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AUTHOR Cohen, Arthur M.
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ABSTRACT

In fall 1986, as part of a study of community college involvement in the education of adults, telephone interviews were conducted with administrators responsible for continuing education and community services at 95 randomly selected public, two-year colleges. The interviews sought information on enrollment trends, funding, and course initiation in the areas of adult basic education (ABE), short-term vocational classes, continuing education for professionals, recreational and avocational courses, customized job training, distance learning, and programs for special populations. Among the major findings were: (1) 98% of the colleges offered short-term vocational courses, and 94% offered continuing education for professionals; (2) during fall 1986, the responding colleges served 271,400 adults in the seven program areas covered by the survey; (3) short-term vocational training, professional continuing education, and customized job training accounted for 49% of enrollments; (4) in terms of past and projected enrollments, ABE was the fastest growing area; (5) three factors were found to influence program trends; i.e., decisions by the college staff, decreased state reimbursement for recreational/avocational courses, and the use of off-campus facilities; (6) limited staff time was found to be a major constraint on the initiation of new contracted programs with business and industry; and (7) ABE and vocational training were the programs most often subsidized with state or federal monies. (EJV)

CENTER FOR THE STUDY OF COMMUNITY COLLEGES
A NON-PROFIT CORPORATION

ARTHUR M. COHEN
JOHN LOMBARDI
FLORENCE B BRAWER

1047 GAYLEY AVENUE SUITE 205
LOS ANGELES CALIFORNIA 90024
(213) 208-6088

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COMMUNITY COLLEGE INVOLVEMENT IN THE EDUCATION OF ADULTS:

A PROGRESS REPORT SUBMITTED TO THE CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING

A report summarizing the Fall 1986 Telephone Survey of continuing education administrators at a national sample of community colleges.

Arthur M. Cohen, President

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EXECUTIVE SUMMARY

As part of a study of community college involvement in the education of adults, the staff at the Center for the Study of Community Colleges conducted telephone interviews in Fall 1986 with the administrators responsible for continuing education and community services at 95 randomly selected public, two-year colleges. The purpose was to gather information concerning enrollment trends, funding, and course initiation in seven program areas usually offered outside of the regular credit curriculum:

1) Adult Basic Education (including adult literacy classes and high school equivalency programs);

2) Short-Term Vocational Classes (including noncredit occupational courses--such as tax seminars for small business operators or short-term training for the unemployed--that are designed to teach specific job skills and are not part of certificate or degree programs);

3) Continuing Education for Professionals (including recertification or relicensure classes for real estate agents, nurses, and other members of regulated professions);

4) Recreational and Avocational Courses (including noncredit classes in such areas as aerobics, dancing, knitting, and other hobbies);

5) Customized Job Training (including classes offered on a contractual basis for employers at local industries);

6) Distance Learning (including courses by television, newspaper, and radio); and

7) Programs for special populations, (including senior citizens, prisoners, displaced homemakers, and other targeted groups).

Major findings are summarized below.

Which program areas are most often offered by the colleges?

In terms of the percentage of colleges offering courses, the seven program areas can be rank-ordered as follows:

1. Short-term vocational courses (98% of the colleges)
2. Continuing education for professionals (94% of the colleges)
3. Programs for special populations (89% of the colleges)
4. Recreational/avocational courses (87% of the colleges)
5. Adult Basic Education (73% of the colleges)
6. Customized Job Training (72% of the colleges)
7. Distance Learning (52% of the colleges)

How many adults participate in community college programs offered outside the regular, credit curriculum?

During Fall 1985, the participating colleges served approximately 271,400 adults in the seven program areas covered by the survey. Since the 95 sampled colleges represent nine percent of the nation's 1,059 public two-year colleges, we cautiously estimate that the national enrollment figure is 3,015,700, or approximately 64 percent as much as the enrollment in credit programs.

Which are the largest program areas in terms of enrollment?

Vocational programming is clearly the largest category; short-term vocational training, continuing education for professionals, and customized job training account for 49 percent of enrollment. Of the remaining categories, recreational/avocational classes constitute the next largest category (27 percent of enrollment), followed by adult basic education (12 percent),

programs for special populations (10 percent), and distance learning (two percent).

What are the fastest growing program areas?

In terms of past and projected enrollment trends, the fastest growing program area is adult basic education (ABE). Occupational programs--short-term vocational training, customized job training, and professional continuing education--come in a close second. The areas experiencing the smallest growth are recreational/avocational programs and distance learning.

What accounts for variations in enrollment trends?

Three factors have influenced the growth of ABE and vocational programming on the one hand and the decline of recreational and distance learning on the other:

** decisions on the part of college staff to devote more of their program development effort to literacy and vocational training rather than to recreational/avocational programming;

** decreased state reimbursement for recreational/avocational courses, thus diminishing institutional incentives to promote these courses and leaving them more vulnerable to the area citizens' tendencies to pay user fees;

** the use of off-campus facilities rather than distance learning technologies to reach people who cannot come to the college.

How do new programs and courses get started?

Program development and success are a function of staff initiative in identifying community education needs and marketing college services to meet those needs. Therefore, the ability of colleges to expand education for adults outside of the regular, credit curriculum is circumscribed by the amount of time staff can spend on program development. Because this time is limited, colleges have prioritized program development efforts, stressing vocationally-oriented classes. But even within this area, program development has not proceeded as quickly as college representatives would like. Limited staff time, for example, has in many cases constrained the initiation of new contracted programs with business and industry.

Which programs receive the largest government subsidies?

Programs most often subsidized with state or federal monies are the same programs upon which college personnel place the greatest emphasis: adult basic education and vocational training. Only 11 percent of the college report that their ABE programs are totally self-supporting through user fees. This compares with 30 percent of the short-term vocational programs, 44 percent of the continuing professional education programs, 48 percent of the customized job training programs, and 75 percent of the recreational/avocational programs. Programs for special populations receive varying subsidies. depending on the population served.

INTRODUCTION

In order to understand the scope and nature of educational programs offered by community colleges outside of the transfer and vocational curricula, Jim Palmer and Ron Opp, research assistants at the Center for the Study of Community Colleges, conducted telephone interviews with the administrators responsible for continuing education and community services at 95 public, two-year institutions. The interviews, conducted in Fall 1986, solicited information concerning enrollment trends, funding, and program initiation in seven areas:

1) Adult Basic Education (including adult literacy classes and high school equivalency programs);

2) Short-Term Vocational Classes (including noncredit occupational courses--such as tax seminars for small business operators or short-term training for the unemployed--that are designed to teach specific job skills and are not part of certificate or degree programs);

3) Continuing Education for Professionals (including recertification or relicensure classes for real estate agents, nurses, and other members of regulated professions);

4) Recreational and Avocational Courses (including noncredit classes in such areas as aerobics, dancing, knitting, and other hobbies);

5) Customized Job Training (including classes offered on a contractual basis for employers at local industries);

6) Distance Learning (including courses by television, newspaper, and radio); and

7) Programs for special populations, (including senior citizens, prisoners, displaced homemakers, and other targeted groups).

The data collected in the interviews provide a framework for analyzing the relative size of these programs in terms of enrollment, assessing the factors contributing to their

initiation and maintenance at community colleges, and gauging those program areas that are likely to grow in the future and those likely to decline.

This paper summarizes the methodology and procedures used to conduct the interviews, details findings for each of the program areas studied, and presents summary conclusions.

METHODOLOGY AND PROCEDURES

Development of the Interview Schedule

The telephone interviews were designed to gain administrator perspectives concerning the community college role in meeting the ad hoc continuing education needs of adults, as opposed to the provision of credit curricula leading to certificates, associate degrees, or transfer. Accordingly, Center staff developed an initial interview schedule (Appendix I) in the summer of 1986, soliciting information on "continuing education" activities. The schedule included such questions as "What are the most popular continuing education courses at your college," and "Who initiates continuing education courses at your college." As a pilot test of the schedule, administrators from 15 southern California community colleges were interviewed during the last two weeks of September.

