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PARKER, Robert Franklin, 1941-  
A STUDY OF THE COORDINATION OF THE HIGHER  
ADULT EDUCATION FUNCTION WITHIN STATE  
SYSTEMS.

The University of Oklahoma, Ph.D., 1974  
Education, higher

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THE UNIVERSITY OF OKLAHOMA  
GRADUATE COLLEGE

A STUDY OF THE COORDINATION OF THE  
HIGHER ADULT EDUCATION FUNCTION  
WITHIN STATE SYSTEMS

A DISSERTATION  
SUBMITTED TO THE GRADUATE FACULTY  
in partial fulfillment of the requirements for the  
degree of  
DOCTOR OF PHILOSOPHY

BY  
ROBERT FRANKLIN PARKER  
Norman, Oklahoma  
1974

A STUDY OF THE COORDINATION OF THE  
HIGHER ADULT EDUCATION FUNCTION  
WITHIN STATE SYSTEMS

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## ACKNOWLEDGEMENTS

By appreciation we make excellence  
in others our own property.

-Voltaire

The writer wishes to acknowledge appreciation to the many who have made contributions in time, support, and guidance in the conduct of this study.

Special gratitude goes to Dr. Eugene Cates, Chairman of the Committee, for his excellent guidance, generous support, and many kindnesses; to Dr. Herbert Hengst for providing a model of scholarship; to Dr. Charlyce King for sharing her practical experience based on a thorough knowledge of continuing education; and to Dr. Lloyd Williams who shared his deep understanding and example of those qualities an "educated man" should possess.

Appreciation is also extended to the staffs of the State Systems of Higher Education who took time from a busy schedule to provide information and materials requested. Special thanks is extended to Chancellor E.T. Dunlap and Dr. Dan Hobbs for their generous assistance and valuable guidance during the early stages of the study.

This acknowledgement would be incomplete without expressing a note of gratitude to Dr. Thurman White for his

wisdom and insight and to my mother, Mrs. L. R. Parker, whose encouragement was constant.

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A STUDY OF THE COORDINATION OF THE  
HIGHER ADULT EDUCATION FUNCTION  
WITHIN STATE SYSTEMS

CHAPTER I

INTRODUCTION

Background

"Coordination is a twentieth century form which is becoming more widely applied...."<sup>1</sup> Recent studies of higher education with reference to trends toward statewide coordination give validity to that statement.

An evidence of the growing realization of coordination within higher education is the large number of state systems of coordination presently organized and operational among the fifty states.

In April, 1971, the Indiana legislature passed a measure creating a statewide coordinating agency, thus bringing to 47 the number of states with legally created state agencies for higher

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<sup>1</sup>James Gilbert Paltridge, Conflict and Coordination in Higher Education (Berkeley, California: Center for Research and Development in Higher Education at the University of California, 1968), p. viii.

education. At the present time, there are 27 coordinating agencies and 20 governing boards. The three states with no legal state agency are Delaware, Nebraska, and Vermont.<sup>1</sup>

A Missouri exploratory study to determine what form of coordination would be best for that state's future development indicated that as of 1972 there were 13 advisory coordinating agencies, 13 regulatory coordinating agencies, 21 consolidated governing boards, and three states with no formal coordinating mechanism.<sup>2</sup>

Berdahl<sup>3</sup> classified state systems according to type and provided a chart indicating the evolution of the systems. State systems tend to go through various changes as the higher education milieu and state government entities change.

Classification of any particular state is made difficult not only in the great variation in structural detail, but also by the fact that in almost any given year some change in structure occurs in one or more states.<sup>4</sup>

Because of recent studies, it is now possible to delineate the development of state systems in the United States.

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<sup>1</sup>Education Commission of the States, Higher Education in the States, Volume II, number 4 (Denver, Colorado: Education Commission of the States, May, 1971), p. 52.

<sup>2</sup>Edwin Bailey and others, The Report to the President of the University of Missouri from the Task Force on State-Level Coordination and Governance of Higher Education (Columbia, Missouri: University of Missouri, July, 1972), p. 6.

<sup>3</sup>Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D.C.: American Council on Education, 1971), pp. 34-35.

<sup>4</sup>Bailey, Report to the President of the University of Missouri, p. 6.

with some confidence. Berdahl quotes Pliner's study indicating that the development of statewide coordinating agencies can be divided into four major periods, some of them overlapping, but each manifesting a dominant trend:

1. Complete autonomy of institutions which lasted from colonial days until the late 19th century;
2. Creation of single statewide boards beginning in the late 19th century, reaching a peak in the first two decades of this century, and currently undergoing a slight revival;
3. Creation of voluntary arrangements gaining impetus in the 1940's and 1950's; and
4. Creation of statewide coordinating boards beginning in the 1950's and still continuing.<sup>1</sup>

In Moos and Rourke<sup>2</sup> it was proposed that coordination and unification of higher education goes back to 1784 when New York created a State Board of Regents and to 1785 when in the charter of the University of Georgia as amended was contained the seeds of a centralized system not to be realized until modern times.

Subsequently it will be indicated how recent most studies of state systems have been. They actually grew to greatest numbers during the last half of the 1960's.

Now that the number and types of state systems of coordination and a brief sketch of the development of systems of coordination have been presented, a discussion of the

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<sup>1</sup>Berdahl, Statewide Coordination, p. 25.

<sup>2</sup>Malcolm Moos and Frank Rourke, The Campus and the State (Baltimore, Maryland: Johns Hopkins Press, 1959), p. 205.



rationale provided for this phenomenon of essentially the twentieth century is presented. Lyman Glenny (1959)<sup>1</sup> listed several reasons for the need for coordination being recognized: the increasing overall complexity of higher education, the increasing size of state government, increased student population, increased demand for varied programs, and financial assessment.

Robert O. Berdahl (1971)<sup>2</sup> mentioned the factors pertaining to the relationship between higher education and state governments that have changed, (e.g. soaring costs and campus militancy). He further stated, "A major source of current friction is that many academics are trying to protect too much, and many persons in state government are trying to claim too much."<sup>3</sup>

State legislators are increasingly becoming overwhelmed by the demands placed on them in the face of their lack of expertise in most cases. The promise that coordination will lessen the demands placed upon them in the area of higher education is welcomed. The presentation of unit reports and a single appropriation request by an agency tend to be applauded in state legislatures.

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<sup>1</sup>Lyman A. Glenny, Autonomy of Public Colleges: The Challenge of Coordination (New York: McGraw-Hill, 1959), p. 17.

<sup>2</sup>Berdahl, Statewide Coordination, p. 2.

<sup>3</sup>Ibid., p. 5.

Where there is no central coordinating agency for higher education; the legislature, and to some extent the governor, serves as the center of coordination mainly through budgetary procedures. Therefore, it has been pointed out that there is actually no such thing as a completely uncoordinated system of higher education.<sup>1</sup>

. The real question is not, "whether there will be interference by the state but rather whether the inevitable interference will be confined to the proper topics and expressed through a suitably sensitive mechanism."<sup>2</sup> (emphasis added)

Other reasons often cited for the need for coordination are: elimination of unnecessary duplication, a means of enhancing efficiency and quality of services, control and best use of scarce resources, a means of establishing criteria for setting state priorities, a mechanism for collection of data through the creation of comparable categories among institutions, and a means of orchestrating state institutions of higher learning toward statewide goals within an established policy framework.

This brief introduction to statewide coordination of higher education is given to set the stage for the primary emphasis this study will take. That emphasis will

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<sup>1</sup>Moos and Rourke, The Campus and the State, p. 206.

<sup>2</sup>Berdahl, Statewide Coordination, p. 9.

concern the continuing education function at the higher education level within the purview of each state coordinating system.

Higher adult education (where higher adult education, higher continuing education and university continuing education may be used, they are used synonymously) has experienced a growth and development of the same magnitude and suddenness as regular college enrollments. As states have expanded opportunities for higher education in general, the higher adult education function has expanded. Malcolm Knowles of Boston University addressed this expansion when he stated, "The concept of learning as a lifelong process has emerged as one of the explosive ideas of the second half of the twentieth century."<sup>1</sup>

Along with the already expanding nature of higher adult education, various leaders in the field are calling for opportunities for even greater expansion.

Earl J. McGrath: "No matter how important the preparatory education of the schools and colleges may be, opportunities for continuing education, in many instances leading to a degree, must be placed near the top of any priority listing of the nation's requirements in education."<sup>2</sup>

Malcolm Knowles: "Observers of the contemporary

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<sup>1</sup>Malcolm Knowles, Higher Adult Education in the United States (Washington, D.C.: American Council on Education, 1969), p. 5.

<sup>2</sup>Earl J. McGrath, "Research on Higher Education for Adults," Educational Record, 45 (Winter, 1964), p. 95.

scene seem to agree that strong forces are at work outside and inside the American institutions of higher education creating pressures toward an 'adult education explosion'.<sup>1</sup>

But alongside this "explosion", to use Professor Knowles' expression, is the current situation with respect to higher adult education's place within the institutions of higher education among the states. "Marginal" is the term most often mentioned in describing that place.

Some twenty years ago, according to F.H. Horn, the President's Commission on Higher Education noted that adult education was not recognized by colleges and universities as their potentially greatest service to a democratic society. It was seen as something quite extraneous to the real business of the university. The report concluded that adult education should be elevated to a position of equal importance to any other of the functions performed by colleges and universities.<sup>2</sup>

If this was the case twenty years ago, what is the present situation? A few quotes from 1970 sources are illuminating.

Lifelong education is a facet of the educational enterprise which has been discussed for years but no single institution has ever made the intellectual investment necessary to effectively integrate this function into the university structure.<sup>3</sup>

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<sup>1</sup>Knowles, Higher Adult Education, p. 22.

<sup>2</sup>F.H. Horn, "Tomorrow's Targets for University Adult Education," Adult Leadership, 16 (June, 1967), p. 76.

<sup>3</sup>C.R. Wharton, Jr., "University and Lifelong Education," School and Society, 100 (March, 1972), p. 147.

Again, ...continuing education still occupies a secondary or tertiary place in educational priorities of most states.<sup>1</sup>

The inventory of continuing education [in Massachusetts] indicated that, by and large, continuing higher education is a secondary objective of state colleges and universities, with low priority, narrow focus, and limited funding.<sup>2</sup>

Earl J. McGrath adds some color to the language of his conclusion when he stated the fact of marginality in this way, "The one single most obstructive factor in the fate of adult education has been the general attitude that it is a sideshow which has little to do with, and need not be as attractive as, the activities which go on in the main tent."<sup>3</sup>

With this background of expanding interest in higher continuing education on the one hand and its marginal nature within the institutions of higher learning on the other, the movements underway to coordinate and plan for this function become understandable if not expected.

Malcolm Knowles in his study of 1969 for the American Council on Education came to the conclusion that the problem of delineating the appropriate unique roles, constituencies, and services of suppliers of adult education is just being

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<sup>1</sup>Melvin Levin and Joseph B. Slavet, Continuing Education: State Programs for the 1970's (Boston, Massachusetts: Boston University, 1970), p. xxii.

<sup>2</sup>Ibid., p. 100.

<sup>3</sup>McGrath, "Research on Higher Education for Adults," p. 96.

recognized. Attempts have been made to create mechanisms for coordination or joint planning, but their success has been limited.<sup>1</sup>

A significant number of states are developing state-wide coordinated plans for continuing education and community service. For example, the Statewide Network for Coordinated Higher Education Community Service in Georgia has been established.<sup>2</sup>

In recent years, outstanding programs in one or more areas of continuing education have been developed in a number of states but Levin and Slavet concluded that no state has adopted and funded a comprehensive approach which can serve as a complete model.<sup>3</sup> But does adequate information exist at present to warrant such a conclusion? Malcolm Knowles thinks not. He contended that developments in many states are so rapid that up-to-date information about them is not presently available from any central source.<sup>4</sup> This is one of the primary objectives of this -- to provide current information, available at a central source, that will provide

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<sup>1</sup>Knowles, Higher Adult Education, p. 12.

<sup>2</sup>National Advisory Council on Extension and Continuing Education, Office of the President, Message from the President of the United States Transmitting the Fourth Annual Report of the National Advisory Council on Extension and Continuing Education (Washington, D.C.: National Advisory Council on Extension and Continuing Education, November, 1970), p. 19.

<sup>3</sup>Levin and Slavet, State Programs for the 1970's, p. xxiii.

<sup>4</sup>Knowles, Higher Adult Education, p. 34.

data as to the presence of comprehensive models and if these models do not exist to date, then the steps underway to develop such models among the fifty states will be presented.

Discovering this information is made more difficult by the fact that some have concluded that there is no common understanding and agreement as to the scope and content of higher adult education among the professional practitioners in the field.<sup>1</sup> As in higher education, the solution to control in continuing education lies in developing a model of organization that engages all interested and concerned parties in the process of communication of decision-making.<sup>2</sup>

Roland R. Renne, President of Montana State College, wrote in the foreword to the book on university adult education written by the Petersens that many of the faults of university adult education were related to the fact that it "just grewed" here and there in odd corners of the institution, with no one able even to state what was being done, much less to assess or control it.<sup>3</sup>

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<sup>1</sup>Victor C. Gideon and others. Terminology About Adult/Continuing Education: A Preliminary Structure and a Suggested Development Process (Washington, D.C.: National Center for Educational Statistics-DHEW/OE, November, 1971), p. I-4.

<sup>2</sup>A.D. Henderson, "Control in Higher Education: Trends and Issues," Journal of Higher Education, 40 (January, 1969), p. 11.

<sup>3</sup>Renee Petersen and William Petersen, University Adult Education: A Guide to Policy (New York: Harper and Brothers, 1960), p. xi.

"In summary, on the major point of the necessity for coordination, it may be said that coordination of some sort is inevitable in any state system of higher education composed of two or more institutions. The only questions are, who shall do the coordinating and how shall it be done."<sup>1</sup> The likelihood, therefore, is great that higher adult education is or will also become a basic part of this coordination.

#### Need for the Study

The need for this study was alluded to in general terms in the preceding section on Background. But there are several specific needs which a study of this nature should meet.

Knowles notes that there are no commonly accepted yardsticks against which institutions can measure their policies and practices.<sup>2</sup> If it can be demonstrated that state systems are indeed actively becoming involved in the coordination and control of the higher adult education

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<sup>1</sup>John Dale Russell, "Control and Coordination of Higher Education in Michigan," Staff Study number 12 of the Survey of Higher Education in Michigan, Lansing, Michigan, July, 1958 quoted in S.V. Martorana and Ernest V. Hollis, State Boards Responsible for Higher Education, United States Department of Health, Education and Welfare, Office of Education (Washington, D.C.: Government Printing Office, 1960), p. 13.

<sup>2</sup>Knowles, Higher Adult Education, p. 7.



function, then an identification of the models being developed among the states and the comprehensiveness of their purview would elucidate the external effects on the policies and practices of institutions within those states. From this data, certain "yardsticks" presently operable among the states would be available for consideration by those who make the substantive decisions concerning the structure and direction of continuing education for any particular state.

In addition, institutional administrators could see the dimensions of these effects to a greater extent and judge their value from the institutional viewpoint before the fact thereby allowing more informed input into decisions to change the status quo.

Little reliable information on the amount of state subsidy for extension activities from state to state or on policies concerning financial support exist.<sup>1</sup> A study therefore is needed to identify those reporting categories being used that are similar enough to be potential standard categories in the area of financial support. Because of the sensitivity of this area, a general picture of subsidy or lack of it from state to state may be all that is possible.

The need for accepted definitions in the field of adult and higher education is noted by many, as indicated by Zwingle and Roger's study cited previously. An identification

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<sup>1</sup>Ibid., p. 17.

and clarification of the terms used nationally would aid in interstate communication and cooperation in addition to strengthening the field generally.

A North Carolina study indicated the need for information concerning planning, adequate definitions, statewide policies, and an adequate distribution of efforts by the various institutional units.<sup>1</sup> By identifying comprehensive planning utilized by these states having achieved coordination of the higher adult education function; these models will aid states which are presently facing the problems mentioned in the North Carolina study. Other states, as reflected in the literature, professional publications, and newsletters, are in need of information such as that sought by North Carolina.

With the increase in studies of coordination in the last decade, some may seriously ask whether there are not too many studies. Gove answers in the negative and comments, "We know far too little about the implications of coordination and planning of higher education on a statewide basis now, let alone on a national basis."<sup>2</sup> If this statement applies to general coordination it applies to an even greater extent

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<sup>1</sup>North Carolina State Board of Higher Education, Planning for Higher Education in North Carolina (Raleigh, North Carolina: North Carolina State Board of Higher Education, November, 1968), pp. 27 and 29.

<sup>2</sup>Samuel K. Gove, Statewide Systems of Higher Education Studies - A Summary (Cincinnati, Ohio: Education Commission of the States, 1968), p. 1.

to the coordination of the higher adult education function.

The present state of knowledge concerning the coordination and/or control of higher adult education on a statewide level precludes making any statements pertaining to models or patterns on a national basis. These models and patterns have not been identified, let alone described. Therefore it is not possible to speak of administrative patterns, organizing principles, rationale, or other parameters at this level.

Efforts are underway in many states to develop a mechanism for the coordination and/or control of higher adult education statewide, if the scattered reports from various agencies and institutions are accurate. The fact that reports are often piecemeal and lacking in detail point to the need for a national survey. Malcolm Knowles expressed this concern in his monograph for the American Council on Education in 1969<sup>1</sup> and yet today the state of our knowledge remains essentially unchanged.

State systems, institutions, and legislators not to mention academicians studying higher education are interested in such information for a variety and often different reasons.

Because of fiscal and enrollment constraints paralleled by the explosive interest in continuing education, this is a topic whose "time has come". The demands for efficiency

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<sup>1</sup>See Knowles, Higher Adult Education, 1969.

and effectiveness measures preclude unplanned and haphazard trial and error approaches.

### Purposes of the Study

Based on the needs as identified, the purposes of this study were:

1. to discover baseline data from which to study the development of state efforts to coordinate and/or control higher adult education,
2. to identify the various models and patterns which are in operation or being developed,
3. to provide a means for making comparisons among state models along a continuum utilizing a series of categories, and
4. to make possible longitudinal studies of identifiable models for purposes of evaluating their effectiveness and efficiency at meeting state goals within certain constraints.

### Statement of the Problem

What is the current role and scope of statewide systems of coordination and/or control of higher education in the determination of the policies, financial supports, organizational structures, programming, and practices of the higher adult education function within the institutions of higher learning under the purview of those systems among the fifty states?

### Definition of Terms

Role and scope: role refers to the formal-legal assigned responsibility or the assumed responsibility for advising or regulating with reference specifically to the higher

adult education function within state institutions of higher education assigned or accruing to the state system by virtue of its official mandate, and scope refers to the range of substantive categories coordinated and/or controlled by that state system.

Coordination: "the act of regulating and combining so as to give harmonious results. Presumably, this implies some degree of integration, centralization, and force."<sup>1</sup>

Control: refers to actual governance.

State system: refers to a state board responsible for higher education within a state.

Higher education: refers to education beyond the grade twelve conducted or sponsored and controlled by an institutional unit.

Adult: an individual who assumes the roles and functions of a responsible and mature member of society,<sup>2</sup> is primarily economically self-supporting, and is characterized by self-determination in most of the daily life decisions faced.

Adult or continuing education: a series of organized part-time learning experiences following termination of formal schooling<sup>3</sup> normally not conducted within the usual daytime format and involving programs usually administered through an extension or continuing education unit or subunit.

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<sup>1</sup>Glenny, Autonomy of Public Colleges, p. 1.

<sup>2</sup>Gideon, Terminology About Adult/Continuing Education, p. III-75.

<sup>3</sup>Ibid.

Higher adult education: adult education and continuing education<sup>1</sup> conducted or sponsored and controlled by an institutional unit under the purview of a state system of coordination and/or control of higher education.

The following definitions are based on the report prepared for the United States Office of Education by Martorana and Hollis published in 1960<sup>2</sup> and again utilized in the 1972 published report for the same agency by Zwingle and Rogers.<sup>3</sup> These definitions are used not only because they are appropriate but to support efforts to standardize terminology in the field of higher education, for the authors of the 1972 report conclude, "American higher education has a way to go before it develops a consistent terminology. A governing board, a coordinating agency, a university, a college, a center, a branch, and many other terms can have different meanings in different states."<sup>4</sup>

A state board responsible for higher education: a legally constituted body having some direct responsibility

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<sup>1</sup>These terms are used interchangeably in the context of this study although some writers make distinctions in their usage.

<sup>2</sup>See Martorana and Hollis, State Boards Responsible for Higher Education, 1960.

<sup>3</sup>J.L. Zwingle and Mabel E. Rogers, State Boards Responsible for Higher Education 1970, United States Department of Health, Education, and Welfare, Office of Education (Washington, D.C.: Government Printing Office, 1972).

