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AUTHOR Devlin, Laurence E.; Jeffels, Ronald R.
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ABSTRACT

An examination of Canadian continuing education in general and in British Columbia, specifically, is presented. The motives of learning, classification of adult learner orientations, and social influences on adults are discussed. A state of the art review analyzes Canadian university populations, emphasizing the fact that the proclivity for participation in adult education is related to the level of formal education attained, with more participation by those who have reached higher levels of education. Institutional limitations in British Columbia are discussed in terms of: course offering patterns, geared to full-time day students; location, making access to postsecondary education facilities difficult; finance, limiting course offerings and scholarship or funding programs; and noncredit offerings, attended by the greatest proportion of adult students. Professional leadership and two-year community college development in major pools of population throughout British Columbia are discussed, with a list of college roles and functions. It is suggested that the enormous growth of Canadian adult education might be met through strengthening existing institutions' commitment, and developing specialized institutions or agencies to conduct adult education programs. (LH)

PARTNERS IN PROMISE:
A Perspective on Continuing Education in British Columbia

By

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2

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FOREWORD

Continuing Education is a topic of lively discussion today and is assuming increasing importance in the spectrum of educational services. This paper analyzes a number of issues concerning Continuing Education and portrays a picture of the enterprise as it is now and will likely be in the future.

Larry Devlin is the Director of Continuing Education at the University of Victoria and has, in that capacity, been very active in Continuing Education for several years. Ron Jeffels recently became Principal of Okanagan College, following a career in the Provincial universities. Continuing Education is a matter of great interest and concern to both authors.

This paper is highly thought-provoking and very readable. The challenges in Continuing Education, delineated in the paper, are enormous.

I enjoyed "Partners in Promise" and commend it to you.

J.F. Newberry,
Assistant Superintendent,
Post-Secondary Programs.

THE CONTEXT

This is an age when the true academic believer, faithful to the canons of scholarly doctrine, rarely ventures beyond the sanctuary of his quantitative temple: for there dwells the great God Komputor in his Empirical Majesty. The writers make no genuflection before that god, but from the beginning, some act of obeisance is required. We therefore note that nearly all discussions of adult education, including this one, are introduced by reference to statistics drawn from the efforts of formal educational institutions: schools, colleges and universities.

This is ironic since more adults are educated outside the formal system than within it, and adult education as a process occurs far more widely in settings which are not immediately perceived as educational than within such settings. Government and private industry are the largest sponsors of adult education. Their efforts alone dwarf those of the formal system and need no special enumeration. A plethora of seminars, courses, training sessions, and programs of independent study are daily marshalled by private and public industry to achieve various ends. Increasingly, such adult education is directed not exclusively at employees, but rather at the general public. Major changes in public health goals, the penal system, social services, housing, transportation methods, energy consumption, urban development — all involve, implicitly or explicitly, the education of the adult public, at the individual or collective level. No longer can vast capital projects be mounted without reference to ecological and social implications: witness James Bay, the Mackenzie Valley Pipeline, the Skagit Valley, and Cherry Point. Such projects necessitate or stimulate both formal and informal programs of public education, whether the intent be to advocate or to oppose.

Within government alone, the military enterprise operates a sophisticated system of formal and informal education exclusively for adults.

Similarly, the productivity of private capital is now almost solely a function of human talent within a firm or industry. Modern theories of the firm are based on the management and development of human capital and the continuing development of this capital through the process of adult education. Specialized educational facilities are now maintained in forms approximating the conventional university campus — or some imitation thereof. From McDonald's Hamburger College in Chicago to Kodak's Rochester Centre for Continuing Education, industry is active in the provision of learning opportunities.

Churches, voluntary associations, cultural groups, libraries, museums, professional and para-professional organizations, proprietary schools, the mass media — all play a similarly active role in adult education. Both the quality and quantity of adult programs through such sources are impressive. Indeed, it can be argued that the non-participant in adult education is so rare as to be non-existent. By corollary, attempts to illustrate the quantitative character of the field are spurious. At the broadest level, the number of participants in adult education is equal to the number of individuals classed as adult — by whatever definition — in a particular population or sample.

Yet, it is within formal systems that the process and techniques of data collection are most commonly applied to adult education. Data derived from such sources should not be construed as representative of the field. They are illustrative, however. In 1972-73, a total of 150,000 adults participated in programs spon-

sored by local school districts of British Columbia.[1] An additional 29,000 were involved in the vocational programs of regional vocational schools, vocational divisions of colleges, and the Extension Division of British Columbia Institute of Technology. To this may be added approximately 63,000 adults who took part in programs, courses, and cultural activities under the aegis of the three public universities, and approximately 46,000 in the non-degree programs of public colleges. In short, some 288,000, or approximately 22% of the total adult population 20 years or over in British Columbia, were active within the formal system alone during a single one-year period.

The thrust of most of this adult learning within the formal system was toward non-degree studies; and the data largely exclude consideration of growing numbers of adults pursuing credit programs toward high school completion, college diplomas and university degrees. That one adult in five in British Columbia is educationally active in non-degree studies offered through the formal system alone in a single year testifies to the emergence of a "learning force", which, in its size and complexity, warrants consideration and analysis at least equal to that given to the concept of the "labour-force".[2] Nor is this "learning force" a static phenomenon. Adult education — of all forms and through all sponsors — is the most rapidly developing field of education. So pervasive is its influence and philosophy that the concept of life-long learning is now advanced in the recent UNESCO report **Learning to Be** as the single most important principle for the organization of educational systems, whether in developing or developed states.

THE MOTIVES FOR LEARNING

Motivation for the learning impulse of adults has long fascinated casual observers and puzzled practitioners in the field. Theories and quasi-theories of adult learning are legion. Yet few capture the richness and subtlety of unfolding human growth which — in its capricious course — produces episodes, confrontations, and problems that ultimately express themselves in the desire to learn.

The often blunt tools of the social scientist have been applied with increasing energy, if not skill, to the question of why adults learn. The results of such inquiry are not impressive, although they may contribute to what is reverently called in academic circles "the empirical basis of the field".

It is perhaps instructive to note that the education of adults is one of the few areas of education in which constant attention is given to the reasons, motives and aspirations of participants. The entire legal-compulsive system of elementary and secondary education in the Province, as elsewhere, functions with little attention to the motivation of students for whom it is designed. Grade 8 teachers seldom debate why their students appear in class. The friendly prose of the *Public Schools Act*, Section 121, renders such speculation idle:

> . . . Every child over the age of seven years and under the age of fifteen years shall attend some public school during the regular school-hours every

[1] Most recent year for which comparable data are available.

[2] For a discussion of the "learning force" concept, see Stanley Moses **The Learning Force: A More Comprehensive Framework for Educational Policy.** Occasional Paper No. 25. Syracuse University, Publications in Continuing Education. October 1971.

> school-day, and every parent or guardian who fails or neglects to cause any such child under his care to attend . . . school . . . is guilty of an offence and is liable . . . to a fine not exceeding ten dollars, and each day's continuance of such failure or neglect shall constitute a separate offence.