The pilot test yielded an important finding: the terminology of adult and continuing education varies from college to college, depending on funding sources and/or state regulations concerning classes that can be offered for credit. At the California colleges involved in the pilot study, "continuing

education" referred to noncredit classes that received at least some state subsidies; noncredit classes receiving no state support were referred to as "community services." When asked about "continuing education," therefore, the interviewees did not think in terms of specific types of educational services per se (such as adult basic education, relicensure classes for nurses, recreational classes, etc.). Rather, the interviewees thought in terms of funding categories, asking first "What classes fall under the noncredit category according to the state education code?" and then "Which of these courses receive state reimbursement?" It became clear that the interview schedule would have to be revised in such a way that it communicated what we, the researchers, meant by continuing education. Otherwise, data collected from colleges in different states would not be comparable.

The revised interview schedule (Appendix II), therefore, requests information about seven specific types of educational programs defined in terms of purpose and audience rather than credit status or funding source. These areas, listed in the introduction to this paper, were identified in the literature as the most commonly offered program categories under the "continuing education" or "community services" rubrics. For each of the programs, the interview schedule solicits data relevant to four basic questions:

1) What are the funding sources for the programs?

2) How many students enrolled in each of the programs during Fall 1986?

3) Has enrollment in each program increased, decreased, or remained the same in the past five years, and what is the prognosis for the future?

4) Who are the prime movers behind these program areas? That is, who initiates these programs and what are the factors leading to program initiation?

In addition, the schedule included questions requesting information on the number of off-campus satellite locations utilized by the college and the role of various campus and community constituencies in designing courses and services. Interviewees were also asked to submit any written materials describing the programs in question.

The Sample

Administrators from 95 public two-year institutions--randomly selected from the 1985 edition of the Community, Technical, and Junior College Directory -- participated in the telephone interviews. The 95 colleges were the same institutions that participated in the student survey we conducted in Spring 1986.

Table One illustrates the distribution of the colleges in terms of enrollment. In comparison to the population of public two-year colleges, the percentage of participating colleges in the "1,500 - 2,999" and "7,000 or above" categories is proportional to the national population. The survey sample is overrepresented in the "3,000 - 6,999" category (which nationally includes about 25 percent of the colleges) and underrepresented in the "1,499 or less" category (which nationally includes about 30 percent of the colleges).

TABLE ONE

Participating Colleges By Enrollment Size

Enrollment Size	% of participating colleges in size category	% of all public colleges in size category
1,499 students or less	23% (22 colleges)	32%
1,500 - 2,999 students	23% (23 colleges)	25%
3,000 - 6,999 students	34% (32 colleges)	24%
7,000 students or more	19% (18 colleges)	20%

Table Two depicts the regional distribution of the participating colleges and compares that distribution with the population of public colleges. The table demonstrates that by region, the colleges are almost exactly representative of the population of public institutions. The only states not represented in the sample are Delaware, Hawaii, Indiana, Kentucky, North Dakota, Rhode Island, South Dakota, Utah, and Wyoming.

TABLE TWO

Participating Colleges, By Region

Region	% of participating colleges in region	% of all public colleges in region
West (AK, WA, OR, ID, HI, CA, NV, MT, WY, UT, CO)	22% (21 colleges)	19%
Southwest (AZ, NM, TX, OK)	11% (10 colleges)	11%
Plains & Midwest (ND, SD, NE, KS MN, IA, MO, WI, IL)	20% (19 colleges)	19%
Southeast (AR, LA, KY, TN, MS, AL FL, GA, SC, NC)	18% (17 colleges)	22%
Mid Atlantic (VA, WV, IN, OH, MD, MI DE)	15% (14 colleges)	16%
Northeast (CT, NJ NY, PA, RI, MA, NH, VT, ME)	15% (14 colleges)	13%

Survey Procedures

The person in charge of the non-credit components of the curriculm at each participating college was identified by looking up the name of the continuing education director at the colleges in the 1986 edition of Who's Who in American, Community, Technical and Junior Colleges (Washington, D.C.: American

Association of Community and Junior Colleges, 1986). A letter was then sent to each director explaining the purpose of the study and asking his or her willingness to participate in a short phone interview (Appendix III). A stamped postcard addressed to the Center was also included with the letter, so that the directors could designate the day and the time at which it would be convenient for them to be interviewed.

The letter went out in the first week of October and 68 continuing education directors returned the postcard within two weeks. The remaining 27 continuing education directors were contacted by phone and asked if they would be willing to participate. In every case, the answer was affirmative, resulting in a final response rate of 100 percent for the sample of 95 colleges.

Interviews commenced as soon as postcards were received from the directors. Each interview began with a brief legend outlining the purpose of the study and asking the interviewee to outline the areas of the curriculum for which he or she is responsible. This was done to assure that the person contacted was in a position to answer the questions on the interview schedule. In some cases, we were referred to another administrator with the requisite expertise, and in the case of larger institutions it was often necessary to interview three or four individuals who had oversight into the different areas to be covered in the study. In total, 118 administrators from 95 colleges were interviewed.

FINDINGS

Fall 1986 Enrollment

One of the objectives of the study was to determine the relative size, in terms of enrollment, of community college programs designed to meet the continuing education needs of adults. The interview schedule, therefore, asked for estimates of the Fall 1986 enrollment in each of the seven areas studied: adult basic education, short-term vocational classes, continuing education for professionals, recreational and avocational courses, customized job training, distance learning, and programs for special populations. Mean, minimum, and maximum enrollment figures for each of these areas are summarized on Table III.

Table III

Mean Enrollment in Program Categories

Category	Mean Enrollment	Minimum	Maximum
Adult Basic Education	729	10	6,400
Short Term Vocational	1253	12	15,000
Continuing Education	550	20	3,475
Recreational/ Avocational	1297	13	10,000
Customized Job Training	645	10	',000
Distance Learning	265	12	1,200
Special Populations	859	22	8,000

A related question asked the directors to identify the category enrolling the greatest proportion of students. Table IV rank orders program categories according to responses to this item.

Table IV

Number of Colleges with Category as Largest Enrollment

Category	Percent of colleges indicating category as one with highest proportional enrollment
Recreation Avocational	36%
Short Term Vocational	35%
Programs for Special Populations	13%
Adult Basic Education	6%
Continuing Education	6%
Customized Job Training	4%
Distance Learning	0

Two salient points emerge in this enrollment analysis. First, although recreational/avocational courses remain an important part of adult education programing, the growth of customized job training programs, along with strong enrollments in short-term vocational classes, demonstrates a strong college commitment to occupational courses. As will be seen later, many interviewees felt that their institutions were placing increased emphasis on occupationally-oriented classes at the expense of recreational/avocational programs. A second factor to emerge is the relatively small utilization of distance learning technologies. With the exception of a few large community college districts with long histories of involvement in televised instruction, none of the participating institutions reported that distance learning played anything but a peripheral role in the

instructional program.

Additional information on the factors affecting enrollment and program development in these and other areas are discussed in the following paragraphs detailing survey findings.

Adult Basic Education (ABE)

The phone interviews revealed that 69 of the colleges, or 73 percent, offer one or more programs in adult basic education, including adult literacy and high school equivalency classes. Many of the colleges indicated that these were open-entry, open-exit programs in laboratory settings. Others responded that they offered their programs jointly with the local school district. In most cases, those colleges not offering ABE classes are prevented from doing so because of regulations delegating such instruction to the local schools.

