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AUTHOR Levin, Melvin R.; Slavet, Joseph S.
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ABSTRACT

Varying needs, largely unmet, were found in the provision of adult education throughout Massachusetts, and recommendations were formulated for an articulated and adequate program. Low priority, weak centers of leadership, and a limited and confused mandate emerged as major obstacles to effectiveness. It was found that, on the basis of accepted cost benefit criteria, continuing education programs tend to cost relatively little and pay off rather well. Moreover, the potential market for basic education, high school equivalency, citizenship education, occupational training, staff training and career development for government personnel, and other forms of continuing education far exceeded current levels of activity. A policy declaration was suggested, followed by guidelines for program planning and student recruitment, administrative and organizational changes (including creation of a new division), steps to strengthen the statewide continuing education system, a network of public relations officers, inservice and other training for state employees, and scholarships for continuing higher education. (Full report is available from Raytheon Education Company, D.C. Heath and Company, 475 South Dean St., Englewood, N.J. 07631) (LY)

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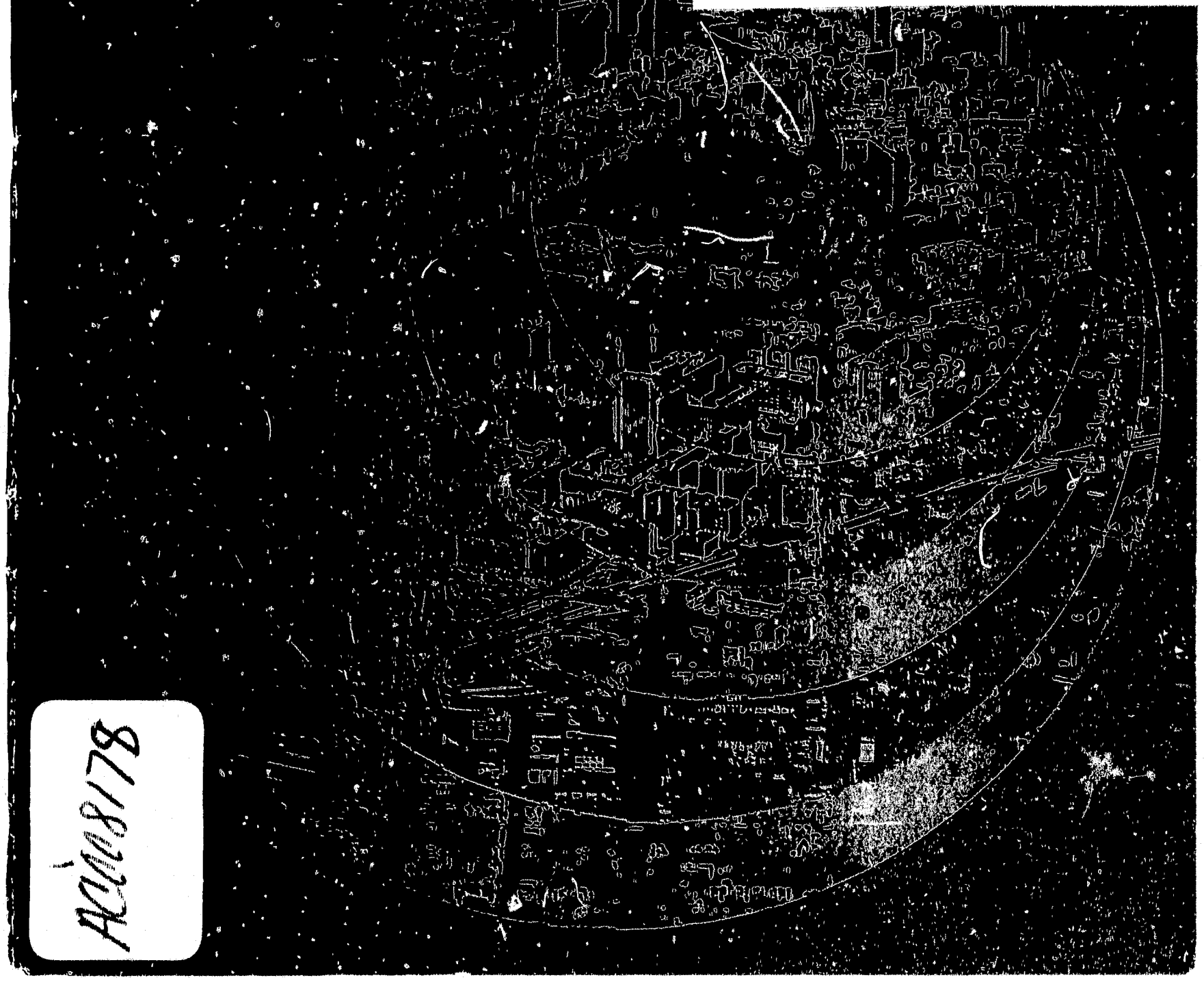

