were licensed, together with several hundred agents.

Neither the staff nor the funds have been available to provide a referral service to residents regarding the availability of courses or their accreditation by the National Home Study Council (private schools) and the National University Extension Association (university programs).

The High School Equivalency Program administers the General Educational Development Tests program. From the first announcement of the program in 1967 until the first brochures were available in 1968, 77,000 applications were received to take the tests. Testing Centers have been established at the Community Colleges, many of which also offer brush-up courses and remedial work for applicants.

Adults seem to like the more mature environment of the Community Colleges, feeling none of the self-deprecation that many sense in returning to a children's school; in addition, since the first tests were given, many successful candidates have immediately enrolled in community college courses, which in turn may be accepted for transfer credit by the University of Massachusetts.

The Community College brush-up courses or workshops are not constrained by the Carnegie unit pattern; thus, this new program offers a highly effective method of recognizing high-school level achievement of many of the million-plus adults with no high school diploma and of opening opportunities of continuing education.

Bureau of Civic Education is charged with assisting the schools of the Commonwealth in meeting the statutory requirements of civic education and also with the program designed to help adult immigrants meet the requirements for naturalization and United States citizenship.

According to the General Laws, Ch. 15, 1-D, the adult civic education program now belongs under the Board of Higher Education, but it has never been so transferred. Its social service counterpart, formerly under the Board of Education, the Division of Immigration and Americanization, was transferred, leading to a strange isolation of the two programs.

The adult civic education program provides teacher training workshops, now being conducted under the auspices of the State Colleges and certifies teachers of adult civic education. It also works with local cities and towns in setting up civic education classes, with a maximum

of two or three professional headquarters staff for the entire program.

When an adult immigrates to the United States, the Department of Justice sends his name and intended address to the Massachusetts Division of Immigration and Naturalization which, in turn, forwards it to the local adult civic education director who attempts to involve the new resident in adult civic education. Understaffing at both state and local levels is probably a major reason why many immigrants are lost along the way, with more than 135,000 who have never become naturalized. For example, many cities and towns send a letter to each new immigrant, inviting him to join the class program. The letter may arrive before the immigrant is sufficiently acclimated to know what it is all about, or before he realizes that even though the letter was in English, he does not have to know English to join a class. Lack of staff usually prevents follow-up.

The Massachusetts civic education program has been a leader in the nation for five decades; it now appears too emaciated to do the job it is supposed to do. The recent liberalization of immigration laws has brought an increasing number of immigrants each year, now totalling 20,000 annually and expected to increase by several thousand in each of the next several years. In 1967-1968 the program reached about 6,345 adults, compared with 20,000-30,000 yearly in the 20's.

The local programs used to receive 50 per cent reimbursement from the State; now they are under the regular school aid formula, which means less than 30 per cent State Aid. Nevertheless, the local school committee is required to establish the program at the request of 20 or more residents 18 years of age and over, and to conduct classes for at least 40 two-hour sessions each year to be eligible for State Aid. In 1967-1968 about 48 communities participated, with some 225 teachers; obviously the new immigrants live in more than 48 of the 351 Massachusetts cities and towns, giving further evidence that the present limited resources provided by the State are not adequate.

The Adult Basic Education Program. When the Federal Adult Education program was initiated in 1964 as a part of the first Economic Opportunity Act, and later incorporated into the Elementary and Secondary Education Act by the Adult Education Act of 1966, it required 10 per cent state/local matching funds to receive the 90 per cent Federal share. Massachusetts chose to designate its Adult Civic Education program as its matching share, even though this device in no way increased the availability of adult basic education by ten per cent. The General Court has never appropriated funds for adult basic education, turning down the Department's request for $250,000 for Fiscal Year 1969.

Adult Basic Education: 267+ classes in 48 communities with 6,542 students
Adult Civic Education: 257 classes in 46 communities with 6,345 students
One or both of the programs was available in 62 different communities and in five Massachusetts Correctional Institutions, reaching a total of 12,887 people
The available professional staff at the State level for both programs was three

The Bureau of Elementary and Secondary Education works primarily with programs for children and youth, although the curriculum and counseling/guidance specialists are located here. A few legislative assignments for adult education are allocated to the Bureau, but it is obvious that the two staff people in conservation education, for example, could not possibly fulfill the legislative mandate:

> to set up and maintain a conservation education center, to promote improved educational methods, to organize workshops and encourage the training of teachers, to integrate existing education programs of private groups and other governmental agencies affecting resources, and to provide useful educational materials for schools at all levels, for youth groups and for adult organizations for the advancement of resource management. (G.L. Ch. 15, 4A)

The Bureau of Library Extension has major resources available for adult education which are largely unknown and unused by adult educators. It can provide workshops in improving library services and utilization of learning media; it can provide travelling book collections and films of either general or special interest.

The growth of non-print media as well as travelling libraries has exciting possibilities for extending educational opportunities through independent or directed study programs, particularly for isolated adults and for groups living far from educational centers.

The Bureau of Vocational Education, now the Division of Occupational Education, has administered the funds for federally supported programs for about fifty years. In recent years the distinction of whether this Bureau or another offers a course depends on the extent to which book-learning and theory are involved--in which case the Bureau does not offer the course, or whether skill training is foremost--in which case the Bureau does offer the course.

Massachusetts has at least 600,000 adults who could benefit from adult basic education. Most of the present programs concentrate on lower elementary work, with almost nothing available at the upper elementary level. Even if a student completes the available program, there is no public program to take him through the equivalent of junior high level work to make him eligible for the high school class program. In 1967-1968, the program reached 6,542 students in 48 communities, with many requested programs unable to operate because of lack of funds: the Bureau has on record requests for three times the available amount of funds.

Not only are class offerings limited, but almost no funds are available for innovative programs, for the extra expenses often involved in daytime programs, for comprehensive evaluation and research, for curriculum and materials development.

The adult basic education program has trained its own teachers in a one semester workshop, now administered by the State Colleges. Efforts to have a comprehensive curriculum available for teachers of adults at the State College have not yet been successful. The availability of the training depends entirely on Federal funds.

The program has no official relationship with the adult basic education programs of Manpower Development and Training nor with a variety of smaller programs, although staff members often cooperate informally. Within the limits of money and manpower, the program has attempted to work with institutional inmates in correctional institutions and state hospitals, and with welfare recipients.

Despite the best efforts of the staff, they are running backward: the number of undereducated adults in Massachusetts is increasing at an estimated 50,000 people per year counting immigrants, migrants and drop-outs who continue to average about 11 per cent per year of the high school students. Immigrants are coming increasingly from countries with weak education systems, and migrants from similar systems in other states; many drop-outs leave high school because their basic skills are so weak that they cannot keep up with the demands of secondary education. With the increasing level of education of the populace as a whole, the education gap is widening seriously, inviting a host of social problems in coming years.

The total effort of the Bureau in reaching adults in 1967-1968 was as follows:

In 1967-1968, the Division of Research and Development reported that 53,639 adults were enrolled in agriculture, distribution, health, home economics, office, technical, and trades and industries programs. Of these students, nearly two-thirds were in home economics courses. Only about 9,000 each were enrolled in the two second largest categories: office courses and trades and industries. The majority of courses would be classified as hobby courses according to the definitions used by the National Opinion Research Center.

Massachusetts has been the only state in which business education has not been included with vocational education: the supervisors of business education in the Bureau of Elementary and Secondary Education work primarily with youth programs in secondary schools, so that no one is particularly responsible for adult business programs at the State level. A number of local programs, however, have strong business offerings, particularly in the industrial/vocational/trade high schools, which are available to adults both during the day and at night.

The Bureau provides part of the Manpower Training Program, in cooperation with the Division of Employment Security; it also offers special programs in some correctional institutions, nursing homes and other state institutions.

Because vocational education is being studied separately, and because the new Division is subject to a new State law (Ch. 837, Acts of 1969) which, in fact, created the Division, this report will not deal with vocational education at the state level in any detail.

THE EXECUTIVE COMMITTEE FOR EDUCATIONAL TELEVISION, "in but not of" the Department of Education, is primarily concerned with programs for the regular public schools, but has also sponsored studies of educational television which will eventually lead to networking and greater program availability for adults throughout the State. Because the Committee receives no State funds except for such items as special studies, and gets its entire budget from member school systems, it is not now in a position to develop adult education through television.

THE DIVISION OF RESEARCH AND DEVELOPMENT provides lectures, workshops and demonstrations related to electronic data processing, information systems, and other activities of the Division. It works to develop good data systems and particularly helps other units set up systems to meet Federal requirements, such as Program Planning and Budgeting required for adult basic education, and standard definitions and data

collection required for vocational education. It also assists in research design.

The Division is closely involved in planning and setting up the State education communications network; it is thus ready and willing to work with adult educators in developing multi-media systems.

Presumably because no unit is responsible for adult evening high schools (created under G.L. 71, 18-21, requiring evening high schools under certain conditions), they report to the Division for accounting purposes. They have no relation to the high school program of the Bureau of Adult Education.

THE DIVISION OF SCHOOL FACILITIES AND RELATED SERVICES can assist adult educators in developing appropriate facilities; very few adult educators, however, know of this source of help. The Division is also involved in the school lunch program, which affects adult education indirectly through such programs as the experiments of the Bureau on Aging school lunch program for the elderly, combined with adult education programs.

OTHER DIVISIONS OF THE BOARD OF EDUCATION provide only peripheral service for adult education. It is worth noting what activities are no one's responsibility: no unit at the State level is responsible for working with local adult education programs, for developing curriculum and materials, for research and demonstration projects, for adult guidance and counseling, for special adult education, for teacher training, for training administrators, for help with finances and budgeting.

THE BOARD OF HIGHER EDUCATION, created by the 1965 legislation, provides the first planning and coordinating agency for public higher education in the Commonwealth. Not yet having the built-in problems of more than fifty years tradition of adult education from which some of the Board of Education activities both benefit and suffer, the Board of Higher Education has its own problems of lack of staff and funding plus the problems of its participating institutions.

The Board has unsuccessfully sought funds each year for a Director of Continuing Education; in the meantime the responsibility is assigned to the Director of Academic Planning who is also responsible for administering the community services provisions of Title I, Higher Education Act of 1965 and the State scholarship program.

In 1967 the Board created an Advisory Committee on Continuing Higher Education, with representatives from each

type of public institution of higher education, of a private institution, of business, labor and industry, and of the Adult Education Association in Massachusetts, Inc. In 1967-1968 this Committee was primarily concerned with the transfer of adult education functions from the Board of Education as required by the 1965 legislation, and secondarily with development of long-range policy. The Committee also had an active Subcommittee on Teacher Preparation of Adult Educators. Because of other pressing concerns and lack of resources and personnel, neither the Board nor the Committee has been able to pursue the problems of continuing higher education diligently.

Through the Advisory Committee, the Board of Higher Education has become increasingly aware of strange differentials among institutions in policies and practices of continuing education. Different fees are charged to students for comparable courses; different fees are paid to faculty for comparable courses; at least three different patterns of financing continuing education exist; different institutions have different policies about off-campus courses. Further, part time adult students in general pay three times the fees of full time students.

The Board has also taken steps to have collegiate level class and correspondence programs formerly offered by the Bureau of Adult Education taken over by higher education institutions. Such a change requires that the institution considering the program must go through its own channels, a process which may easily take the better part of a year or several years.

The Board of Higher Education is in the unique position of operating on a negative basis. It can suggest programs to member institutions, but it cannot require them. While each institution has autonomy within authorized programs to develop new courses, to develop new programs it must have first the approval of its own Board of Trustees. If the Trustees approve, the program recommendation is then referred to the Board of Higher Education, which can accept the recommendation or over-rule the Trustees and not permit the new program.

The lack of positive power leaves continuing higher education in an awkward situation. If the law is taken literally, the Board of Higher Education is responsible for most of the public adult education in the Commonwealth. The member institutions, however, are under permissive legislation to offer programs of continuing education, except in the case of the University of Massachusetts which in addition to having the permissive legislation for offering continuing education, "shall offer the adult education services of the university extension program." (G.L. Ch. 75,

2.) Thus, there is no way except through good will and negotiation that the Board can require any institution to offer the courses which were transferred to it in 1965. As a result, the courses are not presently being offered by any institution.

The situation of continuing higher education in the public institutions in the Commonwealth is as follows:

THE UNIVERSITY OF MASSACHUSETTS has no program of general extension or of continuing education, although individual faculty or departments may sometimes offer special programs and though many conferences are held on campus. Neither does it offer a degree program in adult education.

From 1964 a Task Force studied the role of the University in adult education; in 1967 its Report was accepted in principle by the Trustees, with implementation of specific recommendations to be contingent upon funding. The University has, since that time, requested funds for a Director of Continuing Education which have been cut from the budget each year by the Bureau of the Budget. Apart from having no continuing education program, the University also finds itself in the position of having a newly completed Campus Center, most of which was intended to be devoted to continuing residential education, with no staff leadership to develop adult programs. About $260,000 would have launched a comprehensive program.

The University feels that while it might scrounge funds from somewhere in its budget, it does not wish to engage in a major program of continuing education until the Commonwealth affirms such a role for the University through the appropriation of funds.

Members of the Task Force also feel that at a time when university extension has not been established, it would be most useful to explore the idea of a single university extension system, including Cooperative Extension, and of developing cooperative centers throughout the State with the other public institutions of higher education concerned with expanding opportunities for continuing education. The total system should be designed as a system, with built-in opportunities for teacher training, development of administrators and counselors, internships, institutes, communication design including telecommunications, and other modern attributes of a sound adult education system. If such a plan were developed, the University would see its role as having a Dean for Continuing Education, and Associate Dean for Community Service who might also be Associate Director for Cooperative Extension, an Associate Dean for Conferences and Institutes, and for such other staff as might be necessary. The State Colleges might have particular

responsibility for student counselling and activities; the Community College would offer a natural link for community extension activities.

The role of the University in professional education for adult educators is undetermined. In 1967 and 1968, a one-semester graduate seminar in Administration of Adult Education was offered through the efforts of one individual on the Cooperative Extension staff who had a doctorate in adult education and who received a joint appointment with the School of Education for teaching this course. It was not offered in 1969; the professor has since gone to a university which considers adult education a major responsibility.

The role of special institutes and centers has not been determined either. Although the numbers are increasing, the pattern remains the same, of each group offering its own programs. The Labor Relations and Research Center, for example, provides about 55 programs during the year, reaching about 3,500 people, primarily workers in local unions throughout the State. The programs are offered in a variety of places, both public and private, across the State, with major funding from the labor unions.

Cooperative Extension, the joint Federal-State-County program based on the Smith-Lever Act of 1914, is the largest single adult education program in the Commonwealth and is based in the School of Agriculture at the University. It reaches more than 100,000 adults each year in its education programs.

Originally limited to upgrading rural families in agriculture, home economics, practical arts, and related vocational subjects, the program is now concerned with all renewable natural resources, including human beings whether in cities or in the country. The program operates by informal methods of workshops, discussion meetings and project or demonstration activities.

Cooperative Extension has always been attached to higher education; it nevertheless suffers the stigma of being concerned with all the people. In hard facts, $20,000 will be authorized for an on-campus teaching position and $10,000 or less for an off-campus comparable teaching position. No additional Extension positions have been authorized at the State level since 1961, even though needs have multiplied.

Some of the new areas of Cooperative Extension include programs for those in the food processing industry, resort and recreation industries, hotel and motel management, and newer agricultural programs such as use of wood

by-products and with fisheries. The program has also extended into the inner city, particularly with consumer education and home management programs.

The staff believes that the University should stimulate and coordinate maximum use of resources in cooperation with the State and Community Colleges. In view of the strength and key roles of county commissioners and county trustees, major changes in structure and in relationships with the University may be difficult.

THE DIVISION OF STATE COLLEGES has a Coordinator of Continuing Education who works with all the Directors of Continuing Education (most of whom have another title and job such as Dean of the Graduate School). Nevertheless, the Division is taking an increasingly professional role in working with the College Directors and in funding in-service learning opportunities for administrators of continuing education, such as the national one-week seminar at the University of Michigan.

In 1962-1963, the number of continuing education enrollments was 17,243; in 1966-1967 it was 29,164 by an estimated 11,000 persons. In the next two years, after the appointment of a Coordinator of Continuing Education, enrollments increased more than 3,800 each year. Such expansion is devestating to the programs, for the General Court annually votes a spending limit for their programs which always runs far below costs and income from fees. The standing joke in the Division is about the "21 per cent head tax on adult education"; the additional amount received in fees reverts to the State Treasury, so that the colleges are not only stretching to break even, but they also have no funds for faculty in-service training, for development of materials and curriculum, or for research and evaluation.

Fees range from $18.00 to $25.00 per credit hour for one 2-1/2 hour session each week for fifteen weeks. Most courses are for three credits at the graduate level, although short intensive courses are offered in the summer. Almost all courses are related to teacher education, although any college level course will be given at the request of 25 people: 20 members of a course must be paying students for the course to pay for itself and at present, a quarter or more of the students are veterans eligible for free tuition. Free tuition is also possible for supervisors of student teaching and for many municipal employees such as policemen and firemen.

Faculty members salaries are set by the Board of College Presidents and approved by the Board of Trustees. They range from $500 to $700 per course, far below the scale

in other institutions. In 1968, 1,350 faculty were teaching in the program, almost all moonlighting and on service contracts rather than salary.

With no permanent staff and no funds, only peripheral effort has been made in non-degree programs. No day courses are possible except on Saturdays, unless an individual Director happens to define "day" as anytime that people wish to learn: officially, courses begin at 4:00 P.M. No particular counseling is available for adult students.

Most of the continuing education programs are in the tradition of the required three-credit course for teachers to maintain their status or increase their income in the local public schools. As the State Colleges move farther away both in time and in course offerings from their origins as normal schools, and with a forward-looking policy at the State level, many of the Directors of Continuing Education see the day not far off when they can offer flexible and creative programs designed to meet the needs of the people of their part of the State rather than primarily to meet the needs of teachers for three hours' credit.

THE TECHNOLOGICAL INSTITUTES both have strong programs in continuing education both on and off campus, but each has a different fiscal system. Lowell Technological Institute, like the State Colleges, receives about two dollars back from the State for each three dollars turned in to the State from fees; Southeastern Massachusetts Technological Institute,[2] on the other hand, is on a straight receipt-expenditure system, more like the Community Colleges.

Both Institutes have some personnel with knowledge of adult education; both have developed creative programming in conjunction with industries and with community groups, often on a contract basis. Because each Institute has its own Board of Trustees, it is much easier for them to develop new programs quickly: within the broad policies of the Board of Higher Education, each is able to operate as an almost independent entity.

THE COMMUNITY COLLEGES have no coordinator or director for continuing education, but each institution has a Director of Continuing Education, many of whom have had graduate study in adult education. The Board of Regional Community Colleges must approve new programs which, if approved, must then be approved by the Board of Higher Education.

The Community Colleges have, however, considerable freedom in adult offerings, the only requirement within a program area being that the program be self-supporting except for overhead. As a result, they are the most flexible

part of the higher education system in continuing education: they offer remedial work and brush-up courses in connection with the high school equivalency testing program; they accept both G.E.D. equivalency certificates and correspondence courses and, in some cases, experience and independent learning for advanced course placement. They offer courses and non-credit programs in a variety of formats and time patterns apart from the traditional weekly or semi-weekly class meeting, often wherever it is convenient for people to attend. They anticipate State needs in many instances, beginning to offer special programs such as police and fire training at least three years before the State legislated such courses.

No separate figures are kept on adult enrollments. In 1967-1968, there were 5,761 part-time and evening students registered, most of whom were presumably adults. The number of adult students is growing exponentially, for the community colleges are a new development in Massachusetts and many are existing in temporary, make-shift facilities. As each college locates in more permanent and adequate facilities, its continuing education program explodes. Thus far, fees remain comparatively low: $13.00 to $18.00 per semester hour.

The struggle for status among some of the State units concerned with education hits Community Colleges from all sides. Some vocational educators object to their involvement in vocational education; some higher education personnel fear that their non-credit offerings are beyond 14th year level and are an attempt to make an opening wedge to seeking full college status. Some public school personnel see their remedial efforts in high school education for adults as an attempt to impinge on the public secondary schools. The Board of Regional Community Colleges has taken a strong position about the role of community colleges in serving the total community, which must be strongly defended as in the best current philosophy and practice for meeting the educational needs of adults in the community.

THE DIVISION OF IMMIGRATION AND AMERICANIZATION woke up one morning to discover that it was part of the Board of Higher Education, but that its educational counterpart, the Bureau of Civic Education, was still attached to the Board of Education. The Division is primarily concerned with counseling and referral of adults in its educational role, involving more than 300,000 services in 1967-1968. Because most of the cases involve education below collegiate level, the Division finds lack of knowledge of programs and activities of the Board of Education a handicap.

Adults seeking the help of the Division seek courses and programs to help them meet citizenship

requirements, job requirements, and personal needs and interests of adults seeking to fulfill their complete roles in a new country. The Division can provide referral services only on the basis of random information: it has no systematic way of knowing what is available where, under what conditions.

THE HIGHER EDUCATION FACILITIES COMMISSION, administering Federal programs for building and construction, also had responsibility for continuing education and community services, Title I, Higher Education Act of 1965, from 1965 to 1968. The Title I responsibility is now vested directly in the Board of Higher Education.

The Commission is able to assist institutions in funding both inter-institutional and jointly funded facilities, such as adult education resource centers, as well as single-institution adult education facilities.

THE DEPARTMENT OF PUBLIC HEALTH happens to have more professional adult educators than any other unit of Massachusetts government. With the combined approach of prevention, maintenance and treatment, the Department has found coordinated programs staffed by adult educators most effective; nevertheless, the physical separation of units around Boston is hampering coordination, pending construction of the new State headquarters. The Department provides the major effort in the State in parent education, in family life education, in nutrition education, in addition to the better known health programs.

THE DIVISION OF MATERNAL AND CHILD HEALTH provides many in-service training programs for institutional personnel and for voluntary and professional organizations. It has conducted a program in emergency child birth since 1952 for policemen, firemen, and auxiliary Civil Defense personnel. It provides materials to expectant mothers, many of which are available in foreign languages; it promotes programs in parent education in cooperation with both lay and commercial sponsors such as Dydee Service and department stores. It assists hospitals in conducting maternity classes, but is severely limited by a lack of prepared instructors.

The Division also sponsors leadership training programs for nurses, works with universities to develop specialized workshops and training programs, conducts post-graduate seminars for physicians, trains day care personnel in health services, and provides in-service training in school health for local school personnel.

The Nutrition Section, Bureau of Health Services is particularly concerned with problems of attitude change in relation to dietary habits. It works with public

schools and institutions of all sorts, and with many voluntary organizations. It provides many publications, workshops, and pilot projects concerned with adult education.

THE DIVISION OF ALCOHOLISM finds a highly sophisticated knowledge of adult education necessary to help citizens think openly about all kinds of addiction problems and learn to work effectively with either the problems or the symptoms that might lead to problems. It provides in-service workshops and considers teacher preparation one of the most critical educational needs.

THE DIVISION OF HEALTH EDUCATION serves primarily as a resource, service and production unit for the rest of the Department. It has an extensive multi-media library and a staff of skilled publications and media specialists.

OTHER UNITS are all involved in adult education, including all the State hospitals, the poison information centers, the educational and vocational training program of the Crippled Children's program for young adults. Like all State Departments, programs are limited by available personnel and funds: the Department feels that too many of its materials are geared to middle-class, emotionally stable, English-speaking adults and would like to greatly expand its work with other groups.