Funding. ABE programs at community colleges receive state and federal subsidies to a relatively high degree. Three quarters of the colleges offering ABE instruction indicated that their ABE programs were funded, at least in part, by state and federal monies. Only one-third, however, identified student fees and tuition as a source of program support, and only one-fifth noted that they received local government subsidies. Where they are authorized to provide instruction at the pre-collegiate level, community colleges have clearly utilized government funds targeted toward adult literacy and high school equivalency education. Many respondents, for example, cited the federal monies available through the Adult Education Act (although most

interviewees could not pinpoint the origin of government subsidies beyond the fact that they come from federal, state, or local sources).

Program Initiation. When asked to identify the primary forces responsible for college involvement in ABE programing, the interviewees noted an array of factors:

** Long-standing tradition. Many colleges indicated that ABE programing had long been a part of the college mission. Usually beginning as high school equivalency programs in the 1960s or early 1970s, ABE programs expanded over the years to encompass basic adult literacy.

** State mandates. Some states simply require the community colleges or technical institutes to provide ABE instruction. In these cases, the state education agency is the primary force behind ABE programing.

** Availability of subsides. Two interviewees indicated that program development in this and other areas is dictated mainly by the availability of state or federal subsidies. Where funds are available, programs are initiated.

** Community groups and agencies. Most interviewees responded that a variety of community groups have requested the colleges to alleviate the increasingly visible adult literacy problem. Among these organizations are churches, minority organizations such as the National Association for the Advancement of Colored People, state employment agencies, and businesses concerned with the literacy skills of their employees.

Despite these influences, two-thirds of the interviewees indicated that they themselves, and not external constituencies, are the primary movers behind the initiation of ABE programs. College personnel, the interviewees maintain, take a proactive stance by formally or informally surveying community needs and responding with appropriate curricula. It is this proactive

stance--often defined vaguely as a process of simply "keeping in touch with the community"--to which the initiation of ABE and most other programs is credited.

Enrollment trends. Of the fifty colleges responding to the question on enrollment trends, over three-fourths indicated ABE enrollments were increasing. Futhermore, over four out of five of the colleges experiencing these increases expected this trend to continue. Much of the increase was attributed to institutional factors: better instructional materials, more diversification in program delivery (independent study labs in addition to classes); increased numbers of off-campus locations; and the provision of instruction at night and on weekends. One respondent indicated that the college provided an "adult" atmosphere that was more acceptable to potential students than local high schools. Other factors cited as accounting for enrollment increases were a heightened awareness of the adult literacy problem (especially as the result of nationally televised programs on literacy), a changing labor market that no longer accommodates illiterate workers, and the increased willingness of illiterate adults to seek out help.

Short-Term Vocational Programs

Many students taking vocational classes do not aspire to an associate degree or certificate; they enroll to meet short-term goals such as learning how to use a specific software program or updating skills needed on the job. In recognition of this, many colleges offer a host of short-term programs ranging from weekend seminars to classes lasting several weeks. Of the

95 colleges participating in this study, 93 offer these short-term vocational classes. They are administered in several ways. Sometimes they are part of the community services, noncredit curriculum. In other cases, though, they are part of the credit curriculum and offered ostensibly as electives. This is particularly the case in those states that reimburse credit classes at higher rates than noncredit classes. Finally, a small number of the larger colleges offer these courses through specially-established campus agencies that are most often called "business and professional institutes."

Funding. Short-term vocational classes are funded in a variety of ways, depending primarily on their credit status. Classes that are part of the credit curriculum are funded through a combination of student fees and state reimbursement. Noncredit classes, on the other hand are generally self-supporting and rely solely on student fees. Of the colleges participating in the study, three quarters indicated that short-term vocational classes are funded at least in part by student fees, while slightly less than two-thirds received state reimbursement. Other frequently mentioned funding sources include grants (used at one college to supplement student fees), local government contributions, and federal funds (primarily through the Job Training Partnership Act). Local businesses undoubtedly make large contributions by reimbursing employees for educational expenses. But the colleges generally do not know the extent of this industry contribution.

Enrollment trends. Of sixty-nine colleges reporting enrollment trends in this area, two-thirds indicated that enrollment has steadily increased in the past five years. The interviewees generally credited this increase to two factors: advancing technologies requiring workers to learn new skills and marketing efforts on the part of college personnel themselves. Another factor cited is the nature of short-term training itself, which appeals to adults who do not have time or the inclination to commit themselves to degree curricula. Finally, one college in California cited a third possible factor: tougher entrance standards at state four-year colleges: the standards supposedly discourage students from transferring, and they turn to short-term vocational classes as a means of quickly entering the labor market. Of the colleges experiencing increases, almost all predicted that this trend would continue.

Those reporting stagnant or decreasing enrollments often felt that poor economic conditions were to blame. Although some colleges reported that increased unemployment resulted in enrollment increases among students using short-term courses to retrain for new jobs, other colleges, particularly those in the sluggish economies of oil-dependent states, reported that enrollment was down. Unemployed individuals simply do not have the discretionary income required to pay college fees and tuition. Conversely, a booming economy may increase the pool of paying customers and the probability of enrollment growth. One large Illinois community college, for example, credited its 280 percent enrollment increase in short-term vocational training to the rapid growth of high-technology industries in its service dis-

trict. While providing no conclusive evidence, conversations with the interviewees lead to the hypothesis that a healthy short-term vocational program is correlated with a healthy local economy. Conversely, sluggish enrollments may be correlated with a declining economy. The question of a causal relationship--whether these programs boost the economy or vice versa--remains unanswered.

Program initiation. When asked how short-term vocational programs are initiated, four out of five colleges responded that initiative on the part of the college personnel is the primary factor. The majority of colleges clearly promote this type of programing among the local business community, arguing that the colleges can meet many business training needs. Most of the interviewees indicated that they maintain personal contacts with the local business leaders and that these contacts lead to ideas for new programs. One interviewee, for example, noted that he developed short-term secretarial classes at his college in response to a conversation he had with the president of the local chamber of commerce. Another related how he learned of a need for training in computerized word-processing through his participation in meetings of local chambers of commerce and economic development agencies.

Some of the larger colleges have formalized the process of maintaining contacts with the business community. Two interviewees noted that their staffs include individuals who are responsible for contacting businesses and promoting college services (including short-term vocational programs). Two other

large colleges have established "business and professional institutes" (BPI's) which are responsible for promoting and providing short-term vocational training. One of the BPI's has a 49-member staff that, according to its director, is constantly in touch with local business leaders.

The promotion of short-term vocational training through BPI's, however, is the exception rather than the rule. Most of the interviewees indicated that they relied on informal contacts between college personnel and the business community. All college personnel were expected to seek out new training opportunities for the college, to take (in the interviewees' terminology) a "proactive" and "entrepreneurial" stance. In some cases, the colleges indicated that they develop short-term vocational programs in response to the initiative of local business people who contact the college. But the interviewees stressed that this happens only after the college itself had convinced local industries that it can be of service to them.

Continuing Education for Professionals

Eighty-nine colleges, or 94 percent of the sample, provide continuing education for professional relicensure or recertification. The type of continuing education offered by each college depends largely on state recertification requirements. But collectively, the sample institutions offer a vast array of courses, many in areas normally considered beyond the purview of community college education. Included are courses for nurses and other allied health personnel, real estate agents, teachers, dentists, lawyers, income tax preparers, firemen, secretaries,

and bartenders. Like the short-term vocational classes, these courses are often offered in the credit curricula ostensibly as electives which can be applied toward the associate degree.

Funding. Four out of five colleges indicated that their continuing education programs are funded at least in part by student fees and tuition. State subsidies for continuing education were received by slightly less than half of the colleges. The availability of state reimbursement depends primarily on whether the courses are offered on a credit or on a noncredit basis.

Other funding sources include the federal government and local industries. Two colleges indicated that continuing education for nurses and other allied health personnel is subsidized in part by federal grants. Interviewees also mentioned that students are sometimes reimbursed by their employers, but the extent of these employer subsidies is unknown.

