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This report suggests ways to better provision of adult education and community service programs in the state of Oregon, and to avoidance of conflict and duplication. The increasing involvement of private and community colleges and other agencies will make duplication likely and informal coordination difficult. There are areas in the state not being served and functions (such as programs for the disadvantaged) not being served; the scope of programs has been limited by the "self-supporting" policy. All educational agencies in the state should accept responsibility for providing adult education and community service programs; they should give particular emphasis to program for the disadvantaged; and they should be provided adequate staff and resources for multiservice programs in their community or region. Local coordinating councils should be created; types of programs should be divided among local educational agencies; state and federal aid should be available; and the State Educational Coordinating Council should coordinate and harmonize programs of state and private institutions and provide continuous review of needs and services. (eb)

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COORDINATION OF CONTINUING EDUCATION
AND
COMMUNITY SERVICES IN OREGON

A Report by the Council's Committee on
Continuing Education and Community Services

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STATE OF OREGON
OREGON STATE SENATE
SALEM 97310
October 7, 1968

Mr. Richard Rosenberg, Chairman
Educational Coordinating Council
647 Union Street NE
Salem, Oregon 97310

Dear Mr. Rosenberg:

It gives me pleasure to forward the report of the Council's Committee on Continuing Education and Community Services pertaining to "Coordination of Continuing Education and Community Service in Oregon."

The development of this report has been difficult. We say our conceptions of education have changed from that of a static effort at given periods of life to that of a continuous life-long process. In my judgment there still exists a problem because there is a difference between what we say and what we do.

While the recommendations in this report will not solve this problem, it is our hope that they will suggest a method of coordination that may assist Oregon toward its solution.

Sincerely,

A handwritten signature in cursive script, appearing to read "Al Flegel".

Senator Al Flegel
Chairman

AF:bw

PREFACE

This report, developed by the Council's Committee on Continuing Education and Community Services, has two objectives:

1. The suggestion of procedures that may lead to more adequate mechanisms whereby our educational agencies -- including many whose primary function is not education -- may serve the lifelong educational needs of our citizens.

2. The identification of procedures whereby potential conflict and/or unnecessary duplication of program may be averted.

The report has been reorganized by the Council's staff for final presentation and some explanatory material has been added to the introduction. However, there have been no substantive changes in the content of the report and the committee's recommendations remain unchanged.

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I. INTRODUCTION

Prior to World War II, most organized programs of continuing education and community services in Oregon were closely coordinated by the State Department of Higher Education through its Division of Continuing Education -- and its forerunners -- and the Cooperative Extension Service. There were, of course, exceptions to this coordinated effort such as educational programs offered by business, labor and industry to people related to their respective enterprises, and the adult education programs of the public schools.

At the present time, coordination within the State Department of Higher Education continues, but the rate of development of new programs and the rate at which new agencies and institutions become involved has greatly accelerated within the setting of an increasingly technical and urbanized society. Continuing education and community service programs are expanding at a rapid rate within community colleges, independent colleges and universities, private vocational schools, and a variety of State and community agencies that have found education a necessary part of their activity. As a result, at a time when coordination of these services is most crucial, it has become largely informal.

John Gardner, Secretary of Health, Education and Welfare, describes these new conceptions of continuing education and community services very aptly:

The successful transition of young people from school to job will become easier to accomplish as the artificial wall between the schools and the outer world breaks down. Fortunately the wall has been crumbling for some time, and is certain to disintegrate further. The vast development of industrial, military, and other educational programs outside the formal system is striking evidence of that fact. . . . Also disintegrating

1 is the notion that education is something that goes forward 1
 2 with no interruption until it is capped by some sort of 2
 3 graduation ceremony, whereupon it ends forever. We are coming 3
 4 to recognize that education must be lifelong, that it may be 4
 5 interrupted at many points, and that it may take place in 5
 6 many settings. 6

7 Grant Venn, Associate Commissioner of Education, points out that 7
 8 it is not easy for education to gear up to these new concepts. 8
 9