<sup>4</sup>Ibid., p. 4.

for the government, coordination, or supervision of public higher educational institutions, including professional schools, universities, four year colleges, two-year colleges, technical institutes, or related types of education beyond the high school.<sup>1</sup>

Institutional unit: a college or university, or a branch campus, or center of a college, or university, considered to have sufficient identity for classification as a separate institution under the board and its central administrative staff. When factors of administrative practice, such as the presence of a full-time executive director and geographic location seem to warrant this classification, it is used, even though in its own setting the unit may be viewed simply as a part of an integrated institution.<sup>2</sup>

Governing board: a board that is legally charged with the direct control and operation of only a single institutional unit.<sup>3</sup>

Multicampus governing board: a board that is legally charged with the direct control and operation of a state university or college system or a particular institution that has more than one institutional unit in a state where a statewide agency carries the primary coordinating responsibility for these institutions. The distinguishing factor in this classification revolves around the board's legal responsibility;

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<sup>1</sup>Ibid.   <sup>2</sup>Ibid.   <sup>3</sup>Ibid., p. 5.

thus, a multicampus governing board may have both governing and coordinating responsibilities but never on a statewide basis.<sup>1</sup>

Governing-coordinating board: a board having legal responsibility for functioning both as a coordinating board and a governing board for two or more separate institutions that offer programs with common elements, and located in a state where no separate statewide coordinating board exists.<sup>2</sup> In the literature this board is usually called a governing board of statewide coordination or a statewide governing board to distinguish it from the previously defined "governing board".

Coordinating board: a board that is legally responsible for organizing, regulating, supervising, evaluating, or otherwise bringing together the overall policies or functions (or both) in areas such as planning, budgeting, and programming, but does not have authority to govern institutions.<sup>3</sup>

#### Delimitations

The following areas of inquiry were beyond the scope of this study.

It was not the purpose of this study to identify model institutional programs of higher adult education within particular states or the efforts of several institutions to voluntarily enter into coordination agreements.

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<sup>1</sup>Ibid.   <sup>2</sup>Ibid.   <sup>3</sup>Ibid.



The scope of this study did not include the identification of efforts to coordinate higher adult education programs at subsystem levels (e.g. California has three separate subsystems but one statewide coordinating board umbrelled over the three: also some states have community college boards and a cooperative extension network) unless a subsystem was designated as the state system of coordination/control for higher education as defined by present studies of statewide systems, the United States Office of Education Directory, or the Education Commission of the States.

Vocational Education Act Boards were not surveyed even though some of their programs may exist in institutions of higher education, because they in effect are regulated toward one concern by law therefore could only coordinate as a subsystem.

The purpose of this study was not to generate institutional data on current operations in higher adult education or for that matter data on operations within each of the fifty states in terms of numbers of programs offered, type of programs, clientele characteristics, tuition and/or fee rates and structures or internal administrative patterns but to identify whether this data was being generated and if so how it was used to effectuate statewide planning of higher adult education.

This study did not survey the Title I of the Higher Education Act of 1965 activities within a state unless that office was designated by the state system as the agency

Responsible for the coordination/control of the higher adult education function statewide.

### Methodology

#### Population

This study investigated a population consisting of the state systems of higher education existing in the fifty states. Fifty states were included even though a survey of studies of coordination indicated that forty-seven states had a state system in operation. Since the last major study was conducted in 1971, there was the possibility that the other three states might have developed a state system, therefore for purposes of accuracy and comprehensiveness, fifty states were surveyed. These systems were identified from the United States Office of Education Directory<sup>1</sup> and the Education Commission of the States Report.<sup>2</sup>

#### Development and Analysis of Questionnaires and Analysis of Documents

The first questionnaire was developed after a careful reading of the literature on state systems and coordination. The functions and areas of authority exercised by

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<sup>1</sup>United States Department of Health, Education, and Welfare, Office of Education and the National Center for Educational Statistics, Education Directory, 1971-72, Higher Education (Washington, D.C.: Government Printing Office, 1972), see pp. 443-446.

<sup>2</sup>Nancy M. Berve, editor, Higher Education in the States (Denver, Colorado: Education Commission of the States, 1973).

state systems were noted on a master list. Following the creation of this list the state studies of higher adult education conducted by systems published in the ERIC files were surveyed to determine those functions and areas of authority included. The master list was revised accordingly resulting in a final list which included: Responsibility for higher adult education, Staffing characteristics, State studies of the function, Areas included in state studies, and Program review authority.

Two knowledgeable authorities in the area of state systems were consulted with reference to the items to be included in the initial questionnaire. Valuable criticism and helpful advice were received from the Vice Chancellor of the Florida System who is the officer in charge of Academic Affairs which includes the area of higher adult education and the Vice Chancellor for the Oklahoma State Regents for Higher Education who has experience in developing state studies and in conducting questionnaire studies. After receiving their input the questionnaire was put in final form, printed, and sent to the states, with a request that they send documents, staff papers, and studies pertaining to higher adult education when returning their responses.

The responses of each state were enumerated and ranked according to positive responses. Documents received were analyzed to determine common items of state system involvement with reference to higher adult education. The

master list contained a universe of 119 items. These were then listed under the following major topic areas: Administration and governance, Statewide planning, Outcomes of statewide planning, Allocation of functions, Program review, Resource allocation and utilization, Evaluation, Jurisdiction, Provision of student services, Nontraditional formats, and General items.

An analysis of the documents received also provided a means for identifying the models of coordination/control presently operable or being proposed. The organization of the unit responsible for this function within the states was determined where enough data was available.

Those states involved in the areas included on the first questionnaire and having or proposing a definite model of organization formed the selected states sent the second questionnaire. No attempt was made to reach a certain number or to keep the number small. Selection was determined solely on meeting the two criteria mentioned.

Upon return of these questionnaires, the responses were tabulated. The responses per item, per state were enumerated to identify those states involved with the most items and the items being coordinated to the greatest extent. These enumerations are noted in the narrative. The tabulations are included to reflect the status of each state on each item.

### Organization of the Study

This study is organized into five chapters. Chapter I includes the background, need, and purposes of the study; a statement of the problem and definitions of major terms followed by a general overview of the methodology of the study. A review of the related literature organized according to major areas of inquiry is presented in Chapter II. Chapter III reports the collection and analysis of the data required to determine the role and to some degree the scope of state systems of higher education in the coordination/control of the higher adult education function among the fifty states and select those states which are found to be most active in this process. Chapter IV reports the collection and analysis of the data required to define the scope of coordination/control of higher adult education within those states selected. The summary, conclusions based on the findings, and recommendations resulting from the study are contained in Chapter V.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

Literature and research in the following three areas was surveyed: (1) the coordination/control of higher education; (2) theories of coordination; and (3) present efforts to coordinate/control higher adult education.

It was necessary to review the literature and research pertaining to coordination/control of higher education and theories of coordination because the majority of studies conducted on coordination with reference to education in the past decade have been in the area of higher education.

General reference sources consulted in developing a basic bibliography of the literature to be researched included the ERIC files, Education Index, Dissertation Abstracts, and Research Studies In Education.

The bibliographies and references cited in studies and reports identified in the general reference sources were searched for works not previously listed. Primary documents collected during the course of this study are discussed in Chapter III.

A Review of the Literature Pertaining To  
The Coordination of Higher Education

In order to understand the coordination of higher adult education by state systems, it is necessary to develop a knowledge of the status, structure, and processes of state systems.

Lyman Glenny,<sup>1</sup> a political scientist by training, conducted the first major study of state systems of higher education. His study, sponsored by grants from the Carnegie Corporation and published in 1959, provided a description and evaluation of systems in twelve states. Glenny relied primarily on interviews with officials of various levels of government, representatives of institutional units, and the staff of the state systems to obtain his data. From this data he developed a classification of the types and functions of state systems.

The introduction of coordination was an attempt to establish policies which would create a system out of the independently administered institutions resulting in a unified system of higher education according to Glenny.

State systems have four basic functions: (1) Planning; (2) Allocation of Resources and programs; (3) Operational budgeting; and (4) Determining physical facilities needs (capital

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<sup>1</sup>Lyman A. Glenny, Autonomy of Public Colleges: The Challenge of Coordination (New York: McGraw-Hill, 1959).

budgeting).<sup>1</sup>

Glenny introduces the following concepts and principles into a discussion of the dimensions of state systems. He sees the utilization of leadership in the way John Millett understood it. "Leadership can provide the unifying sense of purpose which infuses the energies of all parts of a great administrative endeavor into a common purpose and achievement."<sup>2</sup>

Planning is seen as a method of approaching problems in view of taking action, involving research, and resulting in the formulation of present and long-range objectives and the methods necessary to achieve them.<sup>3</sup>

The appropriation figure is seen by Glenny as being the most visible symbol of achievement for a state system thereby pointing to the importance he attaches to system activity in the budgetary area.<sup>4</sup>

Legislative relations is another area of prime importance to state systems. The treatment of state systems by the legislature depends upon three factors according to Glenny: (1) the degree to which the system demonstrates the needs of higher education; (2) the degree to which it reveals all sources of income; and (3) the degree to which it indicates the specific purposes for which funds are requested.<sup>5</sup>

He continues to develop this theme when commenting on

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<sup>1</sup>Ibid., p. 59. <sup>2</sup>Ibid., p. 189. <sup>3</sup>Ibid., p. 62.

<sup>4</sup>Ibid., pp. 196-197. <sup>5</sup>Ibid., p. 199.



the possibilities of state government interference in the administration of higher education. This interference is probable unless the system plans, programs, budgets, and manages so effectively that there is little reason for state government controls.<sup>1</sup> From this he develops the concept of the state system as a "middleman" between state government and the institutions of higher education.<sup>2</sup>

Glenny concludes that an essential question that must be considered when discussing coordination is how to coordinate and still preserve the initiative, flexibility, and diversity of public institutions of higher education.<sup>3</sup>

The only aspect of higher adult education discussed by Glenny is that of extension centers. He points to the weakness of extension centers being in their tendency to imitate the programs offered by parent institutions without the required educational resources.<sup>4</sup> This led him to recommend that no new extension centers should be established.

Another work appearing in 1959 pertaining to state coordination of higher education was The Campus and the State written by Malcolm Moos and Frank Rourke.<sup>5</sup> The basic theme was state government and its relationship to higher education

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<sup>1</sup>Ibid., p. 202.    <sup>2</sup>Ibid.

<sup>3</sup>Ibid., p. 263.    <sup>4</sup>Ibid., p. 217.

<sup>5</sup>Malcolm Moos and Frank Rourke, The Campus and the State (Baltimore, Maryland: Johns Hopkins Press, 1959).

institutions. John Minter edited a source in 1966 related to the same topic titled Campus and Capitol: Higher Education and the State.<sup>1</sup>

A general reference work authored by Martorana and Hollis was published by the United States Office of Education in 1960.<sup>2</sup> It contains data from the fifty states and the territories on boards responsible for higher education. Data about all boards responsible for higher education including governing boards, coordinating boards, coordinating-governing boards, and multicampus boards for each state is included. This data included a description of each board and a list of the institutional units under each board's purview. This study was repeated again in approximately ten years and published in 1972. Zwingle and Rogers<sup>3</sup> wrote this second report which differed little in format from the earlier one with the exception that much of the introductory material was omitted as well as some of the appendices.

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<sup>1</sup>John W. Minter, editor, Campus and Capitol: Higher Education and the State (Boulder, Colorado: Western Interstate Commission for Higher Education, 1966).

<sup>2</sup>S.W. Martorana and E.V. Hollis, State Boards Responsible for Higher Education (United States Department of Health, Education, and Welfare, Office of Education, Washington, D.C.: Government Printing Office, 1960).

<sup>3</sup>J.L. Zwingle and Mabel E. Rogers, State Boards Responsible for Higher Education 1970 (United States Department of Health, Education, and Welfare, Office of Education, Washington, D.C.: Government Printing Office, 1972).

These reports provide a central source for determining both the organization of higher education in each state and a list of the states with state systems including a brief description of their scope of responsibility. Another important facet of these studies is their attempt to standardize definitions in the field of higher education.

In 1963, A.J. Brumbaugh,<sup>1</sup> writing for the Southern Regional Education Board, presented a brief report on the status of coordination in higher education. However, he did not add anything essentially to what Glenny had reported in 1959.

Ernest Palola and others<sup>2</sup> at the Center for Research and Development in Higher Education at the University of California at Berkeley completed a study in 1970 which investigated the impact of statewide planning on institutions of higher education. Earlier in the latter part of the 1960's, Robert O. Berdahl assisted by others<sup>3</sup> conducted a study of state systems utilizing the interview technique. Interviews

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<sup>1</sup>A.J. Brumbaugh, Statewide Planning and Coordination of Higher Education (Atlanta, Georgia: Southern Regional Education Board, 1963).

<sup>2</sup>Ernest G. Palola and others, Higher Education by Design: The Sociology of Planning; Statewide Planning in Higher Education (Berkeley, California: Center for Research and Development in Higher Education at the University of California, 1970).

<sup>3</sup>Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D.C.: American Council on Education, 1971).

were conducted with those involved in the coordination process (state government officials, state system staff, and institutional personnel).

This study centered on the three-cornered relationship among state government, institutional units, and state systems; emphasizing the state system's role as intermediary. It further concentrated on the planning, budget review, and program review functions identified by Glenny in 1959.

The Berdahl study provides valuable data concerning state systems in the fifty states including the type of system in each state, scope of responsibilities, staff membership, legal basis, extent to which master planning is being conducted, and the organizational structure and processes of each type of system.

Of the forty-six states definitely having a formal mechanism when Berdahl conducted his study, twenty-seven had altered their structures within the preceding fifteen years.<sup>1</sup> Of the forty-eight having some type of state system, forty-one had jurisdiction over all of public higher education.<sup>2</sup> In seven states, one with a coordinating board (North Carolina) and six with governing boards (Arizona, Florida, Iowa, Kansas, Mississippi, and Oregon), the junior colleges were coordinated

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<sup>1</sup>Ibid., p. 16.

<sup>2</sup>Ibid., p. 22

separately; and where post-high school vocational-technical education was handled outside junior colleges or university branch campuses, it was usually under a separate system's jurisdiction.

In six states, three with coordinating boards (Michigan, New York, and Pennsylvania) and three with governing boards (Idaho, Montana, and Rhode Island), the State Board of Education was the coordinating agency with jurisdiction not only for higher education but also the public school system.

Only the State Board of Regents in New York had jurisdiction over the private sector with respect to the program approval function; however, Connecticut, Minnesota, and Missouri were empowered by law to request information from the private institutions and make planning recommendations. One state (Wyoming utilized a coordinating board to coordinate the activities of the university consolidated governing board and community college statewide board.<sup>1</sup>

Forty-four agencies were created by statute and two (Georgia in 1943 and Oklahoma in 1941) were created constitutionally, nevertheless Berdahl found it difficult to determine whether a system had advisory or regulatory powers.<sup>2</sup>

Of the various state systems, six (Arizona, Florida, Iowa, Kansas, Mississippi, and Oregon) had separate councils which planned for junior colleges.<sup>3</sup>

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<sup>1</sup>Ibid., p. 35.    <sup>2</sup>Ibid., p. 23.    <sup>3</sup>Ibid., p. 85.

In Oregon the Educational Coordinating Council (created in 1965) maintained formal liason between the State System of Higher Education and the State Board of Education.<sup>1</sup>

According to the Berdahl study, it was widely recognized that planning should constitute the top priority of any coordinating board.<sup>2</sup> As of late 1969, twenty-seven states had formulated either a master plan or comprehensive studies and reports equivalent to one, with three out of four states having master planned or in the process.<sup>3</sup>

Master planning was defined as "the attempt to interrelate the many variables in a statewide system of higher education and to come up with long-range policy recommendations and a scheme of action..."<sup>4</sup> In addition, the need for a mechanism of implementation and readjustment was stressed. One of the major recommendations of this study was that the appropriations cycle be linked with careful long-range state planning.<sup>5</sup>

In regard to the program review function, the Berdahl study found that with the exception of the Arkansas Commission on Coordination of Higher Education Finance (created in 1961), all other coordinating boards had been given explicit responsibilities, even if only advisory, in that area.<sup>6</sup>

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<sup>1</sup>Ibid., pp. 231-232.    <sup>2</sup>Ibid., p. 73.

<sup>3</sup>Ibid., p. 80.    <sup>4</sup>Ibid., p. 74.    <sup>5</sup>Ibid., pp. 103-104.

<sup>6</sup>Ibid., p. 138.

This study, as had the others preceding it, found the relationship existing between state government and higher education to be "an uneasy partnership".<sup>1</sup>

The only information developed relating to higher adult education was to the effect that in Oklahoma a statewide institutional committee had been established to advise the system on extension policies and disputes involving institutions.<sup>2</sup> It still must be concluded that the Berdahl study is the most comprehensive, well-developed statement on state systems of higher education to date.

Paltridge, Marsh, White, and Brouillet<sup>3</sup> produced doctoral dissertations on the subject of statewide coordination during the 1960's, but each was limited to an investigation of a single state.

A compilation of the major conclusions of Glenny, Berdahl, Palola, and Paltridge was published by The Center

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<sup>1</sup>Ibid., p. 240.    <sup>2</sup>Ibid., p. 170.

<sup>3</sup>James G. Paltridge, "California's Coordinating Council for Higher Education: A Study of Organization Growth and Change" (unpublished Ph.D. dissertation, University of California at Berkeley, 1967); Owen Robert Marsh, "Coordination of State Higher Education in Illinois. A Case Study" (unpublished Ph.D. dissertation, Illinois State, 1967); Charles Hamilton White, "The Kentucky Council on Public Higher Education: Analysis of a change in Structure" (unpublished Ph.D. dissertation, Ohio State, 1967); Frank Brouillet, "Analysis of State of Washington's Method For Coordinating Higher Education" (unpublished Ed.D. dissertation, University of Washington, 1968).

for Research and Development In Higher Education in 1971.<sup>1</sup>

Statewide planning, budget review, and program review were again articulated as the substantive functions of state systems with statewide planning still viewed as the top priority. Statewide planning was again cited as the most important function for it provides the operational base and guidelines for which all other functions constitute implementing instruments.<sup>2</sup>

A difference was noted in the statements about statewide planning found in this work from those made in earlier works by the authors in terms of scope. The authors widened the scope of statewide planning to the totality of postsecondary education, including nondegree and proprietary postsecondary education.<sup>3</sup>

The concern for having a state administrative commission, representative of all segments of postsecondary education, for the purpose of the control and disbursement of federal funds was offered as an important rationale for this expanded scope.<sup>4</sup> This study demonstrated the necessity for "adaptive state structures" is apparent in "that each state's tradition, modes of action, and philosophy may require alteration of recommended structures or practices."<sup>5</sup>

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<sup>1</sup>Lyman Glenny, Robert O. Berdahl, Ernest G. Palola, and James G. Paltridge, Coordinating Higher Education for the 70's (Berkeley, California: The Center for Research and Development In Higher Education, University of California, 1971).

<sup>2</sup>Ibid., p. 25. <sup>3</sup>Ibid., p. 11. <sup>4</sup>Ibid., p. 5. <sup>5</sup>Ibid., 6.



In addition to the three substantive functions of state systems, other concerns discussed by the authors included: the need for able and sensitive leadership at the state system level; the need for the system's advocacy for the quality and functional integrity of the institutional units; the need to combine political reality with empirical data; the need to encourage interinstitutional cooperation; the need for research and public service being subject to equitable budgeting formulas; and the need for common accounting and record keeping systems.

Also, they recognized the need for increasing the amount of diversity in educational programs and types of institutions, cultivating nontraditional degrees and learning formats, and encouraging the in-and-out lifetime student in pursuit of his goals.<sup>1</sup>

The report of a task force appointed by President Ratchford of the University of Missouri was released in 1972. This task force

reviewed literature relating to coordination and governance of higher education; identified methods used by the 50 states of the United States and their efforts to secure coordination of higher education on a state-wide [sic] basis; developed a set of criteria for evaluating the coordination and governance of higher education; utilized these criteria in conducting case studies of nine states; and developed

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<sup>1</sup>Ibid., p. 27.

recommendations for consideration in coordination and governance in higher education in Missouri.<sup>1</sup>

The four basic types of structures identified in this report were: states with no formal coordination; states with an advisory coordinating agency; states with a coordinating agency having regulatory powers; and states with a consolidated governing board.<sup>2</sup>

These structures vary from those in which institutional control is paramount to those in which a central state board's control over institutions is almost total.

Thirteen criteria for the evaluation of those structures were arranged in three groups. Five general criteria included the central ones of "Program Control," an attempt to curb undesirable program duplication; "Resource allocation and Use," which addresses considerations of efficiency; and "Long-Range Planning," agreed by most to be a critical component of the coordinating function. Three criteria related to the degree to which a desirable balance in the influences on state-level and institutional decisions affect the course of higher education in the state. The final five criteria related to the administration of the higher education system of the state, emphasizing components of classic theories of

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<sup>1</sup>Edwin Bailey and others, The Report to the President of the University of Missouri from the Task Force on State-Level Coordination and Governance of Higher Education (Columbia, Missouri: Missouri University, 1972), p. iii.