Enrollment trends. Of the 69 colleges reporting enrollment trends for professional continuing education, slightly less than two-thirds experienced an increase over the last five years. Interviewees noted three reasons for increased enrollments: growth in state laws mandating recertification in a number of careers; college efforts to promote and market their professional continuing education programs; and increased community awareness of college offerings in these areas. The colleges experiencing stagnant or declining enrollments noted such reasons as lack of appropriate faculty, the saturated market for real estate agents, and competition from other providers of continuing education,

notably hospitals. One rural college in Oregon blamed its decline on new state regulations requiring dental assistants and electricians to take recertification classes at centralized locations outside of its service district. The Oregon case illustrates how college programming in this area is largely dependent on state law.

Almost all of the directors experiencing enrollment increases expected this trend to continue. However, a number of colleges indicated that they expected their continuing education enrollment to fluctuate depending on such factors as the real estate market, community demographics, and the local economy.

Program Initiation. When asked to identify the factors most responsible for the initiation of professional continuing education programs, the interviewees cited college marketing initiatives, requests from outside constituencies, or both. Many programs are started at the request of local businesses, professional associations, and unions. The need to act "proactively" or "entrepreneurially" in seeking out new opportunities for the college was not as evident among the interviewees when it comes to professional continuing education. Presumably, this is because demand for such programs is governed by factors (such as legislation) that cannot be controlled by the colleges, and because the necessity of taking recertification classes requires individuals and businesses to seek them out.

Recreational/Avocational Courses

Eighty-three colleges, or 87 percent of the sample, indicated that they provide recreational and avocational courses.

Of those colleges not providing such courses, most were in states that authorized and funded local school districts to perform this educational role.

Funding. Of the 83 colleges providing recreational/avocational courses, 60 reported that they were totally self-supporting, reflecting the growing tendency of states to withhold subsidies from courses that might be considered educational "frills." Of the remaining colleges, most received subsidies from state or local governments, along with student contributions. In at least four of these states, guidelines have been established determining the types of recreational/avocational courses that may be funded. A college from Oregon, for example, reported that it receives state subsidies for courses which are deemed to have an educational objective (such as learning how to paint or learning calligraphy). Courses judged to be largely recreational in nature remain self-supporting.

Enrollment Trends. Recreational/avocational courses are not a growth area for community colleges. Of the participating institutions offering such courses, only 35 percent indicated that enrollment in this area had increased during the past five years; 37 percent had experienced enrollment declines and 25 percent indicated that enrollment had been stable. Institutions experiencing enrollment increases credited them to two factors: (1) a healthy economy providing area citizens with discretionary income necessary to pay student fees and (2) institutional marketing and promotion efforts. Declining or stabilizing enrollments were attributed to several mitigating factors:

** state and institutional deemphasis of such programming in favor of vocationally-oriented courses;

** sluggish economic conditions and the concomitant inability of area citizens to pay fees;

** competition from other, more cost-effective agencies providing recreational/avocational courses, including YMCA's, other surrounding colleges, and private, for-profit "learning" companies such as the Learning Annex;

** increased fees in the wake of diminished state subsidies; and

** increased participation of women in the work force, causing a decline in the number of housewives seeking spare-time activities.

As for the future, 39 percent of the interviewees felt that enrollment would rise, but another 39 percent predicted enrollment decreases; five percent said that enrollment would fluctuate and 18 percent indicated that enrollment would remain stable.

Program Initiation. Of the 83 institutions providing recreational/avocational courses, only 37 credited the development of new classes in this area to "proactive," "entrepreneurial" efforts of staff to seek out new opportunities for the college. Many colleges seemed to allow other, outside constituencies to take the lead in program development.

One of these constituencies consists of the area citizens hired to teach non-credit, recreational/avocational courses. These instructors often approach the college with ideas for new classes; the classes are then offered if enough students sign up. Furthermore, the instructors sometimes promote their own classes. One college, for example, credited the viability of its recreational/avocational programming to the efforts of a single

instructor who started and promoted a highly popular series of karate classes. Institutional dependence on these instructors can have deleterious effects. One college reported that enrollment in recreational/avocational courses declined considerably when a popular dance instructor formed his own private studio, taking most of his students with him.

Customized Job Training

Sixty-eight colleges (or 72 percent of the sample) reported that they contract with public and/or private agencies to provide specialized instruction. Most colleges indicated that these contractual arrangements are made with local industries and obligated the college to provide on-site employee training in such diverse areas as conversational Spanish, truck driving, stress management, computerized word processing, and other job-related skills. Some colleges also contract with public or quasi-public agencies to provide, for example, vocational training for private industry councils (PIC's), basic skills instruction for military personnel, or instruction in law enforcement for those seeking positions as corrections officers at a new prison.

Funding. Of the 68 colleges engaging in contract education, 25 (37 percent) reported that such instruction is totally self-supporting; all costs are paid for by the company, its employees, or both. The remaining institutions, however, fund at least part of the contract programs with government subsidies derived in most cases from one of three sources:

** Job Training Partnership Act (JTPA) funds if the contract is arranged with a local private industry council;

** State economic development funds made available in some states to help community colleges train workers in new industries;

** Regular state reimbursement funds made available if the educational services provided in the contract program could qualify as credit instruction applicable to certificates or associate degrees.

Regulations governing the availability of these funds vary from state to state, but it is clear that educational services contracted out by community colleges have been viewed as beneficial to local economic development and worthy of public subsidy.

Enrollment Trends. As Table Five indicates, most of the colleges (81%) with contract programs reported that this has been a growing area during the past five years. The interviewees attributed this growth primarily to college efforts in developing and marketing customized contract programs. Several colleges indicated that they have designated one or more staff members to supervise and promote contract learning. Other factors mentioned by interviewees as positive influences on contract education include:

** availability of state subsidies for local economic development;

** the proximity of a large corporation with ample training funds; and

** local economic growth and the concomitant need for employers to train workers for new tasks.

TABLE FIVE

Past and Anticipated Enrollment in Contract Education Programs

Enrollment in Past Five Years	Percent of Colleges with Contract Programs
Stable	19
Decreased	8
Increased	73

Anticipated Enrollment	Percent of Colleges with Contract Programs
Stable	30
Decreased	3
Increased	67

The colleges are less sanguine, however, about the future of contracted education. While 67 percent of the interviewees expected future growth in this area, 30 percent reported that enrollments will stabilize. When asked why, the interviewees cited three mitigating factors. The first is economic stagnation; some colleges indicate that plant shutdowns have limited the market for contracted programs. The second is the inability of small businesses to contract for educational services; thus, a college's market for contracted education may be limited to the one or two large industries in its services district. The third factor--and the one most frequently mentioned--is limited staff time. It takes quite a bit of effort to make contacts with local

industries, convince them of the college's ability to provide employee training, develop customized curricula, and draw up training contracts. Some colleges indicated that they simply do not have the staff to expand their contract education program.

Program Initiation. The majority (78 percent) of colleges with contract programs credited the initiation and development of such curricula to the entrepreneurial efforts of staff within the continuing education and/or vocational education departments. In most cases, those working on contract education do so in addition to other responsibilities. But six colleges reported that they delegated at least one full-time staff member to this task, and our reported that they administered contract education out of a specially-designated office responsible for college coordination with business and industry. Only 22 percent of the colleges indicated that the impetus for the development of contract programs originated outside the institution. Outside influences include requests from local industries, state mandates or subsidies, and--in one case--the leadership of a local economic development agency. Successful contract programs, in short, seem to depend on the ability of college staff to take the initiative in contacting businesses, convincing them of the college's ability to provide cost-effective instruction, and building a solid reputation that attracts repeat business.

Distance Learning

Only 49 colleges (52 percent of the sample) indicated that they had distance learning programs. Most involve the televised delivery of credit classes either through broadcast, cable, or

videocassette tapes. Occasionally other media are used. One college offers a course via telephone; another college offers a course via the local newspaper, and a third offers a course via radio. With the exception of four large colleges with relatively long histories of involvement in televised instruction, distance learning at the colleges is confined to the delivery of only one or two credit courses.