THE DEPARTMENT OF MENTAL HEALTH provides in-service programs for its 15,000 employees and rehabilitation, therapy and remotivation programs for its 18,000 patients. Each State Mental Health Institution offers some type of educational program as determined by the institution itself, leading to a wide variation. Some budget an education director; others stress Federal grants for in-service training and staff development.

In addition, the reorganization of the Department created 37 area Boards with a total of 777 members, one-third of whom will be new each year. The Area Boards will require both a strong orientation program for new members and a continuing education program about the field of mental health and particularly about new developments in the field.

To cope with the tremendous adult education load, the Department has 2 1/2 positions funded for adult education. It must reach 34,000 people, yet most of the annual budget of $120,000,000 is spent for treatment of acute stages, rather than for prevention or treatment of early stages of mental illness. The position of Assistant Commissioner for Training and Education has been authorized, but has not been funded for the past three years.

The State office assists with curriculum and training program design, with educational referrals, with research and information services. Its primary effort, at present is for in-service training of the professional and sub-professional staff members of the institutions. The State staff feel strongly that more money in education, particularly in preventive programs, would lead to fewer patients who reach the extreme stages of mental illness and to an eventual decrease in waste of human resources and in spending the tax dollar for institutional care.

The Department feels that it has particular expertise in motivation, attitude development, and emotional development which could be of great help to problem areas of adult education if some way of establishing communication with concerned adult educators were possible.

THE DEPARTMENT OF PUBLIC WELFARE has been reorganized, with the State taking over local welfare programs; it is still in the throes of change.

THE DIVISION OF PUBLIC ASSISTANCE has a full-time training staff of 8 specialists plus four vacancies, responsible for the orientation and in-service training of 2,200 full-time social workers and a large auxiliary staff. Typical new training programs include workshops to help social workers help parents identify hazardous home situations for children, to recognize difficult parent-child relations, to work with hostile clients, to understand client rights, to understand client pressure groups.

The trainers use advanced methodology and techniques, including role playing, films, videotape recording, and so forth. The staff is encouraged to take special courses in adult education wherever possible and are given educational leave for this purpose; to date, the best programs have been developed by the Community Colleges. Ideally, the central staff would like to see non-credit special programs available all over the State, so that local workers could take advantage of them. The Division also hopes to develop two way telephone-video communications for ongoing education with people in the field.

The Division believes that it should be able to get beyond the educational needs of those in the social work and welfare fields, and work with the entire welfare staff and more particularly with client educational needs. A few client programs have been developed, such as training of welfare mothers in child-rearing, but the program is a mere token of what it ought to be. Parent education, consumer education, tenant education, ought to be major responsibilities.

With a Public Welfare budget of $500,000,000, the staff believes it is time for the Commonwealth to consider putting money into adult education to help people to help themselves and, for those who are able, to become self-supporting. Although work-training programs have been developed with Federal funds in cooperation with the Division of Employment Security, a lack of funds, of qualified personnel, and of supporting services in child day care and mental health have limited the programs.

THE COMMISSION FOR THE BLIND provides home teaching to the newly blinded, about 1,000 each year. The program emphasizes skills of daily living, learning braille and typing, and so forth. In addition, the Commission conducts a Talking Book program, counselling and referral to programs of university extension and Cooperative Extension, of vocational retraining, and other educational services to the 10,000 blind and to others with severe physical and reading problems. The Commission works closely with the Bureau of Library Extension and is particularly concerned with developing more programs for the undereducated, particularly young adults. The Commission also provides in-service training for the staff of 185, with a full-time Director of in-service training.

THE CONSUMERS COUNCIL has a legislative mandate to coordinate all consumer education in the Commonwealth; however, no staff has been funded for this role, particularly for the requested Director of Education. With a professional staff of three and a budget in the range of $56,000, the Council finds it difficult to even achieve the duties of investigating and adjusting complaints and of providing background research of particular industries or fields.

THE COUNCIL ON THE ARTS AND HUMANITIES was created in 1966 with hopes to become "a clearinghouse--an agency for regional development and for coordination of arts groups--to offer consultant service, and to be--a force for artistic excellence and for public education."[3] Its adult education concerns include teacher education and community education in the arts. With a limited budget, it has been able to stimulate many local and regional programs in the creative arts.

THE EXECUTIVE OFFICE OF ADMINISTRATION AND FINANCE

THE TRAINING SECTION works with any State agency wishing to upgrade personnel through a combination of referral services and arrangements for courses, most of which are offered through contract services with various institutions. In 1967-1968 an estimated 4,000 state employees took courses out of a total of 50,000 state employees.

The Section is also responsible for determining Educational Leave of Absense Policy, for which employees request permission after receiving approval of their department director.

The Section publishes a monthly newsletter describing programs offered, and also provides some visual materials, including films, for training programs within departments. The activities are severely limited by lack of staff: the Senior Training Technician had only clerical help, but had requested three training assistants. The Section attempts to supplement the work of the departments in training and to anticipate future training needs such as data processing. It is unable to provide basic orientation programs and other needed services because of the lack of staff.

THE BUREAU OF SYSTEMS ANALYSIS, DATA PROCESSING AND TELECOMMUNICATIONS is working to develop compatible, statewide telecommunications and data systems which will, in the future, be of invaluable help to adult educators in providing multi-media programs in a wide variety of locations and situations.

THE OFFICE OF PLANNING AND PROGRAM COORDINATION has specialists in each of the State's major areas of concern and activity, who work together to help agencies define their goals, improve their planning and budget processes, coordinate development and improve systems development. While the most publicized work of the Office since its creation in 1965 has been the legislative proposal for Reorganization and Modernization of State Government (adopted, 1969, to take effect in April, 1971), this has been merely one of the Office responsibilities.

Because of the over-all concern with planning, budgeting, coordinating and systems development, the Office has developed an up-to-date and ingenious library of reports and studies from all kinds of agencies and groups in the Commonwealth. It is, thus, an invaluable resource to adult educators wishing to explore the facts about a region or a community, or a population group, or a socio-economic pattern.

THE DIVISION OF CIVIL SERVICE affects most adult educators indirectly: by developing standards of eligibility for credit or equivalency, the Division can include those yardsticks which adult educators have found meaningful in helping adults achieve their educational and occupational goals.

Among the State professional adult educators, the Division has considerable leverage in studying the problems of equalizing job-descriptions and assignments, along with

step-level ratings. It was for instance, in 1967-1968, acutely aware of the differentials in the Department of Public Health and had a Special Committee studying the problems.

In job placement, the lack of compatible or easy communication systems is a definite handicap. The Division posts notices of job openings but has no working system to identify available applicants and their remedial needs keyed in realistically to opportunities. Thus, potentially effective applicants are often denied opportunities, and the State is denied their best contribution and skills.

THE DEPARTMENT OF COMMERCE AND DEVELOPMENT has continuous studies of various communities and regions available, together with studies of projected needs, which can provide a base of curriculum development for an adult educator. Needs range from basic undereducation to highly skilled industrial training.

The Department publishes monographs, updated regularly, on every community in the Commonwealth, which provide basic socio-economic and cultural data for planning. It also brings together information on a regional basis, and on a problem and project basis. Projected solutions to problems may involve something like a "new town," with recommended new educational programs by some combination of public and private institutions.

THE WOMEN'S BUREAU, with a professional staff of only two, provides workshops, counseling, referral and publications for women re-entering the business world. Courses, workshops and counseling reach at least 11,000 women each year. However, some weeks at least 2,000 requests for help are received. With inadequate staff, the Bureau is able to help adults relate to other programs only through fortitude and chance: most, for example, are unaware of the programs of Cooperative Extension or the Small Business Administration, with which informal cooperation and referral are critical, but for which liaison, no staff is provided.

THE DEPARTMENT OF CORRECTION had a professional staff of 23 to serve 2,400 inmates in 5 Correctional Institutions in 1967-1968. At least 90 per cent of the inmates were severely undereducated. The Department has brought in volunteer educators, closed circuit television, correspondence courses, study-discussion materials, and any other educational resources the staff can locate at little cost to help alleviate the extensive needs of the inmates.

Although ninety per cent of the inmates need elementary education, a small group is at the high school level. Each year a number now pass the High School Equivalency

Examination; the problem then becomes to discover college-level opportunities for them. Formerly extension programs and college-level correspondence courses of the Division of University Extension were used. Since University Extension was phased out after the 1965 reorganization, and the Board of Higher Education has not yet developed either of these programs, little is available. Inmates must pay for their own correspondence or programmed lessons; the higher cost courses available from other states or from private institutions are therefore not available to most inmates.

Not all State institutions of higher learning will accept correspondence or other college level work done in prison: the most satisfactory route at present is for the prisoner to continue work after release at a community college, which will accept his institutional work, and then have the opportunity of transferring to the University of Massachusetts which will accept students with such preparation. An exciting new development is having some inmates who pass their GED tests paroled directly to an institution of higher education.

The range and quality of offerings varies greatly among the correctional institutions, often depending on their nearness to education systems which can augment the program and on the staff's ability to scrounge. Although the State spends at least $3,000 each year per prisoner, only $80 of this goes for education. There is roughly one instructor for each 100 inmates, compared with nearly one guard for each two inmates, even though level of education is directly related to recidivism.

Although correctional education is considered a highly specialized field, in Massachusetts no programs are available for developing correctional educators, and no special job requirements exist other than having some sort of teaching certificate. Further, the staff are, for some reason, under Civil Service, quite apart from the mainstream of the education world.

At least the Massachusetts Correctional Institutions have some kind of education program, with a valient Director. The 11,000 persons sentenced each year to county jails and houses of correction have spotty educational opportunities, ranging from none to fair. No one in the State is responsible for helping to develop these programs; any efforts come from concerned individuals in a local school system, in a state department, or perhaps in the local sherriff's office.

Many consider the total situation in correctional education as <u>prima facie</u> evidence that Massachusetts prefers custodial care to treatment many suggested models from other

states in which correctional education is the responsibility of the Department of Education.

THE DEPARTMENT OF LABOR AND INDUSTRIES operates the apprentice training program and the Division of Employment Security; at the time of the study, it also was responsible for CAMPS, the Cooperative Area Manpower Planning System, recently transferred to the Executive Office.

THE DIVISION OF APPRENTICE TRAINING administers the programs set up by trades and industries according to standards set by a combination of federal and state laws and regulations, management and labor standards, and regulations of the Bureau of Vocational Education. A program must include 4,000 hours of on-the-job work experience in progressively difficult skill areas, and about 150 hours of job-related technical education. Although the program normally lasts four years, in a number of trades the apprentice is now upgraded to journeyman in the third year of the program.

About 5,200 apprentices are enrolled in Massachusetts, primarily men between 18 and 29 years of age. Although the program is technically open to anyone over 16, industrial economics and age limits in hazardous occupations combine to limit enrollment. Very few programs are available for women; programs for minority groups also need expansion.

The Division feels strongly that the programs are largely cut off from the mainstream of adult education and its promotion; that it should be reaching three times the number of students enrolled. At the same time, the rigidity of requirements, the difficulties of reaching agreement among so many involved groups for any one of the more than 150 apprenticable trades, and the lack of availability of access to modern training and education methods severely limit expansion of the program.

THE DIVISION OF EMPLOYMENT SECURITY has been reorganizing continuously in recent years. Many adult education programs in manpower development are routed through it, but the education component is generally administered by another agency such as the Bureau of Vocational Education. The programs include the federally-funded Manpower Development, Work-Experience, On-the-Job Training, Migrant Education, among others, for which educational implementation is contracted with another state agency or with private industry.

The Division also has major testing, counseling and referral programs offered through its local offices. The emphasis is on vocational counseling, with little

cross-reference to education. Because of a lack of information systems, the client is often told he cannot meet the educational requirements of a job without being referred to the High School Equivalency Tests offered perhaps a block away, or to courses which would make up the deficiency. Counsellors have only random access to information about educational opportunities.

The Youth Opportunity Centers tend to become adult resource centers, since no other source is available for most adults seeking to relate vocational goals and educational needs.

The Division reflects the national confusion about manpower policies and relation of the various components. It has never perceived itself as an adult education agency, yet it is receiving more and more responsibility in this area. While it has realized that skill training without appropriate accompanying education provides only short-range solutions to underemployment, it has not yet developed the mechanism for a total approach and for comprehensive program development.

CAMPS, the Cooperative Area Manpower Planning System, is a cooperative planning unit developed at the federal level among cooperating agencies and replicated through regions, states, and areas within states. It is presently the only comprehensive planning unit with a major adult education component, even though that is primarily focused on manpower development.

With the recent transfer of responsibility for CAMPS to the Executive Office, and improved arrangements for staffing and financing its efforts, CAMPS has a feasible opportunity to provide major planning services for many parts of adult education. Located where it can relate to major planning efforts of the Executive Office of Administration and Finance in health education and services, in regional development, in telecommunications, and so forth, it may be a critical locus for planning adult education systems within the Commonwealth.

THE MASSACHUSETTS COMMISSION ON AGING, now a Bureau, administers the federal Older Americans Act and state laws relating to the elderly, and helps develop local programs in cooperation with local Councils on Aging. With a staff of ten professionals and a budget over $200,000 per year, it is able to develop many kinds of cooperative and experimental programs such as pre-retirement courses for state employees, hot lunch programs combined with afternoon educational programs, information and referral services, pilot projects and workshops.

The Bureau requires beginning local councils to make a community survey, which must include educational needs and resources for the aging. With its federal funding, it is able to maintain considerable independence and creativity. It is working to see, for example, that all publicly supported housing for the elderly has educational facilities.

The staff points out that only about 300 persons over 65 take advantage of free university extension courses, primarily because they are limited in location and are held at night when most elderly prefer to stay at home. With about 11 per cent of the Massachusetts population over 65, the Bureau is concerned that they have little opportunity for daytime, accessible educational programs to help them keep from rusting out, to provide knowledge for part-time employment or volunteer activity, for help with understanding the process of aging and ways of learning to live with one's aging self constructively and creatively.

The Bureau has almost no formal relationships with other agencies concerned with education for aging: as usual, communication depends on an informal system based on luck and coincidence.

THE MASSACHUSETTS REHABILITATION COMMISSION administers the federal Vocational Rehabilitation Act and related programs. With the State contributing 1 1/2 million dollars each year, and the federal government contributing 3 1/2 million dollars, the Commission employs a staff of 280 to serve some 20,000 handicapped each year.

Counseling, referral and training programs are important; perhaps the most exciting potential is through reaching people classified as handicapped under new federal definitions which include most of those at the poverty level.

The eight Regional Directors probably know more about the educational resources for adults in their region than any other individual. The in-service training program requires that each new Regional Director thoroughly know the people, agencies, needs and resources of the region; all staff members are required to know adult education resources of the territory.

The Commission has many cooperative agreements with both public and private institutions; it, like other units, has no way of knowing what is going on in other adult educational and training programs except chance information. Although it is limited in financial aid beyond the counseling and referral stage to those handicapped who have no

financial resources, its bigger impact in adult education is through its knowledge of needs and resources.

The demise of University Extension has created new problems: the previous widespread availability and low cost of programs made courses readily accessible for clients, for which no substitute is now available.

Commission staff have close working relations with many other units of state government, both at state and regional levels. Many blocks still exist, however: the need for regional multi-service centers is widely felt.

Ironically, the Massachusetts adult has the best chance for further education if he is handicapped, unhealthy or poor. The staff are concerned that no one is concerned with meeting the needs of the vast majority of adults who are between the levels of poverty and affluence.

OTHER UNITS OF STATE GOVERNMENT WITH AN ADULT EDUCATION COMPONENT include the Migrant Education Project of the Commonwealth Service Corps, primarily using courses in English as a Second Language as a vehicle to other educational goals; the parent education legal responsibility of the Massachusetts Committee for Children and Youth which it has never been able to implement; the programs and resources of the State Technical Services Office; the Veterans' Administration responsibility for education which has jumped from less than 30 per cent of World War II veterans in college level courses to more than 82 per cent of Viet Nam Veterans in college level courses. At the same time, the veteran with less than a high school education is less likely to pursue further education.

Several dozen more units of state government have some kind of adult education responsibility, but it is most often an in-service role or a citizen-serving role for which staff and funds have never been available.

PRIVATE ADULT EDUCATION CONCERNS include more than 200 state voluntary organizations with adult education components, reported in 1960 in the Directory of State Organizations in Adult Education[4] prepared by the Adult Education Association in Massachusetts which is being updated by a current survey; several hundred private schools and centers which include both adults and youth in their constituencies; and countless local and area voluntary programs. For the most part these are available to the 'joiners', never more than half the adults, and to those who can pay their own way.

The renowned private programs such as the Boston Center for Adult Education, the Cambridge Center, the Springfield

Council, are assumed by many to make up for a lack of state responsibility in adult education. Excellent as these programs are, they only reach a few thousands of Massachusetts people in any given term, scarcely denting the need. In the same way, the private colleges and universities reach only a few parts of the Commonwealth, and a handful of institutions are responsible for most of the enrollments which again are only a small per cent of those who might be reached.

TRAINING IN BUSINESS AND INDUSTRY tends to be job-oriented, with the more liberal programs contracted or referred to public and private institutions, thus duplicating many of the enrollments mentioned above. The best studies are published by the Federal Reserve Bank of Boston, which document the job-related nature of offerings.

Ironically, the manufacturers complain that apprentice and on-the-job training are not available, at the same time that the relevant state units feel that their programs are not meeting the need. In recent years, about 30 per cent of employees received some kind of on-the-job training, and employers feel that employees are not interested in upgrading educational opportunities. There is almost no opportunity for industrial training personnel to keep up with current knowledge of learning theory, motivation, and program materials. There is a fascinating dichotomy of trainers who have come up through their own fields of knowledge and have no understanding of the field of adult education, and of certain large industries which have invested millions in developing highly sophisticated training and education programs, which expertise is seldom fed into the public or institutional sector.

IN SUMMARY, the present structure of adult education in Massachusetts is chaotic and confused. With no state policy or commitment, each public unit is left to scramble for itself and to try to meet incredible needs with almost no resources. Adult education programs and/or services are now being conducted by at least 83 different units at the state level. Many of these in turn have local or regional subdivisions or special units. Until the present, not even a listing of these activities has been available.

Only a handful of programs operating with sizeable federal funds have anything like adequate staffing, research and evaluation, referral and counseling, in-service training, feedback and information systems. Among the shifting maze of other programs, even determining priorities can be

difficult. Nevertheless, Massachusetts remains the only state with no university extension, and one of the very few with no investment in adult basic education. Since most programs must be self-supporting, those most in need of adult education are least able to benefit.

The units in most states which most commonly meet the educational needs of the largest numbers of adults are university extension and the public schools. With no university extension and comparatively limited other offerings, some of which were scheduled through the public schools, it seemed possible that the local public schools themselves were offering programs to meet many of the educational needs of adults throughout the Commonwealth. A study was therefore made of the programs of local public schools, in relation to the needs of the possible clientele as determined both by demographic characteristics and by the experience of public school programs in other states to the extent that the information was available.

CHAPTER IV

MASSACHUSETTS ADULTS AND THEIR ACCESS TO EDUCATION

In theory, the entire adult population of Massachusetts, more than 3 1/4 million people, could be enrolled in some kind of adult education. It may be that enough adults are being reached by present programs to make the need for state policy and improved structure of adult education a minor matter.

The need for education programs for children and youth is fairly easy to determine, simply by counting heads and looking at current standards of level of education. Most communities in Massachusetts attempt to provide education through high school for at least 90 per cent of those of high school age, and make efforts to help those completing high school find opportunities for post-secondary education. With the national median years of school completed now just beyond high school for the first time in this country,[1] a high school education may certainly be considered essential for all those able to do the work.

At the same time, a combination of Federal, State and local efforts are directed to providing educational opportunities for those young people unable to complete the regular high school program for reasons of mental or physical health, retardation, or unusual learning difficulties.

The Massachusetts Department of Education requires detailed annual reporting from each school district concerning the education of its children. No such information is collected about the education of adults. Most districts keep minimal records of adult education, usually only those required by outside funding agencies and perhaps gross head counts. Further, no standard definitions or data base are in use, so that comparable data are seldom available for different programs or different districts.

Until recently, most Federal statistics on adult education have been compiled from the reports of state and local programs, thus perpetuating the built-in contradictory or incomplete information collected at those levels. The National Center for Educational Statistics, U.S. Department of Health, Education and Welfare, now has staff assigned to adult education who are working to develop standard definitions and data collection methods.

Determining the extent of adult education opportunities and the nature of student involvement then becomes an exercise in interpolation so that data available from public and private sources may be understood in a common framework. While the figures will not be accurate, they will be sufficiently within range to provide a base for evaluation, planning and allocation of resources.

Any capable adult education director analyzes his target population and community in planning program, often beginning with that most obvious tool, the United States Census.[2] In 1960, 51 per cent of Massachusetts residents 16 years of age and over who were not enrolled in school had not completed high school. Of these 1,710,900 people, more than 60 per cent had not gone beyond the eighth grade.

Many people assume that most of the undereducated are older people, and that the problem will disappear as younger generations mature. This does not appear to be the case: while more and more people who stay in school reach college level, the drop-out rate continues at an estimated 10-11 per cent (which means larger numbers of drop-outs), and both immigration and migration continue to expand, tending at present to bring in residents with a lower level of education.

Table 1 shows the number of years of schooling completed for those Massachusetts residents 16 years of age and over who were not enrolled in school at the time of the 1960 Census. While the general level of education is higher for the younger groups, paralleling the development of a national norm of high school education for all, education beyond high school has not shown a consistent increase for all those in the pre-retirement years: the data suggest interesting questions about the effect of the G.I. Bill after World

War II; about the earlier wide-spread availability of University Extension; about the possibility that many more adults pursue higher education as they get older than have traditionally been considered as students.

Table 1-a, summarizing the per cent of each age group who completed less than high school, compared with those who went beyond high school, points up sharply the lack of significant decrease in per cent completing less than high school among those born since 1916, who are among the major decision makers for the rest of the century. Chart 2 shows the level of education of Massachusetts adults.