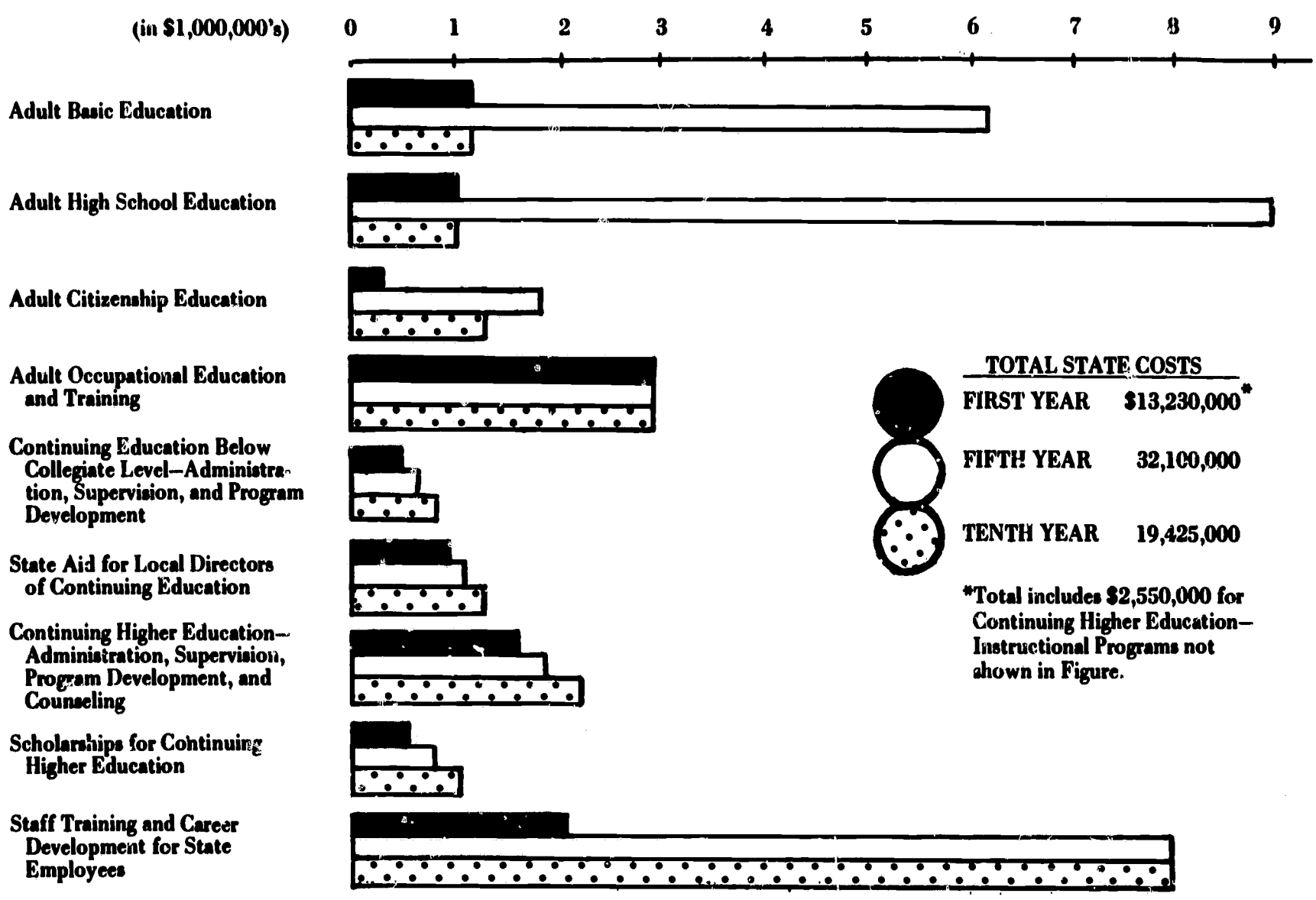

SUMMARY OF INCREASED STATE COSTS FOR PROPOSED PROGRAMS OF CONTINUING EDUCATION

Continuing Education in Massachusetts: State Programs for the Seventies

Melvin R. Levin and
Joseph S. Slavet

Boston University
Urban Institute
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A Summary of a Report prepared for the
MASSACHUSETTS ADVISORY COUNCIL
ON EDUCATION

PREFACE

Society as it expresses itself in Massachusetts is ambivalent concerning its responsibility for the continuing education of adults. The large majority of our children are educated in free public elementary and secondary schools, and the balance between public and private higher education is shifting rapidly toward a preponderance of state supported state education. But society has mandated few adult education programs. Most adults receive no formal adult education; most adults who do benefit from formal programs receive those benefits from business and industry; most adults receive their education part time; most adult education outside of industry is paid for wholly by the adults themselves. In fact some higher education institutions make a "profit" from their part-time programs which they apply to their full-time programs, particularly graduate programs and community services. Moreover, the state government has no concerted program to upgrade the abilities and services of the more than 50,000 state employees and of the additional thousands of town and city employees.

The assumption is widely held that once a person has left full-time schooling and has entered employment, he can and should pay the full cost of his continuing education. The contrary is fact. Those who remain in school through high school and college have excellent prospects for a prosperous productive life, while those who drop out of school or do not go beyond high school hold low paying jobs and can ill afford to pay for part-time adult education which was afforded free or at little cost to those who went to school full time.

In its first year of operation the Advisory Council engaged Dr. Anita L. Martin, Consultant in Adult Education of Weston, Massachusetts to conduct a preliminary survey of adult education offerings in the Commonwealth. She found a minimal level of unrelated adult education offerings and no counseling centers to assist adults to know of and choose the opportunities available to them. As a result the Council resolved to undertake a major investigation of the problems and needs of adult education. To conduct the study it engaged Dr. Melvin R. Levin, Director of Urban Studies of The Urban Institute at Boston University and Mr. Joseph S. Slavet, Director of Community Programs in The Urban Institute. The Council asked these scholars to apply cost-benefit measures to the problem. The result of that investigation and its recommendations constitute the following report. The authors present a clear picture of varying needs largely unmet and recommendations for mounting an articulated and sufficient program over the next few years. On behalf of the members of the Advisory Council on Education and the Legislators who created it and give it funds, I present these findings and recommendations to the education boards and agencies, to the Legislature, and to the people. Social justice and enlightened self-interest demand an early, concerted and large effort to care for the education needs of our adults.

Dr. William C. Gaige
Director of Research
Advisory Council on Education

CONTINUING EDUCATION IN MASSACHUSETTS: STATE PROGRAMS FOR THE SEVENTIES

PATTERNS AND PROBLEMS

For at least a generation, the persistent neglect of continuing education[1]—part-time schooling for adults—has made it one of the few remaining orphans in the educational spectrum. A former principal role, providing compensatory and citizenship education for foreign born, non-English speaking adults, has declined in importance (although recent changes in immigration legislation have revived the need for such training); once a major activity, agricultural extension for a relatively small and diminishing farm population is of declining interest. More surprisingly, until the early 1960's, the vocational education needs of adults received scant attention. Despite the poverty and manpower programs of the 1960's, however, continuing education still occupies a secondary or tertiary place in the educational priorities of most states.

There has been increasing interest in new approaches to continuing education in Massachusetts as elsewhere in the nation in recent years because of two unrelated developments. The first was the rediscovery in the late 1960's of the festering problems of poverty and racial discrimination. This recognition has resulted in a growing emphasis on the need for compensatory education and training for disadvantaged youth and adults, including parent education, consumer education and other activities designed to assist disadvantaged adults to adjust to complex urban life. Increasing concern for the employment problems of the disadvantaged has therefore given fresh impetus to a traditional function since, in one form or another, low cost, part-time schooling for poor adults has been a primary thrust in education programs in the United States and foreign countries for at least a century.

As is often the case, the persons most in need of assistance are less likely to take full advantage of existing programs than the better educated and moderately affluent. It is not surprising that in 1969 only an estimated 5 percent of Massachusetts' 4 million adults aged 18-64 were enrolled in any kind of continuing education program.

A second area of change in continuing education represents a response to the increasing technological sophistication of American society. This is reflected in the recognition of the necessity for continuous sharpening of vocational and technical skills. It has been suggested, for example, that most new entrants to the labor force may have to learn an entirely new skill three or four times in the course of a working lifetime. As the labor force becomes increasingly directed

toward white collar occupations, the career pattern of professionals and academicians, which traditionally blends work and continuing education, is becoming a prototype for an increasing number of jobs in a fast-changing society.

Even from a narrow occupational standpoint, education is becoming recognized as a lifelong process in which formal diploma and degree courses represent a stage rather than a terminus. Education and training continuing beyond the full time day school has become a necessity. Taking into account all of its other aspects—cultural, avocational activities and so on—there is a surging growth in continuing education which has led to predictions that, by the turn of the century, it will be one of the nation's biggest businesses.

At present, there is much disagreement over the objectives and content of continuing education and charges of program irrelevancy are not only frequent but are apparently justified. Partly because education is dominated by concepts and approaches designed for the young, continuing education has displayed an infuriating tendency to treat pragmatic, problem-centered adult students like dependent children. Up to the present, educators have found it difficult to design curricula and teaching techniques suitable for the special requirements of adult audiences. This deficiency may be attributed to the fact that continuing education is offered as a major field of study in only a relative handful of university schools of education. This seems to be changing, however. One authority in the field, Malcolm Knowles, predicts that continuing education will emerge as:

> the largest and most significant dimension of our national educational enterprise. . . The size of the adult student body would grow to be at least twice the size of the youth student body in numbers and probably of about equal size in volume of attendance hours.[2]

The Massachusetts Advisory Council on Education, a state agency created in 1965 as one of the major recommendations of the Willis-Harrington study to provide research and guidance for public education in Massachusetts, recognized the need for an intensive examination of state operations in continuing education and contracted with Dr. Levin and Mr. Slavet of Boston University to conduct a one-year study. The study had as its principal objective the design of an effective state role in the field of continuing education. The first step was to determine the parameters, specifically the areas of concentration.

BASIC DEFINITIONS, FUNCTIONS AND PROBLEMS

Continuing education embraces seven major functions. These include:

(1) *Adult Basic Education* (ABE), which includes programs for persons with less than the equivalent of an eighth grade education.

(2) *High School Equivalency,* which provides education from the completion of the eighth grade level up through high school.