<sup>2</sup>Ibid., p. 5.

bureaucracy.<sup>1</sup>

The task force concluded that there are certain strong modifiers affecting the processes and accomplishments of state systems. These include leadership, economic, political, and situational factors. Therefore, the effectiveness and efficiency of a type of state system can not be determined by solely studying the structural details.<sup>2</sup>

These studies indicated a growing body of literature concerning state systems of higher education, and provided a basis for the development of theoretical considerations.

Literature Pertaining To Developments Toward  
a Theory of Coordination

It is appropriate to include a status report of developments with regard to theory as it pertains to the coordination of higher education on the state level as reported in the Literature. These developments will necessarily have an effect upon a proper understanding of the efforts of state systems to coordinate the higher adult education function.

Theory for purposes of this survey is defined as "a set of assumptions from which can be derived ... a larger set of empirical laws."<sup>3</sup> It must be realized that the social

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<sup>1</sup>Ibid., p. 8.    <sup>2</sup>Ibid., p. 49.

<sup>3</sup>Fiegl's definition as quoted in James Gilbert Paltridge, Conflict and Coordination in Higher Education (Berkeley, California: Center for Research and Development in Higher Education, University of California, 1968), p. 4.

sciences are limited in the ability to derive what is normally considered as "empirical laws" but this should not defeat every effort toward that end.

Neither Glenny nor Berdahl included a theoretical development in their studies beyond listing certain assumptions. Basically these assumptions referred to the necessity of coordination while protecting institutional autonomy. It must be remembered though that these were studies of the status survey type.

These studies contributed to the development of theory by providing needed data concerning the types of state systems in existence, their chief characteristics, their structures, and basic powers and functions. Thus, the basis was developed for an understanding of the relationships existing among those responsible for higher education within each state.

Frank Brouillet<sup>1</sup> in an analysis of the method of coordination utilized in the state of Washington set as one of his objectives the identification of theoretical models of coordination. He utilized the work done in the fields of business, administration, sociology, and political science.

Brouillet traced the concept of "coordination" to the work, Principles of Organization, by James Mooney published in 1947 in which Mooney defined the concept in terms of an orderly arrangement of group effort, unity of action, and

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<sup>1</sup>Brouillet, "Analysis of State of Washington's Method For Coordinating Higher Education," 1968.

pursuit of a common purpose. To these, Brouillet found in March and Simon<sup>1</sup> the addition of interdependence and communication as definers of the concept.

Later, he developed an input-output model of coordination. The inputs included: communication, general social goals, and resources; the agent was the authority structure; and the outputs included specific goals, resource allocation, and communications with a direct feedback linkage existing between input communications and output communications.<sup>2</sup>

Efforts to develop a theory of coordination have attempted to identify the elements, processes, and interrelationships which occur within state systems of higher education.

The building blocks of any model of a particular system include the discernable "actors," environments, and sub-processes that are discerned to belong to that system. Interrelationships of the elements must be distinguished so that the flows and interactions can be perceived. If these determinations can be made then a model may be said to exist.<sup>3</sup>

Palola<sup>4</sup> developed the interorganizational network

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<sup>1</sup>James G. March and Herbert A. Simon, Organizations (New York: John Wiley and Sons, 1958).

<sup>2</sup>Southern Regional Education Board, Proceedings of the Legislative Work Conference, New Directions in Statewide Higher Education Planning and Coordination (Atlanta, Georgia: Southern Regional Education Board, 1970), p. 16.

<sup>3</sup>Gideon, Terminology About Adult/Continuing Education, pp. III-4 and III-5.

<sup>4</sup>Palola, Higher Education by Design, 1970.

model utilizing the analytical features of both early bureaucratic theorists and the more recent interorganizational studies while Paltridge<sup>1</sup> emphasized the conflict resolution model. Each attempted to identify and define the elements, processes, and environments involved in coordination by state systems. Both have identified the "actors" as those within a state who are involved in the coordination of higher education (e.g. the institutional units, state government, and the state system board and staff).

Various processes were identified including the functions of the state systems (planning, assignment of role and scope to institutional units, budget and program review), formal and informal influences on the direction of higher education within state systems, development of leadership roles, accommodation of conflict by setting boundaries to the power and scope of institutional units (assignment of functions), decision-making (involving the legal-formal rules and regulations as well as the informal processes of exchange, negotiation, and bargaining), and the development of system integration.

The environment existing within a state was recognized as having a very important effect upon the actual coordination that exists. This involves the cultural, political, economic, social, and attitudinal milieu existing during any given

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<sup>1</sup>Paltridge, Conflict and Coordination, 1968.

period of time. Predispositions are thus present which set the framework for the interactions that must take place between the system and its environment. Therefore, it is necessary that the system be open and dynamic.

State systems must identify realistic goals, orchestrate the institutional efforts to develop programs aimed at meeting those goals, assist in marshalling the needed resources, and allocate those resources within the system. Interrelationships exist internally among actors and elements and externally with the environment.

Paltridge noted the importance of bringing order to competition through coordination in order to free institutions for productive innovation and the achievement of institutional distinctiveness. The ordering of interinstitutional cooperation and the establishment of distinctive institutional functions are primary purposes of coordination.<sup>1</sup>

Probably still the best statement about the relationship between restrained institutional autonomy and coordination and the positive or negative perceptions toward coordination was that made by Chester Barnard in 1938.

The surplus of satisfaction a coordinating agency can secure for its membership segments through its responsible leadership, over the burdens of restrained autonomy, will determine the success or failure of the coordinating organization.<sup>2</sup>

But there is another dimension of importance to be considered in addition to the formal-legal structure. The

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<sup>1</sup>Ibid., p. 9.    <sup>2</sup>Ibid., p. 12.

Missouri task force quoted Dr. J.L. Miller, Jr., Professor of Higher Education at the University of Michigan at the time:

Some agencies have more power than their enabling legislation suggests because they are heavy on informal power, influence, and "credibility" with state officials and the public. Other agencies have less power than the statutes suggest because their credibility is low and their recommendations are ignored. The web of informal relationships, communication, and respect among legislators and the state agency is extremely important and is often overlooked.<sup>1</sup>

The task force also concluded that,

the extent to which any particular approach to governance is able to achieve selected objectives depends in large part upon behavior of the people selected to fill the organizational roles provided by the structure and upon other modifying influences.<sup>2</sup>

There is still a need to pull together the various theoretical constructions found in the literature into a well developed theory of coordination.

A Review of the Literature Pertaining to the  
Coordination of Higher Adult Education

The literature of adult education was surveyed to determine what had been researched and written concerning the coordination of higher adult education by state systems of higher education. With this specific objective, much of the literature was unrelated to this study although of value to

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<sup>1</sup>Bailey, Report to the President of the University of Missouri, p. 12.

<sup>2</sup>Ibid.



in field in general.

Such works as John P. Dyer's Ivory Towers in the Market Place and James Robbins Kidd's Financing Continuing Education were related to specific topics concerning adult education from the developmental viewpoint without primary relevance to the larger questions addressed on a statewide basis.

James T. Carey's The Development of the University Evening College as Observed in Ten Urban Universities, Cyril O. Houle's Major Trends in Higher Adult Education, A.A. Live-right's National Trends in Higher Adult Education, and Thurman J. White's Higher Adult Education in North America, while relevant to an understanding of higher adult education in the United States, stressed internal structures and development within institutions of higher education rather than efforts to coordinate higher adult education by state systems.

Two major works on higher adult education which attempted to survey the field were the Petersens' study (1960)<sup>1</sup> and Knowles' study (1969).<sup>2</sup> Petersens' book attempted to identify the basis for determining policy for university adult education. According to this study, the departments and schools must be responsible for the establishment and

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<sup>1</sup>Renee Petersen and William Petersen, University Adult Education: A Guide to Policy (New York: Harper and Brothers, 1960).

<sup>2</sup>Malcolm Knowles, Higher Adult Education in the United States (Washington, D.C.: American Council on Education, 1969).

maintenance of standards which require that offerings be educational and at the college level in order to be categorized as suitable for university adult education.

The authors note that as of the beginning of 1960 Michigan's nine state universities and colleges formed a coordinated system of extension courses,<sup>1</sup> but this was a voluntary association. The Petersen's concluded that there were a great variety of organizational systems, a proliferation of titles, and a tendency toward statewide centralization within the field of university adult education.<sup>2</sup>

The study by Malcolm Knowles was sponsored by the American Council on Education as a report on the state of higher adult education at that time. His study was essentially an analysis of the literature of higher adult education for the years from 1960 to 1968. Most of the documentation was from ERIC since Knowles felt that this reflected the state of the field.<sup>3</sup>

Although he found that mechanisms existed for the coordination of activities in public institutions (e.g. Oregon and New York), the organizational and administrative arrangements existing for the management of services to adults varied

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<sup>1</sup>Renee Petersen and William Petersen, University Adult Education, p. 134.

<sup>2</sup>Ibid.

<sup>3</sup>Knowles, Higher Adult Education, p. 6.

so widely as to defy clear classification.<sup>1</sup>

Little reliable information on the amount of state subsidy or policies concerning financial support was available. Budgeting and accounting procedures identified were lacking in uniformity and clarity. Budget officers tended to become policymakers.<sup>2</sup>

Knowles identified the need for constructive collaborative, and comprehensive planning in public higher education as had McConnell in 1965.<sup>3</sup>

James T. Carey observed that the explicit recognition of adult education in the university charter or in official policy statements was most refined and extensive within state systems of higher education.<sup>4</sup>

After studying the problems in Wisconsin with the goal of developing a proposal for the reorganization of extension services in that state, Wilson Thiede concluded that institutional competitiveness will prevail even with the presence of cooperation. He identified three types of coordination which exist -- legal, administrative, and operational.<sup>5</sup>

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<sup>1</sup>Ibid., pp. 13-14.    <sup>2</sup>Ibid., p. 17.    <sup>3</sup>Ibid., p. 11.

<sup>4</sup>James T. Carey, Forms and Forces in University Adult Education (Chicago: Center for the Study of Liberal Education for Adults, 1961), pp. 182-183.

<sup>5</sup>Wilson Thiede, "Creating a New University Outreach: The Reorganization of Extension," Educational Record, (Summer, 1968), p. 300.

The authors of Patterns for Lifelong Learning discussed a further dimension to the types of coordination that exist when stating,

Whether relationships...are voluntary, contractual, or established by legislative act, all participating institutions must recognize the requirements and contributions of those with which they must cooperate.<sup>1</sup>

They conclude, "...only through a comprehensive and coordinated educational system will any systematic process of lifelong learning become a reality for most Americans."<sup>2</sup>

Who will be responsible for coordinating the various institutional programs? What arrangements and organizational structures are needed? Should coordination be solely voluntary? Is interinstitutional cooperation likely without a legal basis and construction? These questions, addressed by Hesburgh, Miller, and Wharton, are important to a study of the coordination of higher adult education and are therefore lodestars to this study.

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<sup>1</sup>Theodore M. Hesburgh, Paul A. Miller, and Clifton R. Wharton, Jr., Patterns for Lifelong Learning (San Francisco: Jossey-Bass, 1973), p. 61.

<sup>2</sup>Ibid., p. 118.

## CHAPTER III

### PHASE I DATA COLLECTION AND ANALYSIS: SURVEY OF THE COORDINATION/CONTROL OF HIGHER ADULT EDUCATION WITHIN STATE SYSTEMS AMONG THE FIFTY STATES

#### Introduction

Chapter III reports the results of the questionnaire received from the fifty states and the analysis of the data developed. The results of the state studies, position papers, and other documents received will also be reported.

The questionnaire used in Phase I of this study was developed based on the works reported in the last chapter. The purpose of the questionnaire was to determine the status (role and scope) of each state system of higher education with regard to its present efforts in the coordination/control of the higher adult education function. This information will provide data leading to a determination of the developmental stage of each state related to this effort as well as a determination of state systems relatively active for purposes of further study.

From this baseline data, the various models of coordination/control would be identified. Each state was asked

to provide documents to more fully explicate its efforts in the area of higher adult education. The information provided in these documents when analyzed could provide a clearer understanding of the model utilized and enlarge on items contained within the questionnaire.

The questionnaire, when developed, was field tested with those who work at the state system level. Valuable assistance was provided in the form and substance as well as procedural matters related to the construction and dissemination of the questionnaire.

The chief official in each state system and his address was identified in the Education Directory<sup>1</sup> and the annual report on higher education prepared by the Education Commission of the States.<sup>2</sup> A questionnaire was sent to each official. In those states not having a state system, as reflected by these sources, a questionnaire was sent to a leading official in higher education.<sup>3</sup> Responses were received from each of the officials.

Letters of inquiry were sent to the National University

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<sup>1</sup>United States Department of Health, Education, and Welfare, Office of Education and the National Center for Educational Statistics, Education Directory, 1971-72, Higher Education (Washington, D.C.: Government Printing Office, 1972), see pp. 443-446.

<sup>2</sup>Nancy M. Berve, editor, Higher Education in the States (Denver, Colorado: Education Commission of the States, 1973).

<sup>3</sup>A list of officials sent a questionnaire and their addresses is provided in Appendix A.

Extension Association, the Western Interstate Commission on Higher Education, the Education Commission of the States, the Southern Association of Colleges and Schools, and the American Council on Education to determine if they were aware of surveys on this topic in process or completed but not published. A letter was received from Dr. John D. Millett, Vice President and Director of the Management Division of the Academy For Educational Development, Incorporated and former Chancellor of the Ohio Board of Regents for eight years. The responses from each of these sources, supported by a search of the literature, indicated that no such survey existed or was in progress.

Since the data obtained from this survey will reflect the status in all fifty states, it is important to present a typology of the types of state systems represented by those states. This will make a comparison between and among states clearer and more precise. Each type of system, as determined by state studies previously referred to, reflects certain defining characteristics as relates to authority, policy, and administration for example. To present these types of systems and their defining characteristics in a more specific manner, it will be necessary to refer to the Missouri Task Force Report of 1972. This report presents the clearest delineation and the most up-to-date presentation of those systems. Each description depicts only the major details of that particular type of state system. Three states (Delaware, Nebraska, and

Vermont) have no formal coordination on a statewide basis although there may be arrangements among several institutions within the separate states, perhaps even recognized by statute, for voluntary coordination. The three types of coordination/control are presented here and will be referred to accordingly hereafter.

Advisory Coordinating Agency. Each institution has a governing board with responsibility for the institution or is one of several similar institutions governed by a common board. In addition, a state-level coordinating agency with staff assistance collects information, makes studies, and provides advice and recommendations to state government and to the institutions and their governing boards on matters related to higher education and its coordination and governance. The coordinating agency includes public members and may include institutional or governing board representatives, typically, but not always, as a minority of the body.

Coordinating Agency with Regulatory Powers. The coordinating agency has policy, regulatory, administrative, or governing authority in specified areas of higher education and employs a professional staff to assist it in the discharge of its responsibilities. Powers not given the coordinating agency (and not held by state government) are left to institutional governing boards which have less than complete responsibility for the institutions they serve. The specific powers granted coordinating agencies of this type vary so widely that, at one extreme, its "final authority" powers are so limited that it comes very close to being in the "advisory" category; at the other extreme, its powers are so broad that it approaches serving as a consolidated governing board.

Consolidated Governing Board. A single board of control has responsibility for all public institutions of higher education in the state, except that public junior or community colleges may or may not come within its purview. A few states fit this pattern because there is only one public institution or one public four-year institution in the state. Where there is more than one college or university in the system, lay boards are sometimes retained for



individual institutions, but their functions are solely advisory in nature. The pattern usually includes a strong central executive officer (President or Chancellor) reporting to the consolidated board. Without this position (or even in a few cases with it) institutional executive officers report directly and separately to the board. The board is also served by a central professional staff.<sup>1</sup>

Figure 1 presents the states presently falling within each type of state system.

The tables presented in this chapter will reflect the responses received for each question posed in the questionnaire in the order in which it was presented. Narrative discussions will be included with each table to clarify and expand on the data presented as well as present a rationale for the inclusion of the question. Comparisons will be made among states on the basis of responses made in terms of the type of system to which they belong.

The final section of this chapter will include the results of an analysis of the documents received, including a discussion of the various identifiable state models for coordinating/controlling the higher adult education function on a statewide basis.

#### State Systems with the Responsibility for the Higher Adult Education Function

Table 1 indicates that forty-two state systems presently

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<sup>1</sup>Edwin Bailey and others, The Report to the President of the University of Missouri from the Task Force on State-Level Coordination and Governance of Higher Education (Columbia, Missouri: Missouri University, 1972), pp. 5-6.

FIGURE 1

A CLASSIFICATION OF STATES BY TYPE OF STATE-  
LEVEL COORDINATION/CONTROL OF HIGHER  
EDUCATION, 1971\*

Type	States with Type	
A. Advisory Coordinating Agency (13)	Alabama Arkansas California Kentucky Maryland Michigan Minnesota	Missouri Pennsylvania South Carolina Virginia Washington Wyoming
B. Coordinating Agency with Regulatory Powers (13)	Colorado Connecticut Illinois Indiana Louisiana Massachusetts New Jersey	New Mexico New York Ohio Oklahoma Tennessee Texas
C. Consolidated Governing Board (21)	Alaska Arizona Florida Georgia Hawaii Idaho Iowa Kansas Maine Mississippi Montana Nevada	New Hampshire North Carolina North Dakota Oregon Rhode Island South Dakota Utah West Virginia Wisconsin

\*This figure was adapted from Bailey, Report to the President of the University of Missouri, p. 6.

TABLE 1. Responses to Question: Is the higher adult education function presently within the scope of the state system's responsibility?

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Alabama	yes	Montana	no
Alaska	yes	Nebraska	no
Arizona	no	Nevada	yes
Arkansas	yes	New Hampshire	yes
California	yes	New Jersey	yes
Colorado	yes	New Mexico	yes
Connecticut	no	New York	yes
Delaware	no	North Carolina	yes
Florida	yes	North Dakota	yes
Georgia	yes	Ohio	no
Hawaii	yes	Oklahoma	yes
Idaho	yes	Oregon	yes
Illinois	yes	Pennsylvania	yes
Indiana	yes	Rhode Island	yes
Iowa	no	South Carolina	yes
Kansas	yes	South Dakota	yes
Kentucky	yes	Tennessee	yes
Louisiana	yes	Texas	yes
Maine	yes	Utah	yes
Maryland	yes	Vermont	no
Massachusetts	yes	Virginia	yes
Michigan	yes	Washington	yes
Minnesota	yes	West Virginia	yes
Mississippi	yes	Wisconsin	yes
Missouri	yes	Wyoming	yes

include the higher adult education function within their scope of responsibility. Of the eight states indicating no responsibility for this function, three (Vermont, Delaware, and Nebraska) have no statewide system; three (Arizona, Iowa, and Montana) have consolidated governing boards; and two (Connecticut and Ohio) are coordinating agencies with regulatory powers.. All of the advisory coordinating agencies indicated that the function was within their area of responsibility.

The following were pertinent comments appended to the questionnaires. In Arizona, the State Superintendent of Public Instruction is responsible for a program of adult education. Thus the state is primarily concerned at present with adult education at less than the postsecondary level. The need for a coordinating agency concerned with higher adult education is under discussion, but there are no real plans to develop such an agency at this time.

California is undergoing a change from the Coordinating Council to the Postsecondary Education Commission as mandated by statute effective April 1, 1974. The increased emphasis on external degrees and nontraditional formats as well as the whole postsecondary sphere indicates an increased emphasis on higher adult education.

Connecticut's recent master plan includes recommendations in the area of higher adult education but no effective structure for its governance. A structure for credit by examinations is contemplated. The Commission is the state agency

for Title I and as such is involved in higher adult education.

Voluntary efforts in Delaware are promising through three mechanisms: the Council of Presidents, the Association for the Continuing Education of Adults in Delaware (ACED), and the Continuing Education Information Service, an information clearinghouse to serve all interested agencies.

The only statewide effort in the area of adult education in Iowa is that provided by the State Coordinating Committee for Continuing Education, a voluntary organization comprised of representatives of all groups offering adult/continuing education. Within the Regents institutions, the Committee on Extension Service Cooperation (State Extension Council) has been functioning for over ten years to reduce duplication and to increase the cooperative efforts of the various extension offices. This committee reports to the Interinstitutional Committee on Educational Coordination (made up of University Vice Presidents for Academic Affairs -- Provosts) and it, in turn, reports to the Regents. The state now has a statewide system for recording and reporting continuing education units (CEU's) so that each adult may have a central and permanent record of his noncredit educational experiences.

Although not considering the higher adult education function within its scope of responsibility, the Montana Board has developed policy for continuing education, extension, and summer courses as well as assigning role and scope for the

university system.

Nebraska does not possess a single coordinating agency, but three separate systems each governed by a separate board.