Funding. Because distance learning primarily serves the regular, credit curriculum, most colleges (61 percent) fund distance learning courses through the usual combination of student fees and state subsidies. An additional 14 percent fund their televised courses through state or regional television consortia. Occasionally, additional revenue sources are used when available, including local tax revenues, state grants for innovative programming, and funds earmarked for faculty use in developing new courses.

Enrollment Trends. Of the 32 colleges providing information on enrollment trends, almost half reported that their enrollment had stabilized and would probably continue at a steady state. A number of colleges noted that their enrollment in this area was declining because of diminishing subsidies, technical problems, faculty resistance, and lack of attention by staff. Two colleges, however, expected increasing enrollments because of the ready availability of videocassette recorders in the home. In fact, one dean at a large Illinois community college indicated that broadcast television is dying out as an educational medium. It is much more efficient, he maintained, to lend out telecourse

recordings that students can view whenever they want at home.

Program Initiation. Seven colleges in California, Oregon, Washington, North Carolina, and New Mexico cited state or regional television consortia as the primary force behind the development of distance learning programs. But most (60 percent) credited the development of such programs to staff members who take it upon themselves to promote televised instruction. In the case of large community colleges, the impetus for program development sometimes came from an office of televised instruction. At smaller institutions, the development of telecourses was usually the product of one person's effort, an administrator or faculty member who believes in the importance of televised instruction and who, in addition to other responsibilities, secures the necessary funding. The interviewees leave the impression that there is no widespread support for televised instruction and that it would play an even smaller role were it not for the herculean efforts of isolated, but dedicated staff members.

Programs for Special Populations

Each of the participating colleges was asked if they provide educational services for special populations, such as the elderly, children, prisoners, displaced homemakers, and other groups. The object of this question was to identify the types of educational programs community colleges provide for targeted groups, as opposed to educational services that are open to the population at large. Eighty-five colleges (89 percent of th sample) provided specialized programming, including (in order

of frequency):

** programs for children under 18, such as after-school enrichment classes for high school students, computer camps for children, and summer schools providing athletic and/or academic instruction (48 colleges);

** programs for the elderly, such as "emeritus colleges," "elder hostels," and recreational and instructional services offered at nursing homes (23 colleges);

** classes for inmates at correctional institutions (19 colleges);

** programs providing instructional and support services for displaced homemakers and single parents (17 colleges);

** programs for the handicapped (7 colleges);

** programs for displaced workers and other unemployed individuals (4 colleges); and

** instructional programs for military personnel at local military installations (4 colleges).

It is interesting to note that while enrollments in recreational/avocational courses for adults have declined, the colleges have increased fee-based programming for children. Often labeled "colleges for kids," these programs range from sports camps to educational enrichment classes. The interviewees attributed the development of these programs to the increased need for day care, budget cuts eliminating enrichment and athletic activities at local schools, and the potential value of such programs to future student recruitment.

Programs for special populations, except those for children and military personnel, can be viewed as college efforts to assist disadvantaged adult populations. Caution should be used,

however, in extrapolating from the above data estimates of total college involvement with these populations. Some colleges, for example, reported that while they do not have a special program for senior citizens. they do provide tuition waivers for students over the age of 65, thus allowing seniors to take classes at reduced rates. Similarly, many colleges do not have a special program for the unemployed, thought they undoubtedly enroll unemployed individuals in their short-term vocational classes or in contracted programs training workers for new industries.

Funding. With the exception of programs for children, which are invariably self-supporing through fees paid by parents, programs for special populations receive a variety of subsidies (described below).

** Only six colleges reported that senior citizen programs rely solely on user fees. Four fund such programs through institutional, community services funds, one relies on a private grant, and the remainder receive state subsidies.

** Correctional education is subsidized by the jurisdiction (federal, state, or local) operating the prison or jail at which the instruction takes place. Only one college relied on student fees paid for by the prisoners or their families.

** All but two of the displaced homemaker programs receive state and federal subsidies (largely through the Carl Perkins Act). One college relied on student fees, and another relied on funds collected by the state through a marriage surcharge tax.

** Programs for the handicapped are subsidized by state and federal funds.

** Federal and state funds are also used to subsidize programs for the unemployed. One college, however, funded a program for displaced

farmers through local institutional funds set aside for community service.

** Classes provided for military personnel are funded through a combination of federal and state subsidies, along with student fees.

As will be noted below, community college programs for special populations are often initiated by college personnel in response to the availability of government subsidies.

Enrollment Trends. Enrollment trends and projections vary from program to program. In terms of the frequency with which interviewees reported increased enrollments during the past five years, programs for the elderly and for displaced homemakers have experienced the largest gains. In addition, none of the interviewees felt that enrollment in these two areas would decline in the near future. But the interviewees were less sure about the other targeted populations. Almost half of the colleges with programs for teenagers or children reported that growth in this area has stabilized and would continue to do so. As for correctional education, approximately half of the colleges reporting enrollment trends in this area were unsure of future developments.

Part of the variation in reported enrollment may be accounted for by the nature of the targeted populations themselves. Rising divorce rates and the growing number of elderly individuals undoubtedly factor into the growth of programs for senior citizens and displaced homemakers. Fluctuations in prison populations, on the other hand, cannot be controlled or anticipated by the colleges. The interviewees also mentioned a host of local factors that have an impact, including fluctuations

in the economy, the concomitant ability of area citizens to pay fees, the ability of the college to devote resourses to program promotion, and competition from local school districts.

Program Initiation. In approximately 75 percent of the cases, interviewees indicated that programs were started as a result of staff initiative. The impetus to start a program usually has one or more roots:

** Perceived Student Need. Counseling staff at one college, for example, started a displaced homemaker program to help the visibly growing number of returning women in the student population.

** Programs at Other Colleges. In many cases, a program would be initiated by a new staff member who formally worked at another college with a long history of involvement in a similar program. Less frequently, new programs would be started by staff members who had heard of similar programs at other institutions through professional conferences or the literature.

** Availability of Grant Money. Many interviewees indicated that the availability of state and federal grants is a very significant factor, especially in the development of programs for displaced homemakers and other populations that could not afford tuition or fees.

** Opportunity to Fill a Vacuum. Colleges sometimes developed programs to fill a gap in local community services. Some programs for teenagers and children, for example, were initiated by colleges because local school districts had cut back in athletics and enrichment programs. What the schools could not provide free of charge, the colleges offered at a fee.

** Public Relations. Many of the "college-for-kids" programs were started in an attempt to increase the visibility of the college among local teenagers and to thus boost recruitment.

There were, to be sure, some instances in which external agencies, such as community councils or senior citizen groups,

approached the colleges with a request for a new program. But in most cases, new programs were the product of college efforts to seek out new opportunities for instructional services.

Input From Internal and External Constituencies In Program Development

In an effort to gain a deeper insight into how colleges initiate and develop programs within the seven areas covered by the survey, Center staff asked the interviewees about the role played by various groups in the program development process: full-time faculty teaching regular, credit courses; part-time faculty teaching regular credit courses; potential students (e.g., area citizens); business and industry representatives; and community groups (such as churches, civic organizations, etc.) Findings reveal that each of these groups does have an input in program development. But this input is usually facilitated through informal conversations with administrators and staff in the continuing education or community services divisions, not through formal mechanisms such as surveys or committee work. The interviewees--especially at smaller institutions--felt that the job of soliciting input from these groups is generally a matter of simply "keeping in touch."

Faculty Input. Full- and part-time faculty members who teach in the regular, credit curriculum usually have no formal role in the development of continuing education or community services programs. Indeed, 49 of the colleges reported that these instructors are involved only minimally through informal

contacts with community services or continuing education staff. In some cases, staff turn to faculty members for advice on instructional questions. Seven colleges reported that the continuing education division regularly sends memos or brochures to the faculty asking for input. In the majority of cases though, the interviewees responded that they simply encourage faculty members to discuss any ideas they may have for new classes. Many interviewees noted, however, that there is little incentive for the faculty to do so.