(3) *Adult Civic Education* (ACE), which is designed to prepare aliens for U.S. citizenship, and may, in addition, include ABE and high school equivalency education.

(4) *Occupational Training,* which includes pre-employment and skill training and occupational upgrading. For disadvantaged adults this usually includes ABE and possibly high school equivalency education.

(5) *Avocational and Cultural Education,* which covers leisure time instruction. Largely because of more pressing priorities in other areas of continuing education, this area has received little attention in this study.

(6) *Staff Training and Career Development of State Officials and Employees,* a critical, neglected area which has not normally been included under the continuing education umbrella, but is considered sufficiently important and relevant to be accorded high priority.

(7) *Citizen-Client Education,* which refers to the educational responsibilities which all state agencies have for informing and educating the public about agency goals and problems. It also concerns agency responsibility for developing and implementing education and communication techniques to be used as strategies for achieving agency goals.

The bare recital of the major components of continuing education is enough to suggest that it can and indeed must play a vital part in a number of critical areas, particularly in poverty programs, manpower training and career development of state employees. But recognition of a great potential is a long way

from design and implementation of an effective program. Summarized below are the three major obstacles to bridging the gaps between needs, proposals, programs and delivery of services.

(1) *Low Priority.* The relatively modest effort which Massachusetts is making in continuing education means that the state can only make a minor contribution to the solution of major human resource development problems. While there are encouraging exceptions among agencies and programs, far too little talent and money is being devoted to such areas as adult literacy, manpower training and the training and career development of state employees. These limitations would not be so serious were it not for the fact that federal assistance in continuing education falls far short of the resources required to meet critical needs.

(2) *Weak Centers of Leadership.* The diffusion of responsibility and modest commitment prevalent in the Commonwealth are closely associated with a lack of strong prestigious leadership. The weaknesses in state centers of leadership and guidance faithfully reflect the tertiary priority which Massachusetts gives to the continuing education function. Compared to the budgeting and programming for other branches of public education, continuing education is only an afterthought. Education for adults receives scant attention both in public schools and in institutions of higher learning.

(3) *Limited and Confused Mandate.* There is a stark contrast between the narrow limitations of Massachusetts efforts in public continuing education and demonstrable needs. Massachusetts will continue to lag behind unless it increases its budgetary commitment and revises its staffing patterns and its administrative structures. In addition, there is a need for clearer jurisdictional lines and, in particular, a greatly strengthened capability in program leadership, planning and technical assistance.

As long as energetic public and legislative attention and talented educational leadership are channeled almost exclusively in the direction of programs for children and adults enrolled as full time day students, public continuing education in Massachusetts will not only fail to catch up with the growing backlog of needs in all major continuing education functions, but will reinforce an unfair pattern of discrimination which seriously handicaps a large segment of the state's adult population. With these problems in mind, two questions may well be

raised: (1) should public continuing education receive more emphasis as a function of state government? And if this is the case, (2) which continuing education components should receive priority?

COST-BENEFIT ANALYSIS AND CONTINUING EDUCATION

Cost-benefit analysis is generally defined as a measurement technique in which total costs of a given project or program are compared with probable total benefits. When used to evaluate the effectiveness or value of programs of continuing education, several factors point to the considerable benefit from investment in these programs.

(1) Continuing education can have substantial benefits by capitalizing on past educational experience. It must be viewed as an essential stage in a continuing process of education in which the rewards for each additional stage tend to be increasingly larger than the previous increment of investment. The payoff from additional education beyond the high school level seems to be particularly pronounced.

(2) In comparing investments in public continuing education with allocations for other types of schooling, foregone earnings must be considered. If a young person were not attending high school or college, he would presumably be employed; in effect, he gives up the opportunity for such earnings in favor of attending school. However, in the case of most types of continuing education, there is no interruption in the flow of earnings and in some newer programs the act of initiating a course of work-training generates a flow of earnings—and taxes. Moreover, there is an obvious advantage from the standpoint of the student. No lost "opportunity costs" are normally involved because he is not giving up opportunities for employment while he is continuing his education.

(3) Continuing education makes fuller use of existing facilities rather than requiring large capital outlays as is the case with other types of education.

(4) Some form of continuing education, in a sense, can be viewed as a necessity to protect the large previous investment in the student's education. Since the pace of technological change is accelerating and the future is unpredictable, the recent graduate embarks on his career with a store of accumulated knowledge which is certain to become partially obsolescent fairly quickly.

(5) Continuing education may provide the missing diploma, license or certificate which has become increasingly necessary for entry and/or advancement. In many instances, it is the key that opens the essential lock. This may be

particularly true of the disadvantaged who, by reason of a lack of motivation or environmental and family circumstances, failed as children and adolescents to take full advantage of elementary and secondary schooling. Grown to maturity perhaps with military service and a few years of distasteful menial labor and periods of joblessness behind them, with the help of life experience the adult may have developed the incentive and wider horizons necessary to profit from education and training useful to his needs.

(6) Assuming that one of the principal functions of continuing education is the alleviation of poverty problems through such activities as remedial education and high school equivalency education, federal programs offer the possibility of doing more with relatively little additional expense. Therefore, from the standpoint of state policy, one dimension of the cost-benefit approach relates to attacking as many state and local problems as possible with maximum use of federal funds, using scarce state funds for non-federally aided programs only when absolutely necessary. It is the responsibility of the state, however, to ensure that the educational and training needs of its adult residents are met regardless of the availability of federal assistance. As a guiding principle continuing programs should be designed on the basis of need rather than in response to the stimulus of federal grants-in-aid.

(7) In the area of citizen-client education considerable payoffs can be noted in such programs as driver safety education, conservation education, and air and water pollution. From the viewpoint of policy formulation in public education, it should be made clear that public agency information and education programs, including student guidance, can yield substantial monetary benefits in addition to achieving broader social goals.

Adult Basic Education and High School Equivalency—
A Cost-Benefit Analysis

The earnings gap between the ill-educated and the well-educated seems to be widening. The estimated lifetime earnings differential between elementary school graduates and high school graduates was just under $75,000 in 1956 but had widened to over $90,000 in 1966. There is a clear-cut implication for continuing education, especially for adult basic education and high school equivalency programs, in these enormous earnings differentials.

TABLE 1

MEAN INCOME IN 1966 OF MEN 25 YEARS OLD AND OVER, AND ESTIMATED LIFETIME INCOME FOR MEN BY YEARS OF SCHOOL COMPLETED, FOR THE UNITED STATES

	Annual Earnings	Annual Differential	Lifetime Earnings	Lifetime Differential
Elementary				
Less than 8 years	$3,520	$1,347	$188,659	$57,866
8 years	$4,867		$246,525	
High School				
1 to 3 years	$6,294	$1,200	$283,718	$56,802
4 years	$7,494		$340,520	

SOURCE: Tables A and F, Current Population Reports Series P-60, No. 56, August 14, 1968, Annual Mean Income, Lifetime Income, and Educational Attainment of Men in the United States, For Selected Years, 1956 to 1966. U.S. Department of Commerce, Bureau of the Census.

The dollar costs and benefits allocatable to elementary and high school programs for adults can be considered under two headings. First, from the standpoint of the individual, the out-of-pocket costs are extremely small—amounting to zero in the case of adult basic education and a maximum of $10 in the case of high school equivalency.[3] The only personal costs which can be included in this column come under the heading of "psychic" losses through a reduction in leisure time. Second, a part-time investment which requires little more than persistence cannot only be anticipated to bring in a substantial immediate gain in annual income and a long-term increase in life-time earnings, but it also opens up options for further education, training, promotion and pay increases.