10 But the educational system is not well geared to this 10
 11 broader idea of continuous learning. It emphasizes the concept 11
 12 of full-time education, over a set period of time, with a pre- 12
 13 scribed program of courses, ending at a set termination date. 13
 14 It is based on the outdated concept that most people can be 14
 15 educated during the period of youth. By contrast, a good voca- 15
 16 tional or technical education program will have as many (or 16
 17 more) students doing extension work as are doing preparatory 17
 18 work; this goal has already been achieved in many of the exist- 18
 19 ing programs. Those doing extension work are not necessarily 19
 20 day or degree-credit students, nor is their entry marked by 20
 21 prerequisites other than ability to profit from the instruction, 21
 22 nor is the course length necessarily divided into the traditional 22
 23 quarters or semesters -- and this flexibility is an important 23
 24 element to their effectiveness. 24

25 As more and more occupational education finds its way into 25
 26 higher education, will higher education respond to the need for 26
 27 a vigorous extension program as part of its effort, a program 27
 28 with the flexibility to meet the needs of the people the pro- 28
 29 gram must serve? New concepts, attitudes, and patterns of 29
 30 operation will be necessary.² 30

31 Extensive and Rapid Change in Oregon 31

32 Oregon, like most states, is undergoing tremendous change, and 32
 33 the pace at which change occurs is likely to increase during the last 33
 34 one-third of the Twentieth Century. These changes result from the rapid 34
 35

36 ¹John Gardner, "From High School to Job." 1960 Annual Report of the 36
Carnegie Corporation (New York: The Corporation, 1961), p. 19. 37

38 ²Grant Venn, Man, Education, and Work. American Council on 38
 39 Education, Washington, D.C.: 1964, p. 151. 39

1 accumulation of information, technological developments, population 1
2 growth and redistribution, and a multiplicity of social factors. Each 2
3 of these changes will result in pressures to which the educational insti- 3
4 tutions and agencies must respond. 4

5 Rapid accumulation of information will require individuals to 5
6 specialize, but this specialization may become obsolete very rapidly. 6
7 Thus, most individuals face the probability that their specialities will 7
8 become obsolete during their lifetime unless they continuously engage in 8
9 learning, training, and/or retraining. 9

10 With the rapid accumulation of information has come an increase 10
11 in technological developments. These developments exert a major influence 11
12 on the vocational life of the individual. He must learn to update skills 12
13 if he is to remain a productive member of society. Technological innova- 13
14 tions will also expand periods of leisure, thus creating new demands on 14
15 the part of the individual as well as providing him with additional 15
16 opportunities to engage in the learning process. 16

17 The rapid accumulation of information, technological developments, 17
18 expanded leisure time, and more years of "active" retirement culminate in 18
19 massive social change. Social relationships, patterns of behavior, eco- 19
20 nomic shifts, and philosophical conceptions are all parts of the complex 20
21 social change of today. Educational programs must assist the individual 21
22 in dealing with this social change. 22

23 Population growth, the changing composition of the population, 23
24 and relocation of the population within the State create a need for dif- 24
25 ferent kinds and new locations of educational programs. 25

New Agencies and Institutions Involved --
Create Need for Coordination

The expanding base of knowledge, the changing technology, and the movement of more and more occupational education into the area of higher education has also broadened conceptions as to the kinds of institutions and agencies that are and must be involved if the needs of the people are to be met.

In the past, the State Department of Higher Education provided the greatest aggregate of continuing education and community service programs. However, with the ever increasing involvement of the independent colleges and universities, the community colleges, and a variety of other institutions and agencies in these programs, it is apparent that some unnecessary duplication of effort is likely to occur. Unnecessary duplication can occur where a number of institutions serve a specific geographical area. Also, the desire of the independent colleges and universities to extend their continuing education and community service efforts, and the creation of a number of new community colleges with their strong community orientation are certain to increase the possibility that unnecessary duplication of effort will occur.

With the rapidly increasing demands for continuing education and community service programs, it is imperative that unnecessary duplication be avoided if the State is to maximize the effectiveness of existing resources.