TABLE I

NUMBER OF YEARS OF SCHOOLING COMPLETED, MASSACHUSETTS RESIDENTS 16 YEARS OF AGE AND OVER NOT ENROLLED IN SCHOOL IN 1960 BY PER CENT OF AGE GROUP

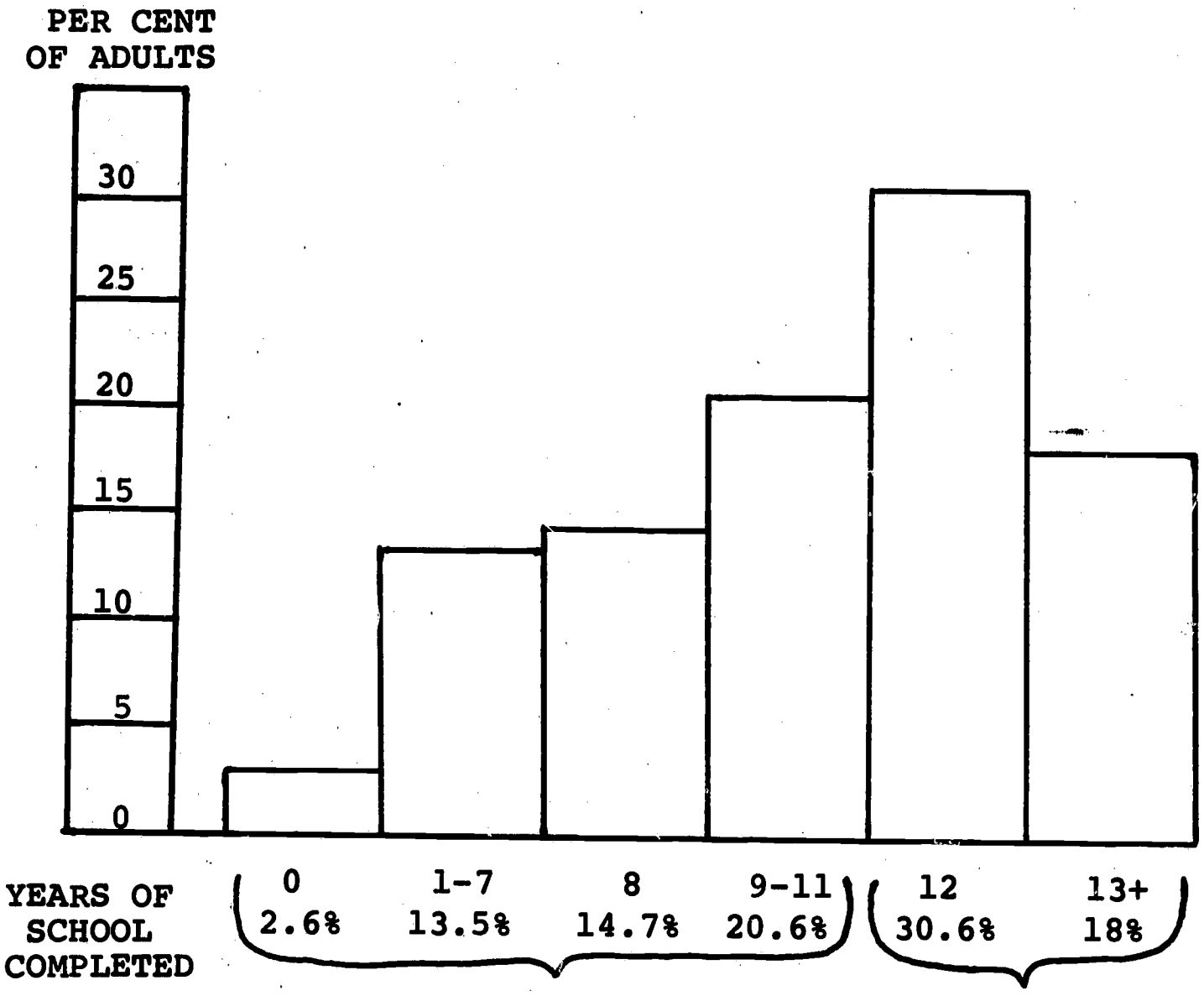
(n = 3,333,601)

Age	Yrs. of School Completed	0-8	9-11	12	13+	1-a 0-11	1-a 13+
16-24 (N=322,983)		11.6%	24.4%	48.3%	15.7%	36.0%	15.7%
25-34 (N=632,117)		14.1	21.0	38.4	26.5	35.1	26.5
35-44 (N=697,833)		18.3	21.3	39.4	20.4	39.6	20.4
45-54 (N=615,075)		32.2	21.4	28.0	18.4	53.6	18.4
55-64 (N=505,616)		46.1	19.9	19.5	14.5	66.0	14.5
65+ (N=559,977)		60.6	15.6	14.3	9.5	76.2	9.5

Numerically, 687,897 adults below retirement age have not gone beyond elementary school, and another 595,948 have

CHART 2

YEARS OF SCHOOL COMPLETED, MASSACHUSETTS ADULTS 16 YEARS OF AGE AND OVER NOT ENROLLED IN SCHOOL, 1960 U.S. CENSUS, AND LEVEL OF ENROLLMENT OF ADULT STUDENTS, 1967-1968



of whom fewer than 1% are enrolled in programs

of whom just over 4% are enrolled in programs

not completed high school; if we add the numbers of those 65 years of age and over, 1,027,539 Bay State adults have not gone beyond elementary school, and 683,361 more have not completed high school. Figures from the Department of Education and from local public schools indicated that only a fraction of one per cent of either group were enrolled in courses, with the number of Adult Basic programs limited by available Federal-funds, and the high school programs largely designed according to meeting so-many-hours so-many-nights per week for Carnegie units towards graduation. Further, local directors estimated that 90 per cent of their students had completed high school, so that even non-credit courses were seldom reaching the undereducated.

Unfortunately most of the credit programs in the Commonwealth up to 12th grade level are evening versions of children's programs, not designed to meet adult needs and abilities. In Job Corps, in state programs of North Carolina and New Jersey, for example, adults are able to achieve a year's knowledge and understanding of a child's subject in six weeks or so. Many adults in Massachusetts are drop-outs by way of discouragement: completing high school courses may take six to twelve years of 'night school.'

The newly adopted General Education Development Testing program for high school equivalency had 77,000 applications to take the tests in the first few months after adoption. This would indicate need and desire on the part of adults to both get the 'high school graduate' label and to determine their educational status and needs. The Community Colleges are rapidly moving into the gap of limited remedial and brush-up programs: as the designated sites for GED testing, they have assumed responsibility for helping adults reach the level of knowledge required for the high school equivalency certificate.

The Commonwealth is clearly not meeting the educational needs of the undereducated adult. Long known as a fount of higher education, most assume that needs at this level are being met by the more than 100 institutions of higher education in the Commonwealth. Combining the enrollments in the public institutions, the college-level offering of the public schools, and the private colleges and universities, no more than 70,000 people could be found enrolled.[3] Projecting the annual studies of extension enrollment of the National University Extension Association and the Association of University Evening Colleges, Massachusetts should have had at least 200,000 adults enrolled in continuing higher education, out of the 1,506,328 who had completed high school or more.[4] In view of the Massachusetts tradition of university education, one might expect an even higher per cent than the national norm; instead, we find the State below the norm.

Many of the Massachusetts institutions for higher education are for selected students or for specialized purposes. In private institutional enrollments, the bulk are found at the large multi-purpose universities: Boston University and Northeastern University, both of which tend to be engulfed by adults. Other special programs are drawing many students, such as the programs for Continuing Education for Women at Springfield College. Even though the adult programs at both State and Community Colleges are expanding rapidly, the public effort is minute compared with the need: one only needs to repeat that Massachusetts is the only State without University Extension...and that the University of Wisconsin, serving a State with about the population of Metropolitan Boston, in the year of this study, enrolled 70,000 adults in courses alone, not to mention special workshops, seminars and conferences.

Nationally, adult education outside the public schools is moving toward non-credit courses and programs designed to meet specific needs and interests of adults at specific times. No evidence was found to suggest that Massachusetts higher education is providing many non-credit opportunities beyond the needs of 'labels,' in addition to the people numbered above. Northeastern University, for example, did not distinguish in its report for this study (included in the 70,000 above) between credit and non-credit students in many programs. The "State of the Art" and Advanced Management programs, primarily for scientists, technical personnel and managers; and the Law Enforcement Program enroll many more non-credit than credit students.

In reviewing the occupational enrollments in public school programs, public school programs reached those who were better educated, who were younger, and who had higher status jobs than the population as a whole. While 4/5 of the public school programs did not know the occupations of their adult students, there is no reason to believe that the fifth of public programs who knew or could reasonably 'guesstimate' the occupations of their students are atypical. Table 2 indicates the occupational groups being reached by 21 public school adult education programs. Although institutions of higher education had no records of the occupations of students, logic would indicate that the majority are in the higher socio-economic levels of employment; concurrently, the Federally-funded programs of the Department of Labor and the Office of Economic Opportunity, tend to reach those with lower socio-economic status: the largest group of people with a middling amount of education, apparently are least often enrolled. Even if it can be assumed that Federally-funded vocational education programs, reaching some 53,000 people each year, may reach those in the middle-education groups, an analysis of programs indicates that about half are classified as hobby and recreation or

home and family life--primarily in the hobby and recreation areas. Only 23 per cent are clearly identifiable as job-related courses and another 22 per cent as general education.

With nearly two-thirds of those enrolled in adult education in white collar or professional occupations, compared with only 40 per cent of the workers in the state in those categories, it appears that those who probably have the greatest educational needs do not have adequate participation in programs.

TABLE 2

OCCUPATIONS OF MASSACHUSETTS ADULTS AND OF ADULT STUDENTS ENROLLED IN 21 PUBLIC SCHOOL ADULT EDUCATION PROGRAMS, BY PER CENT

Occupation	Massachusetts Adults	Adult Students
Professional-technical	12.6%	16%
Farmers; farm managers	0.6	(-)
Managers; officials	10.5	7
Clerical	8.0	21
Sales workers	7.5	13
Craftsmen; foremen	21.0	20
Operatives	21.2	7
Private household workers	0.2	7*
Other service workers	7.3	7
Farm laborers	0.6	(-)
Other laborers	5.3	2
Not reported	5.4	-

*The high per cent of private household workers identified as students suggests that some systems reported housewives in this category.

In other ways, the adults of Massachusetts were not fairly represented in adult education classes. In the public school programs, nearly two-thirds of the students were women, compared with just over half the population of the state; nearly three-quarters of the students were under 40, compared with only 40 per cent in the State under 40.

Almost none of the population over 65 was reached, in part because almost all courses were offered at night when most elderly people prefer not to go out. The Director of the Commission on Aging regretted the demise of University Extension, with which he had been developing special programs at community centers for the aging.

The ethnic and cultural diversity of the community must also be of concern to the adult educator. Massachusetts has well over half a million foreign born residents, many of whom do not speak English, and many with a poor command of the language. Another 20,000 enter the Commonwealth each year, in addition to a rapidly increasing Puerto Rican population.

The Adult Civic Education program reaches some 6,300 people during a year. No break down is available as to how many students in this program or in Adult Basic Education are native born or foreign born, for the two programs tend to intermingle; however, the Division of Americanization (Board of Higher Education) and the Bureau of Civic Education (Board of Education) are acutely aware that many immigrants who would be interested in the program are lost along the way (see Chapter III), yet neither has the funds to develop research and evaluation or programs to reach immigrants not aware or involved in the program.

Further, curriculum materials are not available for the many who speak another language as their native tongue. Large pockets of French, Portugese and Spanish speaking have no access to the excellent materials developed in English by various State Departments on such basic subjects as nutrition and consumer affairs.

Adult educators have no special help in learning to work with various ethnic communities, and no teacher training programs for those working with adults are extensive or intensive enough to deal, for example, with the particular problems of working with a neighborhood of fishermen in which men and women will not attend the same classes or in which women are not allowed to go to evening activities.

The matter of easy access to adult programs includes time, transportation and cost. Since most adults enroll in courses in addition to their usual work, any courses taking too long to reach are forsaken except in cases of extreme need and determination. For example, more than one state college has been requested by a group in a community--frequently teachers--to bring in a course and has declined on the grounds that the community did not have proper library and/or laboratory facilities. Most often, the 20 or 25 people involved have not found the hour's drive in each direction, at night, in all kinds of weather worth the

effort. For many, it means working from 7:30 A.M. to 4:30 P.M., having a quick supper, driving from 6:00 to 7:00 P.M., attending class, arriving home at 10 or 11 P.M., preparing for the next day's work, and sleeping for perhaps five to six hours. For the residents of Nantucket and Martha's Vineyard Islands, such a program would be impossible, although University Extension used to send professors over on the ferry to teach.

Not only is the time of getting to and from classes often prohibitive, but also the time of offering of classes eliminates them for many people. Almost no classes are offered during the day, the only free time for many shift workers in factories, hospitals and protective services. In addition, programs which began as Continuing Education for Women, offered days, have found twice as many men enrolling days as women when the programs were opened to men. Not only shift workers, but many self-employed men and salesmen find a day program more appropriate.

The decline of public transportation has also made access impossible for many, particularly the poor and the less affluent with no car or only one car. In Attleboro, when Federal funds for adult basic education were cut, the only place the Director could cut without damaging program was in bus transportation. With no transportation, enrollment dropped 60 per cent.

In most of the areas of the state which are depressed, undereducation, underemployment and poor transportation systems go together, along with lack of access to adult education. Fall River and New Bedford, with median education levels of 8.6 years of school completed by adults 25 years and over, are the cities with most critical need, in spite of years of effort by local school personnel with inadequate resources. On the other hand, towns like Wellesley,[5] with more than 15 years median education, tend to have excellent public school adult education programs, easy access to college and university programs, a plethora of private and voluntary educational activities, and both the money and the cars to be able to pick and choose courses and programs.

In spite of being an urban state, one-fifth of the Massachusetts people live in rural areas. Their access to adult education is almost non-existent, and has decreased with the decrease in correspondence programs. The Division of Library Extension is attempting to meet some of the needs, and has many creative ideas about ways of combining travelling libraries including audio-visual and programmed materials, with television and radio courses or independent/small group study which could be developed. The promise, of course, is far ahead of the fact.

A rule of thumb has developed among many adult educators to determine the extent to which they are reaching the target population: for public school programs, enrollment should approximate the regular high school enrollment, or ten per cent of the population. While no state presently achieves this minimum goal, a number of individual communities do. In Northern Illinois in 1963-1964, 47 school systems reported programs serving 97,676 adults in systems which at the same period of time were serving 99,032 high school day students.[6] In the year of this study, San Francisco, often compared with Boston in many respects, and quite similar in size, reached 7.3 per cent of her population with public school adult programs, compared with Boston reaching 0.9 per cent.[7] California, of course, has a long history of public support for adult education.

As a somewhat comparable State, New Jersey had a history of public adult education not unlike that of Massachusetts. In 1964, however, New Jersey began a program of reimbursing local communities for two-thirds of the salary of the adult education director, up to $12,000, making a salary of $18,000 possible. Enrollments doubled since that time, and are expected to continue to increase by 50,000 people each year. In 1967-1968, New Jersey was reaching more than 47 per cent adults of the regular secondary school enrollment, while Massachusetts, including vocational and Bureau of Adult Education classes and correspondence, as well as adult basic, adult civic, and all other local programs, reached just over 30 per cent of the number of students in the 7th through 12th grades.[8]

The National University Extension Association and the Association of University Evening Colleges are finding in their joint annual survey of enrollments that adult higher education enrollments tend to come close to the regular student college enrollment. In 1967, Massachusetts institutions reported 252,638 higher education enrollments to the United States Office of Education, of which 16,019 were classified as "extension." This study, checking with each of the institutions, located no more than 70,000 adult students, some of whom were undoubtedly part-time youth who are probably balanced by full-time adult students not identifiable from the regular student body.

A big unknown in calculating total adult education enrollments in Massachusetts is lack of data about enrollments in endowed and private schools. In 1962-1963, the Educational Exchange of Greater Boston, a voluntary organization which publishes catalogues of all adult education opportunities in the region and which counsels adult students, analyzed enrollments of those schools and institutions which reported them, and found roughly three adults in public school programs for every two in endowed and

private schools, including business and technical schools, colleges and universities, and special schools. If the ratio were the same all over the state, total enrollments would be in the following range:

Public School Programs	143,570
College/University	70,000
Private and Special Schools	25,000
Other Public Programs (incl. Blind, Civil Defense, Day Care, Women's Bureau, Corrections, Coop Extension, Apprentice & Manpower, Rehabilitation)	166,030
	404,600

In round numbers, with an estimated 3,500,000 adults able to engage in adult education, about 11.5 per cent participated in some kind of program in 1967-1968, slightly more than the total number of youth enrolled in secondary school, and considerably less than the number expected to be enrolled if adult enrollments in colleges and universities were at the national norm.

The distribution of courses in various regions of the state was quite equitable, as shown in Table 3.

TABLE 3

MASSACHUSETTS ADULT EDUCATION COURSE OFFERINGS* BY REGION, IN RELATION TO POPULATION DISTRIBUTION**

Region	Population	Courses
Greater Boston	52%	43%
Northeast	10	14
Worcester County	12	12
Southeast	12	12
Connecticut Valley	12	17
Berkshire	2	2
	100%	100%

*Courses include offerings of public and private colleges; state and federally aided local courses and other local public school courses; and all offerings of the Bureau of Adult Education.

**Population distribution is based on regional analysis of the 1960 Census by the Massachusetts Department of Commerce.

The lower per cent of courses in Greater Boston is consonant with the higher numbers of schools and centers which are privately operated. If the numbers of courses available at these schools and at adult centers such as the Boston Center for Adult Education and the Cambridge Center, the per cent would probably equal the per cent of the State's population.

The higher per cent of courses in the Connecticut Valley suggests the complex of college and university programs which includes three of the State's Community Colleges, a State College, the University of Massachusetts, and a variety of other colleges and universities several of which have strong programs in adult continuing higher education such as Springfield College, and several strong public school programs.

In summary, the educational needs of Massachusetts adults are not being met at any level; access tends to be limited to those with time, money, transportation and, as a corollary, a higher level of education.

CHAPTER V

ONE HUNDRED PLUS LOCAL PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Although the Massachusetts Adult Education Planning Project[1] identified a wide range of uncoordinated programs in dozens of different state-level units of government as well as tremendous unmet educational needs of adults, it could not determine whether the needs were being met at the local level, in programs not reported to either State or Federal government. A study of Public School Adult Education in Massachusetts was therefore designed and conducted in 1968, primarily funded by the Regional Research Program of the U.S. Office of Education, but also with funds and services from both the Commonwealth of Massachusetts and the Adult Education Association in Massachusetts, Inc.

The study explored the origins, philosophy and goals of local programs; the kinds of students enrolled; program and course offerings; personnel; community relations; finances; promotion and advertising; facilities; materials and equipment; evaluation of programs; problem solving, problems, and planning procedures for improving local programs.

A questionnaire was developed, based on that used by the Northern Illinois Round Table of Adult Education in

1963-1964[2] and pre-tested in eight Massachusetts systems. It was mailed to local school districts in June, 1968, after appropriate notice to the local superintendents and adult education directors from the Bureau of Adult Education and Extended Services, Massachusetts Department of Education. The level of response is shown in Table 4.

TABLE 4

RESPONSE OF THE 351 MASSACHUSETTS CITIES AND TOWNS TO THE QUESTIONNAIRE ABOUT PUBLIC SCHOOL ADULT EDUCATION

COMMUNITIES WITH PROGRAMS:	100	completed questionnaires, on time.
	96	others included in the above because of regionalization.
	8	completed questionnaires, late.
	8	partial questionnaires, with basic information telephoned.
	4	partial questionnaires, with basic information provided by accompanying documents.
	3	refused to provide information.
COMMUNITIES WITH NO PROGRAMS:	38	questionnaires with face data.
	22	replies through telephone or personal interview with regional director.
NO RESPONSE:	72	communities, primarily small.
	351	cities and towns

Regional directors were appointed in each of the six regions of the state to answer questions of the local adult educators who were filling out the questionnaire, to discuss completed questionnaires with them, to remind non-respondents, and to help plan regional meetings of the local directors to discuss the results of the questionnaires and their implications for planning for improved adult education in the Commonwealth.

Even the apparently simple question of determining what communities had adult education programs proved difficult: the regional directors found that a given community

might participate in programs through several different systems at the same time, even across regional lines, such as a school union including one group of communities and a regional school serving a different group of communities. Further, even during the relatively short period of the study, the boundaries of the systems and of patterns of cooperation kept changing. One regional director telephoned in 17 different changes since the then-current Directory of the Massachusetts Board of Education had been published.

Table 5 indicates the availability of adult education programs of the public schools to the population of the state. Although programs were available in only 55 per cent of the communities, those communities included 85 per cent of the people.

TABLE 5

PER CENT OF POPULATION LIVING IN SCHOOL SYSTEMS WITH PUBLIC ADULT EDUCATION PROGRAMS BY REGION

Region	Per Cent
Greater Boston	95%
Northeast	83
Worcester County	71
Southeast	73
Connecticut Valley	82
Berkshire	83

Generally speaking, the higher the median education and median income of the community, the more likely it was to have a public school adult education program. The distribution of programs by region generally reflects this situation.

As in the state-level study, data are certainly within range, but are undoubtedly not exact:

1. A number of communities have different directors in charge of different parts of the program, who sometimes scarcely know each other. In most cases they do no common planning and exchange no information, a reflection of the part-time and secondary nature of their adult education job.

2. Most communities have no program budgeting and therefore cannot give exact figures about personnel, time, money, curricula or sometimes even students.

3. No standard definitions are in use, so that one community may report adult basic education as "credit" and another may report it as "non-credit:" or a community may go so far as to consider only evening hobby and non-credit courses as adult education, omitting full-time day programs for adults.

4. No standard accounting procedure is in use, so that one system may charge adult education with overhead and the next may not; one system may absorb printing and clerical costs and the next may charge them to adult education.

5. Some systems keep virtually no records; others keep minimal records and discard them when a program is completed.

Public school adult education programs are, however, available for most of the people in the Commonwealth. The extent and nature of the programs available will be examined in detail for the 100 systems returning questionnaires by the deadline, and such other information as was available will be described.

A. History, Objectives and Policies of the Programs

The first public law in the United States in support of public school adult education was passed in Massachusetts in 1847 when Horace Mann was the First Secretary of the Massachusetts Board of Education. Of the 100 systems, three reported that their programs were over 100 years old, and six others reported beginning before the major federal and state legislation of 1914-1917.

The direct impact of the federal legislation creating the Smith-Lever[4] and Smith-Hughes[5] Acts, and of the Massachusetts Act creating University Extension[6] as a function of the Department of Education, was reflected in the 11 new programs begun in the decade after 1914. The next spurt of new programs was not until after World War II, when 29 new programs began. Another 35 programs have begun in the last ten years.

Three programs were discontinued during the depression because of lack of money, but were resumed after World War II. Three other communities have no programs, but pay tuition for certain adult students to attend classes in nearby

communities. A number of communities that used to operate programs have joined regional school districts and now participate in a regional adult education program.

Although 29 communities gave multiple reasons for starting the program and four did not know why the program was started, 59 systems were able to give a primary reason for beginning adult education. One-third were motivated by the general goal of providing opportunities for continuing education and individual self-development; 11 were initiated at the request of citizens; and seven were started to provide opportunity for leisure time activities and recreation.

The present objective of 25 programs is to meet needs expressed by citizens; of another 25 programs to provide opportunities for general continuing education and self-improvement. Vocational improvement was the prime concern of another 16 programs. No system claimed that it operated a program to make money, to make use of unused facilities, or to improve the image of the system with the public, although the latter two were mentioned by many of the Northern Illinois directors.[7]

Most programs grew with little or no systematic planning and development. Of the 100 programs, just 16 reported a written policy about adult education. When examined, most of these proved to be concerned with administrative regulations rather than with philosophy and policy. A written policy by the School Committee or Board is considered essential by professional public school adult educators in providing the focus, guidelines and impetus for sound program development; written policies, however, seem to be more common in states which have a written state policy.

Policy, written or unwritten, was made by a variety of agents according to Table 6. With such a range, the State may well wonder with whom it should deal.

In Massachusetts, each city and town elects the school committee which is in general responsible for all of the local public schools, including adult and vocational schools unless otherwise provided in state law. Policy, then, should officially emanate from the school committee unless superceding state policy exists.

The systems reaching the greatest per cent of adults in adult education all had active support of the school committee, superintendent, director and advisory committee for adult education. Professional adult educators consider an advisory committee of utmost importance in developing adult education policies and programs: the chances of a

school committee, superintendent and director being able to keep up with the wide range of adult educational needs in the community are slim. The lack of involvement of advisory committees in policy decisions may then be considered a symptom of a weak program, not truly geared to the needs of the people. On the other hand, perhaps advisory committees were consulted but were not mentioned in response to the question of who makes policy because they did not actually make the decisions.