The principal governmental gains, on the other hand, come under the category of improved social stability and social justice, but there are also major monetary advantages. Adult basic education costs per trainee are estimated to run between $400 and $700 through completion and high school completion education is roughly the same.[4] The federal share of these costs runs up to 90% for adult basic education. In contrast, except for persons who qualify under the poverty program or related manpower programs, additional high school education is financed from state and local revenue sources. Simply through higher income taxes alone, the federal outlay would be recovered fairly rapidly.

The computations at the state level are somewhat different. As has been indicated, the annual state expenditure in adult basic education is currently small, totaling just under $300,000 for adult basic education and adult civic education. In the case of high school training, the cost to the state is minimal—evening high school programs are financed by municipalities or, in the case of high school level courses offered by the State Bureau of Adult Education and Extended Services, the cost of instruction is fully covered by fees, with the exception of veterans and other exempt students. In this case, the benefits to the state are almost unrestricted except for minimal supervisory and administrative costs.

Assuming a $1,300 annual increase in earnings at the $5,000-$6,000 income level and a recovery through income and excise taxes of about $50-$80 annually per completed trainee, the state would recapture its modest outlay even more quickly than the federal government. In the case of adult basic education, state recovery via taxation might require two to five years. The gains from high school completion would be immediate and almost total so far as the state government is concerned.

Conclusions

On the basis of accepted cost-benefit criteria, continuing education programs tend to cost relatively little and pay off rather well. The emphasis on monetary returns from public outlays must not be permitted to obscure other issues in continuing education, however, which go to the heart of the values of American society. Progress toward racial equality, the reduction of economic and social disparities, the quality of governmental services, and perhaps the strengthening of a frayed social fabric are closely linked to various aspects of continuing education. Cost-benefit and related techniques can be extremely helpful in choosing between program alternatives and in upgrading government operations, but there is more to public policy than the simple rules of the marketplace.

If the well-being of society—including the next generation—is truly taken into account, there can be little dispute that increased efforts in the field of continuing education can play a vital role not only in terms of cash payout but also in achieving goals—some of which may require more investment than they are likely to return in quantifiable "profits."

THE MARKET AND DEMAND FOR CONTINUING EDUCATION

In almost every major area the potential market for continuing education in Massachusetts is vast by comparison with current levels of activity. Moreover, the market for continuing education and training in all of its diverse forms is as flexible and as variable as the state's own goals and priorities for such training.

Markets should be visualized as functions of objectives and policies; in reality programs tend to generate markets and are not simple responses to demonstrable demand. It may be helpful to visualize the potential demand for continuing education as an "expanding universe."

The word "universe" is used frequently in continuing education to identify that portion of the population which is already, or depending on public policy, could become a target for the various types of continuing education programs delineated in this study. Originally, this universe consisted of a small portion of the state's population served by traditional programs of citizenship education, basic education and occupational skill training, but it has grown into a network of continuing education activities serving a wide variety of interests and markets involving many segments of the state's adult population. With the rapid upgrading in recent years of standards for education, job skills and the quality of public services, existing and potential markets for continuing education are growing at an accelerating pace.

Continuing education in its broadest sense is identified as any form of learning undertaken by or provided for persons who have completed their formal full-time education. Under this definition, quantification is a singularly difficult task since continuing education can be said to begin where formal childhood education leaves off, and continues virtually to the grave. For the illiterate and the high school dropout the need for continuing education can begin as early as late adolescence. At the lower end of the spectrum, adult basic education is a prerequisite to vocational and skill training. For the high school dropout and the high school graduate alike, continuing education is associated most closely with an improvement in learning power aimed directly at satisfying changing job requirements. Adults enroll in continuing education from their early twenties through their retirement years.

I. Traditional Programs

Adult basic education represents a large potential market for state intervention partly because of the migration to Massachusetts of poorly educated persons from other parts of the nation, because of the large backlog of foreign-born residents with little formal education, and also because a significant proportion of its adolescents fail to complete school or do not manage to acquire adequate educational skills while enrolled in school. It is estimated that, depending on definition, Massachusetts contains between 600,000 and 700,000 functional illiterates who need basic education before they are eligible to seek any but the most menial types of occupation.

High school equivalency education. Based on the level of educational attainment, Massachusetts is a leader among the states. Half of the state's population over 25 years of age in 1960 had completed more than 11.6 years of schooling. However, 53%, representing 1.6 million adults, have not completed high school. If an exception is made for those who have not gone beyond the 8th grade and the elderly, the market for high school equivalency education can be estimated at some 500,000 persons who have completed grade school and are probably young enough to be motivated to obtain a high school diploma or equivalency certificate.

Citizenship education, long a stalwart of the continuing education movement, lacks the vigor that it had during the early part of this century when large scale migration from non-English speaking countries was at its peak. During the past 40 years immigrants have been fewer in number and, until recently, were more apt to have some English skills. Recent changes in immigration legislation have increased the annual number of immigrants to Massachusetts at about 20,000 and allocated larger immigration quotas to non-English speaking nations. At present there are about 150,000 aliens residing in Massachusetts. Consequently, there is a substantial and growing market in citizenship education where more effective state action is needed.

Occupational training for adults has become a critical component of national economic and manpower policy. In part, this focus relates to the accelerating pace of technological change which is generating sweeping revisions in manpower needs and standards. It is also linked to the growing sensitivity to making the chronically unemployed employable through training and to upgrading the subemployed population. Most adults participate in some kind of occupational training at some time during their lifetime, but special emphasis should be given to training young persons (high school dropouts or graduates), older persons, the handicapped and prison inmates.

Avocational education is one of the most difficult markets to identify and serve. Increased leisure and affluence have broadened the potential market for this type of education. The state has already begun to establish a role for itself through courses at the community colleges, education for outdoor recreation and programs of the new Council on the Arts and Humanities, but has yet to realize its full potential for leadership in this area.

II. Staff Training and Career Development for Government Personnel

State and local government personnel represent a sizable well-defined market and also one of the areas where there is an urgent need for state action. State employment totalled 49,000 persons in 1966 while local government employment was 164,000. The chronic weakness in the staff capability of state and

local government relates mostly to the recruitment, retention and upgrading of competent personnel. Aside from the practical value of in-service training at all levels, including benefits to both employees and agencies, progressive in-service training programs have become one of the most significant factors in attracting and retaining qualified persons in government employment.

III. Citizen-Client Education

The market for programs of citizen-client education includes the entire state population and in some cases the market extends well beyond the state's borders. Markets can be specialized, such as in driver safety education, or be directed at all adults, as in the case of environmental education.

CONTINUING EDUCATION: A PROGRAM FOR THE SEVENTIES

An examination of continuing education in Massachusetts has revealed patterns, problems and potentials which can be duplicated in most urban states. In Massachusetts, as elsewhere, continuing education is treated as a neglected orphan which understandably falls far short of its great promise in meeting critical needs. The difficulty is that continuing education seems to fall in between the interstices of power; unlike elementary and secondary education, vocational education and higher education, continuing education suffers from the fact that its outside constituencies tend to be weak and that it cannot rely on strong internal support within the governmental bureaucracy.

The recommendations in this report call for significant commitment by the Commonwealth of Massachusetts to a balanced program of continuing education designed to enable the state to cope with a growing backlog of neglected needs in the education and training of adults and to equalize the educational opportunities offered to adults with those available to children. These are minimal objectives. The recommended priorities have been selected with a view toward allocating limited state financial resources to programs which are likely to result in higher personal and family incomes, a portion of which will be returned to the state in higher tax revenues, reduced dependency costs, and improved services. These recommendations also recognize the importance and desirability of flexibility to serve demands and needs which can fluctuate considerably. In addition, the recommendations would go a long way toward translating into reality the state goal of equal opportunity for all by providing a second chance to adults to fulfill their potential. The social consequences of continuing education are particularly important to the disadvantaged segments of the population, many of whom require specially designed opportunities for adult education and training.