With the multiplicity of educational institutions and agencies involved in the continuing education and community services effort as well as the increased demand for these services, informal coordination will become more difficult to achieve. The magnitude of the continuing education and community service task has become so great and the resources available to accomplish the task so limited, coordination of effort is demanded if

1 the State is to make maximum use of these resources. 1

2
3 Areas Not Being Served 3

4 Continuing education and community service programs are primarily 4
5 concentrated in the Willamette Valley and in the Portland Metropolitan 5
6 Area. Many people living in the vast geographic regions of Eastern 6
7 Oregon, much of Southern Oregon, and the major portion of the Oregon 7
8 Coastal Region have extremely limited programs available to them. 8

9
10 Functions Not Being Served 10

11 Educational institutions and agencies must place a greater empha- 11
12 sis on interaction with the community or region they serve. Multiservice 12
13 programs designed to truly extend the campus to assist the community or 13
14 region in the solution of basic educational, economic, political, and 14
15 social problems as well as programs to encourage cultural growth must be 15
16 expanded. The underskilled, undereducated, and underemployed are not 16
17 being reached by the majority of the continuing education and community 17
18 service programs presently being offered, a problem caused in part by 18
19 the "self-supporting" concept attached to continuing education and com- 19
20 munity service programs and in part by the concept that educational 20
21 agencies and institutions should respond to demands for services rather 21
22 than making a positive effort to determine needs and interests of these 22
23 individuals. 23

24
25 Evaluation of Resources 25

26 The educational complex, through a variety of educational agencies 26
27 and institutions, has the potential to extend continuing education and 27

1 community service programs into virtually every part of the State. 1
2 However, financial resources available to these agencies and institutions 2
3 have forced them to limit the scope of their offerings in the past. The 3
4 concept that these programs must be largely "self-supporting" has limited 4
5 the resources available to provide the kinds of programs needed by a 5
6 number of individuals and communities. 6
7

8 II. DEFINITIONS OF CONTINUING EDUCATION 8 9 AND COMMUNITY SERVICES 9

10 To define separately the terms "continuing education" and "com- 10
11 munity services" requires a somewhat arbitrary division which is difficult 11
12 to make. For the purposes of beginning to clarify these concepts, the 12
13 terms are separated and defined below and a description of the kinds of 13
14 people served is provided. 14
15

16 Continuing Education 16

17 Continuing education is an integral part of the mission of the 17
18 State's educational institutions and agencies, public and independent. 18
19 Continuing education programs may be offered any time of the day or 19
20 night, in any location, given for credit or non-credit, and could be 20
21 administered in a variety of ways. It is designed for the non-matriculated 21
22 student and is not generally considered to be a part of the regular cur- 22
23 ricular offering of the institution but is a service extended by the 23
24 institution to meet the specific needs of individuals and the community. 24

25 Among the types of people served by continuing education 25
26 programs are: 26

- 1 -- the unskilled seeking job training 1
2 -- the skilled and semi-skilled seeking retraining and/or upgrad- 2
3 ing of present skills 3
4 -- the professional seeking new ideas and/or training in the 4
5 latest techniques in his field 5
6 -- the high school or college dropout 6
7 -- the disadvantaged 7
8 -- the part-time degree bound student 8
9 -- a variety of persons seeking special interest or avocational 9
10 courses. 10

11
12 Community Services 12

13 Community services should also be considered an integral part of 13
14 the mission of the State's educational institutions and agencies, public 14
15 and private. Community service embraces those activities and programs 15
16 which directly contribute to the cultural growth of the community; which 16
17 meet specific individual and community interests and needs; and which 17
18 assist in the solution of community problems. 18

19 Among the types of people served by community service programs 19
20 are: 20

- 21 -- citizens active in State and local community services 21
22 -- State and local government officials 22
23 -- leaders and officials in agencies dedicated to the improvement 23
24 of community affairs 24
25 -- engineers and planners seeking solutions to the environmental 25
26 problems of the community 26