TABLE 6

POLICY-MAKING BODIES FOR 100 MASSACHUSETTS PUBLIC SCHOOL ADULT EDUCATION SYSTEMS

Body	Number
School Committee	25
Superintendent	6
Adult Education Director	9
Advisory Committee	1
School Committee and Superintendent	10
School Committee, Superintendent and Adult Education Director	14
School Committee, Superintendent and Advisory Committee	0
School Committee, Superintendent, Advisory Committee and Adult Education Director	1
Superintendent and Adult Education Director	10
Advisory Committee and Director	1
Other Combination	10
No Response	13
	100

Only 44 of the 100 systems had advisory committees, however; of these all but 18 were keyed to specific parts of the program in which state or federal policy urged or required an advisory committee, such as adult basic education and manpower programs. The 18 concerned with the entire program were made up of representative members of the community, but for the most part were not very active, in

large part because the director was responsible for them and did not have the time to work with them frequently or in depth.

In 16 communities, the director expressed a desire for policy and commitment on the part of the school committee which would encourage expansion and improvement of the adult education program.

B. The Student Body

Only 28 systems reported on the characteristics of their students, with 17 of them "guesstimating" and 11 having accurate data. Both the years of school completed and the age of students are probably skewed by those systems having accurate data: such information is required by certain federal programs such as Manpower Training and Adult Basic Education. The per cent of students with less than elementary education is probably much higher than it would be if all 100 systems had reported; the per cent of students aged 16-20 is undoubtedly high: in ten programs reporting students in that age group, eight exceeded the state per cent of persons that age not regularly enrolled in school by as much as 40 per cent. Further, most of the young students reported were in special vocational or manpower programs which are not conducted in most systems.

TABLE 7

LEVEL OF EDUCATION OF MASSACHUSETTS ADULTS 16 YEARS AND OVER NOT ENROLLED IN SCHOOL AND OF ADULTS ENROLLED IN 28 PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Years of School Completed	All Massachusetts Adults	Adult Students
0 - 8	33%	10%
9 - 11+	20	33
High School Graduate	29	35
13 Years or More	18	22

The public school programs are not reaching adults most in need of education; if the programs reported above overrepresent those enrolling undereducated adults, the chances are high that the public schools are catering almost entirely to the best educated adults.

TABLE 8

AGE AND SEX OF MASSACHUSETTS ADULTS AND OF ADULTS ENROLLED IN 28 PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Age	All Massachusetts Adults		Adult Students	
	Male	Female	Male	Female
16 - 20	4%	4%	19%	13%
21 - 40	39	36	57	56
41 - 64	42	42	23	30
65+	15	18	-1	-1
	100%	100%	100%	100%

Table 2 in the preceding Chapter reports the occupational status of students in 21 public school adult programs. Nearly two-thirds were in white collar or professional occupations, compared with only 40 per cent of the state's adults in these categories.

In general, systems had few retired persons or unemployed as students. The thirty systems which reported on labor force status of students were apparently not familiar with the standard definitions of the U.S. Bureau of the Census, for some reported housewives as "full-time employed" and at least one reported housewives as "unemployed."

The student characteristics reported were consonant with those of both the Johnstone study[8] and of smaller studies: public school adult education programs enroll the better educated, younger and higher status people than the adult population as a whole.

C. The Curricula

The 100 reporting systems offered a total of 3,227 classes for 65,931 adults, with a range of two classes in a community to 265 classes. Of the total, 73 per cent were non-credit, as shown in Table 9.

TABLE 9

NUMBER OF CLASSES OFFERED BY TYPE AND STUDENT ENROLLMENT, 1967-1968, FOR 100 MASSACHUSETTS PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Type of Class	Number of Classes	Per Cent	Student Enrollment	Per Cent
Graduate	0	0%	0	0%
College*	35	1	900	1
High School	611	19	13,142	20
Elementary	136	4	3,704	6
Non-credit	2,375	74	45,476	69
Lecture Series	36	1	1,965	3
Seminars, discussion groups	12	0.4	425	0.5
Other	22	0.6	319	0.5
	3,227	100.0	65,931	100.0

*One system offers college-level courses but does not have adult students recorded separately from regular students. Several systems also offer courses in cooperation with colleges or universities, but these are included in the class and enrollment records of the colleges and the local system keeps no record.

The number of classes offered in each course of study in the 100 systems is reported in Table 10. Many directors confused courses of study and classes; the regional directors were able to check with most of them to be sure that comparable information was reported, but undoubtedly allowed a few unverified descriptions to slip through. The error would tend to be reporting a single course with many classes: course listings were requested in the questionnaire, but most responses were in terms of classes, so the staff checked with the local directors and converted to class listings.

The course categories used are those of the national study of adult education, the Johnstone study, which carefully described the nature of each course it labelled.[9] A detailed break-down of subjects in each area may be found in the Appendix.

TABLE 10

CURRICULUM OF 100 MASSACHUSETTS PUBLIC SCHOOL ADULT EDUCATION PROGRAMS, 1967-1968

Subject Matter	Number of Programs Offering Classes	Number of Classes	Per Cent of Classes
1. Job Related	82	738	23%
2. Hobbies and Recreation	84	712	22
3. Religion, Morals, Ethics	0	0	0
4. General Education	58	696	22
5. Home and Family Life	84	664	21
6. Personal Development	60	165	5
7. Current Events, Public Affairs & Citizenship	35	129	4
8. Agriculture	3	3	1
9. Miscellaneous	19	70	2
		3,177	100%

Many of the courses eligible for financial aid in Massachusetts through the Bureau of Vocational Education are considered in the hobby and recreation category, according to the Johnstone definitions, such as decorative arts and crafts and technical arts and crafts. Other subjects such as sewing and cooking are classified by Johnstone as in the home and family life category, rather than in vocational as they are usually listed in Massachusetts.

Although the study did not attempt a qualitative analysis, certain facts can be extrapolated from the data. In Home and Family Life, an area of much current national concern, having 21 per cent of the public school classes in that area sounds good. A class breakdown, however, indicates that 66 per cent of these classes are in sewing and cookins, and that 18 per cent are in general home improvement skills: the do-it-yourself type of class. Only two per cent of the classes are devoted to child care and development, and only one per cent to all other home and family life subjects, as detailed in the Appendix.

The imbalance of offerings is found in all major courses of adult programs. The distribution of courses

among major areas of subject matter is shown in Table 11 for the class offerings of the Bureau of Adult Education, the public community colleges, the state colleges, the private colleges and universities, and the Bureau of Vocational Education, compared with the public school offerings. Charts 3-5 show the course distribution reported by the Johnstone study, by Massachusetts public schools and by other Massachusetts adult programs.

TABLE 11

CLASS OFFERINGS BY SUBJECT AREA: MASSACHUSETTS BUREAU OF ADULT EDUCATION, COMMUNITY COLLEGES, STATE COLLEGES, PRIVATE COLLEGES, BUREAU OF VOCATIONAL EDUCATION AND 100 LOCAL PUBLIC SCHOOL SYSTEMS

Subject Matter	Class	Corresp	CC	SC	PC	Voc	PS
1. Job Related	14.3%	28.2%	39.4%	45.3%	45.1%	36.1%	23%
2. Hobbies and Recreation	5.9	16.9	3.9	5.3	5.2	60.5	22
3. Religion, Morals, Ethics	0	0	0.7	0.4	3.7	0	0
4. General Education	54.7	52.1	48.7	46.3	42.9	0	22
5. Home and Family Life	2.6	0	1.1	0	0.1	0	21
6. Personal Development	7.7	0	3.0	0.7	0	3.4	5
7. Current Events, Public Affairs & Citizenship	3.1	2.8	3.2	1.9	2.8	0	4
8. Agriculture	0	0	0	0	0	0	(-1)
9. Miscellaneous	8.8	0	0	0.1	0	0	2

Class: Class Program, Bureau of Adult Education. 387 classes.
Corresp: Correspondence Program, Bureau of Adult Education. 71 courses.
CC: Community Colleges, Commonwealth of Massachusetts. 439 classes in 12 communities.
SC: State Colleges, Commonwealth of Massachusetts. 736 classes in 12 state colleges.
PC: Private Colleges and Universities. 2,052 classes in 33 colleges.
Voc: Bureau of Vocational Education. 1,373 classes in 158 systems. Many also counted in next category.
PS: Public School Adult Programs. 3,177 classes in 100 systems.

CHART 3

CLASSES TAKEN BY UNITED STATES ADULTS, 1961-1962, ACCORDING TO JOHNSTONE STUDY

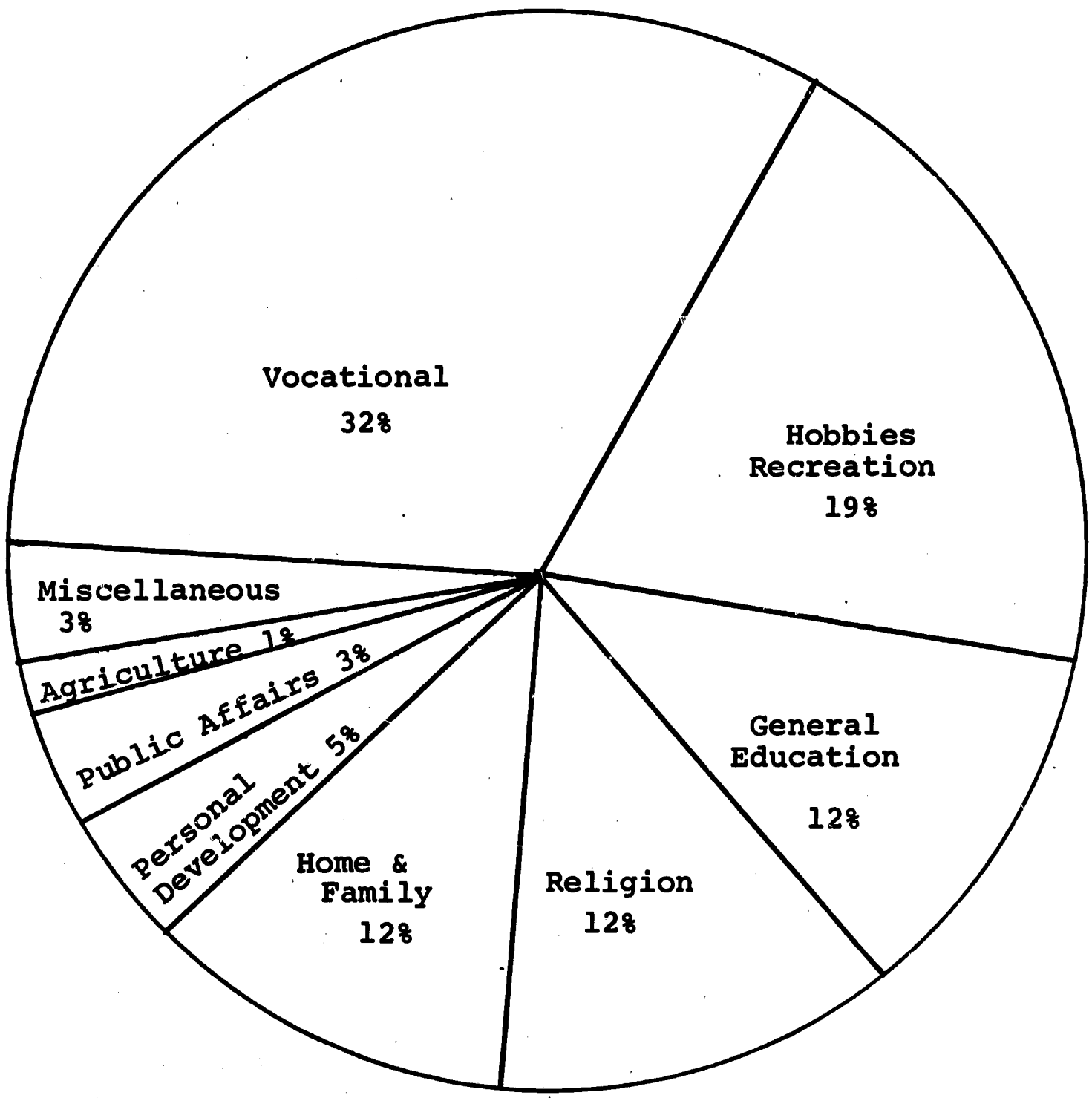
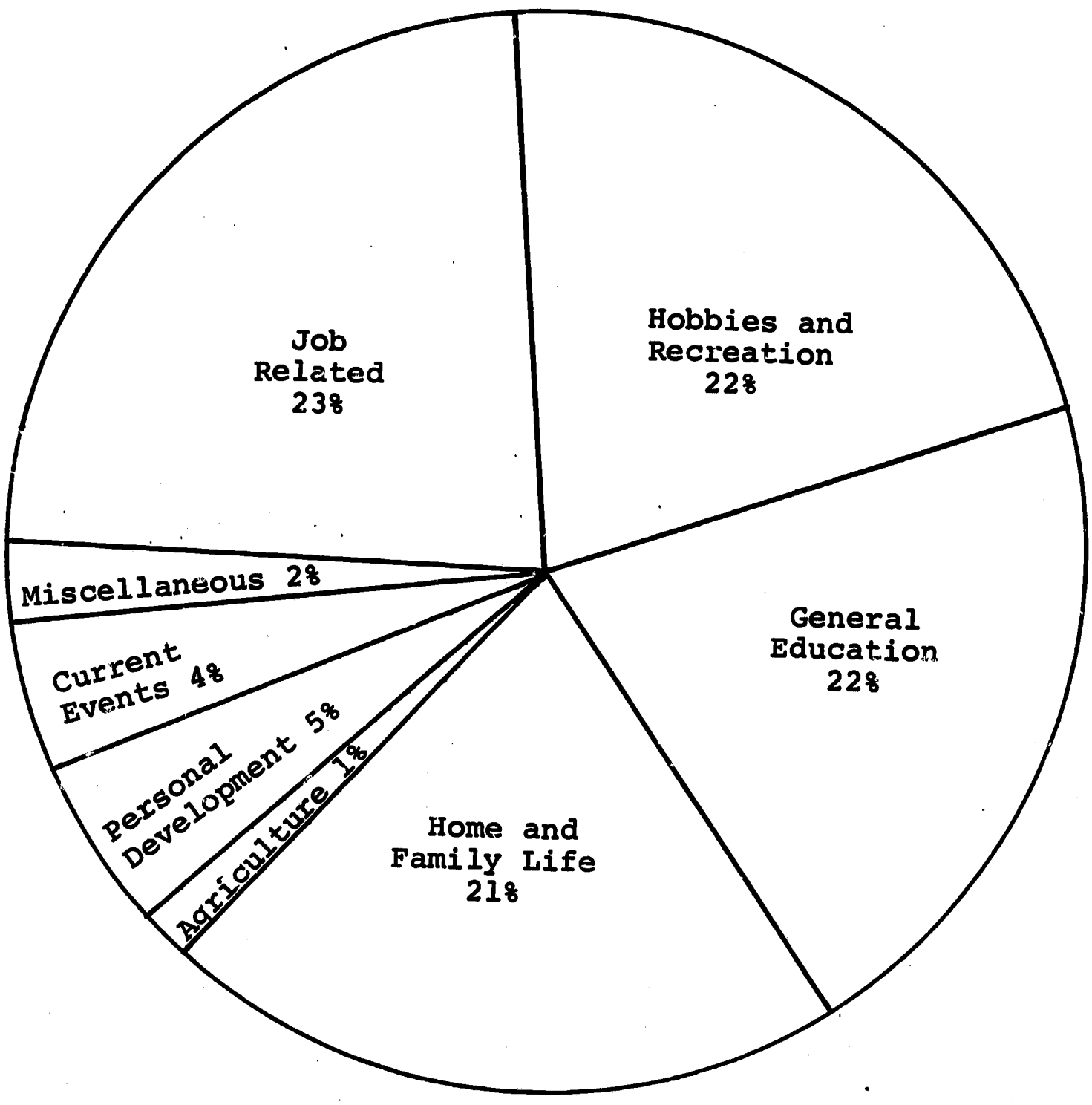


CHART 4

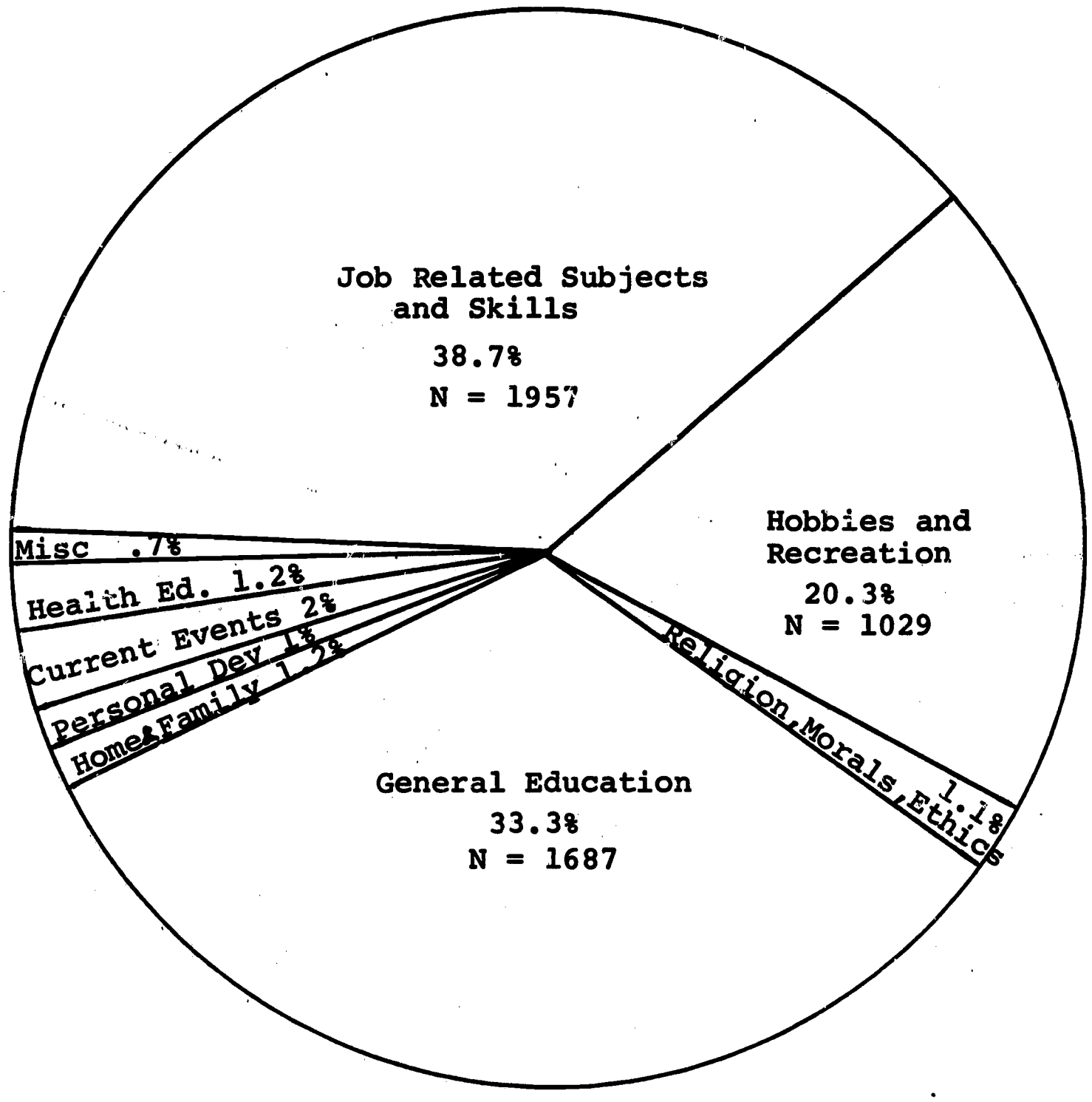
CLASSES OFFERED IN MASSACHUSETTS PUBLIC SCHOOL ADULT EDUCATION PROGRAMS 1967-1968



Religion, Morals and Ethics - 0% Total Classes: 3101

CHART 5

ALL ADULT EDUCATION: SUBJECTS BY BUREAU OF ADULT EDUCATION, BUREAU OF VOCATIONAL EDUCATION, COMMUNITY AND STATE COLLEGES, PRIVATE HIGHER EDUCATION IN MASSACHUSETTS, 1967-1968



Total Subjects Offered: 5058
(Complete courses/programs are not included)

Further, adult education should progress from level to level, providing opportunity for systematic mastery of a subject or area of concern. Only 35 of the 100 systems offered any sequential programs, and these were almost entirely in the household arts such as sewing and cooking, or else in languages

No public school systems reported entrance requirements or, at the other extreme, credit for independent learning and work experience. With a lack of sequential courses, these perhaps are not necessary. Yet the range of student ability within a course, for lack of previous study and knowledge or for reason of advanced knowledge and inquiry, leads to a low common denominator of learning and course content which often becomes merely a way of spending time. Current Events courses are a typical example, where some students may not know the major countries of the world, much less their history and politics, and others (probably the majority) are well aware of the intricacies of Mid-East problems, developing nations and the facts of life in the Iron Curtain countries; yet students are treated as if their learning needs were alike, most often through lectures. Nutrition courses provide a similar example: some students are concerned with how to use low-cost foods, often strange to the homemaker, and others are concerned with esoteric uses of herbs and wine. Unfortunately, in terms of national and state policy, those concerned with low-cost foods are most likely to be drop-outs: they will feel socially isolated and totally ignorant in comparison with other students.

Although curriculum development is properly a basic policy concern of the system offering the program, the observation must be made that if public adult education is to become responsive to adult needs and to include problem-solving among its functions, the offerings in home and family life, personal development and current events must be drastically increased.

The traditional and somewhat rigid curricula in Massachusetts can be traced directly to the secondary role of adult education and to the personnel and fiscal problems, and not to concerned and hard-working staff found all over the state who were at least able to mount programs in spite of all kinds of obstacles. The system is simply not designed to develop leadership in adult education.

WHEN?

Most systems had no classes during the day, which limits availability for housewives, night-turn workers, many self-employed and most of the elderly. Only nine systems had any morning program, and only 12 had afternoon

offerings, many of which were special projects in cooperation with the Massachusetts Commission on Aging. Other opportunities were scattered and limited: a handful of full-time day vocational programs; a pre-dawn Sunday morning astronomy course.

Classes ranged from four weekly sessions to one possible 50-week course. Most systems had one or two adult terms with a total of 20 weeks of classes offered on only one night each week, although one-third of the systems offered other classes another night of the week; one-third operated four nights a week; and the remainder divided between one and three nights per week. Three communities did operate five nights each week.

In addition to the limited time during which programs were operating, an average of 2 1/2 hours on two or three evenings each week for 18 weeks, only two systems operated on weekends and only 16 systems ran more than an eight month year, with five of them operating all year.

WHERE?

Fifteen systems used public buildings other than schools for about 65 classes; four used the space of voluntary organizations for five classes. Six industrial facilities were reported, and 16 other facilities. All the rest of the 3,227 classes were offered in public school classrooms, most often in the senior high school. Of all facilities used, only 13 were reported as having been designed for adult use.

The implications of "for adult use" are found in adult learning theory and the experience of countless adult educators. Most adults do not like being returned to a child situation, where they sit in chairs that are usually too small: where the furniture is frequently fixed so that communicating learning situations cannot be established or where special equipment cannot be brought in and properly used. The adult may be devestated by meeting in a history classroom with all blackboards covered with material for the next day's youth class; where he is surrounded by adolescent texts and materials which may not be touched and which might be incredibly dull, even if they were allowed to be touched.