The total cost of the proposed programs for all areas of continuing education would increase from an estimated $30 million a year to a peak year expenditure of about $62 million and declining to $49 million by the tenth year.

RECOMMENDATIONS

A. Declaration of Policy

The Governor should issue a declaration of policy with respect to continuing education for adults which should be incorporated in the preambles of implementing legislation and which embodies the following major principles:

1. Extending the right of free public education through the high school level, now effectively limited to children and adolescents enrolled in public elementary and secondary schools, to all adults regardless of age.

2. Extending the principle of minimum-cost post-secondary education and training to adults by equalizing tuition rates at public institutions of higher education for part-time undergraduate students with tuition rates for full-time students; in addition the present system of state-supported scholarships, now limited in practice to full-time, day school students, should be extended to adults enrolled in part-time post-secondary education. No qualified adult should be barred from taking advantage of continuing higher education opportunities because of financial need.

3. As part of a broader commitment for improving the quality of state service as well as the effectiveness and efficiency of state employees, extending the principle of staff training and career development for state employees by expanding into a comprehensive program the present limited activities in this critical area of continuing education.

The declaration of policy should incorporate specific program targets to be achieved over specific periods of time. Both the targets and the programs should be reviewed annually by the Governor and Legislature and appropriate revisions made as required and disseminated in a public report.

B. Program Recommendations

To translate the declaration of policy into reality, the following program recommendations, based in large measure on the markets and needs identified in the previous chapter, should be put into effect. (The estimated costs of these programs are based on 1969 price levels; allowances have not been made for future price changes.)

1. *Adult Basic Education*

During the next ten years, a minimum of 250,000 persons of the estimated 600,000 to 700,000 in the state with less than an eighth grade education should be enrolled in programs of elementary level instruction in the skills of reading, writing and speaking English and arithmetic with subject matter drawn from the fields of civic education, health practices, consumer education, human relations and family and home life. Priority in recruitment should be given to persons 18-44 years of age who are unemployed, underemployed, public assistance recipients and heads of households, and the program should be concentrated in those communities with relatively large numbers and proportions of adult residents in these groups. The priority pools for enrollees in the expanded program of basic education include the more than 30,000 unemployed adults with less than eight grades of formal schooling, the estimated 200,000 among the underemployed with less than an eighth grade education and the estimated 120,000 adults from families with incomes below the $3,000 poverty threshold.

The number of enrollees should be increased in the first year under the expanded program to about 15,000. This would be an increase in enrollment of some 6,000 over the estimated 1969 total of 9,000 participants enrolled in adult basic education programs in Massachusetts, a total which includes those attending adult basic education components of a variety of federally assisted training and employment programs. It is further recommended that the proposed first-year enrollment be expanded gradually within five years to a peak total of 40,000 after which it would decline slowly and level off at 15,000 by the end of the 10-year period. During the second five-year period, the state would gradually shift resources from basic education to more advanced programs of continuing education.

The cost to the state of the first-year stage of this program for an enrollment of 15,000 older youth and adults would be about $1.2 million, assuming that federal assistance for existing programs of adult basic education remain at their present levels. At its peak, the expanded program would represent an increase in cost of $6.2 million and decrease by the end of the 10-year period to the first year level.

A new Bureau of Continuing Basic Education in a proposed Bureau of Continuing Education in the State Department of Education should provide the statewide leadership and guidance for expanding adult level education along the lines recommended in the above blueprint. Public and private agencies conducting adult basic education projects with state funds should use appropriate outreach techniques to attract previously neglected elements of the population. Some of these techniques—storefront facilities in target neighborhoods, the use of indigenous aides and other subprofessionals for door-to-door recruitment, and continued counseling and other supportive services—have proved effective in anti-poverty programs.

2. *Adult High School Education*

During the next ten years, a minimum of 300,000 persons of the estimated 1,300,000 in the state over 17 years of age with between eight and twelve years of education should be enrolled in programs of high school level instruction with a high school diploma as the goal or with successful passing of high school equivalency examinations as the objective for the enrollees.

The recommended target of 300,000 adults in high school education over a ten-year period is reasonable. It should be drawn from an existing pool of about 500,000 persons with nine to eleven years of schooling, to which must be added 150,000-200,000 high school dropouts during the next ten years. However, it does not include persons over 50 years of age in this educational category, most of whom are not likely to be attracted to a high school education program. On the other hand, a significant but unknown proportion of persons completing the adult basic education program must also be considered part of the market for high school education.

The number of adults receiving high school diplomas or equivalency certificates should be increased during the first year of the recommended expanded program from the present level of 3,000-5,000 to 10,000, which would represent an approximate doubling of the effort supported by the state. It is further recommended that the proposed first-year completion rate be expanded gradually within five years to a peak total of 50,000 after which the completion rate of diplomas and/or equivalency certificates would decline slowly and level off at 15,000 by the end of the 10-year period.

The cost to the state of the first-year stage of this program for increasing the number of adults who pass high school equivalency examinations up to 10,000 would be about $1,000,000. At its peak of 50,000, the expanded program would increase in annual cost to $9,000,000, but the total should decrease as the backlog diminishes. By the end of the 10-year period, the annual cost should decline to the first-year level.

As part of the broadening of state responsibility for high school level education of adults, the present system of course fees, covering courses offered by the State Bureau of Adult Education and Extended Services and which now range from $7 to $26 depending upon the number of sessions, should be eliminated. Students should be charged only for registration ($1.00) and for high school equivalency applications and examinations.

3. *Adult Citizenship Education*

Total enrollments in adult civic education should be increased from the present annual total of just over 6,000 to a new target of just over 8,000. The annual enrollment should thereafter be gradually expanded to reach a peak of 20,000 by the fifth year after which it would decline to a level-off total of about 15,000.

The cost to the state of the increase in enrollment from about 6,000 to 8,000 in adult citizenship education during the first year under the recommended program expansion will be an additional $250,000. For the peak enrollment during the fifth year, the annual cost will rise by about $1,750,000. The annual increase in cost for the expanded program at its levelled off rate of 15,000 enrollees per year is estimated at $1,125,000.

A new Bureau of Special Continuing Education in the proposed Division of Continuing Education of the State Department of Education would absorb the activities of the present Division of Immigration and Americanization and assume responsibility for the recommended expansion of adult citizenship education.

4. *Adult Occupational Training*

The state should significantly expand the range of opportunities which are currently available in pre-employment training, retraining and occupational upgrading mainly under a variety of federally subsidized programs which focus for the most part on the unemployed and underemployed disadvantaged population. This expansion should be in the form of a state commitment to supplement existing public and private programs of occupational training. The state should fund that portion of the state's training needs which have been designated in the annual Massachusetts Comprehensive Manpower Plan as needs which cannot be met from funds available to the state under the 1) Manpower Development and Training Act, 2) the Vocation Education Act, 3) other federal legislation, and 4) training not meeting the criteria of federal aid programs.

One recommended priority area for this new state program should be to stimulate a significant increase in the number of apprentices in Massachusetts. An initial target for the State Bureau of Apprentice Training should be a doubling of the present total of 6,100 registered apprentices within a three-year period. The expansion of apprenticeship training should be made in occupations where economic growth, technological changes and replacement for natural causes indicate continuing shortages of skilled craftsmen. Particular attention should be given in this expanded apprentice training program to increasing the relatively low number and low proportion of Negro apprentices. To this end state funds should also be used for aggressive outreach activities to stimulate the interest of Negro youth, who either lack information about apprenticeship or do not consider it a realistic goal. In addition, tutorial assistance should be provided to applicants for apprenticeship to help them in passing the qualifying examinations.