At present no one single office coordinates/controls the higher adult education function in New York. The Bureau of Special College Programs administers Title I and has as its Priority II the development of a comprehensive, coordinated statewide system of postsecondary continuing education by about 1977. When Title I funds are no longer available the state may provide the necessary financial support. At present research is being conducted statewide by Syracuse University and regionally on a pilot study basis. Syracuse has developed an ongoing data retrieval system to be meshed with the State Education Department's management information system. Areas of study for use in the development of the regional approach include generating data for planning; developing a counseling, guidance, and referral system; generating a comprehensive master plan for postsecondary continuing education; and developing the means of supporting and evaluating new programs. A Regents' Advisory Council has been formed with reference to postsecondary continuing education.

The Ohio Board has concluded that since there is no appropriation support for the higher adult education function, no authority accrues to the Board over this activity.

The Rhode Island Board of Regents is responsible over this area, but no actual control has been instituted, although

plans are being developed toward that end.

The Washington Council on Higher Education is developing statewide goals for postsecondary education, one of which will specifically address the subject of continuing education. Adult continuing education is not coordinated or controlled in any unified "cross-segmented" fashion. Some specific areas of adult education are specified as within the responsibility of the statewide system of community colleges (1969 legislation).

Responsibility varies from advising, planning, making general policy, and assigning role and scope to that of actual control. The systems in Connecticut, Ohio, Rhode Island, and Washington indicated that control over higher adult education activities reflected the most advanced stage of responsibility. These states determined their level of responsibility therefore in terms of exercising control over the higher adult education function. These states represent all three types of state systems.

The states having no state system indicated that they had no responsibility of a statewide nature over this function except as might exist through voluntary efforts, the most developed example being Delaware.

Iowa, having a consolidated governing board, does not include this function within its scope of responsibility, but has a well-developed voluntary effort at the institutional level.

Therefore it would not be possible to predict whether

a state system had responsibility over the higher adult education function on the basis of the type of state system operable within that particular state.

Among those systems indicating a responsibility for higher adult education, the extent and nature of that responsibility varies.

### Staffing

Studies of state systems of higher education have indicated the importance of staff responsibilities in determining the importance of activities carried out by those systems. The degree to which staff are assigned to a function indicates the importance attached to it. Other indicators of that importance are the competence of the staff, as judged by the level of professional education and experience in the area, amount of time given to the overview of that function, and the length of time a staff member has been assigned such overview.

Table 2 (Parts 1-5) presents the results of questions pertaining to staff responsibility with regard to higher adult education.

Of the forty-two states indicating a responsibility for the higher adult education function, all but twelve assigned the responsibility for overview of the system's activities with regard to the function to a staff member.<sup>1</sup>

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<sup>1</sup>No response from New York is included in this and other tables since while answering yes to the first question, that answer reflected a limited and uncoordinated responsibility.



TABLE 2. Staffing within state systems as pertains to higher adult education

Part 1. Responses to Question: Is a staff member presently assigned the responsibility for overview of the system's activities with regard to higher adult education?

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Alabama	yes	Montana	
Alaska	yes	Nebraska	
Arizona		Nevada	yes
Arkansas	yes	New Hampshire	yes
California	yes	New Jersey	no
Colorado	yes	New Mexico	no
Connecticut		New York	
Delaware		North Carolina	yes
Florida	yes	North Dakota	yes
Georgia	yes	Ohio	
Hawaii	yes	Oklahoma	yes
Idaho	yes	Oregon	yes
Illinois	yes	Pennsylvania	yes
Indiana	no	Rhode Island	yes
Iowa		South Carolina	yes
Kansas	yes	South Dakota	yes
Kentucky	no	Tennessee	yes
Louisiana	no	Texas	yes
Maine	yes	Utah	yes
Maryland	no	Vermont	
Massachusetts	yes	Virginia	yes
Michigan	yes	Washington	no
Minnesota	yes	West Virginia	no
Mississippi	no	Wisconsin	yes
Missouri	no	Wyoming	no

TABLE 2. Staffing, continued.

Part 2. Responses to Question: What amount of time is allowed the staff member for this overview?

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Alabama	part-time	Montana	
Alaska	full-time	Nebraska	
Arizona		Nevada	full-time
Arkansas	part-time	New Hampshire	part-time
California	part-time	New Jersey	
Colorado	full-time	New Mexico	
Connecticut		New York	
Delaware		North Carolina	part-time
Florida	full-time	North Dakota	part-time
Georgia	full-time	Ohio	
Hawaii	part-time	Oklahoma	part-time
Idaho	full-time	Oregon	part-time
Illinois	part-time	Pennsylvania	part-time
Indiana		Rhode Island	full-time
Iowa		South Carolina	part-time
Kansas	full-time	South Dakota	part-time
Kentucky		Tennessee	part-time
Louisiana		Texas	full-time
Maine	part-time	Utah	part-time
Maryland		Vermont	
Massachusetts	part-time	Virginia	full-time
Michigan	full-time	Washington	
Minnesota	part-time	West Virginia	
Mississippi		Wisconsin	part-time
Missouri		Wyoming	

TABLE 2. Staffing, continued.

Part 3. Responses to Question: What level of education has the staff member attained?

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Alabama	doctorate	Montana	
Alaska	doctorate	Nebraska	
Arizona		Nevada	doctorate
Arkansas	doctorate	New Hampshire	doctorate
California	doctorate	New Jersey	
Colorado	doctorate	New Mexico	
Connecticut		New York	
Delaware		North Carolina	doctorate
Florida	doctorate	North Dakota	doctorate
Georgia	doctorate	Ohio	
Hawaii	doctorate	Oklahoma	doctorate
Idaho	doctorate	Oregon	doctorate
Illinois	doctorate	Pennsylvania	doctorate
Indiana		Rhode Island	masters
Iowa		South Carolina	masters
Kansas	doctorate	South Dakota	doctorate
Kentucky		Tennessee	doctorate
Louisiana		Texas	masters
Maine	doctorate	Utah	doctorate
Maryland		Vermont	
Massachusetts	bachelors	Virginia	doctorate*
Michigan	doctorate	Washington	
Minnesota	bachelors	West Virginia	
Mississippi		Wisconsin	doctorate
Missouri		Wyoming	

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\*In Virginia the staff member is a candidate for the doctorate.

TABLE 2. Staffing, continued.

Part 4. Responses to Question: Does the staff member have education or previous experience in the area of adult education?

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Alabama	yes	Montana	
Alaska	yes	Nebraska	
Arizona		Nevada	yes
Arkansas	no	New Hampshire	yes
California	yes	New Jersey	
Colorado	yes	New Mexico	
Connecticut		New York	
Delaware		North Carolina	yes
Florida	yes	North Dakota	yes
Georgia	yes	Ohio	
Hawaii	yes	Oklahoma	no
Idaho	yes	Oregon	yes
Illinois	yes	Pennsylvania	yes
Indiana		Rhode Island	yes
Iowa		South Carolina	yes
Kansas	yes	South Dakota	yes
Kentucky		Tennessee	no
Louisiana		Texas	yes
Maine	yes	Utah	yes
Maryland		Vermont	
Massachusetts	yes	Virginia	yes
Michigan	yes	Washington	
Minnesota	yes	West Virginia	
Mississippi		Wisconsin	no
Missouri		Wyoming	

TABLE 2. Staffing, continued.

Part 5. Responses to Question: What is the length of time that a staff member has been assigned this responsibility?

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Alabama	less than 1 yr.	Montana	
Alaska	3-5 years	Nebraska	
Arizona		Nevada	over 5 years
Arkansas	3-5 years	New Hampshire	1-2 years
California	over 5 years	New Jersey	
Colorado	1-2 years	New Mexico	
Connecticut		New York	
Delaware		North Carolina	1-2 years
Florida	over 5 years	North Dakota	over 5 years
Georgia	over 5 years	Ohio	
Hawaii	1-2 years	Oklahoma	3-5 years
Idaho	over 5 years	Oregon	1-2 years
Illinois	less than 1 yr.	Pennsylvania	less than 1 yr.
Indiana		Rhode Island	1-2 years
Iowa		South Carolina	3-5 years
Kansas	less than 1 yr.	South Dakota	3-5 years
Kentucky		Tennessee	1-2 years
Louisiana		Texas	over 5 years
Maine	3-5 years	Utah	over 5 years
Maryland		Vermont	
Massachusetts	3-5 years	Virginia	1-2 years
Michigan	1-2 years	Washington	
Minnesota	over 5 years	West Virginia	
Mississippi		Wisconsin	1-2 years
Missouri		Wyoming	

Of these twelve states, two states (Mississippi and West Virginia) have consolidated governing boards, five states (Indiana, Louisiana, New Jersey, New Mexico and New York) have coordinating agencies with regulatory powers, and five states (Kentucky, Maryland, Missouri, Washington, and Wyoming) have advisory coordinating agencies.

In Indiana, Kentucky, Louisiana, New Mexico, and West Virginia there are plans to assign this function to a staff member.

While the Maryland Council has responsibility for this area and the Associate Director has a doctorate in adult education, the concern was expressed that there was not enough time available to devote to it.

In Missouri there are no specific staff assignments. Matters are handled under functional areas such as finance, programs, and planning.

In Oregon a staff member also administers Title I of the Higher Education Act of 1965.

Of the thirty states assigning a staff member to this responsibility, eleven are assigned full-time.

Two of these states (Michigan and Virginia) have an advisory coordinating board: while seven states (Alaska, Florida, Georgia, Idaho, Kansas, Nevada, and Rhode Island) have consolidated governing boards, and two states (Colorado and Texas) have a coordinating board with regulatory powers.

In Hawaii, the Dean of the College of Continuing

Education has a statewide charge in addition to serving at the main campus.

In Oregon full-time staff members with doctorates are assigned to the Division of Continuing Education, the administrative arm of the state system.

In Texas, two members of the staff at the master's degree level are involved with higher adult education.

In Wisconsin, a search committee has been appointed to find a Provost for University Outreach. This will be a new position and will give new emphasis to higher adult education within the state, and will be statewide in scope.<sup>1</sup>

With regard to the level of education, the number with doctorates predominates with twenty-four states. The staff of only two (Massachusetts and Minnesota) are at the bachelor's degree level, with four having staff at the master's degree level. The type of state system is not predictive of the level of education of staff members, although it is more likely that a staff member will be assigned to this function full-time in a system with regulatory powers.

Only four states (Arkansas, Oklahoma, Tennessee, and Wisconsin) indicated that the staff member had no previous education or experience in the area of adult education.

With regard to the length of time the staff member had been assigned the responsibility, four (Alabama, Illinois,

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<sup>1</sup>Since this study was completed, it was learned that this staff position has been filled.

Kansas, and Pennsylvania) had involved the staff for less than one year. Over half have involved the staff for more than three years and nine of these for over five years. In Kansas, state coordination of higher adult education has been attempted through a satellite administrative arrangement for the past five years but is now actively being absorbed as a staff function in the Board of Regents.

Most of the states having staff assignments in higher adult education for more than three years were those with boards having regulatory powers.

With the distribution of length of time in which staff were first assigned responsibility in higher adult education, it is clear that this development has been gradual and will continue to be so.

#### State Studies Completed in the Past

One of the primary functions of state systems involves the study of substantive areas of higher education. Table 3 (Parts 1 and 2) indicates the extent to which states have examined the higher adult education function in the past and the degree to which the results have been acted upon.

Of the thirty-nine states answering this question, seventeen answered that they had not completed such studies and twenty-two answered that they had.

Various comments included with responses to this question are reported here. Higher adult education in Michigan is considered as adult and continuing education. This service



TABLE 3. Present status of statewide studies as relates to those already completed in the past.

Part 1. Responses to Question: Have studies on a statewide basis been completed related to the higher adult education function?

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Alabama	yes	Montana	
Alaska	no	Nebraska	
Arizona		Nevada	no
Arkansas	yes	New Hampshire	no
California	yes	New Jersey	yes
Colorado	yes	New Mexico	no
Connecticut		New York	
Delaware		North Carolina	no
Florida	yes	North Dakota	no
Georgia	no	Ohio	
Hawaii	yes	Oklahoma	no
Idaho	yes	Oregon	yes
Illinois	yes	Pennsylvania	no
Indiana	no	Rhode Island	yes
Iowa		South Carolina	no
Kansas	yes	South Dakota	yes
Kentucky		Tennessee	no
Louisiana		Texas	yes
Maine	no	Utah	yes
Maryland	no	Vermont	
Massachusetts	yes	Virginia	yes
Michigan	no	Washington	yes
Minnesota	yes	West Virginia	no
Mississippi	yes	Wisconsin	yes
Missouri	no	Wyoming	yes

TABLE 3. Past state studies, continued.

Part 2. Responses to Question: Are the recommendations made as a result of these studies being implemented?

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Alabama	no*	Montana	
Alaska		Nebraska	
Arizona		Nevada	
Arkansas	yes	New Hampshire	
California	yes	New Jersey	no*
Colorado	yes	New Mexico	
Connecticut		New York	
Delaware		North Carolina	
Florida	no*	North Dakota	
Georgia		Ohio	
Hawaii	yes	Oklahoma	
Idaho	yes	Oregon	no*
Illinois	yes	Pennsylvania	
Indiana		Rhode Island	no*
Iowa		South Carolina	
Kansas	yes	South Dakota	no*
Kentucky		Tennessee	
Louisiana		Texas	yes
Maine		Utah	yes
Maryland		Vermont	
Massachusetts	no*	Virginia	yes
Michigan		Washington	no
Minnesota	yes	West Virginia	
Mississippi	yes	Wisconsin	yes**
Missouri		Wyoming	no*

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\*In these states there are plans to begin implementation.

\*\*In Wisconsin recommendations have been partially implemented.

area of the Department of Education has been functional for one year, therefore implementation for planning and coordination is in the development stage. Parts of two studies and an issue paper concern this area.

In Mississippi isolated studies have been completed and implemented concerning particular aspects of off-campus activities.

In Missouri plans are to survey off-campus instruction which will include more than adult education.

In New Mexico plans are to launch a study within the near future.

Of the twenty-two states having completed studies, thirteen have implemented the recommendations emanating from those studies. In Wisconsin those recommendations have been partially implemented. Eight of the twenty-two states had not implemented recommendations but had plans to do so.

#### Higher Adult Education as an Integral

##### Part of State Master Plans

In twenty-three states, higher adult education is included as an integral part of the state master plan. Thirteen of these states are implementing recommendations resulting from the master plan.

The legislature in California has recently developed legislation that will serve as a master plan. The former plan was for 1960-1975 and was amended in 1972. The recommendations are partially implemented.

In Florida the master plan is still being completed, yet some recommendations have been implemented.

There are plans in Maryland to include higher adult education in Phase II of the master plan being developed.

In Mississippi a long-range planning study has been announced, but the committee has not been named. This will serve as the master plan when completed. It should include a section on higher adult education.

No formal published master plan exists in New Mexico.

In Oklahoma a special study of this area is underway to supplement the existing state master plan.

In Rhode Island the preparation for the master plan includes a specialist for continuing education.

A master plan was completed in Virginia in 1967. The staff is currently preparing a revised plan to be completed by early 1974. A position paper has been approved by the Council to be condensed for the final master plan. Recommendations are being implemented.

In Wisconsin the master plan is still under development.

The time frame for the master plans are about evenly divided between 1-4 years and 5-25 years. Table 4 (Parts 1 and 2) presents the status of each state with reference to higher adult education being an integral part of master plans completed and the length of time for which those plans are operative.

TABLE 4. Higher adult education as an integral part of the state master plan.

Part 1. Responses to Question: Has the higher adult education function been included as an integral part of master plans developed for the state?

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Alabama	yes	Montana	no
Alaska	no master plan	Nebraska	
Arizona		Nevada	yes*
Arkansas	yes*	New Hampshire	no
California	yes	New Jersey	no
Colorado	yes*	New Mexico	no
Connecticut		New York	
Delaware		North Carolina	no
Florida	yes	North Dakota	no
Georgia	no	Ohio	
Hawaii	yes*	Oklahoma	no
Idaho	no	Oregon	yes
Illinois	yes*	Pennsylvania	yes*
Indiana	yes*	Rhode Island	no
Iowa		South Carolina	yes*
Kansas	yes*	South Dakota	yes*
Kentucky	no	Tennessee	yes*
Louisiana	yes	Texas	no
Maine	yes*	Utah	yes*
Maryland	no	Vermont	
Massachusetts	yes	Virginia	yes
Michigan	yes	Washington	yes
Minnesota	no	West Virginia	no
Mississippi	no	Wisconsin	yes
Missouri	no	Wyoming	no

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\*In these states the recommendations made in the master plan are being implemented.

TABLE 4. State master plan, continued.

Part 2. Responses to Question: What  
is the effective time-frame  
for the master plan?

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Alabama	1-4 years	Montana	
Alaska		Nebraska	
Arizona		Nevada	5-25 years
Arkansas	1-4 years*	New Hampshire	
California	5-25 years	New Jersey	
Colorado	1-4 years	New Mexico	
Connecticut		New York	
Delaware		North Carolina	
Florida	1-4 years	North Dakota	
Georgia		Ohio	
Hawaii	1-4 years	Oklahoma	
Idaho		Oregon	1-4 years
Illinois	1-4 years	Pennsylvania	5-25 years
Indiana	1-4 years	Rhode Island	
Iowa		South Carolina	5-25 years
Kansas	5-25 years	South Dakota	5-25 years
Kentucky		Tennessee	5-25 years
Louisiana	5-25 years	Texas	
Maine	5-25 years	Utah	1-4 years
Maryland		Vermont	
Massachusetts	1-4 years	Virginia	5-25 years
Michigan	1-4 years	Washington	5-25 years
Minnesota		West Virginia	
Mississippi		Wisconsin	5-25 years
Missouri		Wyoming	

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\*Work on a detailed master plan is in progress.

### Studies in Progress

It is not enough to survey whether studies have been completed; it is also necessary to determine those studies presently in progress. Higher education is not static and as in other fields change is constant and must be planned for. Table 5, Part 1 reveals those states in which studies are in progress and Part 2 indicates the scope of those studies in terms of established criteria.

Of the forty-two states responding, twenty-nine indicated that studies are in progress. Thirteen states indicated that no studies of higher adult education are in progress. All types of state systems are represented by states reporting that studies are in progress.

In South Carolina a study was just completed by the Title I state coordinators.

Although no state system exists in Vermont, the Vermont Higher Education Council is conducting studies in the areas of determination of state needs, accessibility by students to programs, and definitions of higher adult education.

Table 5, Part 2 reports the responses of the twenty-seven states answering the question with regard to the areas included in their studies. Each state was asked to indicate whether each category was presently being studied, had been studied, or was presently being implemented. These categories were determined from studies conducted by state systems as reported in ERIC, by studies of master planning found in the

TABLE 5. Status of studies presently being conducted.

Part 1. Responses to Question: Are studies in progress relating to aspects of the higher adult education function?

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Alabama	yes	Montana	
Alaska	yes	Nebraska	
Arizona		Nevada	yes
Arkansas	yes	New Hampshire	yes
California	yes	New Jersey	no
Colorado	yes	New Mexico	no
Connecticut		New York	
Delaware		North Carolina	yes
Florida	yes	North Dakota	no
Georgia	yes	Ohio	
Hawaii	yes	Oklahoma	yes
Idaho	yes	Oregon	yes
Illinois	yes	Pennsylvania	yes
Indiana	no	Rhode Island	yes
Iowa		South Carolina	no
Kansas	yes	South Dakota	no
Kentucky	no	Tennessee	yes
Louisiana	no	Texas	yes
Maine	no	Utah	no
Maryland	no	Vermont	yes
Massachusetts	yes	Virginia	yes
Michigan	yes	Washington	yes
Minnesota	yes	West Virginia	yes
Mississippi	no	Wisconsin	yes
Missouri	no	Wyoming	yes



TABLE 5. Present status of studies, continued.

Part 2. Responses to Question: Are studies with reference to the following categories as they relate to the higher adult education function

a. presently in progress?

b. completed?

c. within the implementation stage?

(Please Note-Only the states answering this section on the Questionnaire are included in this Table.)

	Planning of priorities	Program Review	Budgeting operational	capital	Survey of state needs	Accessibility of programs
Alabama					a	
Alaska	a	a			a	
Arkansas	a	a	a	a	a	a
California	a	c			c	c
Colorado	a	a,c	a,c		a	a
Florida	a	a	b	b	a	a
Georgia	a	a	a		a	a
Hawaii	a	a	a		a	a
Idaho	a	a	a	a	a	a
Illinois		a			a	
Kansas	b	b	a		b	
Massachusetts	a	a	a	a	a	a

(continue to next page)

TABLE 5. Present status of studies, continued.

Part 2. (continued).

a. presently in progress?

b. completed?

c. within the implementation stage?

	Institutional studies operations	organizational structure	Resource utilization	Definition of higher adult education	Institutional jurisdiction over programming
Alabama					
Alaska	a	a		a	
Arkansas					
California	c		c		c
Colorado	a,c	a	a,c	a	a,c
Florida	a	a		a	a
Georgia	a	a	a	a	a
Hawaii			a		a
Idaho	a	a	a	a	a
Illinois			a		
Kansas	b	b	a		c
Massachusetts	a	a	a	a	a

TABLE 5. Present status of studies, continued

Part 2. (continued).

a. presently in progress?

b. completed?

c. within the implementation stage?