The small number of remaining colleges reported a variety of more formal mechanisms:

** involvement of faculty in academic senates, advisory committees and other groups charged with curriculum and course approval (17 colleges);

** department head meetings at which faculty are represented indirectly through their division chairs (five colleges);

** administrative structures that place the responsibility for the development of continuing education and community services courses within the regular academic and vocational divisions rather than within a separate, noncredit division (four colleges);

** faculty evaluation procedures that allow instructors to fulfill their community service obligations by developing and teaching a noncredit class (one college), and;

** annual surveys of faculty conducted by the continuing education division (one college).

It is significant that only five institutions provide incentives for faculty participation through evaluation procedures or through administrative structures that place responsibility for continuing education within the regular divisions. In the vast

majority of cases, continuing education remains apart from other academic divisions, and although the opportunity to teach noncredit classes attracts what interviewees called a small minority of "entrepreneurial" instructors, most faculty do not volunteer their services.

Input from Area Citizens. When asked about mechanisms for securing the input of community citizens in program development, 40 of the colleges responded that they rely on informal contacts only. Interviewees at these institutions indicated that area citizens feel free to call the college with suggestions and that college staff informally "keep in touch with the community."

The remaining colleges use one or more formal mechanisms in addition to informal ties. These include:

** course evaluations that solicit class preferences and needs (31 colleges);

** community surveys or needs assessments (17 colleges);

** citizen participation on advisory committees or councils (10 colleges);

** brochure mailings and newspaper ads that invite citizens to come to the college with their needs (8 colleges); and

** coupons in class schedules or registration forms soliciting ideas for new courses (five colleges).

Business and Industry. Only six colleges reported that they rely on queries from businesses to learn of their training needs; the vast majority take steps to actively solicit business input. These efforts take one or more of the following forms:

** Advisory Councils. Forty-eight colleges secure business input primarily through lay advisory boards for the various vocational curricula. Though the boards are ostensibly established to lend expertise to credit programs, they provide colleges with long-established business contacts that are useful in planning contract programs or noncredit, short-term vocational classes.

** Staff Meetings with Local Business Leaders. Thirty-nine colleges secure business input through staff meetings with business leaders. In many cases (25 colleges), interviewees reported that they make the rounds of area businesses, taking the initiative to introduce the college and its services. Other colleges indicate that staff attend meetings of local chambers of commerce, private industry councils, economic development agencies, and other groups with substantial business representatives. A small number of colleges host dinners or other campus events for area business leaders.

** Surveys. Five colleges conduct regular needs assessments of area employers.

** Campus Agencies for College-Business Coordination. A small number of colleges (seven) have established campus offices for college-business relations or have at least assigned one or more staff members the task of maintaining ties with the business community.

It is obvious that formal research methods such as surveys or needs assessments play no larger a role in securing business input than they do in securing the input of faculty and area citizens. One-on-one staff contacts play the primary role. But the interviewees give the clear impression that colleges take more efforts to forge contacts with businesspersons than with any other constituency.

Community Groups. Ten colleges reported that community organizations such as churches, rotary clubs, and civic groups have little or no impact on program development. But the majority of institutions reported that such organizations do have

an opportunity for input through one or more of the following ways:

** representation on program and community advisory councils (34 colleges);

** informal contacts fostered through the membership and involvement of college staff in these organizations (17 colleges);

** formal or informal meetings between college staff and community group members (13 colleges);

** referrals and/or requests for special progamming (seven colleges);

** assigning designated staff members the responsibility of maintaining ties with these organizations (two colleges);

** solicitation of needs information through formal community surveys (one college).

The impact these groups have thus relies primarily on the efforts of members to make themselves heard on advisory committees and on the efforts of college staff to meet with groups and assess their needs.

Input from other Organizations. The colleges were given an opportunity to name other groups that have a significant impact on program development. Significantly, most of the influences cited were internal constituencies, that is, people or groups closely tied to the college or the education profession. Included were:

** ideas gleaned through purusal of the professional literature or through participation in professional meetings (15 colleges);

** local school district administrators (three colleges);

** college trustees and top administrators (five colleges);

** libraries and adult literacy councils (two colleges);

** college foundations (one college); and

** state education agencies (one college).

Forty-five colleges, however, indicated that there were no other groups with significant input, and the remainder of the institutions reiterated the primacy of staff initiative in program development.

Off-Campus Locations

Although distance learning via television, radio, or other electronic media is only infrequently undertaken by the colleges, most utilize off-campus locations to reach wider community audiences. Indeed, 90 of the participating colleges offered classes at off-campus locations. The number of satillite locations per college ranged from one to 300, and the average was 32. Local high schools were cited as the most commonly used off-campus location, although some interviewees indicated that adults are "turned off" by the juvenile atmosphere of school facilities. Besides high schools, almost every conceivable type of structure was used, including recreation centers, jewelry studios, churches, hospitals, dentist offices, libraries, hotels, banks, chambers of commerce, shopping centers, fire stations, town halls, military installations, nursing homes, motorcycle repair shops, parks, restaurants, racquetball courts, equestrian centers, jails, beauty shops, welding shops, trailer parks, day

care centers, and art studios. As one director explained it, "we have classes wherever adults feel comfortable."

SUMMARY

It was the objective of this study to examine the scope and nature of community college programs that are usually offered outside of the regular, credit curriculum. This final section of the study report summarizes major findings in terms of enrollment and enrollment trends, factors contributing to the initiation and maintenance of programs outside of the regular curriculum, and methods used by colleges to fund these programs.

Enrollment

The ninty-five colleges participating in this study report that during Fall 1986 they served approximately 271,400 adults in programs that usually, but not always, fall outside of credit curricular leading to associate degrees or certificates. Because the sample colleges represent nine percent of the nation's public community colleges (both in terms of credit enrollment and number of institutions), we cautiously estimate that the national enrollment figure is approximately 3,015,700, broken down as follows:

	Estimated Fall 1986 Enrollment at Sample Colleges	Estimated Fall 1986 Enrollment at All Public Colleges
Recreational/Avocational Courses and Programs	73,064	811,822
Short-Term Vocational Classes	60,242	669,356
Professional Continuing Education	37,858	420,644
Customized/Contractual Job Training	33,751	375,011
Adult Basic Education	33,126	368,067
Special Populations:		
Elderly	10,273	114,144
Military	3,100	34,444
Prisoners	1,515	16,833
Other, excluding children	12,888	143,200
Distance Learning	5,594	62,156
TOTAL	271,411	3,015,677

These figures can only be viewed as rough estimates. Precise enrollment data on noncredit programs are not collected by the government in the Higher Education General Information Survey (HEGIS) and are not readily available at the colleges themselves. Though the data presented here are the best estimates of knowledgble administrators from the participating institutions, several factors dictate that they be viewed with caution. Head-

count duplication, for example, may inflate the enrollment estimates, especially when a college offers noncredit courses for only a day or a week; during the course of a term, one student taking two or more of these classes might be counted two or more times. Another inflating factor is the tendency of some colleges to count individuals who are only marginally served by the college in a noneducative manner. This is especially true in the "recreational/avocational" and "special populations" categories where "enrollment" might include nursing home residents who view a play sponsored by the college or citizens who request information on job training from the college's displaced homemaker program. Finally, the data collected in the study undoubtedly include enrollment in the regular, credit curriculum. Many colleges, for example, reported that classes in the "short-term vocational" and "continuing education" categories are ostensibly offered for credit in order to secure state subsidies that are not available for noncredit classes.