In addition, two other target populations—prison inmates and older workers—should receive priority for training in view of

the limited numbers from these groups being trained under federally assisted programs. There are an average of over 5,000 inmates in state and county correctional institutions in Massachusetts. Appropriate education and training to equip these persons for decent jobs when they return to society is an indispensable component of a modern program of correctional rehabilitation. Although all the recommendations of the Sub-Committee on Education of the Governor's Task Force on Correctional Industries deserve implementation, two suggestions should be given particular priority.

1. Through joint arrangements of the State Department of Correction and the Board of Regional Community Colleges, designated regional community colleges should provide the leadership for developing broad-gauged educational and training programs for correctional institutions in their areas of interest and for providing the instructors and other educational resources as required to carry out correctional institutional educational and training objectives. These arrangements should include joint appointments by the State Department of Correction and the cooperating regional community colleges of qualified persons to direct the planning and conduct of inmate education and training programs and correctional staff training programs.

2. Provisions of the law governing "work release" or "day work programs" in state and county correctional institutions should be broadened to cover release time for training and education.[5]

Occupational training for older workers, classified as persons 45 years of age and older, is also a relatively neglected area of training because of higher training priorities for lower age groups and by physical and educational handicaps which often accompany and exacerbate occupational handicaps of age and discrimination on the basis of age.

An expanded state program of occupational training should also give serious consideration to supplementary funding of two program approaches which have been receiving greater priority as federally assisted manpower strategies: 1) the manpower training skills center and 2) the Work Incentive Program.

Manpower training skills centers are self-contained, separately administered facilities offering comprehensive programs of educational counseling, basic education, prevocational training, communications skills, work orientation, skill training, and supportive services. They operate during the prime daylight hours and have full-time as well as part-time staff. Only one training facility in Massachusetts qualified under federal standards as an officially designated skills training center. Additional centers are needed, particularly in central locations of disadvantaged urban communities.[6]

The Work Incentive Program (WIN) is a relatively new federally-assisted program of training and supportive services for persons who are receiving assistance under Aid to Families with Dependent Children. The current federal grant of $2.5 million which Massachusetts receives under WIN covers the cost of less than 3,000 trainees. Since the State Department of Public Welfare estimates that there are 13,100 adults classified as high priority prospects for WIN, substantial financing in excess of the available Federal authorization is required to cut more deeply into the backlog of AFDC recipients needing training and to keep up with the growing AFDC caseload.

The annual cost for this recommended state program of adult occupational training is estimated at about $3 million a year and would fluctuate in accordance with the cost of training not otherwise met from non-state funds.[7] An alternative to state funding would be to extend state tax incentives to employers who would accept for training persons who would meet state criteria for persons not trainable without such subsidy.[8]

5. *Strengthening State Administrative Leadership and Capability in Continuing Education Below the Collegiate Level*

The following recommendations represent only one approach to an effective administrative pattern in the field of continuing education. Depending on available staffing and funding, including federal matching programs, other alternatives may seem to be desirable. For this reason, the Office of Planning and Program Coordination (OPPC) in the Executive Office for Administration and Finance, working in close cooperation with the Board of Education and the Board of Higher Education, should review the proposed administrative mechanism. Furthermore, since most of the

program recommendations involve several Secretariats and the proposals for staff training and career development affect all nine super-agencies to be established under the state reorganization plan, it is appropriate that OPPC use the report as a working document in implementation activities which cut across the entire spectrum of state government.

a. The Legislature should give to the Board of Education clear-cut, unequivocal responsibility for continuing education below the university or college level of adults beyond legal school age, including the approval of standards for all aspects of such education conducted by the local public schools and by private institutions conducting programs with state funds.

b. The Legislature should establish a Commission on Continuing Education within the Board of Education representing state agencies as well as the private sector. This should be a 15 member commission consisting of six persons appointed by the Board of Education, six persons appointed by the Board of Higher Education and three persons each representing and appointed respectively by the Secretary of Human Services, the Secretary of Manpower Affairs and the Secretary of Administration.

A major role of the Commission should be to recommend which state agencies should be assigned the planning and implementation of specific continuing education programs and research tasks. The Commission should also focus its attention on identifying statewide continuing education needs and on recommending goals, priorities, criteria and standards for promulgation by appropriate operating agencies.

c. The Legislature should establish a new Division of Continuing Education (raising it from the present Bureau level) in the Department of Education as a strong center of state leadership for continuing education below the college level thereby demonstrating that the state is committed to equalizing educational opportunities for the adults of Massachusetts with those of its children. It should be headed by an Assistant Commissioner, responsible to the Associate Commissioner of Curriculum and Instruction, who should be a person of outstanding academic and professional credentials in the field of adult education.

In accordance with the principle that the State Department of Education should place primary emphasis on its policy and leadership role, the proposed Division should gradually divest itself and its constituent agencies of direct operating responsibilities for the organization and conduct of all adult classes. These classes may be transferred to local school departments, regional community colleges, state colleges or other appropriate jurisdictions. No fees should be charged for courses below the college level. Current statutory requirements that adult classes be self-supporting should be eliminated. The new Division should concentrate on providing statewide leadership and extending program counseling, consultation and advice in continuing education below the collegiate level. Much of the Division's staff should be assigned to the regional centers of the State Department of Education to work closely with and to assist local school officials responsible for continuing education and related services and representatives of the increasing number of nonprofit and private organizations concerned with the general and special needs of adults, particularly disadvantaged adults.

d. The proposed new Division should be organized into three major bureaus:

(1) The *Bureau of General Continuing Education* should work with local public and private school and agency administrators to assist them in organizing, operating and extending their general programs of continuing education, particularly high school level education or its equivalency for adults.

(2) The *Bureau of Basic Continuing Education* would be assigned responsibilities similar to those of the Bureau of General Continuing Education for literacy, functional literacy and other types of basic education programs for adults.

(3) The *Bureau of Special Continuing Education* would be assigned similar supervisory and counseling responsibilities in specialized areas of continuing education, specialized from the point of view of client groups or subject matter: e.g., civil defense education, citizenship education, correspondence courses below the college level, leisure time and avocational education, special programs for the aging, consumer education, family life education. This Bureau would have particular concern for experimental, demonstration and research programs of continuing education. It would also be

responsible for exercising the state's statutory responsibility for licensing correspondence schools.

The Division of Immigration and Americanization, which is a major source of recruits for English language, citizenship and related adult education programs, should be transferred from the Board of Higher Education to the proposed Bureau of Special Continuing Education in the new Division of Continuing Education. The Legislature should also remove from the Board of Higher Education its unused legal responsibilities for establishing and operating citizenship classes for the foreign-born, thereby eliminating overlapping jurisdiction in this area.

Staff of the Bureau of Adult Education and Extended Services and staff assigned to the adult programs of the Bureau of Civic Education would serve as nuclei for the proposed new Bureaus. Operating responsibility for correspondence courses of college level, legally under jurisdiction of the Board of Higher Education, should be delegated to the University of Massachusetts as part of its continuing education functions. Audio-visual services should be allocated either to the Bureau of Library Extension or retained within the Division of Curriculum and Instruction.

To ensure that the expanded programs of adult basic education, high school level education or its equivalency and citizenship education achieve their prescribed goals both in terms of persons served and of quality, the new State Division of Continuing Education should establish comprehensive criteria to guide its approval of contractual arrangements with appropriate institutions for carrying out these programs. It is recommended that such contracts be made available to private institutions as well as to the local public schools and other public agencies. Division standards for approving applications should extend beyond program components (curriculum, facilities, instructional staff, etc.) and cover organizational capability. Citizen and/or client participation in program planning is also important since the programs should reflect community needs and interests and since low-income residents, who will constitute large proportions of the clients, can make significant contributions to program directions and ideas.