	Planning of priorities	Program review	Budgeting operational	capital	Survey of state needs	Accessibility of programs
Minnesota	a	a	a		a	a
Missouri		a*	a*			
Nevada	a	a	c		a	a
New Hampshire	a	a	a		a	a
North Carolina	a	a	a	a	a	a
Oklahoma	a	a	a	a	a	a
Oregon		a			b	
Pennsylvania	a	a			a	
Rhode Island	b	b	a		b	
Tennessee	a	a	a		a	a
Texas			a		a	a
Washington	a	b			a	a
West Virginia	a	a	a		a	a
Wisconsin	a	a	a		a	b
Wyoming		b			b	b

\*In Missouri studies are in progress only with reference to off-campus instruction.

(continue to next page)

TABLE 5. Present status of studies, continued.

Part 2. (continued).

a. presently in progress?

b. completed?

c. within the implementation stage?

	Institutional studies operations	organizational structure	Resource utilization	Definition of higher adult education	Institutional jurisdiction over programming
Minnesota				a	
Missouri					
Nevada			c		
New Hampshire			a	a	a
North Carolina	a	a	a	a	a
Oklahoma			a	a	a
Oregon				b	b
Pennsylvania	a		a		a
Rhode Island			a	b	b
Tennessee			a	a	
Texas		a		a	a
Washington				a	
West Virginia	a	a	a		a
Wisconsin		c	b	b	c
Wyoming				b	

literature on state systems of higher education, and by discussions with staff members of state systems.

Most of the states responding had regulatory powers and of the five states actually implementing recommendations from state plans, four had regulatory powers. The only state with an advisory coordinating agency that had arrived at the implementation stage was California.

Capital budgeting was the least studied category and this is probably because the higher adult education function was carried on within structures having as their primary purpose another concern, most usually an academic discipline.

It is interesting that thirteen states are still studying the definition of higher adult education as it applies to their efforts.

Out of 297 possible items of response, sixteen responses indicated that the state study was within the implementation stage. Six of these were from California, five from Colorado, two from Nevada, two from Wisconsin, and one from Kansas.

The areas in which implementation is being carried out include: Program review (California and Colorado), Budgeting-operational (Colorado and Nevada), Survey of state needs (California), Accessibility to programs (California), Institutional studies-organizational structure (Wisconsin), Institutional studies-operations (California and Colorado), Resource utilization (California, Colorado and Nevada), and

Institutional jurisdiction over programming (California, Colorado, Kansas, and Wisconsin).

State studies had been completed with reference to all eleven categories. Of the 297 possible items of response, twenty-three responses indicated that state studies had been completed on various categories. Seven states (Florida, Kansas, Oregon, Rhode Island, Washington, Wisconsin, and Wyoming) made these responses. Assuming that the three additional states within the implementation stage had completed state studies, that would increase to ten the number of states having completed state studies on various categories.

155 responses indicated that state studies were in progress with reference to the various categories. Studies were in progress on all categories. Alabama only responded to one category, that of the Survey of state needs, and indicated that studies are presently in progress with reference to that category.

Of the twenty-seven states responding, eight states represented advisory coordinating agencies, thirteen represented consolidated governing boards, and six represented coordinating agencies with regulatory powers.

#### Coordination/Control as a Result of Evolutionary Development

It is possible that a system's coordination/control of the higher adult education function may be the result of evolutionary development rather than specific legislative

mandate or system board policy. It may result from interests within other areas in which overview is traditional for example it may be subsumed under the academic unit as an additional responsibility. As the need arises, this area is included in studies undertaken without specific direction.

Therefore a question was included to determine those states in which the function was coordinated/controlled as the result of an evolutionary development rather than of studies completed. It is possible that states coordinate/control the higher adult education function gradually as a result of this development. Then studies of this function are completed either as a result of this development or of a mandate from the legislature or the system board. From that point the two means become intertwined and are not easily separated to determine the origin of certain results. Responses to this question are presented in Table 6.

Nine of the forty-two states responding indicated that coordination/control was not the result of evolutionary development. They were evenly divided as to type of state system represented.

Florida and New Jersey indicated that the evolutionary development began as a result of state statutes.

#### Program Review

Studies of coordination/control of higher education by state systems have noted the importance of program review authority in determining the degree of control possessed by

TABLE 6. Responses to Question: Does the System coordinate/control the higher adult education function as the result of an evolutionary development rather than of studies completed?

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Alabama	yes	Montana	yes
Alaska	yes	Nebraska	
Arizona		Nevada	yes
Arkansas	yes	New Hampshire	yes
California	yes	New Jersey	yes**
Colorado	yes	New Mexico	no
Connecticut		New York	
Delaware		North Carolina	yes
Florida	yes*	North Dakota	yes
Georgia	yes	Ohio	
Hawaii	yes	Oklahoma	yes
Idaho	yes	Oregon	yes
Illinois	yes	Pennsylvania	yes
Indiana	no	Rhode Island	no
Iowa		South Carolina	yes
Kansas	yes	South Dakota	no
Kentucky	yes	Tennessee	no
Louisiana	yes	Texas	yes
Maine	yes	Utah	no
Maryland	no	Vermont	
Massachusetts	yes	Virginia	yes
Michigan	yes	Washington	no
Minnesota	yes	West Virginia	yes
Mississippi	yes	Wisconsin	yes
Missouri	yes	Wyoming	no

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\*In Florida this evolutionary development resulted primarily from the Florida Statutes.

\*\*In New Jersey the 1967 State Statutes placed responsibility for public and private post-secondary education under the Board.



a state system. It is considered as a substantive function of state systems. Therefore, a question was posed to determine whether or not the state systems are exercising this function in terms of higher adult education activities.

Table 7 presents the responses to that question.

Fourteen of the forty-two states responding indicated that system approval was not necessary for programs offered by higher adult education units prior to those programs becoming operational. Eight of these represented advisory coordinating agencies, four represented consolidated governing agencies, and two represented coordinating agencies with regulatory powers. Several of the statements made by those responding to this question are included here.

Although program review is mandated by law in Massachusetts, little has been done in the higher adult education area.

The governing board for the senior colleges and universities supported by the state of Mississippi approves all programs, personnel, and budgets.

In Missouri all new programs are supposed to be submitted to the state system for recommendation.

In New Jersey only majors must receive prior approval.

In Oklahoma program review is conducted with regard to specific credit courses to be offered off-campus.

In Oregon program review is conducted only with reference to degree programs.

TABLE 7. Responses to Question: Must the state system approve programs to be offered by higher adult education units prior to becoming operational?

Alabama	no	Montana	yes
Alaska	no	Nebraska	
Arizona		Nevada	yes
Arkansas	yes	New Hampshire	no
California	yes	New Jersey	yes
Colorado	yes	New Mexico	no
Connecticut		New York	
Delaware		North Carolina	yes/no
Florida	yes	North Dakota	yes
Georgia	no	Ohio	
Hawaii	no	Oklahoma	yes
Idaho	yes	Oregon	yes
Illinois	yes	Pennsylvania	no
Indiana	yes	Rhode Island	yes
Iowa		South Carolina	yes
Kansas	yes	South Dakota	yes
Kentucky	no	Tennessee	yes
Louisiana	yes	Texas	no
Maine	yes	Utah	yes
Maryland	no	Vermont	
Massachusetts	yes	Virginia	yes
Michigan	no	Washington	no
Minnesota	yes	West Virginia	yes
Mississippi	yes	Wisconsin	yes
Missouri	no	Wyoming	no

In South Carolina program review is conducted with reference to major new programs in public service activities or involving a new major or minor for the institution. The staff is small at present but as it increases, more time is expected to be given to the area of higher adult education.

In Virginia approval of courses will in part be delegated to the various consortia.

Thus, seventy-five percent of the states having responsibility for higher adult education have program review authority over programs in higher adult education.

#### Content Analysis of Documents From State Systems

Twenty-five states sent documents for use in this study. Since that time a document has been obtained from Massachusetts making a total of twenty-six.<sup>1</sup>

Thirty states had reported that they had either completed state studies on higher adult education or had included that function as an integral part of their state master plans. Nineteen of these states sent documents for use in this study. Six states not indicating studies had been completed or included as integral parts of the state master plans also sent documents.

A content analysis of these documents sought two

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<sup>1</sup>A list of states sending documents along with the titles of documents each sent is included in Appendix C.

results: first, to determine models of coordination/control being utilized or proposed among those states at the highest stage of involvement in the coordination/control of higher adult education as determined by this study; and secondly, the determination of the categories of involvement of the state systems in the coordination/control of higher adult education for the purpose of constructing a more detailed questionnaire to be sent to those states selected as representing the highest stage of development in this effort.

#### State Models of Coordination/Control

This study identified several models of coordination/control that are presently in operation or have been proposed on the basis of documents received and analyzed. These models will be presented and described. The states utilizing or proposing each model will be identified.<sup>1</sup>

Iowa relies most heavily on a voluntary model. The emphasis of this model is on the voluntary cooperation of representatives from the various institutions conducting programs and services for adults. The State Extension Council is made up of representatives from the institutions under the State Board of Regents. This Council includes six members who are usually Deans of Extension or Field Services. They report recommendations to the Regents' Inter-Institutional

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<sup>1</sup>For a complete list of states having an identifiable model of statewide coordination/control of higher adult education listed by model see Appendix E.

Committee on Educational Coordination, made up of the Vice Presidents for Academic Affairs from member institutions. This Committee in turn reports to the Regents.

There is also a State Coordinating Committee for Continuing Education representative of the State Extension Council, the Department of Public Instruction Merged Area Schools (Community Colleges), and the Association of Private Colleges and Universities.

The efforts of these voluntary arrangements center around the exchange of information on programs, the arrangement for joint endeavors, and the avoidance of unnecessary duplication of efforts.

The State Extension Council has been involved with these concerns for ten years.

This model depicts the situation found in most states which have not developed a formal-legal framework for coordination/control of higher adult education, although Iowa provides a more developed statewide structure than most. It lacks the adhococracy usually encountered. A study of Iowa's experience might be instructive for states that want a minimum of state-level direction and yet desire a means to coordinate the efforts of those institutions involved in providing adult education.

Kansas provides a model involving a unit within the Regents' office for coordinating/controlling higher adult education while including a broadly based advisory group.

The unit in the Regents' office is the Statewide Academic Extension Office and the advisory group is the Council of Deans and Directors of Extension and Continuing Education. There is an effort to increase the authority of the Regents' office. Kansas has concluded a thorough study of the present status of higher adult education through Title I IMPACT funds.

. Another model is that of a unit of the State Department of Education being responsible for the coordination/control of higher adult education within a state. This Department is responsible for all education within the state. Michigan utilizes such a model. The unit is advised by a state advisory council. There is a move to divide the state into planning regions. The legislature has proposed creation of three pilot planning regions with the provision of seed money. Each region would designate a region agent to plan and coordinate for that region.

Another model is that involving a centralized office within the state system that provides leadership and policy formation for the system. Geographical regions have been determined, each having an advisory committee. Disputes involving policy matters or jurisdiction are determined at the state system level.

Oregon utilizes this model. The Division of Continuing Education is the administrative unit of the state system office and is responsible to the Vice Chancellor for Academic Affairs.

Eleven regions are in operation, each with an advisory committee. If disputes arise over jurisdictions, the state system reviews the matter. The Division of Continuing Education previously supported the continuing education efforts of the institutions financially, but as of 1973-74 these efforts must be self-supporting. The Oregon Educational Coordinating Council coordinates the efforts of the State Department of Higher Education and the State Department of Education. An interinstitutional coordinating committee exists to advise on policy matters.

A Texas study has recommended the development of a similar model. A statewide official for continuing education would be added to the Coordinating Board staff. The position would be an Assistant Commissioner for Higher Continuing Education. An advisory council and local lay committees would provide support and recommendations to the statewide official.

In Wisconsin a Provost for University Outreach is the chief administrative officer statewide. He reports in a line sense to the Vice President for Academic Affairs within the state system office. The system has three types of higher adult education: the Center System, University Extension, and the Regents' Statewide University. Each has as their administrative head a Vice Provost who reports directly to the Provost for University Outreach. The Regents' Statewide University, which establishes policy for external degrees, is a function of the Provost's office. An advisory council exists

to advise the state system. This model provides an example of centralization almost the direct opposite of Iowa's model of decentralization. It has been proposed in Hawaii and Rhode Island.

Tennessee uses the centralization model to a lesser degree. A difference is the presence of a university (the University of Tennessee at Nashville) which is predominantly an adult evening and continuing education center. A Division of Continuing Education is responsible for the University of Tennessee's systemwide effort in continuing education. It involves the system administration and the continuing education organizations of the five campuses.

A model representing a compromise between centralization and decentralization exists in Virginia and is proposed in Massachusetts. In Virginia, statewide coordination is a function of the State Council of Higher Education. The state is divided into regions. Each region when fully developed will include a consortium of institutions whose higher adult education programs and services will be governed by a Board of Directors made up of the Presidents or their appointed representatives from the institutions, public or private, within the region. A representative of the Council staff will be a nonvoting member. The chairman of the regional consortium is the President or his representative from a state supported senior institution within the region and designated by the State Council. The regional board is responsible for



determining institutional jurisdictions within the region with disputes and questions of jurisdiction outside of a region falling to the State Council. A senior state supported institution within a region is the focal point for the development of the consortium. Nontraditional degrees are to be developed by the consortium with Council approval.

The University of Virginia is responsible for a state-wide program through its regional offices.

The Consortium for the Northern Virginia Region is operational with offices located at George Mason University.

A Continuing Education Advisory Committee is made up of a member from each state supported senior institution and four members from the Virginia Community College System.

This model represents a more balanced assignment of authority between the central system staff and the regional groupings of institutions, although final approval and review is still retained by the Council.

In Massachusetts a recent study proposes that a Deputy or Vice Chancellor be appointed to be in charge of continuing and part-time postsecondary education in order to coordinate the work of the regional planning boards and work with the Department of Education.

Voluntary Service Area Planning Boards (SAPB) are to be created in thirteen geographic service areas. These boards will be comprised of the President, or his representative, of each institution of higher education and periphery institution

within the service area. The boards will be state supported on a three to one matching basis with local contributions. The major functions of these boards will be planning for the service areas. The SAPB's also recommend to the Board of Higher Education; assure that program gaps, duplications, and overlaps are eliminated; perform needs analysis; and act as a forum for communication among the staffs at the various institutions.

The Board of Higher Education will "oversee by exception"; that is, it will enter the process when disputes, unresolved locally, eventuate.

The Board of Higher Education will retain program review and approval authority. It will coordinate the SAPB's and administer the state funds going to the service areas and allocated for the proposed voucher system.

Illinois proposes to utilize a variation of the consortia model with a central organizing and coordinating unit, in this case a nontraditional university. This proposed non-campus university to be called Lincoln State will have six regional centers. Degrees will be offered by a cooperating university. Each of the regional centers will have a voluntary council. The council will resolve disputes and conduct regional planning. It is proposed that the state fund this system.

This concludes the list and discussion of the models identified through the content analysis of the documents

received in this study.

Categories of Involvement of State Systems in the  
Coordination/Control of Higher Adult Education

With reference to higher adult education, certain concerns were evidenced in most of the state studies analyzed. Among the concerns mentioned were the following: provision of adult counseling and guidance, improving accessibility for disadvantaged adults and those who have not been able to take advantage of continuing education programs and services, provision of nontraditional formats, improving the linkage between people and resources, improving and expanding needs analysis, encouraging adequate financial support for higher adult education, development of new methods of certifying learning experiences both past and present, provision of a permanent record of credit and noncredit courses, utilization of the continuing education unit (CEU), more adequate use of resources, improved effectiveness, and the development of an appropriate mechanism for coordinating the state's higher adult education efforts.

Several old concepts were given new phrasing. Among these were consortia (Virginia), "New Market Students" (Wisconsin) for low access adults such as minorities, housewives, veterans, and others; time free/space free (Wisconsin) education emphasizing the need to consider the daily time and location constraints of adults; "Open Sector" (Rhode Island) for those other than schools and colleges who offer adult

education; "stop-out" (Rhode Island) for the need of adults to leave their education programs and return to them later; "switchboard service" and "unicenter" (Rhode Island) for linking educational resources wherever they are found within a state with people who have needs; and the "common market concept" (Illinois) for providing interinstitutional programs even between states.

Emphasis is given in most studies to the creation of a mechanism for offering nontraditional degrees. These degrees, often called external degrees, are not dependent upon the usual residency requirements of traditional programs nor on the usual sequenced program of courses. Previous experience and independent, self-paced learning modes, utilizing a wide range of educational resources, are features of nontraditional formats. Certification of competency through proficiency examinations, teacher as facilitator and learning manager, and the utilization of multi-media technology are further characteristics of the new learning modes.

Examples of non-campus, nontraditional universities are: Empire State College in New York, Wisconsin's Regents' State University, Minnesota Metropolitan State College, and the proposed Massachusetts' Open University and Lincoln State in Illinois.

The next chapter will present the survey instrument which is composed of the categories of involvement by state systems in the coordination/control of higher adult education

as determined through an analysis of the content of documents received in the first phase of this study, and the data determined from that instrument.

## CHAPTER IV

### PHASE II DATA COLLECTION AND ANALYSIS: A SURVEY OF THE AREAS OF INVOLVEMENT IN THE COORDINATION/ CONTROL OF HIGHER ADULT EDUCATION BY SELECTED STATE SYSTEMS

#### Introduction

The role and to some extent the scope of state systems in the coordination/control of higher adult education among the fifty states was presented in the last chapter as determined by responses to the Phase I questionnaire. That questionnaire was developed based on studies of state systems of higher education as reported in the literature and contacts with state system officials. Questions were asked concerning formal responsibility, staffing, statewide planning, basis for development, and program review as related to state system activities with specific reference to the higher adult education function.

With regard to statewide planning, responses were requested on a list of eleven categories which provided a preliminary indication of state system involvement in the coordination/control of higher adult education. Twenty-seven

states indicated varying degrees of involvement based on those responses.

It was necessary to rely on previous studies of state systems in general in developing the first questionnaire since no studies of the coordination/control of higher adult education were available.

. In answer to a request made with this initial questionnaire, documents pertaining to various state system activities in the area of higher adult education were received from twenty-five states (a document was subsequently obtained pertaining to Massachusetts). An analysis of the contents of these documents produced a master list of categories of involvement on the part of state systems with reference to higher adult education.

This master list included a universe of 119 items. These items were then organized around major topic areas. This process resulted in the development of eleven major areas of involvement with those items pertaining to each major area subsumed under those areas. The 119 items thusly organized formed the Phase II questionnaire (presented and analyzed in the following section) which was sent to selected states.

States to be included in the second phase survey were determined on the basis of the following criteria.

In order to be selected a state must have responded positively to a majority of the questions contained in the Phase I questionnaire. Therefore, the state would have had

at a minimum one professional staff member assigned overview responsibility for the higher adult education function on at least a part-time basis, have completed state studies related to higher adult education on a statewide basis or have included the higher adult education function as an integral part of master plans developed for the state, have studies presently in progress relating to aspects of the higher adult education function, evidence some stage of study with reference to the eleven categories determined to be necessary in the development of comprehensive plans, and have program review authority in the area of higher adult education.

The second dimension to the selection process involved the presence of or a detailed proposal for the initiation of one of the identified models of state coordination/control of higher adult education as described in Chapter III. This would allow the comparability between and among the various models on the basis of the 119 categories of involvement included on the second questionnaire.

On the basis of the above selection criteria the following states were included in the second survey: California, Colorado, Florida, Hawaii, Illinois, Kansas, Michigan, Oregon, Rhode Island, Virginia, and Wisconsin. Iowa was included because it represented the most developed voluntary mechanism for coordination of higher adult education identified by the initial survey. Iowa's voluntary model has been in operation for ten years.



These states represented all of the models of coordination/control identified during Phase I. In addition the three types of coordinating/control structures were included. California, Michigan, and Virginia represented advisory coordinating agencies; Colorado and Illinois represented coordinating agencies with regulatory powers; and Florida, Hawaii, Iowa, Kansas, Oregon, Rhode Island, and Wisconsin represented consolidated governing boards.

Because of the number of separate items of involvement only a summary analysis narrative of each major topic area of involvement will be presented in the next section, although responses from each state on all items will be presented in tabular form.

Among the documents received, several were outstanding in terms of comprehensiveness. The state studies from Colorado, Massachusetts, Rhode Island, Virginia, and Wisconsin met that test. The document from Hawaii pointed out problems related to coordinating the efforts of the various segments of education. Those segments include the Department of Education, community colleges, and the university. Hawaii's study also presented the pros and cons with reference to various types of administrative structure from the highly centralized to the decentralized.

A document from California reflected the growing interest in nontraditional formats in higher education now growing in impetus. External degrees are discussed, as is

the status of the state in developing new avenues for higher learning. Recommendations on these matters are made in this study.

The first section of the survey instrument used in Phase II consisted of four areas of preliminary information requested from each of the twelve states.