Adults like to be able to move around, to take a coffee break, to smoke. They like efficient instruction, which may involve means and media not available to the regular school student. Adults like to conserve their time and energy. They are not encouraged by having to move materials and equipment in and out of places designed for other kinds of learning experiences.

The better educated adult is more likely to put up with unpleasant learning conditions; the undereducated adult is likely to refuse to participate. He is used to fast action, to television, to condensed stories. The traditional learning loci are not for him. In the systems with full-time adult education directors, much more awareness was evident about the importance of facilities and materials; in two cases, special adult facilities were in the planning stages, and in one case, actually in operation.

HOW?

Fortunately most adult students do not know how much better learning could be. The traditional one or two-night-a-week class is not necessarily the most effective way of learning. Adult education in the best cases now, and certainly for most in the future, will involve a flexibility and range of materials and media know little known. The Facilities, Materials and Equipment now in use indicated that the public school adult education programs are, for the most part, operating along traditional lines. Table 12 indicates programs with access to a variety of equipment; few systems, however, indicated that they were using much of what was available in their programs.

TABLE 12

FACILITIES, MATERIALS AND EQUIPMENT AVAILABLE TO 100 MASSACHUSETTS PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Facilities, Materials and Equipment	No. of Programs with Access
Closed Circuit Television	11
Open Circuit Television	18
Computer-Assisted Instruction	19
Learning Labs/Programmed Instruction Centers	20
Libraries for Adult Students	16
Adult Referral and Resource Centers	6
Coffee Facilities	32
Smoking Areas	52
Listening Centers/Language Labs	34
Access to Regular School Equipment	87
Programmed Materials	23
Adult Texts and Workbooks	54
Videotapes	17
Audiotapes	33
Film Libraries	41
Adult Program Tools and Machines	46
Adult Program Equip.: Looms, Kilns, Stoves, etc.	60
Adult Program Graphic Arts and Recording Equip.	38

Table 12 speaks for itself. Smoking areas are much more common than libraries; coffee facilities rank over most adjuncts of learning. The lack of access to modern equipment relates more to adult learning, however, than to the facts that many adults enjoy smoking and drinking coffee. Adult learning is often stretched out unnecessarily because only traditional methods are used. Time and money, critical to adults, are spent to support inefficiency in the teaching-learning transaction.

Both in Massachusetts and across the nation, adult education serves two basic purposes in the minds of the people. It provides an opportunity to learn, to extend understanding, to develop new skills under informal and relaxed circumstances. For the most part, these courses proceed from week to week in a random fashion. They probably could be more useful and enjoyable if better designes; however, few adults revolt against them. The more pressing problem is with the hard content courses for those wanting and needing specific information, insight learning and skill within a limited period of time. Given the same hazard atmosphere, the students are often frustrated and perhaps became repeat drop-outs: their needs are not being met.

A review of non-public school opportunities indicates that the situation is not much different from public school adult classes. The college-level courses are more likely to be offered sequentially, but often go to extremes of having rigid and perhaps irrelevant entrance requirements with no equivalency examinations, probationary period or other qualifying method for adults. More college classes are available during the day than are public school classes, often in excellent special adult courses or in programs for special groups of adults. The special adult programs are more likely to be designed for adults but are seldom accompanied by teacher training programs: the adult may find himself in a comfortable seminar room surrounded by aids to adult learning, being lectured on medieval history as though he had never read nor had a thought in his life. Too seldom is the college adult class led by a teacher skilled in participatory leadership and in building on the experience and needs of the members.

The private adult centers are more likely to have faculty expert in working with adults, but the programs are skewed to the higher educational and socio-economic groups, since the centers must be self-supporting. This same economic necessity means, however, that the centers must be tuned in to the participants if they are to receive the necessary financial backing. In recent years a few private centers have sprung up to meet special needs such as working with French or Spanish speaking populations, often under church auspices. Inner city organizations are developing a

variety of programs, often related to adult basic education. Few relate to the public school and state programs; fewer still relate to the field of adult education, usually from lack of knowledge. Their effectiveness varies not only from one to another, but also from time to time according to the skills of leadership and the qualities of the current volunteers. In general, Massachusetts adults do not yet have the opportunities opened up by the walk-in learning labs open day and night in New York State; the combined independent study and intensive residential seminar college programs available at Oklahoma, Goddard, Syracuse and other colleges; complete high school and college programs on television; and other of the innovative developments of recent years.

D. The Personnel

The ideal staff of a local adult education program would include a full-time director with both education and experience in adult education administration; with a working knowledge of interpersonal and interagency communication, human relations, adult development and learning, community dynamics, cultural anthropology, finance and administration. It would include a teaching staff skilled in working with adults, in selecting appropriate educational methods and resources for adults, and in understanding adult learning. It would include a supporting staff of adult counselors, and it might include specialists in everything from neighborhood cultures to media.

The ideal staff is seldom found unless commitment to adult education is a matter of local school committee policy, backed up by funds and facilities. Perhaps the outstanding example of a Massachusetts system developing rapidly to a model program is that of Amherst. The active commitment of the school committee and the superintendent have led to creating a full-time position for the director, providing adult education facilities in new school buildings, encouraging program experiments to meet the needs of the adults of the Amherst-Pelham Regional District. The program includes short courses, long courses, concentrated courses, day courses, evening courses, and that 5 A.M. Sunday morning astronomy course mentioned earlier. The School Committee has approved a sabbatical for the Director to complete his doctorate in adult education. Through such commitment the program has grown in three years to reach 8 per cent, then 14 per cent, then 20 per cent of the residents in the district, surely one of the most effective programs in the nation.

The qualifications of personnel in Massachusetts adult education are as varied as their job titles and roles in adult education. The most common requirement in the public

schools is simply that the person be available: indirectly, therefore, many directors and teachers enter the field because they need the extra money. Later they may discover the field of adult education.

Although 'moonlighting' is associated with adult education personnel all over the country, adult educators believe that directors, teachers and supporting personnel must have systematic study of adult education. In April, 1964, the Executive Committee of the National Association for Public School Adult Education adopted standards for administrators of public school adult education programs which include

--educational preparation at the master's degree level or its equivalent, including a minimum of six hours specialized study in adult education, and study in the liberal arts, human relations and general education administration,
--educational experience with adult education,
--educational leadership in program development in relation to community needs, including comprehensive program planning and interagency communication.

Twenty-six universities in the United States offer graduate degree programs in adult education, with many others offering several courses. The Commission of Professors of Adult Education, Adult Education Association of the U.S.A., estimates that the number of professors has more than tripled in the past ten years. Its own membership has increased from 35 to more than a hundred, with many others known who teach adult education but who are not yet fully qualified as members, in addition to those who have preferred not to join.[10] In its Long Range Plan for adult education, 1968-1978, the Department of Adult Education at the University of North Carolina estimated that it would need to graduate 585 new master's candidates and 320 new doctoral graduates just to meet the needs of North Carolina. In addition, in-service training for teachers and administrators would have to be expanded to reach 25,000 people in the state per year.[11] The gap between the professional adult education and most of those now practicing in the field is indeed large.

The Director

Of the 100 public school programs studied in detail, the directors reported their educational backgrounds as follows:

None had a degree in adult education.
27 had had at least one course in adult education, including 15 directors with more than

one adult education course.
46 had a master's degree in education; 11 had master's degrees in administration.
13 had master's degrees in other subjects.
1 had a doctorate in English.

Of the 80 directors who still expect to be working in 10 years, 19 specified that they would like to study adult education and 14 others said they would like to further education but did not specify the area; 13 volunteered that they would like an adult education career if such were possible.

The only graduate degree program in adult education in New England is at Boston University, although a one-semester course in administration of adult education was given in the springs of 1967 and 1968 at the University of Massachusetts because of the concern of the instructor, Dr. William W. Metcalfe, whose doctorate is in adult education but whose job at the University was in 4-H Leadership, Cooperative Extension. Thus the adult educator is hard-pressed to meet his own adult education needs in the field.

Only six of the directors were full-time in adult education; of the remaining 94, 69 reported only one other regular job such as administering or teaching; ten reported two other regular jobs and one reported three other regular jobs within the school system. The 'other jobs' included 30 in regular day teaching of children, 28 serving as principals or assistant principals, and seven who were assistant superintendents. The importance of having full-time directors or, in small communities at least half-time directors, is dramatically illustrated by the growth in programs and enrollments when the New Jersey State subsidy for local directors began in 1964, as described in Chapter IV. The number of full-time local directors went from one to 17, and more-than half-time local directors to 23. The State Department expects that at least ten new full-time directors will be added to the rolls in each of the next several years.[12]

One effect of the part-time directorship is apparent in the size of enrollment in adult programs compared with the size of regular high school programs as shown in Table 13. A rule of thumb commonly accepted in the field suggests that a program is reaching a reasonable number of adults if the public school adult enrollment is approximately the same as the youth high school enrollment, or roughly ten per cent of the district population. Adult public school programs in Massachusetts are significantly smaller, paralleling the pattern shown in Table 14 of the amount of time the director spends on his job.

TABLE 13

SIZE OF ENROLLMENT IN ADULT PROGRAMS AND IN REGULAR HIGH SCHOOL PROGRAMS IN 100 MASSACHUSETTS SCHOOL SYSTEMS

Student Enrollment	Adult Programs	High School Programs	Student Enrollment	Adult Programs	High School Programs
1- 250	25	2	2001-2500	4	5
251- 500	29	12	2501-3000	0	3
501- 750	13	8	3001-4000	1	4
751-1000	12	21	4001-5000	1	8
1001-1500	7	17	5001-7500	3	2
1501-2000	4	11	Over 7500	1	5

TABLE 14

AMOUNT OF TIME SPENT ON ADULT EDUCATION DIRECTOR'S JOB

Per Cent of Working Time	Number of Directors
0	3
1- 5%	23
6-10	16
11-15	5
16-20	14
21-25	5
26-30	4
31-40	2
41-50	4
51-75	1
76-99	2
100%	6

The director suffers from his part-time role; in addition the job seldom involves much money, status or fringe benefits. The position is not recognized by the Massachusetts Teacher Retirement Board so that even those directors

who might otherwise seek full-time status keep teaching part-time lest they lose their benefits. Since this study began, however, one community has found a label acceptable to the Board, Director of Community Education, and two other communities are seeking to have it approved for them as a direct result of the regional meetings.

The directors' annual salaries are shown in Table 15. In addition, the following fringe benefits were reported:

Fringe benefits relating to insurance, etc.	6
Director's travel expenses	26
Director's expenses in attending conferences	35
Director's professional memberships	14
Director's subscriptions to professional publications	15

One of the fringe benefits of the regional meetings was that many directors who had never asked for memberships in the major professional associations, travel to conferences or professional journals because they did not know that such existed, learned that there was indeed a field of adult education. The staff carried about a hundred pounds of standard journals, texts, reference books and adult curriculum materials to each of the regional meetings where they were well thumbed. This is indeed a reflection of the temporary and ancillary nature of the job in many systems.

TABLE 15

ANNUAL SALARIES OF 100 PUBLIC SCHOOL ADULT EDUCATION DIRECTORS

Dollars Per Year	Number of Directors
0- $250	8
251- 500	19
501- 750	10
751- 1,000	15
1,001- 2,000	24
2,001- 3,000	4
3,001- 5,000	2
5,001- 7,500	0
7,501-10,000	2
10,001-12,000	1
12,001-15,000	3
Over 15,000	2

Ten others did not answer the question directly, but indicated in their budget break-down that they did not receive any additional or identifiable salary. Most of these respondents were administrators of the regular day school.

The highest salaries were in Greater Boston and were not directly related to the time spent on the job. There did not appear to be any salary differential for the ten women directors nor, in any consistent way, for years on the job. The lack of a salary scale and any real career opportunity is undoubtedly a key factor in the high turnover rate, with more than a quarter of the directors in the job less than three years.

A telephone call from a local director who had just received the questionnaire typifies the plight of many of the directors. He had been appointed by the school committee the month before to take over an ongoing program. His predecessor had left no useful records. The school committee was unconcerned and simply told him to do something. As a full-time teacher of secondary science, he had no previous experience with adult education or knowledge of the field. First observation suggested that the program more properly belonged in the town's recreation department. He had no office, no secretary, no space for even a file cabinet. For this town of 20,000, an affluent suburb, he was supposed to develop a program in addition to his full teaching load, with an annual stipend of $700.

The amount of red tape and the number of channels through which a local director must go to begin new programs or test innovative approaches can exert extreme pressures for conformity and traditional practice. Because of knowledge and technology in adult education are developing so rapidly, the director must have freedom to keep up with the field and to develop his program accordingly, in terms of the needs of the community. Many directors pointed out that once they had made clear to the superintendent and school committee the very limited in-service opportunities in Massachusetts, the exciting developments they had read about, and their desire to develop new programs, they were encouraged to budget for special institutes and conferences outside the state and for new programs within the system. The lack of school policy about adult education, however, often created a vacuum in which nothing happened unless the director took initiative and was successful in finding support. The directors indicated the following patterns of decision-making:

4 could make program decisions themselves.
30 checked only with the superintendent.
25 checked with the superintendent and the school committee.
18 checked with the superintendent, school committee and advisory committee.
5 checked only with their own advisory committee.

5 checked with their advisory committee and the superintendent.
14 named other individuals or groups in the system with whom they checked.

Most directors reported to the school committee yearly or as needed, and to the superintendent once or twice a year or as needed. The whole decision-reporting-evaluation-decision process seemed for the most part laissez faire. The problem more often than not was in getting interest, concern, commitment and involvement from the system. As one respondent said, anything would have been better than nothing.

Even while many directors felt the lack of policy and commitment from their system, they themselves seemed to make program decisions on a rather random, ad hoc basis. This was only to be expected in view of the lack of time, resources and training of most of the directors. For example, most local directors used very few methods in determining community needs in adult education, and relied most heavily on unsystematic methods as shown in Table 16.

TABLE 16

PROCEDURES USED IN ASSESSING THE COMMUNITY'S EDUCATIONAL NEEDS

Procedures Followed	Number of Times Mentioned
Requests from individuals	83
Requests from organizations	37
Requests from business, industry	29
Studying other programs	54
Sensing needs	71
Advisory Committee Recommendations	39
Student Survey	15
Community-wide survey	23
Trial and Error	24
Staff Recommendations	46
Ideas from Professional Publications	33
Other	2

Perhaps the most remarkable fact about the directors is that they are able to develop programs with nearly 70,000 enrollments each year under frequently difficult working conditions.

Other Administrative Staff

The directors had administrative help in 17 of the 100 systems. Three or more administrators assisted the directors in three systems; two in six systems; and one in each of eight systems. These staff were generally supervisors of specific parts of some of the larger programs.

Guidance and Counselling Staff

Although 26 systems said that they offered guidance and counselling for adults, only 12 systems employed any guidance or counselling staff; of the 12, only five had more than one counsellor. Most were employed on an hourly basis.

Counselling and guidance in general were limited to advice about courses which was often given by the director or others connected with the program. Adult counselling as it is known in the field of adult education is limited in Massachusetts for the most part to programs where it is required by federal standards, as in the adult basic education program.

The lack of counselling and counselors may be related to the fact that few systems having programs complex enough to seem to warrant a need for counselling. The public schools generally do not see themselves as having a responsibility for helping adults meet problems of occupational change, career development, family relations, money management and similar every-day adult situations. Concurrently, the lack of training courses for counselors of adults means a lack of counselors who can prove the value of their services.

Other Professional Staff

Only one system reported other professional staff, one person. Some of the positions frequently found in other states include curriculum specialists, business managers, media and materials specialists and research directors.

Clerical Staff

Most systems had the necessary minimum clerical staff, hired on an hourly basis and often from the regular school staff. In those systems which did not budget for clerical staff, the necessary help was simply assigned to the program as necessary during regular school time.

No system indicated that it used data processing clerks in any aspect of the adult education program. This

is consonant with the lack of hard information about the various programs.

Volunteer Staff

Four systems used volunteers to augment programs with limited staff and budget. No system indicated a use of volunteers to any extent in the educational program or in recruiting: volunteers were used primarily for clerical work or assistance in registration.

The Faculty

A total of 2,107 part-time and 43 full-time teachers were reported by the 100 public school adult education systems. Selection of good teachers was a problem for most directors, although selected programs with state or federal funding required teachers with certain types of experience and/or study. In those programs with criteria for faculty set outside the system, the state office administering the programs generally had a list of teachers meeting the criteria.

Teachers of classes funded through the Bureau of Vocational Education had to have successful work experience in the field they would teach, among other requirements. Teachers of adult civic and adult basic education were required to have completed a one-semester workshop meeting three hours each week. The Bureau of Certification in the Department of Education did not certify teachers of adults. In no program involved with the Department of Education were teachers required to demonstrate competence to teach adults.

For most classes, the directors resorted to a who-do-I-know-who-might-teach approach. At least two-thirds of the teachers came from the day school faculty; in fact, at least one system required that the director first employ all day school faculty who wished to teach at night. The assumption that a teacher of children and youth will necessarily be a good teacher of adults is not valid.

The criteria used by directors in selecting teachers are listed in Table 17.

Not surprisingly, the directors who themselves had studied adult education were more likely to look for knowledge of teaching adults in candidates. The top listing of competence in the field as the most common criteria is appropriate: adults, being voluntary students, will simply not attend a class taught by an incompetent teacher of the subject. By the same token, however, they are likely to drop out of a class in which they are treated like children.

The well-educated adult drop-out is seldom lost to education; the undereducated adult too often is likely never to try any further education if he has a bad experience. For this reason, at least one major professional association is working for certification of teachers of adults, at least for those teaching courses through high school level.[13]

TABLE 17

DIRECTORS' CRITERIA FOR EMPLOYING FACULTY MEMBERS

Type of Criteria	Number of Times Mentioned
Competence in the field	85
Desire to teach adults	63
Ability to work with adults	60
Certification	51
Availability	45
Previous work in adult education	43
Courses and/or workshops in adult education	36
Letters of recommendation	23
Other	3

The range of faculty salaries is shown in Table 18. Most teachers were paid on an hourly basis, although some were paid on a semester basis ranging from $100 to $500 per semester.

TABLE 18

FACULTY SALARIES

Dollars Per Hour	Number of Systems in Level		
	Average	Minimum	Maximum
$ 4.00/hour	1	2	1
5.00/ "	32	10	8
6.00/ "	37	15	11
7.00/ "	7	6	6
8.00/ "	10	1	5
10.00/ "	1	0	1
12.00/ "	1	0	2
15.00/ "	0	0	2

Although the actual salary range for teachers was great, when computed in terms of the numbers of teachers at a given level and related to the number of hours of teaching, the average was about $6.00 per hours, with a range of $5.33 in Berkshire to $6.42 in Worcester County. The average works out to be comparable with the minimum salary for a beginning teacher with no advanced training in most of the day children's programs. Only a third of the systems had any sliding scale for experience, years of service, excellence, difficulty of assignment or any other cause: several directors commented that the flat rate system undoubtedly contributed to teacher turnover and to lack of a professional attitude of self-improvement.

Many systems had little or no pre-service or in-service training, or even regular communication with faculty. It was common for a teacher to be hired, to be briefed on rules and regulations, and to submit time sheets showing the hours of meeting of each class and the number of students present. In many of these situations the director attempted to be at the school every evening and to talk with as many faculty as possible, but the lack of staff and resources precluded any systematic program of staff development except possibly an occasional faculty meeting.

From a practical point of view, if a teacher has already worked all day and has to prepare for the next day, he is unlikely to want extra meetings of the adult faculty either in late afternoon or after the evening session; he is even less likely to want to give up a free night, for which he will not be paid. Table 19 lists the pre-service and in-service practices of the various systems.

TABLE 19

PRE-SERVICE AND IN-SERVICE FACULTY TRAINING IN 100 PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Type of Training	No. of Times Mentioned Pre-Service	In-Service
None	32	26
Personal Conferences	28	34
Supplied Reading materials	10	17
Institutes, workshops	24	35
Supervision and consultation	15	37
Regular faculty meetings	4	9
Occasional faculty meetings	12	23
Bulletins and newsletters	19	26
Regular courses	6	6
Professional asscciations	3	8
Other	2	1

In May, 1968, the Subcommittee on Training Teachers of Adults of the Advisory Committee on Continuing Higher Education, Massachusetts Board of Higher Education, recommended that the state colleges develop programs first as continuing education programs and eventually as minor and possibly major fields of specialization at interested colleges. The initial curriculum should be along the lines recommended by the Bureau of Civic Education in its 1968 memo, to include such courses as the following:

1. The Nature and Scope of Adult Education
2. Sociology (with emphasis on cultures and community dynamics)
3. Psychology of the Adult Learner
4. Curriculum and Instructional Materials
5. Adult Education Methods and Techniques
6. English as a Second Language
7. Guidance and Counselling with Adults[14]

To date no action has been taken.

E. Community Relations, Promotion and Recruiting

One of the critical factors for success of adult education programs is the network of relationships of the program with the community and its various organizations, agencies and informal groups. Parenthetically, the current emphasis on the community school--which has come to mean keeping the doors open at night for adults and teenagers--denies the community role of adult education. The effective program is constantly interacting with the community, both day and night, in all kinds of situations.

Several parts of the questionnaire supported the key fact that most adult education programs were simply not community-related: the community was seldom represented through an advisory council; only 92 of the 3,227 classes were offered in non-school locations; only 26 systems indicated that they ever formally cooperated with or jointly sponsored courses with any other institution, agency or organization.

Effective adult education programs go to the people. Red Cross takes its child care courses to the maternity and children's wear sections of department stores. Cooperative Extension frequently works through neighborhood groups. Private adult basic programs operate from store fronts and churches in deprived neighborhoods.

Although more adult education is conducted by voluntary organizations, private enterprise, mass media, and an assortment of public agencies than by schools, most

respondents were not aware of such programs in their communities. It may be that they do not perceive such programs as being adult education. The number of times that other agencies in the community were mentioned by the directors as offering adult education programs is listed in Table 20.

TABLE 20

OTHER AGENCIES OFFERING ADULT EDUCATION PROGRAMS IN EACH DISTRICT AS REPORTED BY THE QUESTIONNAIRE RESPONDENTS

Agency or Institution	Number of Times Mentioned
YMCA - YWCA	8
Youth organizations	5
Parent organizations	0
Religious organizations	3
Business and industry	3
Labor unions	2
Women's organizations	2
Civic organizations and agencies	15
Political organizations	0
Public and international affairs	0
Arts and humanities organizations	3
Museums	1
Libraries	3
Mass media	0
Parks and recreation departments	11
Police, fire and safety services	3
Correctional institutions	0
Hospitals; health agencies	2
Nursing homes	0
Red Cross	1
Elementary schools	1
High schools	7
Community colleges	4
College or university	7
County agency	1
State agency	1
Federal agency	4

Even though word of mouth is generally considered the most effective means of promotion of adult education programs, much more effort was put into developing brochures than into promoting a favorable community image for the program, particularly through satisfied students. No system

mentioned use of students in recruiting, particularly among the undereducated. In other states, many systems pay satisfied students to recruit in their own neighborhoods. Table 21 indicates the methods of promotion used by the various systems; Table 22 indicates the feedback received from the students about the first source of information about the adult education program, from the 65 systems which had such feedback.