Nonetheless, the data provide a national picture of the emphases within community college noncredit programming. Vocational education is clearly the predominant thrust; short-term vocational training, continuing education for professionals, and customized job training account for almost half (49 percent) of the enrollment reported by the colleges. Recreational/avocational programming is the second largest category, accounting for 27 percent of total enrollment. Adult basic education takes third place with 12 percent, followed by programming for special populations (10 percent). Distance learning

takes last place, playing almost a negligible rol. with barely two percent of total enrollment.

Enrollment Trends and Projections

Tables Six and Seven detail enrollment trends and projections for each of the areas studied, with the exception of programs for special populations (a category in which enrollment trends vary depending on the type of population served).

TABLE SIX

Enrollment Trends During Past Five Years

Area	Percent of Colleges Reporting Enrollment Trends in Each Area		
	Stable	Increase	Decrease
Adult Basic Education	21%	74%	5%
Short-Term Vocational	24	66	10
Continuing Education for Professionals	31	63	7
Recreational/Avocational	29	35	37
Customized Job Training	19	73	8
Distance Learning	47	33	20

TABLE SEVEN

Projected Enrollment

	Percent of Colleges Reporting Enrollment Trends in Each Area		
	Stable	Increase	Decrease
Adult Basic Education	24%	73%	3%
Short-Term Vocational	19	71	10
Continuing Education for Professionals	28	66	6
Recreational/Avocational	18	41	41
Customized Job Training	30	67	3
Distance Learning	38	38	24

The data indicate that adult basic education is the fastest growing area, both in terms of past trends and projected enrollments. Occupational programs--short-term vocational training, customized job training, and professional continuing education--come in second. A majority of colleges (between 63 and 70 percent) have experienced enrollment increases in these three areas and expect that trend to continue. The areas experiencing the smallest growth are recreational/avocational programs and distance learning. Only a minority of colleges report enrollment increases in these programs, and most expect enrollment to decline or stabilize.

What accounts for these variations in enrollment trends and projections? Three factors may come into play. First, college representatives devote more of their program development effort to literacy and vocational training than they do to avocational progamming. While interviewees stressed the importance of marketing and program development in the former, they were more likely to place low priority on the latter, leaving the development of new courses to ad hoc requests from the community or to individual faculty members who take on the added responsibilities of promoting an avocational course. The second factor is money. The majority of colleges receive no state reimbursement for recreational/avocational courses, perhaps diminishing institutional incentives to promote these courses and leaving them more vulnerable to the economy and to fluctuations in the ability of area citizens to pay user fees. Finally, there is no large commitment at community colleges for televised instruction. Instead, off-campus facilities are used to reach those who can't come to the college.

Program Initiation

How do new programs and courses get started? The interviewees clearly indicate that program development and success are a function of staff initiative and marketing. The continuing education directors repeatedly stress the importance of what they called "entrepreneurial" or "proactive" efforts to maintain contacts with the community, assess educational needs in the community, and promote college services that meet those needs. In most cases those efforts seem to be informal, with inter-

viewees indicating vaguely that "I keep my ear to the ground" or that "I talk with people in the community." More formal mechanisms, such as community surveys, are used only rarely.

College ability to expand education for adults outside of the regular, credit curriculum is thus circumscribed by the amount of time staff can spend on program development. Because that time is of course limited, colleges are selective in choosing which areas to promote. Overall, the participating colleges lean toward an emphasis on literacy and vocational training as opposed to avocational programming, a point discussed above. But even within areas of emphasis, staff limitations impinge on program growth. Several colleges, for example, foresee only stable enrollments in customized job training because staff cannot devote sufficient time to contacting area businesses, marketing college services, and developing tailored programs.

Funding

Table Eight details funding sources for each of the program areas studied, with the exception of programs for special populations (a category with varying funding patterns depending on the population served). For each area, the table indicates:

(1) the percent of colleges funding that area through student fees and tuition only,

(2) the percent of colleges funding that area through a combination of student fees and government subsidies (federal, state, or local), and

(3) the percent of colleges funding that area through government subsidies only.

As the table illustrates, programs most often subsidized by the government are the same programs upon which college personnel place the greatest emphasis: adult basic education and vocational training. This correlation leads to the hypothesis--articulated by some although not all of the respondents--that the availability of government subsidies is a strong inducement to program development.

TABLE EIGHT

Funding Sources

	Percent of Colleges Reporting Funding Sources for Each Area		
	Self-supporting, Student Fees Only	Student Fees and Gov't. Subsidy	Full Gov't. Subsidy
Adult Basic Education	11%	17%	72%
Short-Term Vocational	30	61	8
Continuing Education for Professionals	44	51	5
Recreational/Avocational	75	25	0
Customized Job Training	48	47	7
Distance Learning	6	74	17

Note: Programs for special populations receive varying subsidies, depending on the population served. Only programs for children, however, are generally self-supporting. The remainder receive at least some government subsidies.

Distance learning seems at first an exception; these courses are often subsidized, yet they are not a growth area for the colleges. An explanation may lie in the fact that while televised courses are most often offered for credit and are therefore eligible for state subsidies like any other credit course, those subsidies do not cover the substantial start-up costs of telecourse development and broadcasting.

Conclusion

Based on the survey findings, we draw the following picture of community college efforts to serve adult students outside of the regular credit curriculum:

** During Fall 1986, approximately 3,015,000 adults were enrolled in community college programs outside of the regular credit curriculum. This enrollment figure, which may be inflated due to duplicate headcounts, is approximately 64 percent as great as the enrollment in credit classes and programs.

** Almost half (49%) of this enrollment is in occupational programs: short-term vocational training, contract education, and professional continuing education. Recreational/avocational programs constitute the second largest category (27 percent of enrollment), followed by adult basic education (12 percent), programs for special populations (10 percent), and distance learning (2 percent).

** Adult basic education and occupational programs are the fastest growing areas in terms of past enrollment trends and future enrollment projections. Recreational/avocational courses have experienced the steepest declines, and only a minority of the colleges expect enrollment in these areas to increase.

** Programs outside of the regular, credit curriculum are initiated through the efforts of college staff, who informally assess community needs and develop programs according-

ly. Only rarely do outside constituencies, such as businesses or civic groups, take the initiative by approaching the college with a request for a new class or program.

** Because staff time is limited, colleges are selective in choosing which areas to emphasize in their program development efforts. Accordingly, colleges have chosen to emphasize literacy and vocational training over avocational programs. The emphasis on vocational job training is particularly evident in the determined efforts the interviewees take to meet with and talk with local business representatives.

** Adult basic education and vocational training are the program areas that most often receive government subsidies. Only a minority of colleges report that recreational/avocational courses receive any type of government subsidy.

Enrollment trends, the prioritization of program development efforts, and the distribution of government subsidies point to the primacy of literacy and vocational training. Although recreational/avocational programs continue to draw large enrollments, they are clearly not the point of emphasis.

Any discussion of community college programming outside of the regular credit curriculum, however, should be tempered with the reali ation that substantial numbers of adults use the credit curriculum to fulfill goals that have nothing to do with degree or certificate attainment. Findings from the student survey conducted by the Center in Spring 1986 bear this out. Overall, about 15 percent of all respondents were enrolled primarily to fulfill a personal interest. Among older students this percentage is higher. Declining enrollments in noncredit avocational programs, therefore, may be mitigated by the substantial number of students enrolled in credit courses for avocational purposes.

APPENDIX ONE:

INITIAL INTERVIEW SCHEDULE

Pilot phone survey:

1. Does continuing education at your institution include both credit and non-credit courses?

2. Does your continuing education program include:

   1) adult basic education?

      such as -

   2) short-term vocational training?

      such as -

   3) continuing education for professionals?

      such as -

   4) recreational and avocational courses?

      such as -

   5) community cultural events?

      such as -

      Which of these categories accounts for the greatest percent of continuing education offerings? The smallest?

3. How does continuing education differ from community services?

   Management/administration?

   Number of offerings?