A recent study confirms the general impression that continuing education in the local public schools of most cities and towns in Massachusetts fails to meet reasonable standards in terms of enrolling a significant proportion of the potential market, program variety and program relevance.[9] Continuing education at the local level is generally underfinanced; and as a rule it is administered by part-time staff. These recommendations represent an opportunity for local public schools to strengthen their general capability in continuing education and to focus their attention on critical areas of adult education without imposing further burdens on their hard-pressed local tax resources. To give further encouragement to local public schools to participate in the expanded programs of continuing education and to provide them with opportunities to recruit full-time qualified leadership for continuing education, the state should pay two-thirds of the annual salary, up to a maximum state grant of $10,000 a year, for local full-time directors of continuing education who meet state personnel standards. Responses from 85 local public school systems showed that only six of the local directors of adult education were full-time; none had degrees in adult education.[10]

The state should encourage efforts under way in a growing number of cities and towns to establish community school facilities. These have proved to be promising vehicles, particularly in low income communities, for creating stronger links between the school and the community it serves. Community schools are designed to serve adults as well as children with a variety of activities in education, recreation, social service and civic action. Such schools are usually open from early morning until late in the evening, six days a week, throughout the year. They have been particularly effective in some communities in reviving long dormant programs of continuing education for adults and in reaffirming the principle that school responsibilities include education of people of all ages.[11]

The State Department of Education can stimulate the adoption of the community school concept by encouraging local departments to convert existing school buildings where feasible to community schools by liberally interpreting program and facility requirements for new schools designed along community school lines and by approving school building assistance for such plans. The Legislature, in turn, should give serious consideration to encouraging extension of the community school idea throughout

the state by increasing state aid for new school facilities meeting community school standards from 40-50 percent of the approved cost (65 percent for regional schools) up to 75 percent of the approved cost of construction.

6. *Strengthening the Statewide System of Public Continuing Higher Education*

The following steps, which should be undertaken in two stages over a three-year period, are recommended for strengthening the statewide system of public continuing higher education.

The first two steps should be implemented in 1970 in order to provide the Board of Higher Education and the upper echelons of its major systems with the necessary capability in continuing education to carry out the subsequent recommendations.

a. The Board of Higher Education should receive an initial appropriation of $35,000 for general supervision and coordination of continuing education throughout the state systems of higher education. Part of this appropriation can cover the matching requirements for the $25,000 in federal funds available for administration of Title I of the Higher Education Act, the federally-assisted program of continuing education and community service. Until now the required matching has been met by the institutions receiving project grants under the program. These new state funds would not only enable the Board of Higher Education to provide technical assistance and program guidance to colleges and universities in the state in continuing education and community service but it would strengthen state leadership and capability in continuing higher education and ensure proper management and evaluation of the Title I program.

b. The office of the President of the Board of Regional Community Colleges and the Division of State Colleges should each be allocated an initial appropriation of $35,000 from the State General Fund with which to finance the operation of a nucleus staff which will provide technical assistance and work cooperatively with the continuing education staffs of their institutions in developing master plans in continuing education and community service and in planning, implementing and evaluating their overall and individual programs.

c. Each of the 13 community colleges should be allocated an initial appropriation of $50,000 to finance the operation of a nucleus staff to provide leadership and coordination for the college in the planning and development of continuing education and community service programs and to supervise the operation of such programs.

This basic budget for administration, program development and counseling in continuing education should be financed from the State General Fund. The present statutory requirement that evening classes be self-supporting should be eliminated. The cost of instruction and related expenses of continuing education courses and programs, which would also be financed from the General Fund, would be partially offset by tuition fees, federal grants and private funds.

The Legislature should make continuing education a mandatory function of community colleges and broaden its definition to include "community service." These additional funds would also enable more regional community colleges to follow the lead of North Shore Community College and Bristol Community College in extending continuing education and community services to off-campus facilities, particularly in low-income neighborhoods.

d. Nine state colleges (excluding the Massachusetts College of Art and the Maritime Academy), Southeastern Massachusetts University and Lowell Technological Institute should each be allocated a basic budget of $50,000 similar to that recommended for the community colleges and under the same conditions. The financing arrangements recommended for community colleges should also apply to *undergraduate* level continuing education courses of the state colleges.

e. The University of Massachusetts at Amherst should be allocated an initial appropriation of $150,000 from the State General Fund to lay the groundwork for university-wide leadership, administration, program development and coordination in continuing education, an area of University concern which has gone generally undeveloped although specialized physical facilities for continuing education have been provided in the new Campus Center.

f. The University of Massachusetts at Boston should be allocated an initial appropriation of $75,000 from the State General Fund to

provide leadership and coordination in the planning and development of continuing education and community service programs.

The cost of providing the nuclei for the proposed statewide system of public continuing higher education is estimated at just over $1.5 million a year, as detailed below:

Staff for Board of Higher Education	$ 35,000
Staff for President's Office, Board of Regional Community Colleges, and Division of State Colleges	70,000
Regional Community Colleges	650,000
State Colleges, Southeastern Massachusetts University and Lowell Technological Institute	550,000
University of Massachusetts (Amherst)	150,000
University of Massachusetts (Boston)	75,000
TOTAL	$1,530,000

7. *Scholarships for Continuing Higher Education*

The state should equalize opportunities in institutions of higher education between full-time students and students enrolled in part-time programs (mainly in the evening and designated as continuing education or continuing studies).[12] As an initial step toward reducing the glaring inequity in tuition (persons registered in evening classes of public institutions, for example, pay tuition at a rate which is 2-½ to 3 times the day division rate of tuition), the state should reduce the tuition rates for part-time evening undergraduate students who are state residents, which currently range from $10 to $18 per credit hour, to the full-time day school tuition rate of just under $7 per hour. To effect this equalization, the statutory requirement that evening classes be operated on a self-supporting basis should be eliminated.

In addition the state should increase the annual appropriation of $2 million for general scholarships (the Legislature increased the total to $3.5 million effective for the 1970-71 academic year) by $500,000 and reserve it entirely for students enrolled in continuing higher education.

8. *A Statewide Network of Public Education - Public Information Officers*

The tentative state modernization plan calls for the appointment of a Public Relations Officer as a key member of the staff for each Secretary. These nine Public Relations Officers would be in addition to the Public Relations Office already in existence in the various state agencies. It is recommended that a different approach be adopted calling for a new concept of the public information involving a recasting of this function to place more emphasis on public education. The public education officer would be expected to provide the leadership in citizen-client education within each Secretariat and would work closely with agency officials in developing overall citizen-client education plans and programs. This innovation in staffing implies the creation of a new profession blending related skills in public administration, continuing education, and public communications as well as familiarity with the substance of agency programs. The Board of Higher Education in cooperation with operating agency officials should consult with appropriate universities to arrange for both short-term and degree-credit educational programs, for these purposes. The short-term programs would be aimed at providing retraining for existing staff while the degree programs would be aimed at turning out a continuing supply of public education officers not only for the Secretary offices but in all major state agencies.

9. *Staff Training and Career Development for State Employees*

A review of alternative approaches to establishing an effective staff training and career development program for the employees of the Commonwealth of Massachusetts indicates that the system being used by the U.S. Government offers an appropriate framework and model.