With reference to the state's powers in terms of coordinating/controlling the higher adult education function, eight states indicated regulatory powers (Colorado, Florida, Illinois, Kansas, Oregon, Rhode Island, Virginia, and Wisconsin), three states indicated only advisory capacity (California, Hawaii, and Iowa), and one state had mixed authority (Michigan). Florida indicated regulatory powers in the areas of academic program control and budget control while Virginia indicated regulatory authority over programs and course review. Michigan had authority in the areas of program review, determining budget levels, and general supervision over adult education. The Michigan State Board of Education advises the legislature on the financial requirements of institutions.

As to the legal-formal basis for the system's coordination/control of higher adult education, nine states had a statutory mandate (California, Colorado, Florida, Hawaii, Illinois, Iowa, Oregon, Virginia, and Wisconsin) while three states indicated a constitutional mandate (Kansas, Michigan, and Rhode Island). In Iowa the statutory mandate pertained only to the State Extension Council.

With reference to the types of institutions included under the state system purview, California and Michigan included all types of institutions (universities, four-year colleges, community two-year colleges, vocational-technical schools, private institutions, and proprietary institutions); Colorado and Rhode Island included universities, four-year colleges, community two-year colleges, and vocational-technical schools; Illinois included universities, community two-year colleges, and some non-public institutions; Iowa and Virginia included universities, four-year colleges, community two-year colleges, and some private institutions; Hawaii included universities, four-year colleges, and community two-year colleges; Kansas and Oregon included universities and four-year colleges; Wisconsin included universities and community two-year colleges; while Florida included only the universities.

It was difficult to get adequate data concerning the state systems' present efforts to provide financial support for higher adult education.

A question was asked with reference to the percent of state funds regularly allocated for higher education which was budgeted under a category entitled continuing education, outreach, extension, or a similar category. Six states indicated that a percent was budgeted under such a category, they were Florida, Hawaii, Michigan, Rhode Island, Virginia, and Wisconsin; four states responded negatively, they were

California, Colorado, Iowa, and Kansas; while two states did not respond, they were Illinois and Oregon.<sup>1</sup>

Of the six states responding positively, Florida indicated that the percent pertained only to credit course extension. Colorado and Hawaii stated that the actual percent was determined by the institutions.

. When asked what the average percent budgeted was, the percents quoted were: Florida (3.55), Michigan (4.4 for four-year colleges and 1.8 for two-year colleges), Virginia (5 percent of E and G expenditures), and Wisconsin (4).

With reference to the question of whether the funds could be used for operational expenses as opposed to administrative overhead, these four states indicated that they could. Rhode Island stated that it depended upon institutional policy. Four states not indicating the percent budgeted also indicated that funds could be used for operational expense, those states were Hawaii, Illinois, Kansas, and Oregon.

The remaining section of this chapter will be devoted to presenting the summary analysis of the results obtained from the second survey instrument in determining the scope of involvement in the coordination/control of higher adult education by the selected state systems as reflected by their responses on the predetermined categories of involvement.

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<sup>1</sup>Oregon is in the process of phasing out state support for higher adult education.

Governance and Administration

The questions within this topic attempted to determine the involvement of the selected state systems in the governance and administration of higher adult education statewide. It was necessary to determine such items as whether the system had statewide authority for this function, retained a staff member who administered the state system's responsibilities with reference to the function, had formulated a policy for higher adult education, had authority over the substantive areas of program review and budget review as well as the assignment of role and scope, had conducted regular evaluation of the function, and had facilitated the coordination of higher adult education activities.

The questions concerning the system's provision of a uniform course numbering system, facilitation of credit transfer among institutions, establishment of interinstitutional cooperation opportunities, and approval of facility development and capital outlays before funds can be allocated are indications of the system's authority and the pervasiveness of its involvement at determining institutional prerogatives aside from the state system's traditional role in program review, budget review, allocation of functions, monitoring of resource utilization, and statewide planning.

Table 8 provides the responses of the twelve states with regard to their involvement on items pertaining to the governance and administration of higher adult education.

TABLE 8. Responses to items concerning the involvement of selected state systems in the governance and administration of higher adult education

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
1.1 Does the system designate a systemwide official who is the locus of authority for higher adult education within the state?	N	Y	Y	N	N	N	Y	Y	Y	N	Y	R
1.2 Does the system employ at least one staff member with responsibility in this area?	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y
1.3 Does the system perform the central leadership and policymaking function systemwide?	N	Y	Y	N	N	Y	Y	Y	Y	R	Y	R
1.4 Does the system maintain formal statements of policy and or philosophy in this area?	R	Y	Y	Y	Y	Y	Y	Y	Y	R	Y	Y
1.5 Does the system conduct fiscal coordination (budgetary oversight)?	N	Y	Y	Y	Y	N	Y	R	Y	Y	Y	Y
1.6 Does the system conduct a cost analysis?	R	Y	Y	N	Y	N	N	R	Y	R	N	N

KEY: N indicates NO  
Y indicates YES  
R indicates RECOMMENDED

TABLE 8. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
1.7 Does the system conduct a systemwide review and evaluation of higher adult education?	Y	N	Y	Y	Y	Y	Y	R	Y	Y	Y	R
1.8 Does the system require that all courses offered in the state, whether by an in-state educational institution, a proprietary agency, or out-of-state agency, be registered with the state system?	N	Y	Y	N	N	N	N	Y	N	R	Y	N
1.9 Does the system coordinate/control higher adult education through a Division of Continuing Education?	N	N	Y	Y	N	N	Y	Y	Y	R	N	N
1.10 Does the system budget seed money for experimental programs?	R	Y	R	Y	Y	N	N	Y	N	N	Y	Y
1.11 Does the system conduct program review on a formal and continuous basis?	Y	Y	Y	N	Y	N	N	R	N	N	Y	N
1.12 Does the system determine institutional role and scope?	Y	Y	Y	Y	Y	N	Y	R	Y	N	N	N

TABLE 8. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
1.13 Does the system assign functions in higher adult education to the institutions?	Y	Y	Y	N	N	N	Y	R	Y	Y	N	N
1.14 Does the system provide a uniform course/program numbering system statewide?	R	N	Y	Y	N	N	N	R	Y	N	N	N
1.15 Does the system provide a method to facilitate credit transfer among institutions?	Y	Y	Y	Y	N	N	Y	R	Y	N	R	Y
1.16 Does the system determine institutional jurisdiction over programming and outreach activities?	Y	Y	Y	N	N	Y	Y	Y	Y	N	N	N
1.17 Does the system establish interinstitutional cooperation opportunities?	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y
1.18 Does the system maintain a state advisory council?	Y	Y	Y	N	N	N	N	Y	N	Y	Y	Y
1.19 Does the system monitor resource utilization on a continuous basis?	N	Y	Y	N	Y	N	Y	R	Y	N	Y	N



TABLE 8. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
1.20 Does the system approve facility development and capital outlays before funds can be allocated?	Y	Y	Y	N	Y	N	Y	Y	Y	N	Y	Y

On their responses to the first four questions which would reflect either an active role in governance and administration or the mechanism for performing that role; California, Hawaii, Illinois, Iowa, Rhode Island, and Wisconsin indicated that the role remains undeveloped.

While budgeting oversight is conducted by all states but California, Iowa, and Michigan, cost analysis is conducted only in Colorado, Florida, Illinois, and Oregon. Cost analysis has been formally recommended in California, Michigan, and Rhode Island. It should be noted at this point that recommended is used in this study to indicate that a system has formally suggested the adoption of policies or procedures with regard to the initiation of the substance of the question under consideration.

On the questions pertaining to the active and continuous involvement of the state system (conducting a systemwide review and evaluation, conducting program review on a formal and continuous basis, monitoring resource utilization continuously, and approval of facility development and capital outlay); Florida, Illinois, and Virginia responded positively on these four items. California, Colorado, Kansas, and Oregon responded positively on three of the four items, while Michigan indicated formal recommendations existed with reference to three of the questions.

With reference to preventing excessive duplication and overlapping of courses and programs and guaranteeing that

gaps in offerings will be kept minimal as well as protecting the service areas of institutions, the responses to four items (1.8, 1.12, 1.13, and 1.16) indicated the states involved in this process. Colorado and Florida indicated that the state system is active in this process with four positive responses and California, Kansas, and Oregon indicated strong efforts in this regard with three positive responses while Michigan is active in two areas (1.8 and 1.16) and has formally recommended becoming active in the other two areas (1.12 and 1.13).

On items pertaining to the products of the system's activity with reference to higher adult education, such as budgeting seed money for experimental programs, provision of a uniform course or program numbering system, facilitation of credit transfer, establishment of interinstitutional cooperation opportunities, and maintenance of a state advisory council; four states (Colorado, Florida, Hawaii, and Wisconsin) gave positive responses to four of the five items and four states (California, Michigan, Oregon, and Virginia) gave positive responses to three of the five items. If formal recommendations are taken into consideration, Florida would include five positive responses and California, Michigan, and Virginia would have four.

Florida, Hawaii, Kansas, Michigan, and Oregon coordinate/control higher adult education through a Division of Continuing Education and Rhode Island has made a formal

recommendation to this effect.

Based on the categories of involvement in the area of governance and administration, the states evidencing the highest level of involvement as determined by positive responses were Florida, Colorado, Oregon, Kansas, Virginia, Michigan, California, and Illinois in that order. If the formal recommendations become reality, then Michigan would have the highest level of involvement and California would tie with Florida for second place.

Iowa had fewest positive responses and this was predictable since it utilizes the voluntary model. Iowa substituted the Iowa Coordinating Committee for Continuing Education in each question in the place of the state system. From the responses of this state it should be possible to compare the effectiveness and scope of the voluntary model with those models evidencing more authority from a central operating structure.

#### Statewide Planning

The literature of state systems emphasizes the substantive nature of statewide planning. Statewide planning of a comprehensive nature provides the base on which all other efforts at statewide coordination/control rest.

Forty items of involvement are included under this topic as shown in Table 9. Seven states responded positively to at least half of these items. They were Kansas, Florida, Illinois, Colorado, Oregon, Wisconsin, and Virginia listed in

TABLE 9. Responses to items concerning the involvement of selected state systems in statewide planning with reference to higher adult education

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2.1 Has the system conducted research related to higher adult education?	Y	Y	Y	N	Y	Y	Y	R	Y	Y	Y	Y
2.2 Has the system appointed ad hoc study groups broadly representative of state interest groups?	N	Y	Y	N	Y	Y	Y	Y	N	Y	Y	Y
2.3 Has the system identified statewide goals and objectives?	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y
2.4 Has the system surveyed the present status of higher adult education statewide?	Y	Y	R	Y	Y	N	Y	R	Y	Y	Y	Y
2.5 Has the system assessed the present level of institutional commitment to higher adult education?	N	Y	Y	N	Y	N	Y	N	Y	N	Y	N
2.6 Has the system identified statewide adult education needs?	N	N	Y	N	Y	N	Y	R	Y	Y	Y	Y
2.7 Has the system identified state problems in meeting identified needs?	N	Y	Y	N	Y	Y	Y	R	Y	Y	Y	Y

TABLE 9. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2.8 Has the system assessed the state's ability to support higher adult education (identified financial resources statewide)?	N	N	Y	N	Y	N	Y	R	Y	Y	N	N
2.9 Has the system identified the number of programs that are offered on a self-supporting basis?	N	Y	Y	N	N	N	Y	R	Y	N	N	Y
2.10 Has the system developed a way of integrating higher adult education costs into the state's present budget formula?	R	Y	R	N	Y	N	N	R	N	N	Y	N
2.11 Has the system identified population targets (demographics) with reference to higher adult education student potential?	N	Y	Y	Y	Y	N	Y	R	Y	Y	N	Y
2.12 Has the system conducted "Market Analyses" with reference to higher adult education student potential and programming needs?	Y	Y	N	N	Y	N	Y	R	N	N	N	Y

TABLE 9. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2.13 Has the system identified reasons why people do not take advantage of higher adult education services?	Y	N	Y	Y	Y	N	Y	R	Y	N	N	Y
2.14 Has the system determined each institution's role in the area of higher adult education?	Y	Y	Y	N	Y	Y	Y	R	Y	N	N	R
2.15 Has the system assessed the status higher adult education occupies within the various institutional organizational structures?	N	N	Y	N	Y	N	Y	R	Y	N	N	N
2.16 Has the system assessed the present status of the extension administer?	N	N	Y	Y	N	N	Y	N	Y	Y	N	Y
2.17 Has the system identified institutional standards in the area of higher adult education?	N	Y	Y	N	N	-	Y	N	N	N	N	N
2.18 Has the system set institutional size for planning purposes?	N	Y	Y	N	Y	N	N	N	N	N	N	R

TABLE 9. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2.19 Has the system identified institutional <u>priorities</u> in major programming areas?	N	Y	Y	N	Y	N	Y	Y	Y	N	N	Y
2.20 Has the system divided the state into pilot planning regions?	N	Y	Y	N	N	N	Y	R	Y	N	Y	Y
2.21 Has the system assessed faculty participation in higher adult education programs?	N	Y	Y	Y	Y	N	Y	R	Y	N	N	Y
2.22 Has the system identified the faculty compensation and reward system used by the various institutions?	N	Y	Y	Y	N	Y	Y	Y	Y	N	N	Y
2.23 Has the system assessed the level of staff development in the area of adult higher education?	N	N	Y	N	N	N	Y	N	Y	N	N	N
2.24 Has the system identified the level of interinstitutional cooperation state-wide?	Y	Y	Y	Y	Y	Y	Y	R	Y	Y	Y	Y



TABLE 9. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2.25 Has the system identified financial aid available to the adult part-time student?	R	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y
2.26 Has the system identified the costs to the adult part-time student of participating in higher adult education programs and activities?	R	Y	Y	Y	Y	Y	Y	N	Y	Y	R	N
2.27 Has the system identified the present means used to certify people for their completion of programs?	N	N	Y	Y	Y	Y	Y	N	Y	Y	Y	Y
2.28 Has the system identified new ways of certifying work and educational experiences not of a traditional nature?	N	N	Y	N	Y	N	Y	R	N	N	R	Y
2.29 Has the system assessed present admissions standards statewide?	N	N	Y	Y	Y	N	Y	N	Y	Y	Y	Y
2.30 Has the system assessed the means used by institutions to disseminate information about their programs and services to the public?	N	Y	Y	Y	Y	Y	Y	N	Y	N	Y	N

TABLE 9. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2.31 Has the system assessed the present system used to report higher adult education programs and activities?	N	Y	Y	Y	Y	Y	Y	N	N	N	Y	Y
2.32 Has the system developed a data gathering process capable of providing information on adult part-time students systemwide?	R	Y	Y	Y	Y	R	Y	N	N	N	Y	R
2.33 Has the system utilized such a process on a regular basis?	N	Y	R	Y	Y	N	Y	N	N	N	Y	N
2.34 Has the system identified categories for reporting purposes which are comparable statewide?	N	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N
2.35 Has the system identified nontraditional formats in operation within the state?	Y	Y	Y	Y	Y	Y	Y	N	-	Y	R	Y
2.36 Has the system formulated a method to evaluate programs and outreach activities?	R	Y	Y	Y	Y	Y	Y	N	Y	N	Y	N

TABLE 9. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2.37 Has the system provided for continuous revision of planning elements?	N	Y	Y	Y	Y	N	Y	R	Y	N	Y	N
2.38 Has the system identified areas of excessive duplication and overlapping of programs and services?	R	Y	Y	N	Y	Y	Y	R	Y	Y	Y	R
2.39 Has the system identified dimensions of "maximum efficiency and effectiveness"?	N	N	N	N	N	N	Y	R	N	N	R	N
2.40 Has the system identified the criteria for determining "quality programs"?	N	Y	Y	N	Y	N	Y	N	Y	N	N	N

descending order with reference to number of positive responses. Kansas answered positively thirty-eight of the forty questions. Although Michigan responded positively to the least number of items of involvement, it had formal recommendations for nineteen of the areas.

The areas of greatest involvement as determined by the number of states indicating the least negative responses were:

- 2.24 the identification of the level of interinstitutional cooperation statewide with no negative responses,
- 2.1 having conducted research related to higher adult education with one negative response,
- 2.3 the identification of statewide goals and objectives with only one negative response,
- 2.4 the survey of the present status of higher adult education statewide with one negative response,
- 2.35 the identification of nontraditional formats operational within the state with one negative response,
- 2.38 the identification of the areas of excessive duplication and overlapping of programs and services with one negative response,
- 2.7 the identification of state problems in meeting identified needs with two negative responses,
- 2.25 the identification of financial aid available to the adult part-time student with two negative responses,
- 2.26 the identification of the costs to the adult part-time student in participating in higher adult education programs and activities with two negative responses,
- 2.2 the appointment by the system of ad hoc study groups broadly representative of state interest groups with three negative responses,

- 2.11 the identification of population targets with reference to higher adult education student potential with three negative responses,
- 2.14 the determination of each institution's role in the area of higher adult education with three negative responses,
- 2.27 the identification of the present means used to certify people for their completion of programs with three negative responses,
- 2.32 the development of a data gathering process capable of providing information on adult part-time students systemwide with three negative responses,
- 2.34 the identification of categories for reporting purposes which are comparable statewide with three negative responses, and
- 2.36 formulation of a method to evaluate programs and outreach activities with three negative responses.

The areas of least involvement as determined by the number of states indicating the most negative responses were:

- 2.23 the assessment of the level of staff development with nine negative responses,
- 2.17 the identification of institutional standards in the area of higher adult education with eight negative responses,
- 2.18 the setting of institutional size for planning purposes with eight negative responses,
- 2.39 the identification of the dimensions of "maximum efficiency and effectiveness" with eight negative responses,
- 2.15 the assessment of the status that higher adult education occupies within the various institutional organizational structures with seven negative responses, and
- 2.40 the identification of the criteria for determining "quality programs" with seven negative responses.

If the recommended responses were counted as negative responses then -- 2.10 the development of a means of integrating higher adult education costs into the state's present budget formula -- would have nine negative responses.

Five states had assessed the state's ability to support higher adult education. Those states were Florida, Illinois, Kansas, Oregon, and Rhode Island. Seven states had identified institutional priorities in major programming areas. Those states were Colorado, Florida, Illinois, Kansas, Michigan, Oregon, and Wisconsin. Six states had divided the state into pilot planning regions. Those states were Colorado, Florida, Kansas, Oregon, Virginia, and Wisconsin. Six states (Colorado, Florida, Hawaii, Illinois, Kansas, and Virginia) indicated they had developed a data gathering process capable of providing information on adult part-time students statewide. Of these states only Florida had not utilized the process on a regular basis but has recommended that this be done. Seven states have provided for continuous revision of planning elements. Those states were Colorado, Florida, Hawaii, Illinois, Kansas, Oregon, and Virginia.

Although the planning process is operational and comprehensive in at least five states (Kansas, Florida, Illinois, Colorado, and Oregon) with others being marginal, the individual planning elements necessary for statewide planning are well represented. Those elements utilized the least are those pertaining to institutional internal affairs and planning in

the area of finance.

### Outcomes of Statewide Planning

This area of involvement attempts to determine if state systems have utilized the data and results of statewide planning in enhancing the development of higher adult education opportunities within the states. This may involve communicating the data to the public, the legislature, and the institutions. It may involve reassigning functions or drawing new jurisdictional lines. It is axiomatic that the results of statewide planning must effectuate change or substantiate the validity of present conditions to be of value.

Two states (Florida and Kansas) responded positively to the twelve items under this topic as indicated in Table 10. Colorado, Hawaii, Oregon, and Virginia responded negatively to one item, while Illinois responded negatively to two items.

Wisconsin with two positive responses and four recommended items and Iowa with three positive responses and one recommended item indicated the least utilization of the outcomes of statewide planning. This is understandable for Iowa based on its low level of involvement in statewide planning as was indicated in Table 9, but Wisconsin had indicated a higher level of involvement in statewide planning.