   Types of offerings?

   Funding?

4. What are the most popular continuing education courses?

   What are the most popular continuing education cultural events?

   The least popular?

5. Who initiates continuing education courses at this institution?

Demand from prospective students?

Potential faculty?

You as director?

What percent of last year's offerings were initiated by each?

6. How do you get input from each of the following in designing the continuing education curriculum?

1) Full-time regular faculty?

2) Part-time faculty?

3) Potential students?

4) Industry or business?

5) State board of education/community college board?

6) Community groups?

7) Other?

7. What percent of your continuing education program is directed toward each of the following groups?

1) Returning, older students (26 and older)

2) Academically underprepared students

3) Occupational students

New entrants
Relicensure
Job retraining

4) Special groups such as women/minorities/senior citizens?

5) Recreational/cultural seekers?

8. Have your continuing education enrollments increased, decreased or remained the same over the past five years?

9. What are the fiscal constraints that affect your continuing education offerings?

10. What are the legal contraints that affect your continuing education offerings?

11. What percent of your college's students who initially enroll in non-credit continuing education courses move to regular credit programs?

12. We are interested in other categories of activities offered by your college. Do you offer:

Art exhibits

Concerts, recitals, musical events

Lectures, seminars

College theatrical productions

12. a. Do you collaborate with other community agencies on projects in the arts, such as co-sponsorship of community theater, arts fairs?

If so, to whom should we talk?

(You--fine, we'll get back to you)

13. To what degree is your continuing education program connected with local businesses and industries?

14. Do you offer courses in factories and other industrial work settings?

15. In how many off-campus satellite locations do you offer courses.

16. Do you offer courses on television? Credit or non-credit?

APPENDIX TWO:

REVISED INTERVIEW SCHEDULE

LEGEND FOR PHONE INTERVIEWS

Good morning/afternoon.

I am _____ from the Center for the Study of Community Colleges in Los Angeles. Thanks for returning the card.

We are working on a study for the Carnegie Foundation for the Advancement of Teaching on the education of adults in community colleges. We need information on the non-credit components of the community college curriculum, including such areas as adult basic education, continuing education, community service, and contract learning.

For which of these areas are you responsible?

(If interviewee cannot provide information requested on the following pages, ask for the name and phone number of someone at the college who can).

Interviewee:_____ Interviewer:_____

Position:_____ Date:_____

College:_____

1. a)HOW MANY PEOPLE ARE ENROLLED THIS FALL IN EACH OF THE FOLLOWING CATEGORIES:

--adult basic education (such as high school equivalency classes, adult literacy classes)

--short-term vocational classes (such as noncredit office skills classes)

--continuing education for professionals (such as recertification classes for nurses and real state agents)

--recreational and avocational courses (such as knitting, square dancing)

__customized job training programs offered on a contractual basis for employers at local industries

--distance learning (such as television courses, courses by newspaper)

--programs for special populations (such as emeritus colleges, "college for kids," education for prisoners, courses for displaced homemakers)

1. b)THEN IS IT ACCURATE TO SAY THAT _____ ACCOUNTS FOR THE GREATEST PROPORTION OF STUDENTS AMONG THESE NONCREDIT PROGRAMS?

Interviewee:_____ Interviewer:_____

Position:_____ Date:_____

College:_____

2. NOW LET'S TALK A LITTLE ABOUT EACH OF THESE PROGRAMS. WE'LL START WITH ADULT BASIC EDUCATION (IF OFFERED) AND THEN GO ON TO THE OTHERS, ASKING ABOUT FUNDING, ENROLLMENT TRENDS, AND PROGRAM INITIATION.

--Adult Basic Education

a. Who funds these programs? (the state, local contributions, student fees?)

b. Has enrollment in this program increased, decreased, or remained the same during the past five years?

c. Do you expect this trend to continue?

d. How did this program get started? Who was involved? Is there a constituency on your staff, in the college, or in the community that promotes this program?

--Short-Term Vocational Classes

a. Funding?

b. Has enrollment in this program increased, decreased, or remained the same during the past five years?

c. Do you expect this trend to continue?

d. How did this program get started? Who was involved? Is there a constituency on your staff, in the college, or in the community that promotes this program?

Interviewee:_____ Interviewer:_____

Position:_____ Date:_____

College:_____

--Continuing Education for Professionals

a. Funding?

b. Has enrollment in this program increased, decreased, or remained the same during the past five years?

c. Do you expect this trend to continue?

d. How did this program get started? Who was involved? Is there a constituency on your staff, in the college, or in the community that promotes this program?

--Recreational and Avocational Courses

a. Funding?

b. Has enrollment in this program increased, decreased, or remained the same during the past five years?

c. Do you expect this trend to continue?

d. How did this program get started? Who was involved? Is there a constituency on your staff, in the college, or in the community that promotes this program?

Interviewee:_____ Interviewer:_____

Position:_____ Date:_____

College:_____

--Customized Job Training

a. Funding?

b. Has enrollment in this program increased, decreased, or remained the same during the past five years?

c. Do you expect this trend to cor inue?

d. How did this program get started? Who was involved? Is there a constituency on your staff, in the college, or in the community that promotes this program?

--Distance Learning

a. Funding?

b. Has enrollment in this program increased, decreased, or remained the same during the past five years?

c. Do you expect this trend to continue?

d. How did this program get started? Who was involved? Is there a constituency on your staff, in the college, or in the community that promotes this program?

Interviewee:_____ Interviewer:_____

Position:_____ Date:_____

College:_____

--Other Programs for Special Populations

a. Funding?

b. Has enrollment in this program increased, decreased, or remained the same during the past five years?

c. Do you expect this trend to continue?

d. How did this program get started? Who was involved? Is there a constituency on your staff, in the college, or in the community that promotes this program?

Interviewee:_____ Interviewer:_____

Position:_____ Date:_____

College:_____

3. HOW DO YOU GET INPUT FROM EACH OF THE FOLLOWING IN DESIGNING COURSES AND SERVICES IN THE AREAS ABOUT WHICH WE HAVE BEEN TALKING?

   a. Full-time, regular faculty?

   b. Part-time faculty?

   c. Potential students?

   d. Industry or business?

   e. Community groups?

   f. Others?

4. IN HOW MANY AND WHAT KINDS OF OFF-CAMPUS SATELLITE LOCATIONS DO YOU OFFER COURSES?

5. DO YOU HAVE ANY REPORTS OR OTHER WRITTEN MATERIAL THAT YOU COULD SHARE WITH US (E.G. SURVEYS, NEEDS ASSESSMENTS, PROGRAM EVALUATIONS, ETC.)? IF SO, PLEASE SEND THEM TO

   Center for the Study of Community Colleges
   1047 Gayley Ave., Suite 205
   Los Angeles, CA 90024

APPENIDX THREE:

LETTER TO CONTINUING EDUCATION ADMINISTRATORS

CENTER FOR THE STUDY OF COMMUNITY COLLEGES
A NON-PROFIT CORPORATION

ARTHUR M COHEN
JOHN LOMBARDI
FLORENCE B BRAWER

1047 GAYLEY AVENUE SUITE 205
LOS ANGELES CALIFORNIA 90024
(213) 208-6088

September 26, 1986

Dear

Your college is participating in a study of the Education of Adults in Community Colleges. This nationwide project, sponsored by the Carnegie Foundation for the Advancement of Teaching and conducted by our Center for the Study of Community Colleges, surveyed students last spring and will survey faculty and staff members this fall. Also this fall, we will conduct phone interviews of around 20 minutes with continuing education directors in the colleges.

We would like to call you soon. Would you please complete the enclosed card and return it to us? Thanks.

Cordially,

Arthur M. Cohen
President

Florence B. Brawer
Research Director

I will be pleased to talk with you about the education of adults in my college.

The best times for you to phone me are:

_____
Day

_____
Time

_____
Name

_____