In essence the recommended legislation, which would amend the state's training act of 1954, broadens the scope of employee training, emphasizes executive and career development as essential components and delineates strong and complementary training roles for the central personnel agency and for all state agencies. The new act calls for specific commitment by all state agencies to broad and intensive training activities. At present, only a few state agencies in Massachusetts, mainly those administering programs such as corrections and police in which most of the positions are unique to government, are required by law to provide

staff training. Following the precedent in the federal legislation, each agency would be required to develop a comprehensive plan for training employees under its jurisdiction based upon a review of its current and future training needs and would be required to update such plan periodically.

Under the new legislation the central personnel agency would have the following specific assignments:

a. To advise the Governor on policies and procedures for extending and strengthening staff training, executive development and career development programs;

b. To provide consultation and assistance to Secretaries and other agency officials on the development and improvement of training plans and programs;

c. To identify areas in which interagency training is required, to conduct such training or to arrange for other agencies to do so, and to coordinate such interagency training; a high priority area for interagency training should be the training of Staff Training Officers;

d. To provide information on and to encourage the appropriate use of non-state training facilities and programs on the basis of established criteria;

e. To develop and operate a system of training information and data required for the performance of the above duties.

Finally, the Secretary of each state agency would have responsibility for planning, operating and evaluating training programs in accordance with training standards and guidelines prescribed by the central personnel agency. This comprehensive plan would take into consideration projected manpower forecasts, career and sub-career executive systems, reward systems, expansion of interagency training, establishment of training facilities and maximum use of existing and future sources of federal aid for training and education.

TABLE 2

SUMMARY OF INCREASED STATE COSTS
FOR PROPOSED PROGRAMS OF CONTINUING EDUCATION

Program	First-Year Cost	Fifth-Year Cost	Tenth-Year Cost
Adult Basic Education	$ 1,200,000	$ 6,200,000	$ 1,200,000
Adult High School Education	1,000,000	9,000,000	1,000,000
Adult Citizenship Education	250,000	1,750,000	1,125,000
Adult Occupational Education and Training	3,000,000	3,000,000	3,000,000
Continuing Education Below Collegiate Level—Administration, Supervision, and Program Development	400,000[a]	550,000[a]	700,000[a]
State Aid for Local Directors of Continuing Education	800,000	1,000,000	1,200,000
Continuing Higher Education—Administration, Supervision, Program Development, and Counseling	1,530,000	1,850,000	2,200,000
Continuing Higher Education—Instructional Programs	2,550,000[b]	c	c
Scholarships for Continuing Higher Education	500,000	750,000	1,000,000
Staff Training and Career Development for State Employees	2,000,000	8,000,000	8,000,000
TOTALS	$13,230,000	$32,100,000	$19,425,000

[a]Includes loss of $250,000 a year in classroom receipts from elimination of high school class fees charged by the state.

[b]These costs will be partially offset by tuition payments, based on the 1969 ratios of tuition to per pupil costs. Figure excludes reduction in tuition receipts estimated at $1 million during the first year as a result of equalizing tuition rates of part-time with full-time programs. Figure based on an estimated instructional cost of $204 per evening school pupil and 12,500 pupils (8,000 in community colleges and 4,500 in undergraduate courses of state colleges). The instructional cost is derived from the estimate that the per pupil cost of a day school student is $850 and that the instructional costs account for about 80% of this total or $680. Since the average evening school student enrolls in 1½ courses per semester (equivalent to 9 hours over a full academic year), this is about 30% of the 30 hours of a full-time day school student. The cost per pupil of an evening school student is based on this proportion.

[c]An estimate is not possible because of a number of unknowns: total enrollment of evening school students; changes in per pupil cost due to upgrading of standards in pupil-teacher ratios (for example, the Board of Regional Community Colleges has requested a pupil-teacher ratio for technical-vocational programs of 13 to 1 versus the 18 to 1 in the 1969-70 academic year), and to higher salary standards and future drastic increases in tuition rates.

FOOTNOTES

1. The authors of this study have used the term "continuing education" in preference to "adult education." For a definition of the areas covered under the continuing education umbrella, see pp. 13-19.

2. Malcolm S. Knowles, *The Adult Education Movement in the United States,* (New York: Holt Rinehart and Winston, Inc.)

3. A variety of programs are available in adult basic education training at no cost to the individual. These include the federally-assisted state program which is operated through the local public schools (Title III, P.L. 89-750), the adult basic education components of institutional (MDTA) training programs, adult basic education components of federally-assisted poverty-manpower programs, mainly under the Community Action Program, the out-of-school Neighborhood Youth Corps Program, the Job Corps Program, the Concentrated Employment Program, the Jobs in the Business Sector Program and the Work Incentive Program.

   There are fewer programs aimed specifically at carrying an adult high school dropout through to high school graduation or its equivalent. However, a number of high schools offer free high school level evening courses to accomplish this objective.

4. The gross unit cost for an average of 14 weeks of adult basic education under the Work Incentive Program is $620. The gross unit cost for education leading to high school completion or high school equivalency is $640 per trainee. In Massachusetts, unit costs are based on 400 to 800 hours of instruction. *U.S. Departments of Labor, and Health, Education, and Welfare, Appropriations for 1969,* Part 3, Department of Health, Education and Welfare, p. 902.

5. Governor's Task Force on Correctional Industries, *op. cit.,* p. 12. *Report of the Sub-Committee on Education.*

6. See *Education and Training,* 7th Annual Report of the Department of Health, Education, and Welfare to the Congress on Training Activities under the Manpower Development and Training Act (U.S. Government Printing Office: 1969), pp. 35-42, for description of objectives, characteristics and significance of manpower skills training centers.

7. Not to be overlooked as a future source of federal funds for those aspects of the recommended state program of adult occupational training applicable to the disadvantaged is Title V of the Manpower Development and Training Act which was added under the 1968 MDTA amendments. The purpose of this Title, called Supplementary State Programs, is to stimulate states to take advantage of special federal grants which together with state matching funds, can be used for "supplementing, coordinating and improving the effectiveness of, or correcting imbalance among, the service available from all federal manpower and related programs seeking to improve the ability of disadvantaged persons to move into productive employment." (Section 501, Title V, Manpower Development and Training Act, as amended [42 U.S.C., 2571-2628].) The U.S. Department of Labor is authorized to make Title V grants to states equal to 75 percent of the cost of such supplemental activities, which must be directed toward identified unmet needs and gaps detailed in the State CAMPS plan. Title V programs must be formulated through the area and State CAMPS planning mechanism and the Title V application becomes an integral part of the CAMPS plan. Thus, assuming the availability of federal appropriations, state effort of $3 million would generate $12 million in additional federal funds for manpower training. The President's appropriation requests for the 1970 fiscal year include $20 million covering 10,000 training slots to launch the Title V program of State Supplements.

8. See Senate No. 1175 (1969), Petition of Senate President Maurice A. Donahue, for an unusual tax incentive approach to manpower training. The tax incentive would be in the form of a sliding scale of credits under the state corporate income tax available to eligible corporations which developed new or expanded plants in communities of substantial poverty and which provided appropriate training to prepare residents for the additional job opportunities created.

9. Anita L. Martin, Adult Education Association in Massachusetts, Inc., *Public School Adult Education in Massachusetts* (Interim Report, November 1968).

10. *Ibid.*, pp. 15-16.

11. For further discussion of the origin and development of the community school concept the movement, see Marco Fantini and Gerald Weinstein, *Making Urban Schools Work: Social Realities and the Urban School* (New York: Holt, Rinehart and Winston, Inc., 1968), pp. 52-55; and the United Community Services of Metropolitan Boston, "The Community School: What It Is and What It Attempts to Accomplish" (Boston: United Community Services of Metropolitan Boston, May 12, 1969).

12. Only veterans enrolled in university extension courses in state colleges receive free tuition.