Two items received no negative responses. They were:

- 2A.1 the system endeavors to promote common understanding and agreement as to what the scope of higher adult education programs and activities within the state should be and

TABLE 10. Responses to items concerning the involvement of selected state systems in the utilization of the outcomes of statewide planning with reference to higher adult education

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2A.1 Has the system endeavored to promote common understanding and agreement as to what the scope of higher adult education programs and activities within the state should be?	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	R
2A.2 Has the system endeavored to promote common understanding and agreement as to what the content of higher adult education offerings within the state should be?	Y	Y	Y	Y	N	N	Y	Y	N	Y	Y	R
2A.3 Has the system advised the legislature on matters pertaining to the development and operation of higher adult education within the state?	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	N
2A.4 Has the system advised agencies external to the state system of public higher education on matters pertaining to the development and operation of higher adult education within the state?	N	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y



TABLE 10. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2A.5 Has the system provided statewide leadership in higher adult education?	Y	Y	Y	R	Y	Y	Y	Y	Y	Y	Y	Y
2A.6 Has the system provided technical assistance to the higher adult education institutional units?	Y	Y	Y	Y	Y	N	Y	R	Y	N	Y	N
2A.7 Has the system provided guidelines for the institutional units as to program areas not presently being offered within the state although there is evidence of unmet needs?	N	Y	Y	Y	Y	Y	Y	N	Y	N	Y	N
2A.8 Has the system supported the selection of qualified professionals for higher adult education units?	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y	R
2A.9 Has the system supported giving professionals in higher adult education units rank consonant with their qualifications and level of responsibility?	Y	Y	Y	Y	Y	N	Y	N	Y	Y	N	N

TABLE 10. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
2A.10 Has the system promoted the provision of a level of compensation for professionals in higher adult education units consonant with their level of responsibility?	N	Y	Y	Y	Y	N	Y	N	Y	N	Y	N
2A.11 Has the system assigned responsibility to the institutions such that differentiation between responsibilities for the establishment of broad policy guidelines and management within policy guidelines is clearly defined, the former being a function of the state system and the latter of the institution?	N	Y	Y	Y	N	R	Y	Y	Y	N	Y	N
2A.12 Has the system rigorously defined the distinctive place of higher adult education within the system?	N	N	Y	Y	Y	N	Y	Y	Y	Y	R	R

2A.5 the system provides state leadership in higher adult education.

One item received only two negative responses. That item was 2A.8 the system supports the selection of qualified professionals for higher adult education units.

The item receiving the most negative responses (with five) was 2A.10 the system promotes the provision of a level of compensation for professionals in higher adult education units consonant with their level of responsibility.

Eight states indicated they provide technical assistance to the higher adult education institutions with one recommending such an action.

The systems generally indicated more involvement in utilizing the outcomes of statewide planning than in the process of statewide planning.

#### Allocation of Functions

As revealed in Table 11, all but four states indicated that the system had both assigned the functions in higher adult education to each institution such that they reflected the strengths and capabilities of that institution and had taken the necessary steps to avoid unnecessary and costly duplication of programs and services.

Rhode Island was not involved in either. Iowa, Michigan, Rhode Island, and Wisconsin responded negatively to the former.

TABLE 11. Responses to items concerning the involvement of selected state systems in the allocation of functions to higher adult education units

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
3.1 Has the system assigned the higher adult education functions to each institution such that they reflect the strengths and capabilities of each institution?	Y	Y	Y	Y	Y	N	Y	N	Y	N	R	N
3.2 Has the system taken the necessary steps to avoid unnecessary and costly duplication of programs and services?	Y	Y	Y	Y	Y	Y	Y	R	Y	N	Y	Y

Program Review

Table 12 reports the responses of state systems with reference to their involvement in the area of program review:

Hawaii, Iowa, Michigan, and Wisconsin indicated that they do not require that new offerings be submitted to the system for approval before those offerings become operational.

California, Iowa, Michigan, and Rhode Island reported that they do not have the authority to terminate higher adult education programs and services.

Colorado, Florida, Illinois, Kansas, Oregon, and Virginia indicated authority to do both.

Resource Allocation and Utilization

The data in Table 13 indicates the responses of the state systems with reference to their involvement in the area of resource allocation and utilization.

The two items with the fewest negative responses were:

- 5.14 the system actively seeks an adequate funding level for higher adult education to provide the necessary resources needed to meet state goals with two negative responses and
- 5.4 the system determines the funding support for the operating outlays of each institution with three negative responses.

Three items that involve the most negative responses were:

- 5.11 the system provides guidelines for the utilization of resources with seven negative responses,

TABLE 12. Responses to items concerning the involvement of selected state systems in conducting program review with reference to higher adult education

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
4.1 Does the system require new offerings be submitted to the system for approval at some point before they can become operational?	Y	Y	Y	N	Y	N	Y	N	Y	Y	Y	N
4.2 Does the system have the authority to terminate higher adult education programs and services?	N	Y	Y	Y	Y	N	Y	N	Y	N	Y	Y

TABLE 13. Responses to items concerning the involvement of selected state systems with reference to resource allocation and utilization on the part of higher adult education units within the state

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
5.1 Does the system finance non-contract, off-campus instruction on the same basis as on-campus instruction?	R	N	Y	N	Y	N	Y	N	N	Y	R	N
5.2 Does the system require an accounting system capable of measuring that portion of the institutional budget going towards higher adult education requirements?	N	Y	Y	Y	Y	N	Y	Y	N	Y	N	Y
5.3 Does the system require an accounting system capable of measuring that portion of the higher adult education budget allocated to the various and separate adult education programs?	N	Y	Y	Y	N	N	Y	Y	N	N	N	Y
5.4 Does the system determine the funding support for the operating outlays of each institution?	N	Y	Y	Y	Y	N	Y	Y	Y	N	Y	Y
5.5 Does the system allocate the federal funds authorized for higher adult education purposes?	Y	Y	Y	N	N	N	N	Y	N	Y	N	Y

TABLE 13. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
5.6 Does the system support the principle of the retention of extension surpluses by the individual units?	Y	Y	Y	Y	-	N	Y	N	Y	N	N	R
5.7 Does the system define the purposes for which these funds can be expended?	N	Y	Y	N	-	N	N	N	Y	N	Y	Y
5.8 Does the system require detailed reports be submitted on the use of these surplus funds?	N	Y	Y	N	-	N	N	Y	Y	N	N	Y
5.9 Does the system make provision for state scholarships and/or grants-in-aid programs for adult part-time students?	R	Y	Y	Y	R	N	N	N	Y	N	N	N
5.10 Does the system determine the level of capital outlay for adult education centers?	N	Y	Y	Y	Y	N	Y	N	Y	Y	R	N
5.11 Does the system provide guidelines for the utilization of resources?	N	Y	Y	N	N	N	Y	N	Y	N	Y	N



TABLE 13. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
5.12 Does the system provide criteria to determine the maximum effectiveness of the utilization of existing resources?	N	N	Y	N	Y	N	N	R	Y	N	N	N
5.13 Does the system provide criteria to determine the maximum efficiency to be obtained in the utilization of existing resources?	N	N	Y	N	Y	N	N	R	Y	N	N	N
5.14 Does the system actively seek an adequate funding level for higher adult education to provide the necessary resources needed to meet state goals?	R	Y	Y	Y	Y	N	Y	Y	Y	N	Y	Y

5.12 the system provides criteria to determine the effectiveness of the utilization of existing resources with eight negative responses, and

5.13 the system provides criteria to determine the maximum efficiency to be obtained in the utilization of existing resources with eight negative responses.

On most of the remaining items the states seem to be about evenly divided between negative and positive responses.

Eight states require an accounting system capable of measuring that portion of the institutional budget going towards higher adult education requirements.

Six states support the principle of the retention of extension surpluses by the individual units.

The states' responses on this topic reflected a lower level of involvement in this area than in areas preceding it. Florida indicated a positive response to all the items in this area while Iowa answered all questions negatively. Colorado, Oregon, and Kansas were the only states other than Florida responding positively to more than half of the questions.

### Evaluation

With reference to the evaluation of higher adult education offerings, about half of the states are involved as indicated in Table 14. Florida, Hawaii, Kansas, and Oregon answered the three questions on evaluation positively while California, Iowa, and Wisconsin answered negatively to the three questions. Michigan indicated that the three items of

TABLE 14. Responses to items concerning the involvement of selected state systems in evaluation with reference to higher adult education

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
6.1 Does the system continuously evaluate the higher adult education offerings within the state?	N	N	Y	Y	Y	N	Y	R	Y	N	Y	N
6.2 Does the system provide criteria for determining what constitutes a "quality" program in higher adult education?	N	Y	Y	Y	Y	N	Y	R	Y	N	N	N
6.3 Does the system utilize this criteria (if it has been formulated) in evaluating higher adult education offerings?	N	Y	Y	Y	N	N	Y	R	Y	N	N	N

involvement had been recommended. While Colorado had not evaluated higher adult education offerings continuously, it did provide criteria for determining what constituted a "quality" program and utilized that criteria in evaluating higher adult education offerings.

### Jurisdiction

Table 15 presents the responses by state systems on questions related to jurisdiction over programming with reference to higher adult education. Hawaii, Kansas, Colorado, Florida, Illinois, and Virginia indicated the most involvement in this area while Iowa, Rhode Island, and Wisconsin indicated the least.

The items which brought the most positive responses were:

- 7.4 the system supports the development of a consortium of institutions for a region or statewide with eleven positive responses, and
- 7.3 the system assigns jurisdiction over programming based on the nature and mission of the institution with ten positive responses.

The two items receiving the most negative responses were:

- 7.2 the system provides that a senior institution coordinate programs and provide leadership in the region in which it is located with seven negative responses and
- 7.5 the system delegates decision-making authority over regional matters to a regional

TABLE 15. Responses to items concerning the involvement of selected state systems in determining the jurisdiction of the higher adult education units

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
7.1 Does the system determine regions or planning districts such that the resources of institutions of higher education are accessible to all the citizens of the state?	R	Y	Y	Y	Y	N	Y	Y	Y	N	Y	N
7.2 Does the system provide that a senior institution coordinate programs and provide leadership in the region in which it is located?	N	Y	Y	Y	Y	N	Y	N	N	N	N	N
7.3 Does the system assign jurisdiction over programming based on the nature and mission of the institution?	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	N
7.4 Does the system support the development of a consortium of institutions for a region or statewide?	Y	Y	Y	Y	Y	Y	Y	Y	Y	R	Y	Y
7.5 Does the system delegate decision-making authority over regional matters to a regional council with the provision that when disputes arise over regional decisions, those decisions may be reviewed by the state system?	Y	N	N	Y	R	N	Y	N	N	N	Y	N

council with the provision that when disputes arise over regional decisions, those decisions may be reviewed by the state system with seven negative responses.

#### Provision of Student Services

State systems' involvement in providing services for adults at the same level as that provided for full-time on-campus students is reported in Table 16.

Most of the items in this area received a positive response as indicated by the "yes" responses and the "recommended" responses.

Only two items received a high level of negative response; they were:

- 8.1 the system provides financial aid to adult part-time students on equal basis with full-time on-campus students with nine negative responses and
- 8.5 the system maintains an adult testing service with six negative responses.

It was instructive that the former item was recommended by only three states; California, Illinois, and Rhode Island.

The seven states utilizing the CEU (or similar unit) to recognize student success in programs not on a credit hour basis also maintain a permanent record of the adult student's CEUs. Two states (Rhode Island and Wisconsin) have recommended the use of such a unit.

Florida, Oregon, Kansas, Michigan, Colorado, and Wisconsin indicated the highest level of involvement in providing student services to adults.

TABLE 16. Responses to items concerning the involvement of selected state systems in the provision of student services by higher adult education units

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
8.1 Does the system provide financial aid to adult part-time students on equal basis with full-time on-campus students?	R	N	N	N	R	N	N	N	N	R	N	N
8.2 Does the system utilize the CEU (or similar unit) to recognize student success in programs not on a credit hour basis?	N	Y	Y	N	-	Y	Y	Y	Y	R	Y	R
8.3 Does the system maintain a permanent record of students' CEUs?	N	Y	Y	N	-	Y	Y	Y	Y	R	Y	R
8.4 Does the system provide guidance and counseling for adult students?	N	N	Y	Y	Y	N	Y	Y	Y	R	Y	Y
8.5 Does the system maintain an adult testing service?	N	N	Y	N	N	N	Y	Y	Y	R	N	Y
8.6 Does the system provide simple and uniform enrollment procedures?	N	Y	Y	Y	Y	N	Y	Y	Y	R	N	N
8.7 Does the system provide cross registration for adult students needing courses from various institutions?	N	Y	Y	N	R	N	N	Y	Y	R	Y	Y

TABLE 16. Continued

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
8.8 Does the system provide remedial programs for catch-up purposes (compensatory learning)?	N	Y	Y	N	Y	N	Y	Y	Y	R	N	Y
8.9 Does the system develop and maintain area/state catalogues of institutional programs and services available to the citizens of the state?	N	Y	Y	N	Y	Y	Y	Y	Y	R	R	R
8.10 Does the system provide full-service opportunities for utilization of library resources by adult part-time students?	Y	N	Y	Y	R	N	Y	-	Y	R	R	Y
8.11 Does the system encourage institutions to make available to adult part-time students the services normally available to full-time students?	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y



Rhode Island answered positively to 8.11 and has recommended involvement with reference to the remaining items.

### Nontraditional Formats

Based on the responses as indicated in Table 17, few of the twelve states are involved with the nontraditional format items included in the questionnaire.

The items receiving the most positive responses were:

9.3 the system maintains a "credit by examination" degree option with five positive responses and

9.5 the system maintains a statewide television capability with four positive responses.

The states indicating a positive response on the former item were: Colorado, Florida, Illinois, Kansas, and Wisconsin and on the latter: Florida, Oregon, Rhode Island, and Wisconsin.

Hawaii, Iowa, Rhode Island, and Wisconsin have recommended the creation of a non-campus unit that would administer external degrees.

Hawaii and Rhode Island have recommended that the system introduce a "credit by examination" option and Rhode Island and Wisconsin have recommended that the system award Regents' External Degrees.

### General

Certain items of involvement could not readily be placed under any one of the preceding topics, therefore they were placed under this nonspecific topic. Table 18 indicates

TABLE 17. Responses to items concerning the involvement of selected state systems in maintaining nontraditional formats

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
9.1 Does the system contain a separate institution which is predominantly or solely an adult evening and continuing education center?	N	N	Y	N	N	N	N	N	N	R	N	N
9.2 Does the system maintain a non-campus unit which administers external degrees?	N	N	N	R	N	R	N	N	N	R	N	R
9.3 Does the system maintain a "credit by examination" degree option?	N	Y	Y	R	Y	N	Y	N	N	R	N	Y
9.4 Does the system award Regents' External Degrees?	N	N	N	N	N	N	N	N	N	R	N	R
9.5 Does the system maintain a statewide television capability?	N	N	Y	N	N	N	N	R	Y	Y	N	Y
<p>KEY: N indicates NO Y indicates YES R indicates RECOMMENDED</p>												

TABLE 18. Responses to items concerning the involvement of selected state systems with reference to general aspects of higher adult education

	CA	CO	FL	HA	IL	IA	KA	MI	OR	RI	VA	WI
10.1 Does the system have as a major goal, equality of educational opportunity for all citizens of the state?	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
10.2 Does the system provide a central referral system either statewide or by regions to serve as a "broker" or "switch-board" to connect a student with educational resources wherever found in the state (unicenter idea)?	N	Y	N	N	N	N	N	N	N	R	N	N
10.3 Does the system maintain a satellite system wherein resources are provided as close to the student as possible?	N	Y	Y	R	N	N	Y	Y	Y	R	Y	Y
10.4 Does the system support the idea of curriculum committees for off-campus centers?	N	Y	R	Y	Y	N	N	N	N	N	N	N
10.5 Does the system provide leadership in determining and developing new ways of certifying people for work?	N	N	Y	R	Y	N	Y	Y	Y	R	N	N

the responses by state systems on items of such a nature.

All of the states indicated that their systems have as a major goal, the equality of educational opportunity for all citizens of their states.

Only Colorado provided a central referral system either statewide or by regions to connect a student with educational resources wherever found in the state. Rhode Island has recommended the development of such a capability.

Seven states maintain a satellite system wherein resources are provided as close to the student as possible and two states have recommended the creation of such a system.

Those states evidencing most involvement with reference to these items of a nonspecific nature were, Colorado, Florida, Illinois, Kansas, Michigan, and Oregon.

### Conclusion

Five states were responsible for the largest number of positive responses to items of involvement on the majority of the topics included in the Phase II Questionnaire. Those five states also had the most total positive responses. Out of 119 possible positive responses, Florida had 106, Kansas had ninety-seven, Colorado had ninety-one, Oregon had ninety, and Illinois had seventy-six.

With reference to the types of state systems represented; Florida, Kansas, and Oregon are consolidated governing boards while Colorado and Illinois are coordinating agencies with regulatory powers.

These five states in response to the item in the questionnaire pertaining to whether they had an advisory capacity or regulatory powers with reference to higher adult education indicated that they had regulatory powers.

As to models of coordination/control represented by these states; Florida, Kansas, Colorado, and Oregon have well-developed systems with a central office within the state system organization. A chief officer for statewide efforts is responsible for higher education within the state. Regional arrangements, advisory councils, and the support of consortia are part of the state structure. The final decisions with regard to jurisdiction, program review, budget review, and statewide planning are made at the state system level although the regions, through advisory councils, have input.

Illinois does not present the well-developed centralized model that the preceding states do. Illinois has proposed a variation of the consortia model with a central organizing and coordinating unit, in this case, a nontraditional university. This non-campus university will have six regional centers, each of which will have an advisory council which will resolve disputes and conduct regional planning.

The three systems having the least positive responses were Rhode Island with thirty-nine, California with thirty-five, and Iowa with thirty-one.

Rhode Island is in the development phase and is in the process of acting on most of the items in the questionnaire.

On twenty-three of the items, Rhode Island has made formal recommendations. The proposed plan in Rhode Island's very complete and comprehensive state study would create a Division of Continuing Education attached to the Board of Regents with an Assistant Superintendent being the chief officer. This Division would coordinate continuing education at all levels. A Continuing Education Advisory Council would advise the Division. Its membership would be broadly representative of all the citizens of the state.

California represents a coordinating board umbrelling over three segmented boards. It is an advisory coordinating agency and serves in an advisory capacity with regard to higher adult education. The trend seems to be toward greater involvement though.

Iowa was included in this phase of the study because it represented the purest form of voluntary coordination. It was important to determine how a voluntary system with years of experience in the area of higher adult education would respond to the items of involvement included in the questionnaire used in Phase II of this study.

Comments included with the questionnaire indicated that Iowa coordinated higher adult education through a voluntary, cooperative agreement made among those within the institutions responsible for higher adult education. They operated from a "common understanding". They "just knew" what the situation was, and when they were in doubt they relied

upon task forces to research the matter.

The other four states are in a developmental stage attempting to create a mechanism by which they can coordinate/control higher adult education within the respective states.

Virginia has proposed an elaborate regional consortia model, Wisconsin is developing a centralized office for state-wide extension, and the unit within Michigan's State Department of Education is becoming more active with regard to higher adult education.

Hawaii has struggled with jurisdictional problems among the university, community colleges, and the Department of Education. Its efforts are becoming more centralized, thus the assignment of appropriate functions and the settlement of jurisdictional problems among the three elements should improve. The legislature has mandated a state study toward this end.

The University at Manoa is the senior campus in the system. Its College of Continuing Education administers over ninety percent of all credit and non-credit activities for adult part-time students. The newly created system unit is struggling to create a proper role for itself in higher adult education.

Chapter V will bring together the disparate elements discussed in the preceding chapters into a composite summary, will present the conclusions derived from the results of this study, and will offer certain recommendations based on those conclusions.

## CHAPTER V

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

#### Summary

A search of the literature revealed that many studies have been conducted concerning the efforts of states to coordinate/control higher education. Although the studies did not specify efforts being made to coordinate/control the higher adult education function within the institutional units in those states, information was provided which set the framework for this study and provided data concerning types of state systems and the functions and nature of those systems as well as certain theoretical constructions with reference to coordination as it applies to higher education.

Studies made in the area of higher adult education revealed that while there is an "explosion" in the field, concerns are raised concerning the need for policies that will address the problems of marginality, costly duplication and overlapping of programs, scarce resources, the lack of clear definitions, and a general lack of organization. References are made about the trends to centralize and order state efforts in higher adult education in the face of the need to



develop comprehensive state programs of lifelong learning, but these references reveal how nonspecific and general is the state of knowledge concerning those state efforts.

Thus this study addressed the problem: What is the current role and scope of statewide systems of coordination/control of higher education in the determination of the policies, financial support, organizational structures, programming, and practices of the higher adult education function within the institutions under the purview of those systems among the fifty states?

The purposes of this study were to provide baseline data concerning the efforts of states to coordinate/control higher adult education, identify the various models and patterns in operation or being developed, provide a means for making comparisons among state models utilizing a series of categories, and thus make possible longitudinal studies of identifiable models for purposes of evaluating their effectiveness and efficiency at meeting state goals within certain constraints.

Baseline data was developed for the fifty states utilizing a questionnaire which requested information concerning higher adult education from the chief staff officer of each state system in these areas: presence of responsibility for the higher adult education function, staffing, status and nature of state studies of higher adult education, basis for development in this area, and the extent of program review.

A request for documents was included with this initial questionnaire. From an analysis of the questionnaire and documents received from the fifty states, the role and to some degree the scope of state systems in the coordination/control of higher adult education was determined.

From the data developed, the models of coordination/control utilized or proposed by state systems and the categories of involvement by those systems was determined.

Twelve state systems were identified as having a high degree of involvement in the coordination/control of higher adult education and as having utilized or proposed one of the identified models.

The analysis of the documents received from twenty-six states produced a list of 119 items of system involvement in the area of higher adult education. These were organized around eleven major areas and developed into a second questionnaire which was then sent to the twelve selected states. This ended the first phase of the study.

The collection and analysis of data developed from the second questionnaire formed the second phase of the study.