Compulsion produces a logic of its own.

Despite its pretentions to the contrary, the post-secondary system operates in a similar way, without systematic reference to the question of why students attend at all. Universities often assume that the very presence of students in large numbers justifies the general educational goals to which those institutions are directed. It is not particularly necessary, it seems, to establish specific reasons for attendance. Efforts to find out are usually drowned in a *Te Deum* to the "community-of-scholars" ideal with its traditional litany of "discipline", "truth", "beauty", and "enlightenment".

Only in adult education is there an historical and contemporary preoccupation with the question of why students learn. Cynics might argue that survival of administrative practitioners dictates such consideration of motives. "Giving people what they want" has been the basis for spectacular program growth, and such growth has been used as evidence of the need for increased attention by institutions to expansions in continuing education, necessitating, of course, increases in budget, staff, space, and specialized facilities. Promoters of adult education — in the pejorative sense — point with satisfaction to the fact that there are now as many adults enrolled on a part-time basis in the universities of Canada as there are young people registered in degree programs.

Why adults learn and what they learn are, of course, related questions. The successful practitioner in adult education has usually developed an intuitive method of identifying learning needs and responding to such needs in program form.

Yet it is clear that the practical homilies and operating folklore which have guided development in all areas of the field inadequately explain the complexities of human motivation which assert themselves in adult-learning behaviour. In an American study, for example, 25% of those enrolled in ballroom dancing courses did so for purposes of job advancement: competence in the waltz apparently being related to occupational attainment. It is equally true that a student of computing science may participate for liberal or intellectual reasons rather than to achieve a narrow vocational goal. In adult education it is not possible to infer motivation by a simple analysis of content, subjects, or curricula in which individual participants engage. This fact needs assertion, since it is widely assumed that certain types of global motives may be attributed to adult learners. Thus, for example, "learning for fun" is a phrase often attached to the field, and, "getting ahead on the job" is popularly accepted as a proxy for motivation.

CLASSIFICATIONS OF ADULT LEARNERS

It seems clear that adult learners may be classified according to at least five different general orientations or clusters of motives.[3]

1. **Learning-Orientation:**
   Those who seek any kind of knowledge for its own sake and for the intrinsic pleasure which the

[3] D. Solomon, Ed., **The Continuing Learner.** Center for the Study of Liberal Education for Adults. Chicago, March 1964.

acquisition of knowledge brings: a retired civil servant, knowing in advance that he will never use the language in a practical sense, begins study of French because he is interested in morphology and syntax.

2. **Social-Orientation:**
Those who find an interpersonal or social meaning in the circumstances of adult learning, even though such learning may have no necessary connection with the content or announced educational purpose of the activity: the person who registers from year to year almost in any kind of course and almost by compulsion.

3. **Personal-Goal Orientation:**
Those who use education to accomplish an explicit personal objective: a civil servant takes a course in navigation because he has purchased a boat.

4. **Societal-Goal Orientation:**
Those who are motivated by a concern for the community or society and who find, in the process of adult education, the techniques and knowledge pertinent to that concern: a member of a voluntary civic group takes a course in municipal administration so that she may help solve the problems of a pending urban renewal scheme.

5. **Need-Fulfillment Orientation:**
Those who find in adult education an introspective or intrapersonal meaning relating to a more deeply-rooted psychological need: a woman recently bereaved begins the study of comparative religion.

Other typologies may be used, of course, as illustrated by more recent research.[4] Within any single group of adults engaged in a particular learning activity, a variety of complex motives will be operative. For example, a prominent physician studies Classical Greek for the express purpose of "making myself into a better surgeon. I left my medical studies in 1948. I am convinced that, unless I continue to keep myself mentally alert and active by ventures into fields having no connection with medicine, I shall be a less able practitioner."

In point of fact, generalizations about learning motives or learning types are often dangerous. The field of adult education resists the natural academic tendency to proceed by definition and classification.

STUDY AS PROTEST

Many adults follow courses of instruction as a form of personal protest against the depressed, often degrading, standards of popular culture in the second half of the Twentieth Century. They are alarmed and dismayed by the absence of quality in the intellectual atmosphere surrounding them. They fear the banal, the transitory, the inconsequential, the vulgar. The conventional attack upon the mass media is a thrice-told tale and needs no repetition. Substantial numbers of people everywhere are bitterly opposed to the basic assumptions of those who control the mass media: the taste-makers, the taste-destroyers, and the dream-merchants who appear to have a contemptuous attitude for the consumers of their oral and aural products — those who offer the western barbecue when many of their guests would prefer a gourmet meal.

Many adults feel guilty about the time they spend, or have spent, in the consumption of such gross fare, and they turn to education almost as a form of penance. They resolve to exchange the shoddy for the good, the soporific for the stimulating, the trivial for the durable.

[4] For a recent review of research, see **Adult Education: A Journal of Research and Theory in Adult Education.** Adult Education Association of the U.S.A. Chapel Hill. Vols. XXI, No. 2 (1971), XXII, No. 1. (1971), XXIV, No. 2. (1974).

OCCUPATIONAL AND PROFESSIONAL INCENTIVES

The process of professional and occupational attainment over the last 60 years has been based on a linear-sequential model stressing early entry into a vocation, career, or profession. As a result, many men and women now find themselves trapped in patterns of work which are inimical to the human and psychological needs that develop during adulthood. Juxtaposition of occupational attainment and individual human or psychological capacity is an uncomfortable one. The new leisure which has been thrust upon us all calls for sturdy acts of self-discipline. More and more adults are conscious of the fact that, unless this leisure time is put to appropriate and constructive use, life will pass in a kind of endless roll between work that is often unpleasant and nonproductive play. While there are those who can content themselves with the life of mediocrity and undisturbed tranquility, or the boredom of just existing, such people represent a very small minority. Most are driven by an urge to self-expression and self-creativity by exploitation of their talents.

THE NEW LEISURE

Individuals spend a much smaller proportion of their time in earning a living than ever before. The average work-week now is between 35 and 40 hours spread over five days. Certain commercial enterprises are experimenting with the ten-hour -four-day week so that their employees may enjoy substantial blocks of free time. It seems probable that the length of the work-week will continue to diminish and that, before the end of the century, few will spend more than 30 hours a week actively engaged in earning a living. To believe some of the futurists, we have already entered the post-industrial society, and we are perhaps now moving rapidly towards the workless society. That society may well come about by the application of new managerial techniques, by more efficient organization of industrial and commercial processes, by the application on a massive scale of technology to replace physical effort and, in some cases, the lower capacities of the brain.

The traditional view of the work ethic has changed markedly over the last decade or two. In the Canada of 1975, although there is a measure of unemployment, a measure of poverty, a measure of human misery, very few citizens are denied access to the basic necessities of life whether they are unable to work or whether they choose not to work. Indeed, concern is now being expressed by some economists because the injection of enormous sums of money into the Canadian economy by way of social benefits is fuelling the fires of inflation: among such benefits are increased pensions, unemployment insurance, local improvement grants, aid to education, expanded health-care facilities.