TABLE 21

METHODS OF PROMOTION OF PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Method	Number of Systems
Brochure	80
Newspaper stories	65
Newspaper advertisements	51
Posters in store windows, etc.	34
Radio spot announcements	33
Open House	24
Personal telephone contacts	22
Postcards or mailed fliers	17
Other	11
Billboards	3
Television spot announcements	3
Bus signs	1

TABLE 22

SOURCES OF STUDENT INFORMATION ABOUT PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Source	Number of Systems
Newspapers	62
Word of mouth	60
Brochures	33
Radio-TV announcements	24
Posters	23
Community organizations	12
Other	1

It was interesting that most systems used very few methods of promotion, even though the future of the program often depended on its attracting enough students for the planned courses. Only four of the systems had tried joint promotion in cooperation with other programs, although 36 others were interested in the possibilities of joint promotion and 27 had specific recommendations for cooperative plans they would like to try.

The brochure continues to be the standard method of letting people know what the adult education program is offering. For the 80 systems using brochures, reproduction ranged from mimeographed announcements to glossy booklets with photos. The cost ranged from nothing, in 15 systems, to over $250 per thousand copies in one system, with the number of systems in each cost range decreasing almost exponentially as cost increases.

The brochures were most often mailed or taken home by day students, with about a quarter of those in the systems using brochures in each category. Libraries, public buildings and local merchants were also commonly used, with only six systems using civic and community organizations and three using business and industry.

F. Finance

Financial figures about public adult education are difficult to obtain, are usually calculated on different bases when available, and are almost never analyzed by program budgeting or cost/benefit considerations. Nevertheless, to develop policies about the economics of adult education, whatever figures are available must be used, with the understanding that they will give an indication of a situation but almost never an exact description.

The per capita yearly costs in the Manpower Development and Training Program compared with the Department of Correction are a good illustration. Both programs are concerned with the educational, attitudinal, motivational and occupational needs of the participants. The rough costs per year per student were given as $1,982.38 for an M.D.T.A. student and $43.75 for one inmate of a correctional institution.[15]

The M.D.T.A. figure is probably quite accurate, since the program is federal, involving federal funds and report forms; one would not be surprised to find a variation of a hundred or more dollars either way, however, depending on accounting procedures and definitions. The Department of Correction figure is undoubtedly not accurate, for it includes whatever in-service training and other activities

the Director must provide, but it does not include the dollar value of programs and services begged or borrowed from outside and undoubtedly does not include accurate figures on overhead and supporting services. For planning purposes, however, it is enough to know at the present time that in Massachusetts roughly 20 times as much is being spent per person in the manpower programs as in the correctional programs. It is also useful to note that the higher figure comes from federal funds and the lower amount from state funds.

Having established a range of cost, the $40 per capita cost per course per student at the state colleges, the $45 cost at the community colleges, and the $65 cost at the private university can be placed in context, along with the average per capita expenditure for a public school course during the same period at just under $16.00.

Within each part of the system can be found extreme ranges and notable inequitities. The cost of an education at a state college at night, for example, is more than double the day tuition. The costs of private university courses can run up to $250 for a one semester course, or can be free in certain categories subsidized by state or federal funds, or required to be free by state law.

The matter of local public school finance is even more difficult to analyze because of the wide variations in both financial support patterns and accounting methods. Certain classes and programs are eligible for state and/or federal aid, which is claimed by some systems and not by others. General aid to adult education in theory is included in the "Chapter 70 formula" of general school aid which is presently returning about 30 per cent of costs to the cities and towns: however, many school committees do not budget the appropriate amount for adult education. Some communities budget for the entire adult education program; others expect it to be completely self-supporting (and in a few situations, to make money for the regular school program). Income from students is received for at least certain classes in 86 systems, ranging from a token registration fee to full tuition.

For 1967-1968, 88 of the 100 public school adult education systems studied could give relatively complete and accurate figures about their programs. Excluding six intensive special programs emphasizing occupational or basic education, the median expenditure per student was $16, with an average length of course of 45 instructional hours. The per capita cost per instructional hour was $0.30, compared with $0.77 for the regular elementary-secondary student in 1967-1968, based on an average of 945 instructional hours

with a per pupil expenditure of $728 (not including capital expenditures and debt interest).

In Massachusetts, the communities with higher levels of education and income spend more per pupil on public education, ranging up over $1,000. Since the adult education programs are more likely to be in these same communities, the cost comparison is more likely in the range of $0.90 per child instructional hour compared with $0.30 per adult instructional hour. All communities over 10,000 population in the 1960 Census with over $9,000 median income and 12th grade median education or higher had public school adult education programs, compared with only 13 communities below that level with programs.

Per capita expenditures for the 70 public school systems which had reasonably complete data bout both students and expenditures are given in Table 23.

TABLE 23

PER CAPITA EXPENDITURES FOR 79 PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Amount	Frequency
$ 1.00 - $ 5.00	2
6.00 - 10.00	12
11.00 - 15.00	20
16.00 - 20.00	11
21.00 - 25.00	10
26.00 - 30.00	7
31.00 - 35.00	6
36.00 - 40.00	2
41.00 - 45.00	1
46.00 - 50.00	1
51.00 - 55.00	1

Also, two in the $70's and four over $100.

Quality of education in relation to expenditure could not be evaluated because of the lack of any completely comparable data about costs or effectiveness of programs. The staff impression, however, is that most systems need to budget for teacher training, materials and utilization and/or acquisition of learning equipment. Some of the smaller systems appeared to be spending too much per capita, for no additional educational benefits, and most of the larger systems seemed drastically underfinanced. Until the field has

developed more in Massachusetts, however, detailed cost/benefit studies would probably be premature.

The sources of income for the 84 systems which could give such a breakdown are shown in Table 24. The actual total is some $60,000 more than the total shown because some directors did not know the sources of some funds.

TABLE 24

AMOUNT AND SOURCES OF INCOME FOR 79 LOCAL PUBLIC SCHOOL ADULT EDUCATION PROGRAMS, 1967-1968

Source	Times Mentioned	Amount	Per Cent
Students	68	$ 273,604	12%
Local	68	1,551,892	69
State	11	61,705*	2
Federal	26	377,599	17
		$2,244,800	100%

*The State amount is listed as given by the respondents. So far as could be checked, however, the State sources listed were actually Federal monies channeled through the State.

For any of the 100 public school programs which could identify sources and amounts of income in any of the categories, the range of income is shown in Table 25.

TABLE 25

RANGE OF SOURCES OF INCOME AS KNOWN BY ANY OF THE 100 PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Amount	Sources of Income for Adult Education: Student Fees	School Budget	State Funds	Federal Funds
Under $500	13	10	27	23
$ 501 - $ 1,000	12	6	2	8
1,001 - 1,500	7	4	2	3
1,501 - 2,500	14	3	2	0
2,501 - 5,000	15	6	2	2
5,001 - 7,500	9	14	1	2
7,501 - 10,000	3	7	0	2
10,001 - 15,000	3	8	2	3
15,001 - 20,000	1	6	1	3
20,001 - 25,000	1	5	0	0
25,001 - 50,000	1	5	0	0
Over $50,000	0	5	0	1

It is apparent that local programs depend on student and community support to finance the programs, with more than 80 per cent of the funds coming from these sources. Although 17 of the programs were required to be completely self-supporting, they tended to be smaller programs, as were most of the programs which were totally supported without student tuition. The per cent of self-support required of the various programs is shown in Table 26.

TABLE 26

PER CENT OF MASSACHUSETTS PUBLIC SCHOOL ADULT EDUCATION PROGRAMS WHICH ARE EXPECTED TO BE SELF-SUPPORTING

Per Cent	Number of Times Mentioned
0%	35
1 - 5%	3
6 - 10	0
11 - 15	1
16 - 20	1
21 - 25	5
26 - 30	1
31 - 40	4
41 - 50	4
51 - 75	4
76 - 99	9
100%	17

Administrators regularly debate whether having to pay a tuition of one amount or another improves adult motivation and class attendance in adult education. The self-support ethic is particularly strong in New England, a part of the Yankee tradition. Nevertheless, the slow development of adult education in recent years in Massachusetts and in much of New England suggests that the matter of state aid should be considered.

Massachusetts is notoriously low in state aid to public schools: the local cities and towns already appropriate more than $350,000,000 each year for public education, with the money raised primarily from property taxes which are skyrocketing. There is little possibility that most communities can stretch much farther to provide greater support for local adult education. We have already seen that the communities with the most wealth and best educated

people are most likely to have programs, and those programs are significantly better than programs in poorer communities with a lower level of education.

Using the norm of ten per cent of the population enrolled in adult education, as mentioned earlier, only one community, Amherst, exceeded ten per cent. Although the computer program for the study had been designed to analyze various characteristics of the programs by their penetration of the community, over a third of the programs reached less than one per cent of the community and only 11 were in the 6-10 per cent range: there was such a poor distribution of penetration that the computer program was discarded. Nevertheless, of the 11 systems for which median education and income were available, which reached 6-10 per cent of the people, their level was higher than that of the state as a whole, as shown in Table 27. This may be considered as circumstantial evidence for infusing local systems with funds from sources other than the students and local property owners, who are often the same people.

TABLE 27

MEDIAN EDUCATION AND MEDIAN INCOME IN COMMUNITIES WHOSE PUBLIC SCHOOL ADULT EDUCATION PROGRAMS REACH MORE THAN FIVE PER CENT OF THE PEOPLE

Community/System		Median Education	Median Income
The State		11.6 yrs	$6,272
Communities Reaching 6-10 per cent of the people:			
Systems			
Concord-Carlisle	(Barnstable County)	12.9	7,440
Foxboro		12.3	6,473
Harwich-Chatham			
Nauset Regional		12.2	5,386
North Andover		10.0	6,793
Norton		--	--
Philipston-Templeton		--	--
Quincy		12.1	6,785
Scituate		12.6	7,440
Wellesley		13.7	6,794
Worcester		10.6	6,278
Systems Reaching More Than 10 per cent of the people:			
Amherst-Pelham		13.3	6,278

The best example of the importance of state aid (or other outside funding) for local adult education comes from New York State. Under a strong state aid formula, the number of districts offering programs rose from 60 to about 600 between 1946 and 1957, with registrations rising from about 50,000 to 800,000. When state aid was cut back, 100 districts cut out their programs and enrollments dropped to just over 400,000. In 1962, the formula was again changed to increase state aid, and enrollments again began to climb, as shown in Chart 6.[16]

While levels of state aid in other states are difficult to ascertain because of the usual differences in reporting and definitions, each year the National Association for Public School Adult Education gathers what information is available. In 1967-1968, the following states appropriated the listed amounts:[17]

Florida	$ 6,500,000	
Illinois	17,377,000	(biennial, 1967-
Indiana	808,104*	1969)
Michigan	3,207,104	
New York	12,319,550	
North Carolina	1,500,000*	
South Carolina	1,606,000*	
Puerto Rico	13,000,000*	

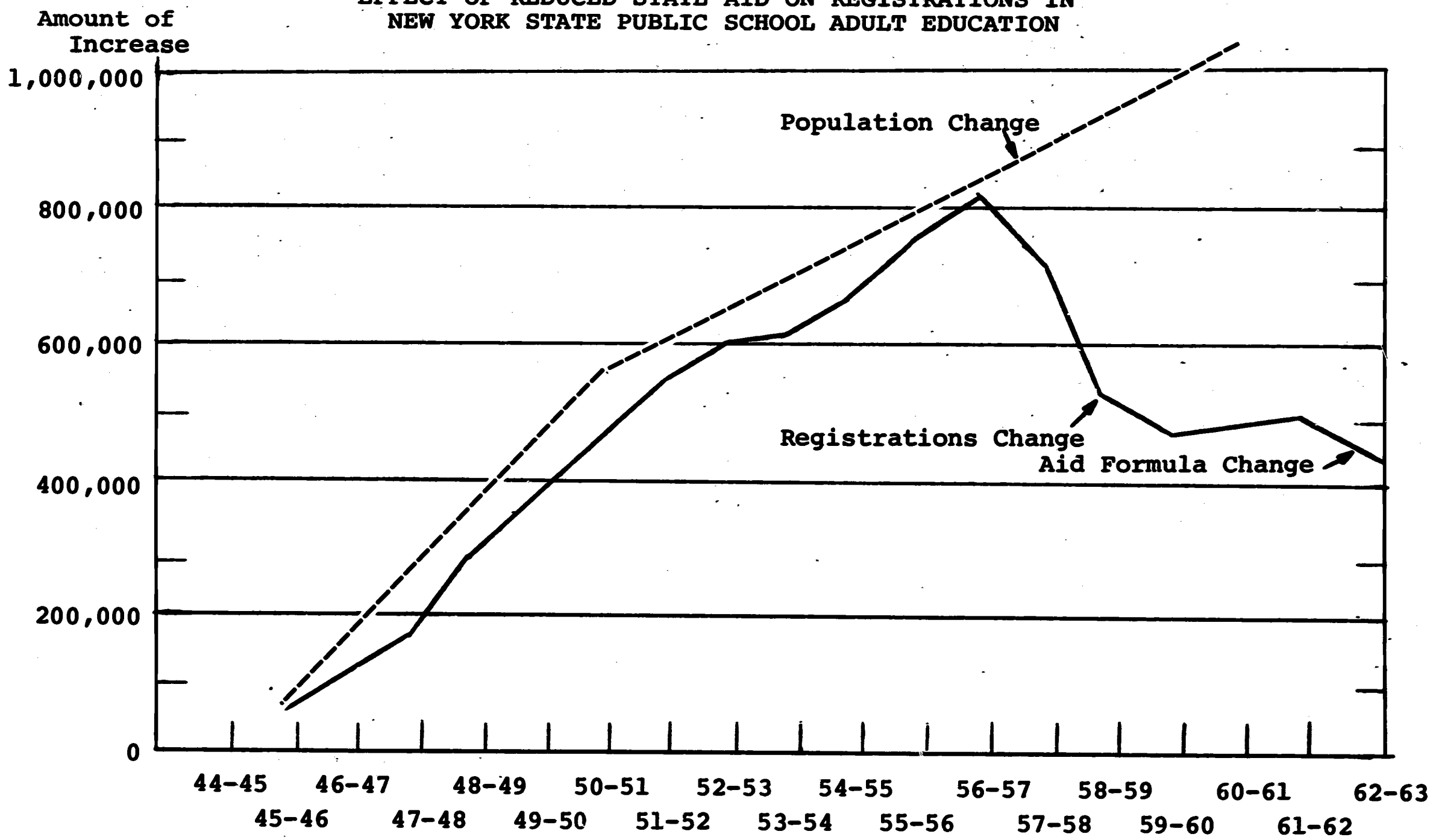
Those starred have a considerably smaller population than Massachusetts; Florida has about the same number. In the same year, Massachusetts was listed as providing only $370,700, readily identified as the budget of the Bureau of Adult Education, which funds are not used for local aid.

If the local communities presently spend even one per cent of their education appropriation on adult education, the amount would total over $3,500,000. This appears to be within range of what is actually spent, projecting from the $1,551,892 that 79 programs are known to spend and knowing that there are 44 other programs which could not report budgets and also undoubtedly a few programs among the non-respondents. The state then reimburses each community under the general aid formula, which would total some $1,050,000 at the present 30 per cent rate. Most of this is not now being credited to adult education, probably because the local cities and towns need it for compulsory education. Assuming that the local community is providing 70 per cent of adult education appropriations and that the state is providing 30 per cent, is this combined one per cent of appropriations sufficient to provide at least adult basic and secondary education?

The local expenditures for youth high school education are in the range of $160,000,000. If a satisfactory

CHART 6

EFFECT OF REDUCED STATE AID ON REGISTRATIONS IN NEW YORK STATE PUBLIC SCHOOL ADULT EDUCATION



local public school adult education program enrolls about the same number as youth who are in high school, it takes no magic to see that it is impossible to mount such an adult program for $3 1/2 million when it costs $160 million to mount the youth program. Massachusetts must face the basic policy question of whether she wishes to make a commitment to overcome adult undereducation, as have the states whose higher appropriations are listed above, eliminating illiteracy and making high school education available to all who seek it.

Within the framework of the funds available, the local directors were able to provide considerable information about budgets, indirect sources of funds, fees and tuition, as shown in Tables 28-31.

TABLE 28

REGISTRATION FEES FOR 100 MASSACHUSETTS ADULT EDUCATION PROGRAMS

	Number of Times Mentioned		
Rate	Average	High	Low
$ 1.00 or less	16	4	7
2.00 or less	14	5	6
3.00 or less	4	1	0
4.00 or less	0	0	0
5.00 or less	9	3	4
6.00 or less	0	0	0
7.50 or less	1	3	0
10.00 or less	1	1	0
15.00 or less	0	0	0
20.00 or less	0	1	0
Over $20.00	0	0	0

The reason for sliding scales in registration fees is that the fee for many courses is set by state or other regulation; for the courses which are strictly under local control, the director sets what he considers an appropriate fee.

TABLE 29

RATE OF TUITION CHARGED BY PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Rate	Number of Times Mentioned		
	Average	High	Low
$ 1.00 or less	5	0	3
2.00 or less	2	0	0
3.00 or less	3	0	3
4.00 or less	1	0	0
5.00 or less	11	2	8
6.00 or less	2	0	2
7.50 or less	2	2	0
10.00 or less	15	10	3
15.00 or less	9	4	5
20.00 or less	3	4	1
25.00 or less	2	1	0
Over $25.00	3	3	0

Tuition level ranged from $1.00 per course to the fifty dollar level, as much as some college credit courses.

TABLE 30

EXPENSES CHARGED AGAINST THE ADULT EDUCATION BUDGET

Category	Yes	No	No Response/ Don't Know
Director's salary	51	33	16
Director's travel	26	47	27
Director's conference expenses	35	39	26
Director's professional memberships	14	52	34
Director's professional publications	15	52	33
Clerical expenses	46	31	23
Utilities	18	52	30
Equipment depreciation	9	59	32
Equipment maintenance	16	54	30
Equipment purchase	26	43	31
Clerical supplies	32	39	29
Janitorial services	32	42	26

Almost all the adult education budget was used for salaries, primarily for teachers. In 16 systems some money was spent for student supplies and materials; in 31 systems, some money was spent for teachers' supplies and overhead.

Most systems did not have information about administrative and overhead costs; in several systems, the director did not even know the budget or expenditures for adult education. It was possible, however, to get an idea of which were direct and which were indirect expenses for some systems.

Many of the public adult education programs at the colleges and in the class program of the Bureau of Adult Education also have to absorb the costs of free tuitions to various groups as provided by state law, without benefit of state appropriation to cover the costs. This did not prove to be a major problem at the local level: in no case was as much as $500 free tuition reported, and relatively few systems offered reduced fees or free tuition. Those reported were six, for day school staff; five, for adult school staff; 11 for veterans; seven, for the handicapped; 14, for the elderly; and 12, for others, most often town employees.

Only one system offered scholarships, but twelve allowed installment payment of fees. All systems refunded tuition if the course was cancelled because of lack of students or teacher, but other refund policies varied: 21 systems always allowed refunds, 31 never allowed refunds, and 22 allowed refunds under some conditions.

The refund situation is touchy, and a source of frequent friction. Because so many systems depend on that last dollar to break even, they are loathe to either offer a course that is one person short of the break-even point and instead will reject the 14 out of 15 needed who did sign up and refund their money, creating much antagonism in fourteen people. On the other hand, they often make overly strict restrictions about refunds after a course has started for the same reason: the need for those extra dollars.

If a director becomes particularly creative about fiscal policy, he may try to offer free or low-cost courses of an essential educational nature by charging higher fees for luxury courses ("Preparing for Your World Cruise: A Review of the History, Customs and Cultures You Will Be Visiting") or hobby courses. At this point the fiscal policies of the entire local system may intervene: 11 directors were not allowed to carry a balance from one year to the next, 25 had no control of the disposition of the income from their program and 40 had limited control, subject to varying combinations of the superintendent, school committee and business manager.

The travail of the local directors is best understood in terms of the total budgets within which they are working. They are reaching perhaps 150,000-200,000 adults each year when they know that they should be reaching about three times that number, and could, ideally, reach up to ten times that number. The ludicrous situation is illustrated by the range of budgets within which they are working.

TABLE 31

LOCAL ADULT EDUCATION PROGRAMS AT VARIOUS LEVELS OF EXPENDITURES

Amount	Number of Times Mentioned
Under $500	3
$ 501 - $ 1,000	4
1,001 - 1,500	4
1,501 - 2,500	4
2,501 - 5,000	16
5,001 - 7,500	11
7,501 - 10,000	9
10,001 - 15,000	9
15,001 - 20,000	7
20,001 - 25,000	7
25,001 - 50,000	8
Over $50,000	5

How many can operate a school system on less than $50,000 per year?

G. Evaluation, Problems and Planning

In adult education, the circular process of defining the problem, collecting and analyzing facts, examining the alternatives and testing them, making a decision and acting on it, and evaluating to redefine and improve is a standard procedure. It should involve many people at appropriate points in the decision process: the faculty, the system administration, the students, the community. All the preceding information suggests that most of this does not happen, in part from lack of time and in part from lack of knowledge.

Community advisory councils, often a great help in evaluation, were not common. Only one system reported a "student council", surely a most logical group if one is to know how participants feel that the program might be

improved. The concept of student evaluation has not taken root in Massachusetts: in only ten systems were students regularly asked to evaluate courses; in seven systems, the teachers; and in fifteen systems, the total program.

The director and staff worked out some kind of evaluation form in 22 systems, frequently in terms of preparing a term or annual report. The lack of regular faculty meetings, however, combined with lack of teacher involvement in evaluation, suggested a lack of participative evaluation. Nevertheless, 73 systems reported involving teachers in evaluation, in most cases in determining whether the teacher should be asked to return.

The teachers themselves, as those working most closely with students, reported the methods listed in Table 32 in evaluating the program or course. It is not clear whether this is what the director hoped would happen, or what the teacher reported; nevertheless, little systematic evaluation is evident.

TABLE 32

METHODS USED BY TEACHERS TO EVALUATE ADULT EDUCATION PROGRAMS

Method	Number of Times Mentioned
Written reports	21
Oral reports	38
Group evaluation discussion	2
Observation	9
Unspecified	3
None	13
No response	14

The directors were asked to list the three most important problems facing their adult education programs. The results are listed in Table 33 and are largely self-explanatory. Problems of finances, personnel and facilities have been discussed earlier. The problem of 'overcoming community apathy' seemed to refer to lack of enrollments in specific courses which the director had announced, or to lack of response to a question in the newspaper asking people to suggest what courses they would like to have offered,

more properly a question of community relations rather than apathy.

TABLE 33

MAJOR PROBLEMS REPORTED BY PUBLIC SCHOOL ADULT EDUCATION DIRECTORS

Problem	Number of Times Mentioned
Finances	38
Securing qualified personnel	34
Improving curriculum and program	25
Facilities	31
Overcoming community apathy	18
Student attendance	7
Basic equipment	6
Community relations	8
Reaching more people	13
None	3
No response	27

The facilities problems covered a remarkable range, many not directly concerned with the classroom and relating uniquely to adult education: lack of parking space, lack of public transportation; lack of outdoor lighting. The realities of the problems of finance were clearly documented when two directors telephoned before the opening of the fall, 1968 term to say that the programs they had proposed which were described on their questionnaires had been cancelled because the school systems were forced to cut back their financial support.

The regional meetings with the local directors reinforced the sense of intensity of the problems and the determination of most directors to keep working in difficult if not impossible situations because they believed in what they were trying to do. They also had specific ideas about what needed to be done to improve the situation, accurately reflected in Table 34, and in a number of cases informed the study staff that because of the printing layout, they had not seen the last page of the questionnaire which asked about programs they had to try or would like to try, changes foreseen in the next ten years in their program, and the kinds of help they would like in developing their programs.