1 -- the general public seeking cultural, community and/or individ- 1
2 ual interest programs and events. 2
3

4 III. RECOMMENDATIONS 4

5 General Recommendations 5

6
7 Within the entire range of educational needs, the following gen- 7
8 eral recommendations are made: 8

9 1. All educational agencies and institutions in the State should 9
10 accept continuing education and community service functions as an integral 10
11 part of their educational mission. Each should build these programs with- 11
12 in the capacity and role of the agency or institution and in response to 12
13 the recognized and unrecognized needs of the individuals and communities 13
14 they serve. 14

15 2. All educational agencies and institutions should give partic- 15
16 ular emphasis to programs to meet the needs of those who are underskilled, 16
17 undereducated, and underemployed, so long as these programs fall within 17
18 the capacity and role of the agencies or institutions. 18

19 3. Oregon's educational institutions should be provided adequate 19
20 staff and resources to make available to the community or region they 20
21 serve multiservice programs to assist the community or region in the 21
22 solution of basic educational, economic, political, and social problems 22
23 as well as to encourage cultural growth. 23

1 Guidelines for Continuing Education
2 and Community Service Functions

3 The following guidelines for continuing education and community
4 services are recommended to the various educational agencies and institu-
5 tions. These guidelines should be considered targets of emphasis. They
6 are:

7 1. Local coordinating committees should be established in each
8 of the following areas -- areas coincidental to area education district
9 boundaries -- to facilitate the coordination of continuing education and
10 community services effort in these districts:

- 11 a. Blue Mountain
- 12 b. Central Oregon
- 13 c. Clatsop
- 14 d. Lane
- 15 e. Linn-Benton
- 16 f. Southwestern Oregon
- 17 g. Treasure Valley
- 18 h. Umpqua

19 In addition, local coordinating committees should be established
20 in the following areas:

- 21 a. Clackamas, Mt. Hood and Portland Area Education Districts
22 combined
- 23 b. Marion, Polk and Yamhill Counties combined
- 24 c. Jackson and Josephine Counties combined.

25 Membership on these local committees should be determined by the
26 local educational agencies and institutions involved in the local contin-
27 uing education and community services effort.

1 2. Recommended functions to be performed by the local coordi- 1
2 nating committee are as follows: 2

3 a. Search out and define unmet continuing education and com- 3
4 munity service needs within each area. 4

5 b. Develop long-range plans to provide programs and services 5
6 necessary to meet identified area needs. 6

7 c. Encourage cooperative program efforts among the various 7
8 educational agencies and institutions. 8

9 d. Encourage the sharing of resources by local educational 9
10 agencies and institutions attempting to meet continuing education 10
11 and community service needs. 11

12 e. Develop area catalogs that list all continuing education 12
13 and community services programs in the area. 13

14 f. Coordinate program efforts to resolve conflicts concern- 14
15 ing the allocation of function among educational institutions 15
16 and agencies within the local area. 16

17 3. A suggested guide for use by the local coordinating committes 17
18 for the allocation of function in their areas is as follows: 18

19 a. Public secondary schools should have the primary responsi- 19
20 bility for offering adult basic education courses within their 20
21 districts in areas not served by area education districts and by 21
22 community colleges within area education districts. 22

23 b. Post-high school institutions -- community colleges and 23
24 the State Department of Higher Education (its institutions, the 24
25 Division of Continuing Education and the Cooperative Extension 25
26 26

1 service) -- should limit their course offerings to those of post- 1
 2 high school level. 2

3 c. Community colleges should have the primary responsibility 3
 4 for offering lower division credit courses -- lower division col- 4
 5 legiate, vocational-technical, and supportive education -- within 5
 6 their respective area education districts. 6

7 The State Department of Higher Education (its institu- 7
 8 tions, the Division of Continuing Education, and the Cooperative 8
 9 Extension Service) should have the primary responsibility for 9
 10 offering lower division collegiate courses, ~~lower division voca-~~ 10
 11 ~~tional-technical,~~ and supportive education courses in areas not 11
 12 being served by area education districts, *and except* 12