We are moving into an era, and moving very rapidly, when a relatively small percentage of the population will be able to produce the goods and services required for the majority. Under such circumstances, the significant competition between men may not be food-seeking, shelter-seeking and mate-seeking but rather brutally aggressive competition for the right to work. In other words, the right to extend self by the significant, useful and productive employment of time may become one of the primary motivational drives. It will be the mission and function of education, and particularly continuing education, to provide resources and facilities in which the beneficiaries of the

new leisure will be able to make constructive use of time by pursuing educational goals, whether they be utilitarian or non-utilitarian.

In his prediction of the world in the Twenty-First Century, Herman Kahn of the Hudson Institute suggests that it may be necessary for large segments of the population to be kept under control by the wide-spread use of mood-modifying drugs, simply because there will be nothing for them to do, at least "to do" in the sense in which we now use those words: working for money. This is not the conclusion of a man contemptuous of human beings and the value of human life: it is the awesome prediction of what might come about if the individual is considered primarily as an economic unit. Few could entertain such an idea. Most believe that, irrespective of his manner of earning a living, every man has the right to exploit to the limit his private capacity for self-creativity, and that it is the responsibility of society, through its educational system, to allow such a process to go on.

CITIZEN'S SABBATICAL

The idea of a "citizen's sabbatical" warrants consideration. Universities long ago realized the necessity for members of their faculties to renew themselves intellectually by taking leave from their ordinary duties. The long skein of time that represents the career of any man or woman — perhaps forty years — may often become a tedious burden, crushing initiative and stultifying creativity. Every man needs psychical injections from time to time. Universities have made provision for such injections, at least in theory, by allowing faculty members one year off in seven and guaranteeing them a sufficient level of income during that absence so that they will be able to maintain themselves. In complex occupational structures (the large business enterprise, departments of government, mills, plants, assembly lines), the necessity for all human beings, pressured by time and events, to find intellectual respite is of increasing importance. If indeed the "citizen's sabbatical" becomes a reality, and if such time is to be spent profitably and significantly, then the role of the college and the university will become of high significance, and professionals in the field will have their imagination and ingenuity pushed to the limit if they are to provide the opportunities for education that citizens will demand and require.

GLOBAL LEARNING

Most adults have interests and aspirations which go well beyond the job, the career, the profession. Few can live in a world of violent change and increasing complexity without realizing that problems of all kinds must be solved by bringing together knowledge available in many fields and disciplines. The engineer, responsible at least in part for urban planning, cannot solve his problems in an enlightened way without venturing into fields that go well beyond his basic professional training and education: he must know something about sociology; psychology; the dynamics of human groups; financing; municipal, provincial and federal legislation; labour relations. The list can be extended. The architect designing the highrise apartment block or the shopping centre is not concerned solely with aesthetics and structural harmony: he is dealing with the human habitat in the large, and he must be mindful of the influence his particular venture will have upon the lives of those who will be heirs to his creation.

The professions are deeply concerned about the continuing education of their members. Indeed, some are now proposing a system of compulsory relicensing based on continuing education to ensure that a high standard of practice will be maintained throughout individual professional careers. Imaginative programming is being done by them both with and without the involvement of institutions of higher education. The medical profession is an example, and one of the best. Within their own daily practice members now bring together a cluster of highly-trained and experienced human beings to concentrate on the medical problem of a single patient. The team may consist of the pathologist, the anesthesiologist, the radiologist, the surgeon, the psychiatrist, the medical social worker, the physiotherapist, the occupational therapist, the specialized nurse, the laboratory technician . . . indeed, a cadre of trained specialists bringing their knowledge to bear on a single case. The profession has realized that, with the team approach, there is an urgent necessity for members to know at least something about the divisions of medicine ancillary to their own. At the moment, for example, The University of British Columbia, through its Division of Continuing Education in the Health Sciences, has a highly organized and efficacious program designed to keep members of the team abreast of the most recent developments in their own field of specialization as well as in others.

SOCIETAL CHANGE

Men and women are no longer simple social molecules leading lives that move in slow, gentle circles around the family, the church, the place of employment, the street, the local community. They are caught up in the violence of change — tumbling, rolling change — that requires them to become involved, directly involved, in the affairs not only of self but of the larger community and the wider world. The pageant of social problems confronting the Twentieth Century is rich, confused, difficult to understand. We are moving away from the ideas of the 60's which often suggested that human problems could be treated on the basis of visceral sensation or to cite the much over-used formula: "gut reaction" — the "I-feel-and-feel-deeply-but-cannot-enunciate" kind of solution. The problems of this society and succeeding societies will not be solved by such methods nor by blind assumptions dissociated from fact. Such problems will yield, as they have yielded in the past when they were capable of solution, to knowledge based on critical examination, marshalled evidence, calculated reflection, and rational deductions. This is not to decry the place of the emotions in life. Indeed, some of the greatest movements in history have been based solely in the irrational and in the emotional. But the continued progress of civilization depends not upon the simple yielding of self to a vision but upon the application of rational processes to specific problems. For these reasons, many adults now learn because they want to understand society and the place they occupy or should occupy in society. They are aware of what the application of mass methods has done to the attempted solution of massive problems. No one is, nor should be, part of the mass. That is demeaning, for it strips man of his questing after a personal place in the sun, and it reduces him in the proper scale of things.

THE PROMISE IN EDUCATION

Substantial numbers of adults return to the university or college classroom because, for one reason or another, they were denied access to higher education when they were younger. In some cases, money was not available. In other cases, they lacked the motivation or desire to continue their studies. Many could not see the application nor the relevance of higher education to the work-a-day world into which they were moving. But, having reached a certain stage in their lives and in their careers, they now feel cheated and frustrated. They look to the future with some sense of despair and, in certain cases, abhorrence, because they see only the endless recurrence of a series of events they have experienced in the past. Not a few feel a sense of moral guilt at not having exploited intellectual abilities. They feel, quite frankly, awkward and ill-at-ease in the presence of those who can lay claim to a formal education beyond high school or college, although why this should be so in many cases is difficult to understand. This group includes those with high academic potential and great native capacity, and certainly includes many thousands of women whose daily responsibilities are, of necessity, those related to home and family. Most of the group have reached the stage in their lives where they no longer wish to engage in the naming of parts but would rather see the interlink between the various areas of learning. They are interested more in synthesis than in analysis. Many are not concerned with the linear approach to learning; they are much more concerned with a global program so that they may themselves orchestrate, or hear orchestrated, the various ideas they find in the world.