TABLE 34

KINDS OF HELP WANTED FROM VARIOUS SOURCES FOR 100 LOCAL ADULT EDUCATION PROGRAMS

Source	Type	Times Mentioned
Dept. of Education (No response: 34)	Guidance and field visits	17
	Money	16
	Information on other programs	8
	Teacher Training	8
	Anything	8
	Information and literature about the field	7
	Lists of Teachers	4
	Prepared courses of study	3
	Information on funds for programs	3
Voluntary Associations (No response: 52)	Information and guidance; literature	25
	Lobbying; Publicity	8
	Anything	6
Higher Education (No response: 56)	Guidance and Information; literature	12
	Courses in adult education	6
	Anything	6
	Teacher Training	5
	Provide Staff	2
U.S. Office of Education	Money	11

Other comments at the regional meetings included having State assistance in enlisting the support of superintendents and school committees, in providing help in developing adequate methodology, in teacher training for utilization of hardware and software in teaching adults, in helping learn alternatives to the traditional pupil/hour class instructional unit, in providing leadership and a voice for the field.

The efforts and problems of the Massachusetts public school adult education programs are quite like the problems

of adult education throughout the Massachusetts system: efforts to meet massive education problems and needs with inadequate money and lack of trained personnel, materials, facilities, policy leadership and state commitment. The easiest and most successful programs which can be mounted tend to be those for the well-educated who seek out courses and programs and who can afford to pay for them; the least possible programs are for the undereducated, the under-employed, the people with visible problems of criminal records or health or age.

The directors of the public school programs and of the higher education and agency programs concur that they are too well aware of the problems; that it is time for state action and commitment. They want no more studies or talk. What can Massachusetts do for her adults?

CHAPTER VI

POSSIBLE FUTURES FOR MASSACHUSETTS PUBLIC ADULT EDUCATION

Without policy decisions and action, the future of public adult education in Massachusetts will be a meandering, erratic course without the focus and thrust which have led the nation in the field at various times in the past. As in any field, the present patterns can continue without causing much concern to the general public, unless the people are aware of the possible effects on the quality of life in Massachusetts.

For those convinced that living without the knowledge normally required of a high school student in this day and age is not only a handicap but also a major cause of social problems, improvement of adult education opportunities becomes a necessity. Adult education is the chief means of putting into the mainstream of daily living the world's great advances in research and technology. It is essential for helping keep the mostly highly skilled and knowing professionals up to date in their fields. It has a major role in alleviating social problems of malnutrition and healthful living, crime, quality of the environment, underemployment, safety, parenthood, citizenship. It is necessary for development of a meaningful life, for development of the arts and humanities, for satisfying use of leisure time, for ways of feeling a vital part of this rapidly changing world.

Yet utopia is not here. Massachusetts is not about to appropriate many millions for adult education, nor to

make drastic revisions in the structure of adult education when so many pressing problems in other fields are facing the state. Through a combination of meetings with leaders of the field, research leaders concerned with the reorganization of state government, adult education program directors and others concerned, an effort has been made to develop feasible recommendations which will meet the most critical needs of policy leadership, coherence among parts of the system, personnel and program development and finance.

In the spring of 1968, near the conclusion of the study of the state structure of public adult education, the Massachusetts Adult Education Planning Project, a 2 1/2 day residential conference of leaders of various parts of the state adult education structure was held in Provincetown. For most of the participants, it was the first time that they had met each other and had an opportunity to discuss the total adult education system; results were therefore limited to what can be accomplished in such a situation. The 60-plus participants identified the following priorities:

1. A person in charge to provide leadership, expert in funding, program development, technical assistance, proposal writing, training, references and resources.

2. A system of information, counseling and referral for adults concerned with their future.

3. A program of image building, public relations and legislative liaison.

4. Development of teacher training programs, including counselors and auxiliary staff.

5. Assistance in innovative, flexible program development.

6. Development of a cohesive structure, so that what happens in one part will be valid and relevant to what happens in another part.

A number of ways of designing a structure to achieve these goals were discussed. Almost none favored creation of a separate board or commission, or identification with a single unit such as public schools or community colleges. About a quarter favored placing responsibility in the Board of Education, the Board of Higher Education, or a combination thereof with coordinating committees or with the Massachusetts Advisory Council on Education as the coordinating agent. At the same time, the opposition was

strongest against a separate unit, identification with a single existing unit, or identification with the Advisory Council on Education.

The most support and least opposition were for either the present structure with massive input of money and staff, reflecting the practical need, or a combined relation of the two Boards of Education to provide a leadership function.

With the combined feelings expressed at this meeting, at the regional meetings of the local public school directors, and at professional association meetings in the Commonwealth, plus conversations with those on the Willis-Harrington Commission whose proposed legislation became the new education structure for the Commonwealth in 1965[1] and with those now preparing the cabinet form of government for Massachusetts with a Secretariat for Education, plus national consulting experience with many states, systems and organizations, the study director feels that only two possible structural designs will meet present needs with maximum economy and effectiveness, and that one of them is infinately preferable.

The two designs which make the most sense and which are acceptable to many of those now in the system are 1) to create the position of Associate Chancellor for Adult Education in the Board of Higher Education, to develop coordination, comprehensive planning and development for the entire system, or 2) to create a Division of Adult Education in the Board of Education for the same purposes. The alternatives of separate leadership structures with coordinating committees is rejected because to be effective, a new and separate staff would be required to do the coordinating, and any effort would still be ancillary to efforts for children's education; the alternative of a separate department is rejected because it is probably unnecessary and certainly not feasible in terms of dollars and political support at the present time. The alternative of Advisory Council coordination is rejected because the Council itself does not see itself in an operating coordinating role, and it has neither the staff, resources nor funds to implement such a role.

ALTERNATIVE I, STRONGLY PREFERRED: ASSOCIATE CHANCELLOR FOR ADULT EDUCATION, BOARD OF HIGHER EDUCATION

1. Adult learning has very little in common with children's learning; further, the educational needs of the children of the Commonwealth are also acute. So long as adult education remains a minor function of the Board primarily responsible for children's

education, the field cannot and should not expect any major diversion of interest, resources, staff and money from children to adults. Further, it is questionable whether the Board and staff should have to operate with two systems of learning which have some subject matters and methodology in common, but more quite different.

The basic problem is that level of education is irrelevant for most adults, and perhaps for many children. The distinctions should be between children's and adult's learning, at whatever level of subject matter: elementary, secondary, higher, continuing, or whatever is needed. The adult may be a beginner in French: does this equate him with 4th grade French in a children's program? He may never have studied algebra: is he 11th or 13th grade? He may know the history and geography of Europe better than most, but never have taken a course--he has listened, read and watched, on his own: in what grade is he?

2. Adult education is increasingly at the post-high school level of content. Projections of the Frandson study[2] and experience of the Veterans Administration[3] indicate that most adult education in the future will be met at the post-secondary level, although both crash remedial programs and continuing remedial programs will continue to be necessary.

   If states commit funds and personnel to eradicate illiteracy and basic undereducation in the 1970's, as Florida, North Carolina and others have done, the "elementary" and "secondary" educational needs of adults will be sharply reduced. Once the adult has achieved the remedial education he needs to exist in today's world, and has had the opportunity to develop his potential through learning, his needs will be in continuing his education to keep at his maximum level.

3. Compulsory education for children by nature must be somewhat arbitrary. The adult, capable of self-development, must have opportunity for any kind of learning experience that is appropriate, whether self-instruction, small group-mass media combination, regular class, or other possibilities.

4. The Board of Higher Education has access to program developments to meet major needs of adult educators: through developing teacher training programs at the state colleges and universities, through special projects under the Educational Development Professions Act, through teacher and administrator project training

grants available under the Elementary and Secondary Education Act, through the community service provisions of Title I, Higher Education Act of 1965.

5. The Board of Higher Education has comparative fiscal autonomy and can absorb with no loss of salary or tenure the adult education personnel of the Board of Education.

6. The Board of Higher Education is concerned with policy development relating to needs of the young adult/adult population in education, and with working with participating institutions to meet those needs.

The reasons sometimes offered in opposition to Higher Education responsibility for adult education include questions of credit and non-credit courses; accreditation; and the like. Experience throughout the country indicates that none of these are substantial problems.

Ideally, we would like to suggest that the Board of Higher Education become the Board of Androgogy, concerned with education for both young adults and adults. With no change in Title, the Board of Higher Education can assume the leadership for adult education in the Commonwealth and meet the most critical needs of the field for an additional expenditure of $1.2 million yearly plus use of all receipts.

In the meantime, the Board of Higher education, concerned with the educational development of mature persons, has both the authority and the fiscal autonomy to work with the problems of adult education. The varying roles and separate programs of its several units are ideally cited to adult education: the community colleges administer the GED High School Equivalency Test and often provide remedial work; the state colleges are relied on for in-service teacher education, a major part of adult education, the technological institutes have many adult courses for nearby industries; the university has the options of extension programs and graduate degree programs. At little cost, according to Table 35, the Board of Higher Education could exert force and program for major improvements in adult education in the Commonwealth.

The Division of Adult Education would not operate programs except pilot and demonstration programs. After personnel are transferred from the Board of Education, they should phase out operating programs or transfer them to appropriate units. The Division should concentrate on service, leadership, consultation and planning.

TABLE 35

COSTS OF IMPLEMENTING A MASSACHUSETTS OFFICE OF ADULT EDUCATION AND RELATED PROGRAMS

Phase I:	
Associate Chancellor for Adult Education	$ 25,000
Staff: research assistants, clerical, etc.	25,000
Office operations	25,000
Continuing Education Program, Univ of Mass. (requested since 1966)	257,758
Full use of receipts by State Colleges (The figure given is the amount not appropriated of receipts by the General Court in 1968)	400,000
Adult Education Resource Centers at five state colleges at $30,000 each to assist with teacher training, curriculum and materials development, pilot projects, local adult programs.	150,000
State support of adult basic education (amount given is that requested by the Board of Education)	250,000
	$1,132,758
Phase II:	
Increased salaries for personnel transferred from the Board of Education	20,000
State aid for full-time local directors	160,000
	$ 180,000
Phase III:	
Staff positions in the Office of Adult Education for research, curriculum development, special education, administration and finance; special studies of state aid formulae, the possibilities of combining Cooperative Extension and University Extension at the Univ of Mass., etc.	100,000
Additional full-time local directors	100,000
Publications and communications	100,000
	$ 300,000
	$1,612,758

ALTERNATIVE II, RECOMMENDED AS SECOND CHOICE: AN ASSOCIATE COMMISSIONER FOR ADULT EDUCATION, BOARD OF EDUCATION

The plan would involve creating a seventh major division of the Board, in direct opposition to the intent and legislation of the Willis-Harrington study which attempted to limit the number of Divisions in the Board.

The major strength of the plan might be political feasibility. It would not succeed, however, without salary increases for the present personnel in adult education--half of which authorized positions are now vacant: such authorizations and appropriations require legislative approval.

Further, the Director would have to compete continuously with the needs of children. He would have difficulties in achieving acceptable status recognition for programs to meet critical needs, such as teacher education.

No matter what structure is developed, it must help create and work with flexible local situations. Local programs do not have to be physically in or even contractually attached to public schools: they can be attached to any appropriate unit. In one community the programs might develop from a public school, in another from a separate store front operation, in a third from a community college, in a fourth from a university extension center.

All personnel assigned to adult education in the Department of Education should be brought together in a Division of Adult Education, rather than the present structure of fragmentation among many bureaus and divisions. Programs such as Conservation Education now attached to units primarily concerned with children should be separated and assigned to the Division. Personnel in other Departments would remain where they are, using the Division for resource and coordinating purposes. The Division would be responsible for initiating studies of other possible structural changes, such as being responsible for correctional education as in Missouri and other states.

Further, in education, adults and children must be separated. Once the need for life-long learning is accepted for all people, at whatever their level of education, adult education offers the promise and opportunity for lifting the lid of the pressure-cooker: no longer must one learn everything in his first twenty years. Instead, he may (and should) learn basic skills and learn how to learn; thereafter he will continuously be able to work and

participate for a time in the world, to learn what he needs to know when he needs to know it; to continuously throughout his life indulge in education.

Adult education is a mainstream thrust in the nation in the '70's. Will Massachusetts be ready?

APPENDIX A

FOOTNOTE REFERENCES

CHAPTER 1

THE NATURE AND DIRECTIONS OF ADULT EDUCATION

1. Johnstone, John W.C. and Rivera, Ramon J. Volunteers for Learning. A Study of the Educational Pursuits of American Adults. National Opinion Research Center Monographs in Social Research. Aldine Publishing Company, Chicago, 1965. p. 1-2; Ch. 3.

2. Frandson, Phillip E. Higher Adult Education, Its Present and Future. Joint AUEC-NUEA Committee on Data and Definitions, 1967. p. 8.

3. United States Department of Commerce, Bureau of the Census. In March, 1967, the media education for those 25 years and over was 12.1, and for those 14 years and over, 12.0 years.

4. Johnstone and Rivera, op. cit. p. 6-8; Ch. 4-5. Many smaller scale studies replicating these findings are on file with ERIC-Syracuse.

CHAPTER II

HISTORICAL NOTES: ADULT EDUCATION IN MASSACHUSETTS

1. Historical background is found in such writings as the following:

   Hawkes, Franklin P. An Overview of Adult Education in Massachusetts. Unpublished manuscript on file with the Massachusetts Board of Education, Boston, 1968. The highlights are being incorporated in the history of state departments of education being published by the Chief State School Officers.

   Knowles, Malcolm S. The Adult Education Movement in the United States. Holt, Rinehart and Winston, Inc. New York, 1962.

Annual Reports and other source documents from the various agencies mentioned are on file either with the designated agency or in the State Archives, Commonwealth of Massachusetts. Many are listed in the Bibliography.

2. The Report of the Special Commission is incorporated in House Bill 4300, Commonwealth of Massachusetts, 1965.

3. Martin, Anita L. Report of the Massachusetts Adult Education Planning Project. Manuscript copy is on file with the Massachusetts Advisory Council on Education, Boston, and with ERIC-Syracuse.

CHAPTER III

THE PRESENT STRUCTURE OF PUBLIC ADULT EDUCATION IN MASSACHUSETTS

1. Modernization of the Government of the Commonwealth of Massachusetts. Office of Planning and Program Coordination. Commonwealth of Massachusetts, December, 1968. p. 23.

2. In 1969 the General Court voted to change Southeastern Massachusetts Technological Institute to Southeastern Massachusetts University.

3. Adapted from Chapter 8, "What Next?", First Annual Reports, Massachusetts Council on the Arts and Humanities. Boston, 1968.

4. Directory of State Organizations. Adult Education Association in Massachusetts, 1960.

CHAPTER IV

MASSACHUSETTS ADULTS AND THEIR ACCESS TO EDUCATION

1. See Reference 3, Chapter I.

2. U.S. Bureau of the Census. U.S. Census of Population: 1960. General Social and Economic Characteristics in Massachusetts. Final Report PC(1)-23C. U.S. Government Printing Office, Washington, D.C., 1961. Tables 47, 70-73.

U.S. Bureau of the Census. U.S. Census of Population: 1960. Detailed Characteristics, Massachusetts. Final Report PC(1)-23D. U.S. Government Printing Office, Washington, D.C., 1962. Tables 102,103.

3. The adult enrollments in higher education were compiled from answers to inquiries to all institutions of higher education in the Commonwealth. Undoubtedly some number of full-time regular students who were adults were not reported: few colleges or universities kept records of adult enrollments. Also, although part-time students were generally thought to be adults by the institutions, some were undoubtedly youth who had not yet assumed adult responsibilities.

4. See Reference 2, Chapter 1.

5. An example even as this is going to press is that the Wellesley School Committee has just eliminated adult education from its budget in view of the pressing needs for money for the education of children. Wellesley has had an outstanding adult education program, for over 50 years, reaching more than 10 per cent of the population until the last few years when professional staff and funds were decreased, leading to a drop of more than half of both enrollments and courses. This circular argument was then used to demonstrate that adults were no longer interested and that the program should be dropped.

6. Griffith, William S. Public School Adult Education in Northern Illinois. Report of a Survey Conducted by the Northern Illinois Round Table of Adult Education. Circular Series A-192, Office of the Superintendent of Public Instruction, Department of Adult Education, State of Illinois. Springfield, Illinois, July, 1966. p. 6-8.

7. Dorland, James R. and Baber, Gaye M., editors. Public School Adult Education Program Study. National Association for Public School Adult Education. Washington, D.C., 1967. p. 1-2.

8. Correspondence from Clyde E. Weinhold, Director, New Jersey Bureau of Adult and Continuing Education, and files of the National Association for Public School Adult Education.

CHAPTER V

ONE HUNDRED PLUS LOCAL PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

1. Martin, op. cit.

2. The questionnaire used in the Northern Illinois study, op. cit., was sent by Dr. Griffith, who discussed freely with the author the problems encountered and the changes and additions recommended; the author is repeating the process with Dr. Griffith and with others concerned with state studies of public school education in order to develop a viable national instrument.

3. Massachusetts Acts and Resolves, 1847, Chapter 137.

4. The Smith-Lever Act, 1914.

5. The Smith-Hughes Vocational Education Act, 1917.

6. University Extension was created by the General Court in 1915, and is most recently mentioned in Ch. 15, Section 1G and in Ch. 69, Sec. 7 of the General Laws of the Commonwealth.

7. Griffith, op. cit., p. 26-31.

8. Johnstone and Rivera, op. cit., p. 6-8, Ch. 3.

9. Ibid., p. 42-49.

10. Reports of the Commission are on file with the Adult Education Association of the U.S.A., Washington, D.C.

11. Long Range Plan for 1968-1978. Department of Adult Education North Carolina State University, n.d., p. 8-9, 13-14.

12. See Ref. 8, Chapter 4.

13. The National Association for Public Continuing and Adult Education (formerly NAPSAE) is actively working with a number of state teachers' associations to develop adult education teaching certification procedures.

14. Report of the Subcommittee on Teacher Training, Advisory Committee on Continuing Higher Education, Massachusetts Board of Higher Education. May, 1968.

15. These figures were given in interviews and were documented in Annual Reports.

16. Adult Education: The Relationship of Program Development to State Fiscal Policy. The University of the State of New York; The State Education Department; Bureau of Educational Finance Research. Albany, 1964.

17. Public School Adult Education Almanac, 1968. National Association for Public School Adult Education. Washington, D.C.

CHAPTER VI

POSSIBLE FUTURES FOR MASSACHUSETTS PUBLIC ADULT EDUCATION

1. op. cit., p. 98-99, 106-109, 140-141, 172-174, 231, 288-290, are among the relevant sections.

2. Frandson, op. cit.

3. Report of the Veterans Administration, April, 1968.

APPENDIX B

DEFINITIONS USED IN THE STUDY

Definitions for the study of adult education in Massachusetts were primarily those used in the Johnstone study,[1] to provide data comparable with the only national data about adult participation in education.

An adult educational activity was determined

1) by the basic purpose of the activity: would it make possible learning or acquiring some sort of knowledge, information or skill?

2) by the nature of its organization: was it organized around some form of instruction (including independent self-instruction)?[2]

The definition of an adult differed somewhat from that of the Johnstone study, which included those over 21

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1. op. cit.
2. op. cit., p. 25-27.

years of age and those married or heads of households. The present study also included all those who had assumed adult responsibilities and had discontinued regular schooling: thus, programs reaching the 17 year old drop-out and the young prisoner were included, but the senior year at college for a married 22 year old was excluded.[3]

The categories of methods included the following:

classes
group discussion/seminars
lectures/forums
correspondence
private teachers
on-the-job training
educational television/radio
other[4]

The Johnstone list of subject matter studied was also used, although for the Massachusetts study it was used to classify courses offered rather than participation in studying the various subjects. A listing of the subject categories is given here; more detailed definitions may be found in Volunteers for Learning.[5]

DEFINITIONS OF SUBJECT CATEGORIES,
JOHNSTONE STUDY, FROM TABLE 3.9

1. Job-related subjects and skills
   a) Technical courses: health professions
   b) Technical courses: all other spheres
   c) Teacher training courses
   d) Professional courses: all other spheres
   e) Business administration or management
   f) Sales or advertising skills
   g) Office management
   h) Office machines (excluding typewriter)
   i) General office skills (including typing)
   j) Auto mechanics and other machine skills
   k) Other skilled trades
   l) Operative skills
   m) Service skills in the health professions
   n) Service skills in the protection and security field
   o) Personal service skills
   p) All other job-related subjects and skills

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3. op. cit., p. 31.
4. op. cit., p. 29-31; 52-60.
5. op. cit., p. 41-52.

2. Hobbies and recreation
   a) Athletic recreations
   b) Decorative arts and crafts
   c) Dancing lessons
   d) Bridge lessons
   e) Music (performing)
   f) Music (non-performing)
   g) Art (performing)
   h) Art (non-performing)
   i) Technical arts and hobbies
   j) All other hobbies and recreations

3. Religion, morals, and ethics
   a) Traditional religious training
   b) Religion applied to everyday life
   c) All other subjects on religion, morals or ethics

4. General education
   a) Foreign languages
   b) Mathematics or statistics
   c) English literature or composition
   d) History (excluding history of religion, art, or music)
   e) Sciences
   f) Psychology
   g) Social sciences (excluding political science)
   h) Great Books courses
   i) All other general education subjects

5. Home and family life
   a) Sewing or cooking
   b) Home improvement skills
   c) Gardening
   d) Child care
   e) All other home and family life subjects

6. Personal development
   a) Physical fitness
   b) Speed reading
   c) Dale Carnegie or other leadership training courses
   d) Speech or public speaking
   e) All other personal development subjects

7. Current events, public affairs, and citizenship
   a) General political education (including political science)
   b) Current events
   c) Courses on communism
   d) Civil defense
   e) Americanization and citizenship
   f) All other public affairs courses

8. Agriculture
   a) Farming or market gardening
   b) All other agricultural topics

9. Miscellaneous subject matter
   a) Driver training
   b) Military science
   c) Miscellaneous other
   d) Subject matter not reported or uncodeable

APPENDIX C

CLASSES OFFERED IN MASSACHUSETTS PUBLIC SCHOOL ADULT EDUCATION PROGRAMS BY JOHNSTONE CATEGORIES, 1967-1968

Category	Total Number	Number of Classes	Per Cent of Category
1. JOB-RELATED SUBJECTS AND SKILLS	697		
a. Technical courses: health professions		10	1%
b. Technical courses: all other spheres		47	7
c. Teacher training courses		6	1
d. Professional courses: all other		3	1
e. Business administration, management		16	2
f. Sales or advertising skills		9	1
g. Office management		31	4
h. Office machines (excluding typewriter)		66	9
i. General office skills (incl. typing)		275	39
j. Auto mechanics and other machine skills		60	9
k. Other skilled trades		108	16
l. Operative skills		15	2
m. Service skills in health professions		5	1
n. Service skills in the protection and security field		3	1
o. Personal service skills		27	4
p. All other job-related subjects and skills		16	2
			100%

Category	Total Number	Number of Classes	Per Cent of Category
2. HOBBIES AND RECREATION	754		
a. Athletic recreations		81	11%
b. Decorative arts and crafts		255	34
c. Dancing lessons		18	2
d. Bridge lessons		28	4
e. Music (performing)		16	2
f. Music (non-performing)		19	3
g. Art (performing)		90	12
h. Art (non-performing)		69	9
i. Technical arts and hobbies		52	7
j. All other hobbies and recreations		126	16
			100%
3. RELIGION, MORALS, ETHICS	0		
a. Traditional religious training		0	0
b. Religion applied to every-day life		0	0
c. All other subjects on religion, morals or ethics		0	0
4. GENERAL EDUCATION	622		
a. Foreign languages		180	29
b. Mathematics or statistics		120	19
c. English literature or composition		115	19
d. History (excluding history of religion, art or music)		44	7
e. Sciences		51	8
f. Psychology		22	4
g. Social sciences (excluding political science)		31	5
h. Great Books courses		9	1
i. All other general education subjects		50	8
			100%
5. HOME AND FAMILY LIFE	741		
a. Sewing or cooking		485	66%
b. Home improvement skills		134	18
c. Gardening		18	2
d. Child care		7	1
e. All other home and family life subjects		97	13
			100%

Category	Total Number	Number of Classes	Per Cent of Category
6. PERSONAL DEVELOPMENT	156		
a. Physical fitness		76	49%
b. Speed reading		26	17
c. Dale Carnegie or leadership training courses		3	2
d. Speech or public speaking		21	13
e. All other personal development subjects		30	19
			100%
7. CURRENT EVENTS, PUBLIC AFFAIRS AND CITIZENSHIP	107		
a. General political education (including political science)		12	11%
b. Current events		6	6
c. Courses on communism		3	3
d. Civil defense		4	4
e. Americanization and citizenship		66	61
f. All other public affairs courses		16	15
			100%
8. AGRICULTURE	2		
a. Farming or market gardening		2	100%
b. All other agricultural topics		0	0
			100%
9. MISCELLANEOUS SUBJECT MATTER	44		
a. Driver training		15	34%
b. Military science		3	7
c. Miscellaneous other		17	39
d. Subject matter not reports or uncodeable (please identify)		9	20
			100%

APPENDIX D

THE QUESTIONNAIRE AND RECOMMENDATIONS FOR IMPROVEMENT

A. Improving the Questionnaire

The questionnaire was pretested with a number of well-known local adult education directors. This proved to be a mistake, for the well-known directors were active in professional associations and knew the literature of the field. The majority of the directors are not professionally active and do not know the literature: thus, the respondents seldom distinguished between a course offering and a class; they did not know the class categories as used in the Johnstone and subsequent studies; they did not know the NAPSAE definitions of part-time and full-time faculty, and of salary standards.