13 *that the lower division vocational - to be changed*
 14 *may be upper by public secondary.*
 15 d. The State Department of Higher Education (its institutions, 13
 16 the Division of Continuing Education, and the Cooperative Exten- 14
 17 sion Service) should provide all upper division courses offered 15
 18 by State institutions. 16

17 e. All institutions of higher education should implement a 17
 18 policy aimed at effective counseling for continuing education 18
 19 students to assist them in achieving their planned program 19
 20 objectives. 20

21 f. Independent colleges and universities should become in- 21
 22 volved in continuing education and community service programs in 22
 23 a manner consistent with the function of their institutions. 23

1 Financing Continuing Education and
2 Community Service Programs

3 The following recommendations for financing continuing education
4 and community services in the State should be considered:

5 1. The State should recognize the legitimacy of the continuing
6 education and community service functions performed by educational insti-
7 tutions and agencies within the State by assisting in financing such
8 functions.

9 2. When Federal funds are available for continuing education
10 and community service programs, the State should attempt to maximize their
11 effectiveness by providing the required matching funds.

12 3. Continuing education and community service programs should be
13 supported by a combination of State, local, Federal and/or student fees.

14 4. It is in the interest of the State that credit and non-credit
15 course offerings in public schools, community colleges, and State Depart-
16 ment of Higher Education institutions should not necessarily be self-
17 supporting. The course objectives and the clientele should determine
18 the level of self-support.

19
20 Statewide Coordination

21 The following guidelines for coordination of continuing education
22 and community services are recommended to the appropriate educational in-
23 stitutions and agencies:

24 1. The Educational Coordinating Council should continue to
25 function as the representative statewide agency for the coordination of
26 continuing education and community services.

1 2. The Educational Coordinating Council, with the assistance of 1
2 the local coordinating committees and the Council's Committee on Contin- 2
3 uing Education and Community Services, should engage in continuous review 3
4 of continuing education and community service needs of the State to deter- 4
5 mine if these needs are being met. If they are not, the Council should 5
6 make appropriate recommendations to the local coordinating committees, 6
7 governing boards, the Governor's office, and the Legislature. 7

8 3. Independent colleges and universities should attempt to work 8
9 with the local coordinating committees and the Educational Coordinating 9
10 Council to harmonize their continuing education and community service 10
11 programs with those offered by the various State institutions. 11
12

13 IV. IMPLEMENTATION AND EVALUATION 13

14 Method of Implementing Recommendations 14

15
16 To implement the foregoing recommendations, the following proce- 16
17 dures should be effected: 17

18 1. The Educational Coordinating Council should urge the early 18
19 establishment of a local continuing education and community services com- 19
20 mittee in each area previously noted, to implement the recommendations 20
21 contained in this report. 21

22 2. Recommendations concerning continuing education and community 22
23 services should be made by the Educational Coordinating Council -- in 23
24 cooperation with local coordinating committees -- to appropriate govern- 24
25 ing boards, the Governor's office, and the Legislature. 25

1 3. The Educational Coordinating Council should study continuing 1
2 education and community service programs in the State, should review 2
3 recommendations made in the State's operational master plan, "Goals, 3
4 Guidelines and Recommendations for Education in Oregon -- Phase I," and 4
5 based on the review, make appropriate recommendations each biennium. 5
6

7 Evaluation 7

8 The continuing education and community service effort of the State 8
9 should be continuously evaluated. This evaluation should be accomplished 9
10 as follows: 10

11 1. Educational institutions, agencies, and local coordinating 11
12 committees should annually evaluate their continuing education and com- 12
13 munity service programs. The results of these evaluations should be 13
14 forwarded to the appropriate governing boards and to the Educational 14
15 Coordinating Council. 15

16 2. It is recommended that the Legislature arrange for a biennial 16
17 statewide evaluation of the entire continuing education and community 17
18 service effort, to be conducted in a manner and by the agency or organiza- 18
19 tion deemed most appropriate by the Legislature. 19