THE STATE OF THE ART

Although it is never wise for any man to ascribe to himself the qualities of futurist or soothsayer, experience over the last several years makes it evident that new trends and patterns are emerging in education. These changes may well cause us to reshape and rework ideas we now hold about the educational process. A decade or two from now, the traditional lock-step system of education — from primary to secondary to tertiary — without interruption, without pause to experience commerce of the world, without the exploration of other cultures and ambiances — all this may well be replaced by something new. In the words of Toffler: "Long before the year 2,000, the entire antiquated structure of degrees, majors and credits will be a shambles."[5]

We already have substantial experience of adult education on a vast scale, and we know a great deal about the role of maturity, experience and commitment in the learning process. At the end of World War II the great waves of veterans returned to the universities of Canada. By far the majority of them were mature, aggressive, and highly motivated. In many respects, although those days now seem remote, they were perhaps the instigators of the revolutionary changes that have taken place in student life over the last decade. The veterans were the first to ask for direct participation in the affairs of the university. They were critical of course-content and curriculum. They attacked the problem of learning almost with a kind of ferocity; and those who taught in the colleges and universities of the day remember those years as exciting and unusual. The decade immediately after the War represented a major experiment in adult education, and it brought unusual benefits not only to those who participated but also to the whole nation.

[5] A. Toffler. **Future Shock**, New York, Random House, 1970, p. 241.

In the contemporary generation of students — youth or adult, irrespective of age — there is growing complaint about the formally-organized linear approach to education, and not a little dissatisfaction with the traditional divisioning of knowledge into separate, discrete disciplines. There is a new concern for the synthesis of learning, an advocacy of the multidisciplinary attack upon problems, an interest in heuristic methods: in brief, the application to the process of learning of those methods which are used in the world outside Academe by the planner, the architect, the engineer, the social worker, the physician, the economist. The solution to the problems these professionals confront daily is based upon an amalgam of learning: theories, facts, data, information, processes, procedures, and normative judgments drawn from many areas of experience and inquiry.

We now have a system of education in Canada which requires a citizen legally to be in an institution of education at least to the age of 16 years. To all intents and purposes, the state obliges the individual to complete high school. Thereafter, if he so chooses, he has direct access, on a voluntary basis, at fairly minimal cost, to a variety of post-secondary institutions. It is something of an anomaly that the state, by compulsion, holds every citizen under a form of academic tutelage — perhaps "bondage" — for a period of at least twelve years but that, at a certain time, that same state almost abandons its responsibilities for providing opportunities for the continuing intellectual development of adult citizens. In consequence, probably through lack of encouragement, many people desert, at least temporarily, the life of the mind. The twin forces of governmental inertia and institutional neglect conspire to legitimize a passive response by many adults to education throughout the life-span. It means, quite simply, that we are failing to hold the interest of the vast majority of citizens who should be engaged in the process of self-creation through life-long learning. Perhaps our methods are outmoded. Perhaps we concentrate too much on normal, formal classroom procedures: chalk and talk. Perhaps we have not created atmospheres for learning nor provided instructional techniques which most people find appealing. Perhaps we have failed to offer a curriculum which citizens find stimulating and useful. Perhaps we have denied the adult learner his right to share in major decisions about what is taught, how it is taught, and the manner in which administrative procedures affect the learning process.

The new frontier for the college and the university is in continuing education, and the reasons are not far to seek. The formal level of education of Canadians has risen steadily over the last three decades as evidenced in the explosive growth of universities, colleges, vocational and technological institutes. More than any other demographic variable, the proclivity for participation in adult education is related most significantly to the level of formal education held by an individual. As Reisman puts it, "the more the more". Educational growth in Canada was at its boldest and most rapid during the decade of the 1960's, following the appearance of the Sheffield Report. In that report, Sheffield predicted a tripling of registrations in post-secondary institutions between 1960 and 1970. Experience has shown that he was not far out in his estimates. By 1970 growth was beginning to diminish until student populations remained almost static. In some cases they declined, and in Ontario, for example, there was wide-spread concern about the future of the whole university system. That temporary decline may be explained on the basis of student unrest and the consequent disaffection of students and parents; upon a period of mounting economic stress and strain;

upon a decline in demand in the labour force for young people with university degrees, particularly in the Humanities and the Social Sciences. And yet, by the fall of 1974, the universities of Western Canada all reported an increase in enrolment. They reported also that they were receiving a slightly older group of students and that part-time enrolment had increased.

Because there are now so many additional Canadians with education beyond the high school level, the significance for continuing education is apparent: education begets the desire for more education; and in larger numbers than ever before, people are accepting the idea that the expansion and extension of self through learning is an essential part of the life-process. More and more people are aware that education never ceases, and the French expression *l'education permanente* perhaps renders the idea of education as a life-long process rather better than do the various English terms.

SOME PROBLEMS FOR THE ADULT STUDENT

It is not easy for the adult student to earn a living and educate himself at the same time. He must first reach a decision concerning a return to the college or university classroom. He must then decide what his deliberate purpose is. He must be prepared to commit a substantial portion of his discretionary time to study. In this process, he puts considerable stress upon his family and his finances. In addition, he encounters certain specific academic problems which are unlike those of the full-time student because he must integrate his studies with patterns of work, domestic responsibilities, and other processes of life. He may, for example, run into the pure caprice of timetabling and scheduling which will not allow him access to the courses he would like to follow. Despite widespread evidence of public concern, it is nevertheless true that no public university in this Province offers a systematic, coherent, and integrated program of academic studies in any discipline which may be pursued on a part-time basis to a degree level.

Most of the universities and some of the colleges tend to be primarily day operations. In consequence, choice of courses available at times convenient to adult students is restricted severely. University residence requirements and other pieces of academic bureaucracy based on the concept of "institutional ownership" of students prevent the adult, part-time degree student from directing his own pattern and pace of education, particularly if he is obliged to move from one institution to another because his place of employment has changed. Indeed, he must substitute for his preferred selection of courses an enforced pattern of studies which works against him, simply because he is unable to attend university or college at a time when the majority of courses are offered.

For such students, courses do not follow logical, sequential patterns, even in well-recognized disciplines. Indeed, it is sometimes difficult to determine why certain courses are offered or not offered. Decisions seem to be made because some professors or teachers will volunteer to lecture at night whereas other will not.

Certain faculties and professional schools prohibit part-time study *de jure* and *de facto*. For example, it is not possible to obtain a degree in law, medicine or engineering by other than full-time attendance. Yet, logic argues for study by the mature rather than by the immature mind in many fields of university or college endeavour. Because of the manner

in which the public universities, in particular, choose to organize and schedule their academic offerings, attendance is impossible for men and women who have assumed more visible symbols of the adult role. One cannot, perhaps, fault a university for accommodating the learning patterns of the majority. One can, however, wonder about the imagination of those who have been unable to construct and implement a sensible academic response to the aspirations of adults who do not happen to fit the existing pattern of course offerings.

INSTITUTIONAL CONSTRAINTS

Evening credit offerings by the public universities in British Columbia are quantitatively and qualitatively weak. In the fall term of 1974-75, a total of 81 undergraduate Arts and Science courses were offered by The University of British Columbia in the evening hours. More than 2,000 Arts and Science courses were available during the day. University of Victoria, one-quarter the size of U.B.C., listed 78 undergraduate Arts and Science courses in the evening, and 875 during the day. The situation is not dissimilar at Simon Fraser University. Entire academic departments and faculties schedule **no** evening credit courses, and this prevents study of these disciplines by all but full-time day students or the rare adult who is free to attend during what academic convention has defined as the normal working day.