The only way that such a questionnaire could be 99 per cent accurate in results would be to have all questionnaires personally filled out by a trained interviewer. Such a procedure is unnecessary in terms of the present needs of the field for general planning. Certainly, however, the respondent should be asked to include his telephone number and should be personally checked on any responses that are in doubt.

Space should also be allowed for median income and education of the community. In this study it was assumed that most directors would not know, so that the information was added by the coders.

Questions not asked which would have proved useful include:

1. For how many classes did you have a waiting list? How many people?

2. How many classes were offered for which an insufficient number enrolled?

3. How many hours of in-service training were offered?

4. What teacher benefits were provided?

Wording of questions should be improved in the following areas:

1. II-E: The question was not clear as to whether per cent should total 100 for male or female or both.

2. II-J: Many respondents treated the sections as mutually exclusive, although an inclusive response was expected.

3. III-B: The question of credit bothered many. Most local systems do not give credit for adult basic education, so they replied in the non-credit column, even though completion of adult basic is generally considered as qualification for adult secondary qualification.

4. IV-B: Administrative Staff should be specified as other than the Director.

5. IV-G: Several respondents listed as full-time faculty those who were teaching every night the program operated, even though it might be two to four hours per week.

6. VI-K: Under (1), Staff remuneration and custodial services should be added.

7. VIII-A: Several respondents gave total hours of use of a facility per week, so that the question should probably read "Hours per Week per Room."

8. X-C: The question should be reworded to something such as "Is a system used to obtain the teacher's evaluations of the adult program?"

9. XI-A: Because of the position in the questionnaire, some respondents did not turn the page to see XI B-H.

B. Strengths of the Questionnaire

Only three systems refused to complete the questionnaire, in two cases where new administrations had begun and were overwhelmed with getting started. A third case felt that its efforts in the past had not resulted in any action by the State and that there was no point in spending time in another effort that would never be used.

The red pencil mark for "guesstimates" worked very well.

Most directors reported that the questionnaire was logical and relevant, and that even though they did not have all the information, they found the questions stimulating in terms of thinking about their own programs.

C. Improving the Coding and Analysis

A coding guide with recommended changes is available from the author, with recommended changes. The data were entered on coding sheets by the field staff and keypunched by the Boston University Computer Center, which then ran the program. Because of equipment limitations, certain cross-tabulations could not be run without undue expense. Another time if the validity of responses proved high, many complete cross-tabulations could be run to determine relevant variables which were frequently discussed at the regional meetings: the effect of various kinds of teacher selection and training; the relation of effectiveness of program to such factors as size of community, total expenditures, and qualifications of the director; and so forth.

Data should be permanently stored, perhaps by the Massachusetts Division of Research and Development, in such a way as to be able to answer individual inquiries: what other communities have tried _____? who else in my region is offering X? what makes the difference between success and failure in offering hard-core content courses?

SURVEY OF PUBLIC SCHOOL ADULT EDUCATION IN MASSACHUSETTS – May, 1968

Name of person completing questionnaire _____
Title _____
Name of School System _____ System Code _____
Address _____

I. PHILOSOPHY AND PURPOSE OF ADULT EDUCATION IN YOUR SCHOOL SYSTEM.

A. When was the adult education program established in your system? _____

If you do not now have a program, in what years did your system ever have a program? _____
_____ Does your system plan to begin a program _____ If so, when? _____
_____

B. What is the *primary* purpose of the adult education program in your system?

_____ leisure time use and recreation
_____ vocational skills development
_____ continuing education and cultural development
_____ to earn money for the system
_____ other _____
_____ none
_____ self-improvement
_____ to use facilities
_____ public relations and public attitudes about adult education
_____ to meet needs expressed by citizens

C. What is the primary reason the adult education program at your school was started?

_____ leisure time use and recreation
_____ vocational skills development
_____ continuing education and cultural development
_____ community service
_____ to earn money for the system
_____ outgrowth of existing programs
_____ to use facilities
_____ other _____
_____ do not know
_____ self-improvement
_____ to use facilities
_____ public relations and public attitudes about adult education
_____ requested by citizens
_____ encouraged by administration
_____ encouraged by state government
_____ encouraged by federal government

D. Is there a written school committee policy regarding adult education? _____ Yes. _____ No. (If "yes," please attach a copy.)

E. Who determines the purpose and philosophy of the program?

F. Would you change the purpose and philosophy in any way? If so, how?

II. STUDENTS.

For purposes of comparison:
A. Total population of area served by the school system _____.
B. Total number of children enrolled in the regular day program, grades 9 - 12 _____.

About the Adult Students:
C. Total number of adult registrations, summer, 1967, through spring, 1968 _____.
D. Total number of adults enrolled, summer, 1967, through spring, 1968 _____.
E. Adult population being reached: (percentage) _____.

Age	Male	Female	Single	Married	Widowed	Divorced/Separated
16 – 20						
21 – 40						
41 – 64						
65+						

F. Educational attainment of students (percentage):

	Years School Completed	Male	Female
1.	0		
2.	1 – 4		
3.	5 – 8		
4.	9 – 11		
5.	12		
6.	13 – 15		
7.	16+		

G. Labor Force status of students (percentage):

	Male	Female
1. Employed full-time		
2. Employed part-time		
3. Self-employed		
4. Unemployed		
5. Full-time student		
6. Housewife		
7. Retired		

H. Occupation of employed students (percentage):

1. Professional, technical and kindred workers _____
2. Farmers and farm managers _____
3. Managers, officials and proprietors (excluding farm) _____
4. Clerical and kindred workers _____
5. Sales workers _____
6. Craftsmen, formen and kindred workers _____
7. Operatives and kindred workers (not elsewhere classified) _____
8. Private household workers _____
9. Service workers (excluding private households) _____
10. Farm laborers and foremen _____
11. Laborers except farm and mine _____

I. Residence of students (percentage):

1. Non-residents of the school district _____
2. Residents of the school district _____

J. Student experience in adult education (percentage):

1. Have attended any adult education program previously _____
2. Have attended your adult school previously _____
3. Have attended your regular day public school previously _____

III. PROGRAM.

A. How many terms or semesters were there in adult programs for summer, 1967 through spring, 1968? _____ Check each month in which a program operated:

____ June	____ September	____ December	____ March
____ July	____ October	____ January	____ April
____ August	____ November	____ February	____ May

B. Total number of adult courses per year _____ Total enrollments per year _____

In 1967-68	Number	Enrollment
1. Graduate credit courses		
2. College credit courses		
3. High school credit courses		
4. Elementary credit courses		
5. Non-credit regular courses		
6. Lecture series		
7. Seminars, discussion groups		

	Number	Enrollment
8. Other groups (specify clubs, tours, etc.)		
_____		
_____		
_____		
_____		
_____		

C. How long do your regular classes meet?

1. Average number of weeks per class _____ minimum number of weeks _____
   maximum number of weeks _____
2. Average number of hours per class per week _____
   minimum number of hours per week _____ maximum number of hours _____

D. When are programs offered?

1. Number of nights per week _____ Number of courses offered _____
2. Number of mornings per week _____ Number of courses offered _____
3. Number of afternoons per week _____ Number of courses offered _____
4. Number of weekends per year _____ Number of courses offered _____
5. Other _____ _____ (Describe)

E. Curriculum: please give the number of courses offered in the appropriate spaces. (This list is that used in the Johnstone study, *Volunteers for Learning*.)

	Elem. Credit	H. S. Credit	College Credit	Non-Credit Class	Lecture Series	Seminar Dis'n Groups	Other
1. JOB-RELATED SUBJECTS AND SKILLS							
a. Technical courses: health professions.							
b. Technical courses: all other spheres.							
c. Teacher training courses.							
d. Professional courses: all other.							
e. Business administration, management.							
f. Sales or advertising skills.							
g. Office management.							
h. Office machines (excluding typewriter).							
i. General office skills (incl. typing).							
j. Auto mechanics and other machine skills.							
k. Other skilled trades.							
l. Operative skills.							
m. Service skills in health professions.							
n. Service skills in the protection and security field.							
o. Personal service skills.							
p. All other job-related subjects and skills.							
2. HOBBIES AND RECREATION							
a. Athletic recreations.							
b. Decorative arts and crafts.							
c. Dancing lessons.							
d. Bridge lessons.							
e. Music (performing).							
f. Music (non-performing).							
g. Art (performing).							
h. Art (non-performing).							
i. Technical arts and hobbies.							
j. All other hobbies and recreations.							
3. RELIGION, MORALS, ETHICS							
a. Traditional religious training.							
b. Religion applied to every-day life.							
c. All other subject on religion, morals or ethics.							

	Elem. Credit	H. S. Credit	College Credit	Non-Credit Class	Lecture Series	Seminar Dis'n Groups	Other
4. GENERAL EDUCATION							
a. Foreign languages.							
b. Mathematics or statistics.							
c. English literature or composition.							
d. History (excluding history of religion, art or music).							
e. Sciences.							
f. Psychology.							
g. Social sciences (excluding political science).							
h. Great Books courses.							
i. All other general education subjects.							
5. HOME AND FAMILY LIFE							
a. Sewing or cooking.							
b. Home improvement skills.							
c. Gardening.							
d. Child care.							
e. All other home and family life subjects.							
6. PERSONAL DEVELOPMENT							
a. Physical fitness.							
b. Speed reading.							
c. Dale Carnegie or leadership training courses.							
d. Speech or public speaking.							
e. All other personal development subjects.							
7. CURRENT EVENTS, PUBLIC AFFAIRS AND CITIZENSHIP							
a. General political education (including political science).							
b. Current events.							
c. Courses on communism.							
d. Civil defense.							
e. Americanization and citizenship.							
f. All other public affairs courses.							
8. AGRICULTURE							
a. Farming or market gardening.							
b. All other agricultural topics.							
9. MISCELLANEOUS SUBJECT MATTER							
a. Driver training.							
b. Military science.							
c. Miscellaneous other.							
d. Subject matter not reports or uncodeable (please identify)							

F. Apart from college and high school credit programs, does your system offer planned sequences of courses for adults? ____Yes. ____No. If "yes,"

Subject Area	Number of sequential programs
_____	_____
_____	_____

G. Is a guidance and counselling service available for adults? ____Yes. ____No. If "yes," please describe.

IV. PERSONNEL.

A. The Director.

1. Education:
   a. Bachelor's degree: major _____ minor _____
   b. Master's degree: major _____ minor _____
   c. Doctor's degree: major _____ minor _____
   d. Please list courses taken in adult education:

   e. What further education or training would you like to have?

2. Age
3. Sex
4. Employment record:
   a. Present position if not a full-time adult education director:

   b. Number of years you have held your current position _____.
   c. Positions held previously (please list from the most recent):

Position	Number of years	Location

   d. Have you had any volunteer positions in adult education? If so, please list:

Position	Number of years	Location

   e. What do you expect to be doing in ten years?

   f. Total yearly salary for adult education position: _____
   g. Fringe benefits for adult education position: (please list)

   h. Estimated percentage of total working time spent on adult education job:

   i. Responsibilities in addition to the adult program:

Position or Assignment	Percentage of total working time

5. Planning and Decision-Making:
   a. Who must be consulted before you can develop and offer new courses or programs?
      ____ Superintendent ____ School Committee
      ____ Advisory Committee ____ Principal
      ____ Director of any other Public School Adult Education Program
      ____ Other _____
   b. How often do you report formally to the school committee? _____
   c. How often do you report formally to the superintendent? _____
   d. Procedures used in determining community educational needs which might be met through the adult education program:
      ____ requests from individuals ____ advisory committee recommendations
      ____ requests from organizations ____ student survey
      ____ requests from business, industry ____ community-wide survey
      ____ studying other programs ____ trial and error
      ____ sensing needs from contacts in the community ____ staff recommendations
      ____ other ____ ideas from professional publications
      ____ other _____

B. Administrative Staff

Position	Total Yearly Salary for Adult Education Job	Percentage of Time Spent on Adult Education Job

C. Counselling and Guidance Staff

Position	Total Yearly Salary for Adult Education Job	Percentage of Time Spent on Adult Education Job

D. Other Professional Staff

Position	Total Yearly Salary for Adult Education Job	Percentage of Time Spent on Adult Education Job

E. Clerical and non-professional staff:

Position	Total Yearly Salary for Adult Education Job	Percentage of Time Spent on Adult Education Job

F. Volunteer staff

Position	Average hours per week in Adult Education Job

G. Faculty: Number Full Time _____. Number Part-Time _____. (1967-1968)
   1. What are the criteria for employment of faculty in your adult education program?
      ____ competence in his field ____ ability to work with adults
      ____ certification ____ desire to teach adults
      ____ previous experience in adult education ____ availability
      ____ courses or workshops in adult education ____ letters of recommendation
      ____ other _____

H. Salary paid per teacher:
average per hour _____ or per semester _____
highest per _____ $ _____ lowest per _____ $ _____

I. How many day school teachers of children and youth are employed in your program as adult teachers? _____

J. What professional development program is provided for the faculty? (indicate number where applicable)

	Pre-service	In-service
None		
Personal conferences		
Supplied reading materials		
Institutes, workshops		
Supervision and consultation		
Regular faculty meetings		
Occasional faculty meetings		
Bulletins and newsletters		
Regular courses		
Professional association meetings and activities		
Other _____		

Comments:

V. COMMUNITY RELATIONS

A. Please list other agencies or organizations in your school district which offer adult education classes or programs, and your relations with them.

Agency or Institution	None	Friendly	Cooperative	Competitive

B. Do you formally cooperate or jointly sponsor courses with any other institutions or agencies? _____ Yes. _____ No. If "yes," please describe.

C. 1. Is an Advisory Committee functioning to represent the community in the planning of your courses? _____ Yes. _____ No. If "yes," what organizations are represented? What segments of the community?

2. Is there any Advisory Committee in adult education functioning? _____ Yes. _____ No. If "yes," please describe.

3. Is there a separate advisory committee on:
Adult Vocational Education? _____ Yes. _____ No.
Adult Basic Education? _____ Yes. _____ No.
Manpower Development Training Act Program? _____ Yes. _____ No.
Adult Civic Education? _____ Yes. _____ No.
If "yes" on any or all of these separate advisory committees, please describe.

D. Is a council of adult students now functioning in your program? _____ Yes. _____ No.
If "yes," what are the major functions of this council?

VI. FINANCES: 1967–1968.

A. Income. (Reminder: do include state or federally aided programs which report to a regular unit of the Massachusetts Department of Education)

1. from students Total: $ _____

   a. Average tuition per course $ _____ High $ _____ Low $ _____

   b. Average registration fee $ _____ High $ _____ Low $ _____

   c. Average materials fee for laboratory and shop courses $ _____
      High $ _____ Low $ _____

   d. Other $ _____, Please describe _____

2. from the school budget $ _____

   a. What per cent of this is from Chapter 70 school aid funds? _____

   b. What per cent is directly appropriated by the town or city for general programs in adult education? _____ for special projects? _____

3. from state special grants? $ _____
   (Please describe the projects which are so funded.)

4. from federal special grants $ _____
   (Please describe the projects which are so funded.)

5. from contracts with organizations, industries, institutions? $ _____
   (Please describe.)

6. from other sources? $ _____ (Please describe.) (i.e. reimbursment by any agency)

TOTAL INCOME _____

B. Expenditures. TOTAL EXPENDITURES _____

C. What happens to the difference? If a surplus, where does it go? If a deficit, who makes it up? Can you carry your own balance from one year to another?

D. Does your program offer reduced fees or free tuition to

	Yes	No	If "yes" Number in 1967-68	Cost
Day school teachers or staff				
Adult school teachers or staff				
Veterans				
Handicapped				
Elderly				
Other _____				

E. What is your policy on the refund of fees?

F. Does school policy allow fees to be paid in installments? ____ Yes. ____ No. If so, what proportion do you estimate is lost in service and bad debts? _____.

G. Are scholarships available for adult students? ____Yes. ____No. If so, please describe the policy and dollar amount available during 1967-1968.

H. 1. To what extent do you control the disposition of the total income of the adult program?
_____Complete control. _____Some control. _____No control.

2. If you do not have complete control, who shares control?
_____Superintendent _____Business Manager _____School Committee
_____Other _____

I. What proportion of your program is expected to be self-supporting?

J. Program costs:

1. Is the adult program assessed a portion of the cost of
   a. the director's salary? ____Yes ____No
      if so, what proportion? _____
   b. the director's expenses
      in travel ____Yes ____No
      in attending conferences ____Yes ____No
      in professional memberships ____Yes ____No
      in publications ____Yes ____No
   c. clerical expenses ____Yes ____No
   d. utilities ____Yes ____No
   e. equipment (projectors, typewriters, desks, etc.)
      depreciation ____Yes ____No
      maintenance ____Yes ____No
      purchase (include items purchased jointly by the adult program and another part of the school system ____Yes ____No
      janitorial services ____Yes ____No
      clerical supplies ____Yes ____No

K. Total Budget Allocation (Please report by per cent or dollars for 1967-1968):

1. Remuneration for staff
   a. Professional and administrative staff _____
   b. Clerical staff _____
   c. Teaching staff _____
2. Course materials
   a. Student's materials _____
   b. Teaching materials _____
3. Promotional costs
   a. Brochures _____
   b. Paid advertising _____
   c. Other _____ _____
4. Administrative costs _____
5. Overhead costs _____
6. Other _____ _____

VII. PROMOTION AND ADVERTISING.

A. **Brochure**

1. Number printed in last printing _____ Cost? _____
2. Number distributed _____ By what means? _____
3. Are brochures printed and distributed more than once a year? ____Yes ____No
   Is so, how many times? _____ What is the total cost? _____
4. Do you sell advertising in your brochures? ____Yes ____No
   If so, what is the annual income? _____
   what is the space cost? _____

B. Methods of promotion used:

	Number of times	Cost
1. Radio spot announcements		
2. Television spot announcements		
3. Newspaper advertisements		
4. Newspaper stories		
5. Personal telephone contacts		
6. Billboards		
7. Bus signs		
8. Posters in store windows, etc.		
9. Open house		
10. Postcards or mailed flyers		
11. Other _____		

C. Have you ever used a joint newspaper supplement in cooperation with other school system and/or community programs to present all offerings in the area? ____Yes. ____No.

1. If not, would you be interested in joint promotion? ____Yes ____No
2. If you are interested in joint promotion, what media would you recommend? (Please give title of newspaper, radio station, etc.)

D. Do you have any indication from students of the source of their first information about the adult program? ____Yes. ____No.

1. If so, please check times source has been mentioned:
   a. Newspaper stories or advertising _____
   b. Brochures _____
   c. Word of mouth _____
   d. Posters _____
   e. Organizational contacts _____
   f. Radio/TV spot announcements _____
   g. Other _____ _____

VIII. FACILITIES.

A. Use of facilities

	No. Rooms Used	Hours per Week
1. High school		
2. Junior high school		
3. Junior college-college		
4. Other public buildings _____		
5. Voluntary organizations		
6. Industry/ business		
7. Other _____		

B. Were any of these facilities designed for adult education? ____Yes ____No
If so, which ones?

C. Do any of these facilities contain

	Yes (how many)	No
a. Closed circuit television		
b. Open circuit television		
c. Computer assisted instruction		
d. Learning labs/programmed centers		
e. Libraries for adult students		
f. Adult referral and resource centers		
g. Coffee facilities		
h. Smoking areas or no smoking restrictions		
i. Listening centers/language labs		
j. Other _____		

IX. MATERIALS AND EQUIPMENT.

	Yes	No
A. Access to regular school equipment		
B. Programmed materials		
C. Adult texts and workbooks		
D. Videotapes		
E. Audiotapes		
F. Film library		
G. Adult program tools and machines		
H. Adult program equipment such as looms, kilns, stoves, etc.		
I. Adult program graphic arts equipment; recording equipment		
J. Other _____		

X. EVALUATION.

A. Do students routinely fill out evaluation forms on:

	Yes	No
1. individual courses		
2. instructors		
3. total program		

B. Is a representative group of students engaged in the regular evaluation of the program?
_____Yes _____No

C. Is a system used to obtain evaluations of teachers concerning the program? _____Yes _____No
If so, please describe.

D. When was the community last surveyed to obtain its evaluation of the adult program?

E. Who developes the evaluation forms?

1. Director and his staff
2. Director and teachers
3. Teachers
4. Teachers and students
5. Students
6. Director, teachers, students

F. What is done with the completed evaluation forms or reports?

XI. IN CONCLUSION.

A. What are the three most important problems facing your adult education program?

1.

2.

3.

B. What programs/activities have you tried to start which have not been possible? Why?

1.

2.

3.

C. What new programs would you like to initiate? What problems do you anticipated in beginning such new programs?

D. What new courses or programs do you plan to initiate in the fall of 1968?

E. In what major ways has the adult education program in your school system changed since it was established?

F. What major changes do you expect to take place in adult education at your school in the next ten years?

G. What kinds of help would you like in developing your program

1. from the state Department of Education?

2. from state associations for adult education?

3. from institutions of higher education?

4. from other sources? (specify)

H. Other information or comments.

AND FINALLY, PLEASE FIND A RED PENCIL AND CHECK BACK OVER YOUR ANSWERS. Have you answered every question as accurately as possible? In checking back, PLEASE PUT A RED CHECKMARK BY EVERY PERCENTAGE YOU HAVE GUESSTIMATED: we will assume all others are based on accurate figures.

THANK YOU! The final report from all school systems will go to the Massachusetts Advisory Council on Education, the Board of Education, the Board of Higher Education, and other appropriate agencies. You will receive a copy in the fall of 1968.

APPENDIX E

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