While it is true that the universities must operate within their budgets and in general within the resources that are given to them (both human and physical), the fact remains that learning opportunities for adults in British Columbia who wish to pursue degrees on a part-time basis in the evening are among the worst in Canada. Metropolitan Vancouver is one of the only major urban areas of North America where the public universities, for one reason or another, do not maintain a downtown centre for the convenience of the mass of the population. Simon Fraser University and The University of British Columbia are both located in Greater Vancouver: one is atop a mountain and the other on the extreme tip of a peninsula — two of the most inaccessible locations for the average adult citizen — in a population pool of more than one million people.

It is little wonder that the taxpayers of the Province who provided the very substantial sum of 110 million dollars in 1974-75 for the operating costs of universities grow restive with the type of academic service provided them, if not their sons and daughters. The adult student who by chance happens to live close to a university or within easy commuting distance has an advantage not shared by other citizens. Nearly all universities insist that, irrespective of the amount of preparation the student has done elsewhere, he must undertake at least two full years of study (or four semesters) before he can qualify for a degree. This policy works hardship on the student who is academically mobile. For example, in a recent survey of undergraduate credit students 24 years of age or older at University of Victoria, 20% declared that they had lost credit upon transfer. Most of these students came from within the Province or from other parts of Canada, and therefore not from academic jurisdictions with markedly different programs or academic standards. Portability of credit for the adult student is something of a myth, particularly between universities, when a student seeks transfer to upper-division undergraduate work.

Institutions of higher learning quickly engender elaborate hedgehogs of rules and regulations for the solution of internal problems. It is interesting to note by parallel examination of the calendars of the provincial universities how widely separated they are in their practices and procedures. Grading standards and systems differ. Some use the semester system; others use the full-year system; and those using the full-year system are beginning to bend under the pressures of the semester system, and indeed they are on both. Many departments and faculties establish moats of prerequisites and co-requisites. Good standing at one university is not necessarily good standing at another. Even the public college system, still less than a decade old, begins to show signs of following the same trend. There is certainly room for institutional diversity within any educational system but diversity should not be at the expense of students.

Coupled with the general paucity of evening credit courses at universities is the questionable practice of offering evening courses on an "extraload" or "overload" basis. Such terms are, in effect, academic euphemisms for additional payment to university faculty who instruct in evening courses. While practice varies from institution to institution, such arrangements are standard administrative and academic expedients used to mount evening credit or off-campus programs. If full recognition were given to the place of the part-time student in the academic mission of the university, then, with minimal effort, a predictable and coherent pattern of offerings, available in the evening hours, could be constructed and offered to students who wish to begin or complete degrees on a part-time basis, and such offerings could and should be given as part of the regular teaching responsibilities of faculties.

Despite the incentive of the extra stipend, there are many colleagues at universities who choose not to participate in the offerings of continuing education. Indeed, participation is sometimes considered prejudicial to the professional advancement of a university teacher. Academic promotion and reward systems within universities do not normally include consideration of an individual faculty member's contribution to the continuing education function. This contribution may be in several ways: by instruction in non-degree courses and programs; by consultation with or assistance to community groups and professional organizations; by planning continuing education courses or curricula; by conducting research which will contribute to the advancement of the practice of continuing education. Yet rarely are these contributions sytematically considered when promotion and tenure decisions are made. The rigid canons applied to teaching and research competence are rarely broadened to include contributions to continuing education.

There is severe geographic inequality of access to post-secondary education by adults. An adult in Port Alberni, Prince Rupert, and many other cities, is simply excluded from the process. He is served neither by a community college nor by a university, although the recent report by the Task Force on the Community College seeks to rectify this situation. With the exception of a modest program of 18 courses at The University of British Columbia, no post-secondary institution in the Province offers significant elements of its curriculum through traditional extension methods such as correspondence. Media applications such as television, radio and cassettes are almost totally neglected. Post-secondary learning opportunities for adults are concentrated primarily in the Lower Mainland. Even adult residents of

community college areas are excluded from four-year degree studies unless they can relocate in a university centre on completion of two-year transfer programs at a college. Such a costly relocation is, of course, almost totally impractical for the typical adult student.

If one attempts to survey the whole field of continuing education in this Province, one detects that, while very valuable work is being done, there is no central source of information about the range of facilities and resources available for part-time students. In brief, it is difficult to know what the various agencies for continuing education have as their objectives, how they carrry out those objectives, and what arrangements they have for liaison with other agencies performing similar tasks. Although a comprehensive and detailed study of resources now available might prove an onerous task, the writers feel that the preparation of a reference manual showing such resources is a necessity. It is only by knowing what we already possess, by establishing the pattern of the mosaic, that we can, in keeping with likely trends in continuing education, forecast what we shall need in the future and make provisions for satisfying the need.

Both structure and processes for coordination and cooperation in the adult education function of colleges, universities and schools are absent. Among the various agencies of adult education, there is the usual symbolic exchange of courtesies and assistance at the administrative level; but there is little functional cooperation or coordination. The adult student faces a bewildering array of offerings in close proximity: in urban areas, colleges and universities all offer first and second year credit courses for adults, often in similar disciplines, often at the same times of the day or evening. A plethora of non-credit offering exhibits an even more disparate pattern. Law for the Layman may appear in each of the programs of a school district, a college, or a university. In brief, coordination of a curriculum is nowhere evident in the adult education enterprise; *laissez-faire* rules the day, with the sponsor accepting the reward and punishment of a free-market approach.

FINANCE

At the university level, financing of non-degree continuing education is notoriously parsimonious. University-based educators of adults have long laboured under financial restraints which impinge on the quality and quantity of continuing education programs. The degree of financial stringency varies by institution. In general, however, a "pay as you go" policy is applied. Academic programs are mounted only if there is sufficient tuition revenue to cover direct instructional costs. In some cases, indirect costs such as salaries and physical overhead are charged against continuing education. In brief, no other field of education operates within such brutal fiscal constraints.

These constraints prevent systematic academic planning and staffing, both of which, in turn, affect the ultimate educational quality of a particular learning experience. The lack of coherent and sequential non-degree offerings may be traced directly to the absence of financial resources. As a field, continuing education has been criticized for the legion of "one-shot", *ad hoc* courses and programs which are characteristic of any typical institutional program. Yet with present methods of finance, it is difficult to see how the situation could be otherwise.

Governments must play a more vigorous and generous role in the financing of lear-

ning opportunities for adults. While the Federal Government through Manpower is offering substantial incentives to citizens who wish to retrain themselves for utilitarian purposes, they have not yet moved actively to support non-utilitarian education, except for the scholar, the scientist or the creative artist through Canada Council and the National Research Council.

Adult education is a most economical and productive enterprise. Large programs may be operated without major capital costs, especially if such programs are an integral part of the existing formal system of education in the Province. Instructional costs are minimal as existing faculty resources may be widely employed. In addition, the adult student traditionally assumes a major share of the direct instructional cost in non-degree courses.

Yet the present system of financing adult education is completely *ad hoc*. The relative responsibilities of institutions, individual adult participants, and governments are unclear. In particular, government support for non-degree or non-credit programming at the college is limited and universities receive no direct financial support for non-degree students, despite their sponsorship of programs involving thousands of adult citizens.

It is impossible for any public institution to discharge its continuing education responsibilities unless adequate funding is provided. Because a major share of existing program costs is assumed by individual adult participants, social and economic inequalities among participants are accentuated. Those adults for whom a particular learning experience is most necessary are often excluded simply because of the cost involved. With scarce financial resources to allocate, public institutions elect to provide marginal support for the education of adults since the education of youth is considered to be a more central and traditional role of such institutions.

The establishment of direct financial support for existing adult education efforts at universities and colleges is a minimal first step. In addition, long-range policies for adult education must be developed. For example, the creation of an Educational Insurance Fund supported by individual citizens, employers, and government could provide a method of financing an individual adult's learning needs throughout the life-span. In brief, in an active working life of, say, forty years, it will be necessary for any individual to spend concentrated and extensive periods in what is popularly termed "formal study". That is, citizens will be obliged to devote a period of weeks or months to the acquisition of new knowledge and skills necessary for personal and professional growth. By implication, such periods of adult learning will necessitate relief from daily occupational commitments which, in turn, implies a temporary reduction of personal earning power. Such a Fund might permit an adult to withdraw from the labour force for extended periods. Only government is capable of developing such financial policies for the education of adults, and an immediate incentive is needed. Already, modern states such as France and Britiain are implementing similar plans. The concept of *l'education permanente* in France is now operational; in Britain **The Industrial Training Act** is based on a parallel philosopy. While it may be true that both nations have been motivated, in part, by concern over the allocation and development of manpower resources, there is now collective recognition of the value of continuing education as an end in itself.

NON-CREDIT OFFERINGS

By far the greater proportion of adult students is presently registered in courses for which no credit is accrued towards a degree or diploma but which satisfy the special needs and wants of those who attend. Such courses are taken partly for recreational purposes in the best sense of that expression: to refresh, to renew, to restore, to stimulate. Where there is no evaluation but self-evaluation, where the competition is with self and not with others, where the instructor is not looked upon as examiner or overseer — a quite different atmosphere prevails. Indeed, it may well be the atmosphere most conducive to learning. Students are not the rivals of one another; there is no competition for grades; there is no pressure to move at a rate or pace which is not that of the individual; there is no goad of examinations. In consequence, the instructor himself has quite a different attitude. He knows that, although he will be judged by the class, he is not himself a judge meting out rewards and punishments. In such a situation, the traditional roles are blurred: those who are formally classed as teachers may themselves become learners through interaction with students whose academic experience, or existential experience, may equal or surpass their own. Above all, the presence of highly motivated adult students whose focus is on the acquisition of knowledge for its own sake is a transforming experience for those who spend the major share of their time in a different teaching milieu.

The range of courses offered in the non-credit area is almost limitless, and every school board, college and university in the Province has entered the field with various degrees of enthusiasm and imagination. However, universities have still not fully accommodated themselves to this type of program. The most severe critics in universities declare that such ventures have no place in Academe, and that indeed such efforts should be left to other agencies and other institutions having different purposes and goals. Fortunately, this concept of the university as "walled city" is not widely held. But the very fact that it does exist in some quarters weakens institutional commitments to non-credit offerings.

Despite such attitudes, some of the most distinguished members of university faculties are now involved in bringing their special insights and talents to students in non-credit courses that range from Anthropology to Zoology. These faculty members are generally enthusiastic about their intellectual encounters, and they find those encounters both rewarding and satisfying to themselves. In the undertaking, they bring not only intellectual pleasure to those who attend but also kudos to the institution.

The single greatest criticism of the contemporary university is that it rarely involves itself in matters which are not part of its own immediate concerns, as though somehow the institution could be divorced from the society that both sustains and supports it. Such an attitude may perhaps have been tolerable in a more remote time when universities were neither so complex nor so expensive. At the present moment, education at every level consumes in this Province something of the order of one-third of the total provincial budget. The traditional mission of the university is, as it has always been, transmission of the cultural heritage; education to the highest level of succeeding generations of young people; and scholarship, research and investigation of high order and quality. Yet, it is perfectly possible at the same time for the university to have a "layered look". It can carry out its traditional mission and still bring to a much wider group of

people its special resources and facilities for a whole range of educational goals.

Despite the odds, the many imaginative and ingenious programs in operation in this Province attest to the vigour and creativity of continuing education. The list of such offerings is extensive and only a few examples can be cited here:

Auto Emission Controls and Oscilloscope

Chinese (Courtly Mandarin and Pure Cantonese)

Ceramics

A Child's First Three Years

Yogic Exercises

Information Fair for Senior Citizens

Apartment Block Management

Bookkeeping for Small Businesses

Effective Supervision

Criminology Certificate Program

Men and Politics in England in the 18th and 19th Centuries

Libraries: Resource Use and Research

Residential Weekend in Classics

Developing Managerial Communications Skills

Foundations of Design

Introduction to Advertising

Medical Aspects of Rehabilitation

Herman Hesse: The Achievement and the Cult

The Psychoanalysis of the Labyrinth: An Introduction to Modern Poetry

Social Class in Canada

Ocean Life in British Columbia

Africa Today

Parent Effectiveness Training

Communication and Human Relations in the Family

Concrete Technology

The British Columbia Plumbing Code

It may be that the principal function of a Department of Continuing Education should be the creation, staffing and management of non-credit courses, and that all credit offerings, either by day or by night, should be an integral part of the college or university operation, administered by department heads and deans. Imaginative non-credit programming is non-repetitive; offerings must be responsive to particular circumstances and needs at any given time. For example, a current concern over inflation or the energy crises may be translated into immediate programming to meet the requirements for public knowledge and information. Because non-degree programming must often be fitted to the needs of specific groups or individuals, the course planning process must be skilfully accomplished to ensure an outcome of high quality. In addition, such programs may involve the non-professional instructor or lay-citizen in a resource function. Since instruction is not limited to the professional teaching group, complexity of academic planning and administration increases. To attain appropriate ends, and to make the learning experience truly significant, substantial numbers of imaginative and agile programmers, professionally acquainted with adult education as a field of study, must be attached to any continuing education division of an institution.

PROFESSIONAL LEADERSHIP IN CONTINUING EDUCATION

Until recently, many professionals in adult education entered the field after a period of successful practice in another area. Some of the most imaginative practitioners had no background in education: they came from the world of commerce, government service, private enterprise, the creative arts. They brought to this developing field special insights and creative strategies for problem-solving whose net effect has been to move adult education from a tenuous position to one of more stable and central concern. The field is now established as a legitimate area of professional study, career commitment and institutional practice; and a young person can enter adult education with the expectation of systematic career development and responsibility. Several Canadian universities now offer programs of graduate study in adult education to the Ph.D. level. As a field of social science research, there is a growing corpus of empirical and conceptual knowledge to guide both policy and practice. Indeed, in contrast to difficulties encountered when attempting to structure elementary or secondary systems on a body of professional expertise applicable to younger learners, adult education appears to have been successful in applying scientifically derived knowledge to diverse situations. For example, professional adult educators are now attached to many programs in the health sciences, particularly medicine and nursing. It is not uncommon for a department of surgery to recruit those trained in adult education to assist in the development and implementation of continuing education programs for specialized medical groups. Competence in the identification of instructional objectives, program design, and educational evaluation has wide applicability to disparate adult learning situations and such competence is increasingly sought.

Yet, within institutions, and more particularly colleges and universities, there is an unresolved conflict of expectations about the role and function of the officer who assumes responsibility for adult education. In some institutions, his position is viewed and classed as entirely administrative, yet he must be responsible for academic functions: identification of appropriate, substantive disciplinary areas; construction and evaluation of curriculum; evaluation of teaching and student achievement; research in his field leading to publication. In consequence, those who direct continuing education occupy a somewhat unique and anomolous position in any institution. Ideally, their role should be that of catalyst, of innovator, of creative academic planner. They should not be burdened with the many practical details that go into the day-by-day operation of a multiplicity of courses. For that reason, the services of competent administrative officers are needed, together with those of talented directors who can implement educational programs once conceived and can do so with panache.

THE SPECIAL ROLE AND MISSION OF COLLEGES

The Macdonald Report of 1962 advocated, among other things, the establishment of a series of colleges centred on major pools of population throughout the Province. This was a new kind of institution for British Columbia: a two-year community college which would provide facilities not only for academic education but also for other programs of a more practical nature. The idea was not new. Many areas of the United States had developed such colleges, and the team preparing the Report drew upon the considerable experience of those institutions.

The new colleges were to have a threefold mission. They would offer:

a) two-year academic programs to students who would then transfer to degree-granting institutions;

b) technological, semi-professional, and career and vocational courses for students seeking qualifications for entry into the workforce;

c) adult education, including re-education to meet the changing demands of technical and semi-professional occupations.

It was envisaged, therefore, that the colleges would provide a leavening effect in higher education throughout the Province. The system was to be decentralized; it was to assist in equalizing educational access; it was to provide a whole new range of opportunities for those who did not wish purely academic education.

Although much of the work of the colleges is devoted to students who attend during the day, their administrations are conscious of the fact that they must be in direct touch with the community and its needs: indeed, that is the basic function of a college to which the qualifier "community" is attached. They are aware that they must not only respond to requests made by individuals and groups within the community to provide courses of a particular kind, but that they must themselves, as a primary initiative, plan and develop programs centred on community needs.

However confined the region may be which is served by a college, it is fair to say that every community within the Province faces more or less the same kind of problems. The complexities of the West Kootenay are perhaps not as great as those of metropolitan Vancouver; and yet, if we believe that education is primarily concerned with the human use of human beings, the social, economic and community problems faced by smaller districts have parallels with those one finds in major cities. The problems are so diverse in nature that no enumeration can encompass them: career-planning; placement in jobs; medical, para-medical, and mental health resources; preservation of the environment and the habitat; housing; unemployment; the disadvantaged; the socially deprived. While it is not possible for the colleges to deal with all these complexities, and others like them, within the limits of the possible they must approach them, at least by reaction to detected community needs.

The Province is not yet served by colleges centering on each major pool of population, although an excellent start has been made over the last ten years. In 1973, the Minister of Education announced a capital investment of something in the order of 100 million dollars in the present system and in new institutions. A new college is being created in the Fraser Valley and the Minister's Task Force on the Community College in its Report of August 1974 recommended the establishment of new

colleges to serve the Northeastern Region of the Province, the Northwestern Region, the East Kootenay area, and Northern Vancouver Island.

The present roles and functions of the college are important, socially useful, and efficacious. However, the writers make the assumption that the new frontier for these institutions will almost certainly lie in continuing education and that the colleges, particularly those outside the metropolitan centres, might well be called upon to undertake substantial initiatives in adult education and in information services to citizens. Many of the ideas noted below would require, if they were implemented even on a modest scale, very substantial increases in staff and budget, both capital and operating, for the colleges. The new missions envisaged for the colleges may be listed as follows:

a) **The College as community resource for all activities which may be classified generally as cultural, social and recreational.** This suggestion has a parallel in the concept of the "community school". In summary, the college as community resource centre would involve free access by citizens, by day and by night, to the entire facilities of the college so that maximum use might be made of expensive installations for the benefit of the total community being served by the institution.

b) **The College as community information centre,** not necessarily solving the problems of citizens (that would be an impossible task in most cases) but giving aid, direction and guidance concerning agencies or individuals that could assist. The problems encountered by citizens are legion. Those problems will grow in intensity and complexity as the rate and pace of change accelerates in society. Even in a highly-organized community such as Greater Victoria, agencies dealing with the promotion of citizens' rights and benefits have found over and over again that substantial numbers of persons are unable to solve problems simply because they do not know channels of communication and roads of access to assistance. There is a bewildering array of social agencies in most communities, and much confusion is caused simply because there is no central agency which can give clear and direct guidance so that assistance may be obtained quickly and efficiently. Within each college there might be established, probably as an adjunct to the library, a small staff of well-informed persons who know community resources and who can suggest modes of access to those resources. Here is a sample of areas in which information is frequently sought: pensions; free legal aid; grants for specific community enterprises; provincial and federal legislation affecting the individual; tax laws, managerial methods; problems of the small businessman, the farmer, the processor; special problems in the education of exceptional children . . . the list can be extended almost at will.

c) **The College as community catalyst** organizing, or assisting in the organization of, citizen groups to deal with specific social problems in the community: landlord and tenant relations; alcoholism; crises lines; transient youth; alternative work programs; home care child care . . . indeed any social service not directly funded or administered by government. Within such a mission, the college might develop and maintain an **inventory of skills, a human talent bank,** in many fields so that, by mutual agreement and by cooperation on a non-payment basis, citizens could draw upon such resources to help solve each other's problems.

d) **The College as cooperating agency with established divisions of government** (at all three levels) and with other organizations or institutions concerned with community affairs: for example, Canada Manpower, the Department of Human Resources, Health Centres.

e) **The College as resource for the independent and self-directed learner** who is not formally registered in courses but who wishes access to library and research facilities and to experts in the field of his interest or concern.

f) **The College as academic, scientific or technological "broker"**, organizing special seminars, workshops, or short courses dealing with specific local problems in remote areas and contracting for specialists from other major institutions or agencies: the universities, colleges, hospitals, divisions of government, etc.

g) **The College as "animateur"**, seconding skilled personnel to work directly with community groups, as the need arises, to solve specific problems. Under such a plan, an applied scientist might spend only half his time teaching at the college and the rest as consultant or animateur working on problems of direct concern — say — in ecology, pollution control, water supply, soils testing, etc. In a similar way, a social scientist might deal with problems involving alcoholism in a community, particularly in a remote area but one falling within the general sphere of influence of the college.

h) **The College as "futurist"**, detecting not only the broad educational requirements of the present but seeking to develop programs and courses to meet the future needs of citizens. This is the most difficult of all roles. Most educational institutions are now under challenge and criticism because they tend to deal with the affairs of the past and rarely seek to announce the future. Although no one can expect the professional educator to enjoy the gift of prescience, he can be expected to give leadership, and assist in the development of leadership, by venturing into areas of inquiry which may ease future shock.

i) **The College as organizer of detached centres of learning in remote or sparsely-populated areas of the Province.** The British experience with the Open University has shown that it is feasible and possible to bring the benefits of post-secondary instruction to a diverse, diffuse, and non-traditional student body. For example, the new college recommended for the Northeastern Region of British Columbia might accept as a special mission, additional to its normal functions, the management in the northern part of the Province of an "open college" or "college without walls", using detached study centres with libraries (including print and audio-visual resources) and local, qualified instructors on a part-time basis, or visiting tutors. The delivery mechanism for such resources or service could be the ubiquitous mobile homes which are so much a part of northern living.

The relevance of the British experience for northern parts of the Province seems apparent. For economic reasons, course-offerings would have to be fairly restricted to the formative level. Instruction could be carried out by correspondence course, by libraries of tapes, films, and cassettes held in specific detached learning centres, probably the local school. Competent and skilled persons from within the community could be retained as instructors or as tutors, and the agency charged with overseeing the entire program could despatch

visiting resource personnel who would meet local students at stated intervals.

To activate such a project, it would be necessary to form an interdisciplinary team of individuals with competence and experience in specific areas:

- An officer able to design academic, technical and career curricula appropriate to youths and adults;
- An officer competent in the identification of appropriate media for the transmission of knowledge in particular subject areas;
- A senior technician able to establish the feasibility of using suggested media;
- Subject-matter specialists;
- A systems analyst, to operate at the macro-level in the establishment and management of workable, effective structure and design;
- A learning assistant able to anticipate problems attached to the new instructional methods, evaluate the quality of those methods, and determine what will best facilitate student progress and achievement.

It is of the utmost importance that such a team be given both adequate time and resources for thorough educational planning appropriate to the unique geographic, social, cultural and economic circumstances of students to be served. The educational landscape across North America is littered with the wreckage of innovative projects launched too quickly, with inadequate planning, simply to respond to the apparent needs of a moment.

PARTNERS IN PROMISE

The rhetoric of educational poverty and neglect is the natural speech of those whose professional service is to the field of adult education. They are accustomed to the sense of struggle which has been necessary to sustain the provision of learning opportunities for adults. Institutions of education have been created primarily for the formation and training of the young. The processes, techniques, and methods attached to such a function have generated their own self-justifying norms, values, and ideologies which do not easily accommodate those who hear a different drummer.

The late 19th-century values and moral codes which were so instrumental in the foundation of organized educational systems for the young have themselves proved to be a precarious basis for these very systems in the 20th-century. Witness the endemic conflict between the role and responsibility of public schools for "moral education": drug counselling, sex education, consumer training, and their role in the development of the mind, the "pure" academic function.

It is ironic that until relatively recently, the young learners, and, in particular, children, were viewed and taught as little adults — stern discipline, a regimented pattern of instruction, and mindless academic repetition being characteristic of formal teaching and learning systems. Not until the early part of this century with its new insights from the social sciences did such conceptions change. Critics might argue that they still prevail.

While the view of children as "little adults" for learning purposes has been abandoned, the development of adult education — largely within systems designed for the young — has supported the crushing irony of a conception of adult learners as children. While such a

conception does violence to common and academic sense, there has been relatively little progress toward the development of adult education as a unique form of human behaviour requiring specialized institutional and methodological practice.

It may be instructive to note that the field of pre-school education has received enormous social recognition and impetus during the past decade. Careful empirical and conceptual evidence is now used in the design of special learning milieux for early childhood. At least at this chronological age, the uniqueness of learning behaviour is recognized. There is no reason to believe that adult learning behaviour is any less subtle. It may even be more complex because of physiological, psychological and emotional development.

Until there is a corpus of widely accepted logic and evidence to illustrate and support the singularity of adult education, the claim to a special role in the educational process will continue to be overlooked in the allocation of material and human resources.

Yet the explosive growth of adult education has recently generated more systematic inquiry and attention of its special needs. The concept of andragogy as distinct from pedagogy is now in a formative stage. More than just an etymological distinction, the concept of andragogy connotes a distinct branch of research and practice which may be the elements of a new form of education. Specialized educational processes and facilities for adults are not new. Indeed, they have preceded the development of androgogical theories, but the basic alternatives for the education of adults are now more clear.

One set of initiatives lies in strengthening the commitment of existing institutions to adult education. Indeed, as the education of adults becomes a more central force in the Province, this alternative is the one most commonly explored. It should be noted that, as in the choice of any alternative, one set of actions implies the exclusion of others. While it is feasible for existing institutions to be strengthened, it has been noted consistently that adult education would be still a secondary emphasis. The North American experience is that it is difficult for the education of adults and of the young to proceed in entirely close harmony and balance within an existing institution. This is not to say that a creative arrangement or approach to the reconciliation of both functions is impossible. In part, existing strains arise from the imbalance of historical tradition. The conscious acceptance of adult education as a central institutional function might create a pattern of operation which would be capable of responding to the many needs of society.

A second set of initiatives, however, lies in the development of specialized institutions or agencies for the conduct of adult education. One, although not the only model, is the British Open University. There are similar examples in Canada such as Atkinson College of York University and The Banff Centre for Continuing Education. The great advantage of specially-designed institutions or agencies is that, implicit in their operating philosophy, is a recognition that procedures and techniques must be consistent with their ends of service to adults. Many of the existing impediments to adult learning derive from administrative procedures designed for the young. When new institutions are created, procedures are more likely to accommodate the nature of students served. With a very modest organizational effort, and with a relatively small budget, it would be possible to design and operate a specialized institution of post-secondary education in this Province whose principal concern would be the education of adults.

Whatever the final resolution of the problem may be, it is clear that the progress of continuing education depends upon harmonious cooperation between the various institutions and agencies now in existence. The extension and intensification of educational resources throughout the Province on a new scale will demand the closest cooperation between traditional agencies (the school, the college, the university) and other organizations seeking to accomplish similar educational ends. Each has its special role to play within a partnership: a partnership based on a rational, comprehensive, and economical system. A highly centralized, top-lofty administrative structure is not necessary to attain the end; but coordination and cooperation, especially between and among institutional groupings, will be required if continuing education is to attain the promise envisaged for it in this paper.

We have in mind another kind of partnership: a trinity of learner, teacher, and milieu. This partnership is the basis of the educational process. In the manner of any agreement and understanding such a partnership involves provision for physical welfare as an essential condition for learning. It also involves reciprocal respect and support. And finally, it includes compassionate understanding of the private aspirations and desires of all those who are engaged in the process of inquiry.