The eleven major areas under which the 119 identified items were subsumed and which formed the second questionnaire were: governance and administration, statewide planning, outcomes from statewide planning, allocation of functions, program review, resource allocation and utilization, evaluation, jurisdiction, provision of student services, nontraditional

formats, and items of a general nature not readily subsumed under the other areas.

The information developed from the two questionnaires and the documents received addressed the problem posed and satisfied the expected outcomes stated in terms of the purposes of this study.

The following major findings, arranged according to the areas investigated, are presented.

1. State responsibility for higher adult education. Forty-two of the fifty state systems surveyed included the higher adult education function within its purview of responsibility. Five systems did not and three states had no state system. The five states indicated that they are developing plans to include this function under their purview. All advisory coordinating agencies responded positively.
2. Staffing. Of the forty-two states, thirty assigned the responsibility to a staff member with eleven states assigning the function to a staff member full-time. The staff members in twenty-four state systems have the doctorate. The staff members assigned this function in twenty-six states have had education or previous experience in adult education. Over half have involved the staff member for more than three years.
3. State studies completed in the past. Of the thirty-nine states responding, twenty-two indicated they had completed state studies of higher adult education and of these, thirteen have implemented the recommendations emanating from those studies. Eight indicated plans to implement the recommendations.
4. Integral part of master plan. In twenty-three states, higher adult education

is an integral part of the state master plan. Of these, thirteen are implementing the recommendations from the master plan.

5. Studies now in progress. Of forty-two states responding, twenty-nine indicated that studies are in progress. Five states had begun implementation of the results. Thirteen states were still studying the definition of higher adult education as it applies to their efforts. Twenty-seven states indicated that they were at some stage in the conduct of studies on various of the eleven categories included on the questionnaire. 155 responses from these states indicated state studies were in progress with reference to the various categories. Studies were in progress on all categories and by twenty-six of the states responding.
6. Evolutionary development. Thirty-three states indicated that the coordination/control of higher adult education was the result of evolutionary development rather than state studies completed.
7. Program review. Seventy-five percent of the states (twenty-eight) having responsibility for higher adult education have program review authority over programs (mostly credit courses) in higher adult education.
8. Content analysis of documents. Three basic models were identified. They were: the voluntary model, the central unit plus regional organizations model, and the central unit at the state level model. These models vary primarily on the degree of centralized authority exercised and retained by the state system central office. All of the models have advisory structures of some type but in the central unit at state level model that advisory structure does specifically that-advice. It has no decision-making authority as in the second model. Regional organizations in the second

model are delegated certain responsibilities and powers, which usually involve resolving jurisdictional disputes and the determination of function within the region. In some cases limited program review is delegated to the regional organization. Regional planning may be an important responsibility of this element. 119 items of involvement by state systems with reference to higher adult education were identified and organized under the eleven major areas (referred to below).

Following are the major findings based on responses to the items of involvement by the twelve state systems listed according to major areas.

9. Administration and governance. Six states (Florida, Colorado, Oregon, Kansas, Virginia, and Michigan) indicated by positive responses to a major portion of the questions relating to this area their active and well-developed involvement in this area. These states represented the more centralized models of coordination/control of higher adult education. All had regulatory powers with regard to the higher adult education function.
10. Statewide planning. A majority of the states surveyed had conducted statewide planning as defined by the number of positive responses to items included in this area. Although the planning process is operational and comprehensive in at least five states (Kansas, Florida, Illinois, California, and Oregon) with others being marginal; the individual planning elements necessary for statewide planning are well represented. Those elements utilized the least are those pertaining to institutional internal affairs and planning in the area of finance.
11. Outcomes from statewide planning. The systems generally indicated more

involvement in utilizing the outcomes of statewide planning than in the process of statewide planning.

12. Allocation of functions. A majority of the states allocated functions to institutions reflecting their strengths and capabilities, and with the result of avoiding unnecessary and costly duplication of programs and services.
13. Program review. The states were evenly divided with regard to authority over program review. States with regulatory powers indicated authority over program review.
14. Resource allocation and utilization. Less states are actively involved in this area than in the other areas included in this survey. The states have not grappled with the tough questions: What is "maximum efficiency"? What criteria should determine "effectiveness"? What guidelines should be established for the utilization of resources? All but three states actively seek an adequate funding level for higher adult education to provide the necessary resources needed to meet state goals. One of these states has formally recommended that adequate funds be provided. Most systems (nine) indicated they determine the funding support for the operating outlays of each institution.
15. Evaluation. About half of the states indicated they are active in an evaluation process with reference to higher adult education offerings.
16. Jurisdiction. All but one system supports the development of consortiums of institutions for a region or statewide and all but two assign jurisdiction over programming based on the nature and mission of the institution. Four states delegate decision-making to regional councils over regional matters.
17. Provision of student services. No states

provided financial aid to adult part-time students on an equal basis with full-time, on-campus students and only three have formally recommended such action. Otherwise, the states are either active in this area or are formally recommending the provision of student services for adults.

18. Nontraditional formats. There was little indication of active involvement in this area with the exception of the involvement in the area of the "credit by examination" degree option.
19. General. All states indicated that their systems have as a major goal, the equality of educational opportunity for all citizens of their states.

### Conclusions

On the basis of the data developed in this study, the following conclusions appear warranted.

1. State systems are assuming an active role in the coordination/control of the higher adult education function.
2. It is not possible to predict whether a state system has responsibility over the higher adult education function on the basis of the type of state system operable within a particular state.
3. Among those states indicating a responsibility for higher adult education, the extent and nature of that responsibility varies.
4. States tend to view responsibility in terms of control and the presence of legal-formal structures for coordination and control.
5. The type of state system is not predictive of the

level of education of staff members, although it is more likely that a staff member will be assigned this function full-time in a system with regulatory powers.

6. With the distribution of length of time in which staff were first assigned responsibility in higher adult education, it appears that this development has been gradual and will continue to be so.

7. While roughly half of the states indicating responsibility for this function have made or are in the process of conducting state studies of higher adult education, few are actually in the process of implementing recommendations made on the basis of those studies.

8. Those states in the process of conducting state studies are including the elements in their studies recognized as necessary in the literature on state system planning in higher education.

9. Of the states indicating a responsibility for higher adult education, most have program review authority although primarily with reference to credit courses.

10. Most of the states having an identifiable model of coordination/control of higher adult education utilize a central office advised by a council formed from institutional representatives active in continuing education and extension.

11. States utilizing the central unit plus regional organizations tend to delegate to regional councils authority over determination of functions within a region, limited



program review, regional planning, and the resolving of regional jurisdictional disputes.

12. States become more involved in the coordination/control of higher adult education as they are given more authority in the area based on a statutory or constitutional mandate.

13. The planning elements least included in state studies appear to be those related to the internal affairs of institutions and the area of finance.

14. States still have not grappled with the tough questions related to resource allocation and utilization and the development of criteria to determine accountability in the utilization of resources.

15. The terms "efficiency" and "effectiveness" are widely used in the literature, but are still lacking the definitiveness in practice to allow an explication of their dimensions.

16. Although most states selected on the basis of their involvement in the area of higher adult education and having or proposing an identifiable model of coordination/control actively seek an adequate funding level for higher adult education to provide the necessary resources needed to meet state goals, none provide financial aid to adult part-time students on an equal basis with full-time, on-campus students.

Recommendations

The information developed by this study and the conclusions reached as a result of that information suggest the following recommendations.

1. State systems having responsibility for the higher adult education function should assign a staff member to the overview of that function on a full-time basis.

With the increased interest in higher adult education and the extent of activities, programs, and courses being offered by institutions of higher education for adults, and the scope of activities most state systems are called upon to undertake; it is necessary that a full-time staff member be assigned to this function if that overview is to be substantive.

2. State systems should employ staff members who have education and experience in higher adult education.

If the staff assigned the overview of the higher adult education function are to perform their duties adequately, then they should be qualified to perform those duties. The ability to work with adult educators at the institutional level is dependent upon their perceptions of the expertise and practical knowledge of the system staff assigned the overview of their areas. That perception will condition the degree of cooperation and communication possible.

3. State studies of higher adult education should contain detailed plans for implementation.

This survey indicated that while many state systems are active in this process, few by comparison are actually implementing the recommendations resulting from state studies.

4. State systems should include all aspects of higher adult education in their studies in order to develop comprehensive long-range plans.

It is important that state systems include institutional studies of their higher adult education activities, standards for quality programs and activities, present levels of financial assistance available to adult students, the determination of state needs going unmet, program and activity duplication within service areas and statewide, resource needs, and measurements of resource utilization to name several of the more neglected areas within their statewide studies.

5. State systems with responsibility for higher adult education should conduct statewide comprehensive studies with the view of developing a structure and mechanism for coordinating the efforts of the institutional elements such that the needs of the adult citizens of the state may be met.

The mechanism and structure adopted will depend upon many variables particular to the particular state. The political, social, economic, and cultural traditions, the relationship of the state system with the institutional units and state government, the legal-formal basis of the system, and the informal influence of the system leadership will be important determinants on the nature of that structure and mechanism.

The presence of adequate data, openly developed, with institutional input can increase the likelihood that the structure and mechanism will be accepted.

6. State systems should utilize an advisory council broadly representative of the various interest groups within the state and particularly institutional officers in the higher adult education units.

Input from those who actually conduct continuing education programs and services as well as representatives from groups who will be using those programs and services should be available to those at the system level responsible for the overview of higher adult education.

7. Those state systems with program review authority should review non-credit programs and activities as well as those taken for credit.

Much of the proliferation of programs may be in non-credit areas. Duplication and overlapping problems will be found in the non-credit areas. Even those of a self-support nature require overhead expense and prevent the offering of other programs that may be needed. Evidence of well-developed needs analysis performed in a service area should be requested in such cases.

8. State systems with responsibility for higher adult education overview should develop detailed policies delineating system responsibilities and institutional responsibilities.

Clear policy statements can guide the activities of both the system and the institutions to the effect that an

orchestrated outreach effort will result with a minimum of misunderstanding among the parties involved.

9. The state system should, because of its statewide perspective and data base, provide leadership in support of the provision of an adequate state effort in higher adult education.

The system can influence the legislature and the institutions toward the achievement of state goals related to meeting the educational needs of adults. That influence can be used to insure that adult students will be provided financial assistance, guidance and counseling, and other student services on par with full-time, on-campus students.

System influence can assist greatly in assuring that adequate resources are available to provide educational opportunities for adults throughout the state. Adult students will be afforded the same charges as full-time matriculated students.

10. State systems should create pilot planning regions for the purpose of developing a coordinated system.

Most states are too large and diverse for one central unit to have total responsibility for the coordination/control of the total state effort.

The system can coordinate the efforts of the regions and delegate such powers to the regions as necessary to facilitate their efforts in developing a coordinated outreach effort.

11. State systems should develop comparable reporting categories for higher adult education and a method for continuous data gathering concerning all substantive aspects of the state's efforts in this area.

It is essential that system determinations and efforts be based on reliable and up-to-date information. Recommendations to the legislature and the institutions should be based on sound documentation.

12. The state system should compile and distribute statewide, at least annually, a catalogue of the programs and activities available for adults or encourage the regions of the state to issue regional catalogues.

Few states provide this central service so that adults can determine readily what program offerings and services are available to them at any given time and where those programs and services are located. This would facilitate adult participation and thereby meet adult needs.

13. State systems should become active in the development of nontraditional avenues to higher education.

This study indicated that while nontraditional formats are being developed throughout the nation, the state systems are not active in this area except in the provision of "credit by examination" degree option. Some systems are proposing non-campus institutions but further efforts in this area are needed.

14. Longitudinal studies should be conducted with reference to areas included in this study.

Longitudinal studies should be made of the models of coordination/control of higher adult education identified in this survey to determine changes that are introduced and what effect those models have on higher adult education efforts in

the respective states.

Such studies could be conducted in the areas of staffing, statewide planning, and state support of higher adult education.

15. In-depth studies of various aspects of this survey would add greatly to an understanding of the coordination/control of higher adult education.

Case studies could be developed for the twelve selected states included in Phase II of this survey.

Staff members assigned overview of this area could be studied as to their educational background and previous experience in continuing education.

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APPENDIX A

MAILING LIST OF STATE SYSTEMS SENT QUESTIONNAIRES  
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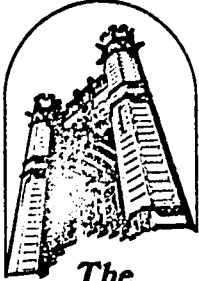


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Higher Educational Council  
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Cheyenne, Wyoming 82001

APPENDIX B

PHASE I LETTERS OF INQUIRY AN TRANSMITTAL  
AND QUESTIONNAIRE



*The*  
**University of Oklahoma**

820 Van Vleet Oval Norman, Oklahoma 73069

Adult Education Center  
College of Education

August 15, 1973

Dear :

Chancellor E.T. Dunlap indicated to me that you would be the individual in the best position to supply information with reference to the state system of higher education in (name of state). For this reason, I am writing to you personally as the initial point of contact.

The accompanying letter of authorization and support from the Center Director sets out the nature of the study we are conducting.

This initial questionnaire has been kept as brief as possible recognizing the great demands made upon your time.

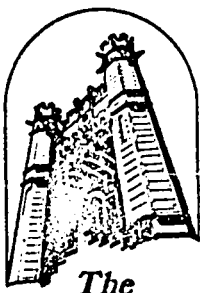
Your assistance in helping us complete this study is appreciated. If we can be of assistance to you let us know.

Cordially yours,

Bob Parker

Enclosures

cc: Chancellor E.T. Dunlap  
Oklahoma State Regents For  
Higher Education



*The*  
**University of Oklahoma**

820 Van Vleet Oval Norman, Oklahoma 73069

Adult Education Center  
College of Education

Dear Colleague:

We are interested in securing information on the extent to which state systems of higher education among the fifty states coordinate and or control the higher adult education function within the institutions of higher learning under the purview of those systems. Since state systems are becoming increasingly interested in this area of higher education and there is at present no national study to bring together vital data for use by state systems; this Center believes that this is a worthwhile subject for research at this time.

The enclosed questionnaire and request for materials will provide information of value to our research efforts as well as provide a resource to others in the field who might benefit from the results. Mr. Parker will be conducting this phase of the research and will furnish to each respondent a report of the tabulation of the replies as soon as possible. We hope your office will supply the materials requested and the completed questionnaires when applicable.

A stamped, self-addressed envelope is enclosed for your reply.

Thank you for your assistance.

Cordially yours,

*E. F. Cates*  
Dr. E.F. Cates  
Director

## INFORMATION SHEET

Purpose

The purpose of this questionnaire is to determine the status of each state system of higher education with regard to its present efforts in the coordination/control of the higher adult education function.

Expected Outcomes

The outcomes expected from this questionnaire will be twofold:

1. to determine the developmental state of each state with regard to the stated purpose (i.e. determine those systems having no responsibility for this function to those with rather extensive responsibility characterized by active implementation of system determinations)
2. to determine those state systems actively involved in the coordination/control of the higher adult education function for the purpose of further study through a second questionnaire.

Definitions

Adult or continuing education: A series of part-time learning experiences following termination of formal schooling. These learning experiences may involve working toward

a degree but not within the usual daytime format, and usually involve programs administered through an extension or continuing education unit or subunit.

Higher adult or continuing education: Adult or continuing education conducted or sponsored and controlled by an institutional unit under the purview of the state system of coordination and control of higher education.

#### General Instructions

Please circle those responses which indicate your system's status (with the exception of items 3-a and 4, which request that certain responses be indicated by a check mark ✓).

#### Materials Request

Materials (studies, master plans) have been requested in this questionnaire. It is very important to this study that if at all possible they should be supplied. Any stipulations you wish to make to their use will be followed precisely. They will be promptly returned if so indicated.

#### Comments to Questions

If you wish to comment on any question or answer in the questionnaire, please do so.

QUESTIONNAIRE

Code \_\_\_\_\_

NAME OF STAFF RESPONDENT \_\_\_\_\_ OFFICIAL STAFF TITLE \_\_\_\_\_

Is the higher adult education function presently within the scope of the state system's responsibility?

yes no

Please complete the attached questionnaire.\*

\*Please go directly to the next page.

If not, are plans being developed or under study to place it under the system's scope of responsibility?

yes no

Please send copies of such plans and feasibility studies as are available.\*

\* You do not need to complete questionnaire.

Is this due to the fact that the higher adult education function is the responsibility of a separate system or agency?

yes no

If possible please provide the name and address of that system or agency.

Preliminary Data: Staffing

1. Is a staff member presently assigned the responsibility for overview of the system's activities with regard to higher adult education?

yes

no

a. The amount of time allowed by the staff member for this overview would be classified	part-time full time
b. Level of education staff member has attained.	bachelors masters doctorate
c. The staff member has education or previous experience in the area of adult education.	yes no
d. Length of time a staff member has been assigned this responsibility.	less than a year 1-2 years 3-5 years more than 5 years

aa. Are there plans to assign this responsibility to a staff member.	yes no
ab. Are there plans to hire a staff member with experience and/or education in the area of adult education?	yes no

(continue to next page please)



Present Status of System

2. Have studies on a statewide basis been completed related to the higher adult education function?

yes      no

a. Are the recommendations made as a result of these studies being implemented?

yes      no

b. If not, are plans to begin implementation contemplated?

yes      no

If you are sending copies of these studies please place a check in the following space provided \_\_\_\_\_.

(continue to next page please)

3. Has the higher adult education function been included as an integral part of master plans developed for the state?

yes

no

no  
master plan  
extant

a. The effective time frame for the master plan(s) is (check one)

short range (1-4 years)

intermediate (5-25 years)

long range (26-50 years)

b. Are the recommendations made in the master plan(s) section on higher adult education being implemented?

yes no

If you are sending copies of these master plans please place a check in the following space provided \_\_\_\_\_.

(continue to next page please)

4. Are studies in progress relating to aspects of the higher adult education function?

yes

no

Please place a check (✓) in the appropriate box to the right of those topics indicating that:

A. study is in progress

B. study completed

C. presently within the implementation stage

	A	B	C
a. the planning of priorities			
b. program review			
c. budgeting c.1 operational c.2 capital			
d. determination of state needs			
e. accessibility of clients/students to programs			

	A	B	C
f. institutional studies f.1 operations f.2 organizational structure			
g. resource utilization			
h. definition of higher adult education and related activities			
i. jurisdiction of institutions over programming			

(please continue to next page)

5. Does the system coordinate/control the higher adult education function as the result of an evolutionary development rather than of studies completed.

yes

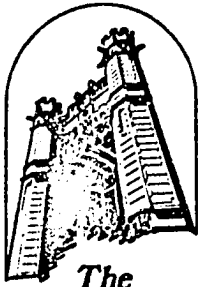
no

6. Must the state system approve programs to be offered by higher adult education units prior to becoming operational?

yes

no

THANK YOU!



*The*  
**University of Oklahoma**

820 Van Vleet Oval Norman, Oklahoma 73069

Adult Education Center  
College of Education

December 27, 1972

Dear Colleague:

On August 15 we sent you a Questionnaire concerning your efforts to coordinate/control the higher adult education function within your state. We appreciate your prompt and thorough response to our requests.

We received responses from fifty states and the District of Columbia. Many states also sent pertinent documents pertaining to our study topic. For this we are very appreciative.

In keeping with our promise to send you the tabulated results, we are enclosing seven tables which record those results. Blank spaces within the tables are not indications that certain questions were not answered but because the initial question of the particular table was answered in the negative no response was applicable. Those states responding negatively to the question in Table 1 would normally not respond to further questions.

We would very much like to receive information concerning further developments in your state.

Please contact us if we can be of assistance to you.

Cordially yours,

Bob Parker

cc: Dr. E.F. Cates, Director  
Dr. E.T. Dunlap, Chancellor  
Oklahoma State Regents For  
Higher Education

Enclosures

**APPENDIX C**

**STATE DOCUMENTS SENT WITH PHASE I QUESTIONNAIRE**

**RETURNS**

### Arkansas

Role and Scope Statement for Arkansas Higher Education. Presented to the Governor and General Assembly of the State of Arkansas in Compliance with requirements of Act 287 of 1971. Little Rock, Arkansas: Department of Higher Education, 1972.

### California

Assembly Bill, No. 770. March 15, 1973. California Legislature, 1973-74 Regular Session. Sacramento, California.

The California Master Plan For Higher Education In the Seventies and Beyond. Report and Recommendations of The Select Committee on the Master Plan For Higher Education to the Coordinating Council For Higher Education. Council Report 72-6. Sacramento, California: Coordinating Council For Higher Education, November, 1972.

A Preliminary Study of External Degree Programs In California. A Report prepared by the Staff of the Coordinating Council for Higher Education. Council Report 73-5. Sacramento, California: Coordinating Council For Higher Education, June, 1973.

Riese, Russell and Haldeman, William K. "Agenda Item: A Preliminary Study of External Degree Programs in California." Sacramento, California: Coordinating Council For Higher Education, October 2, 1973.

### Colorado

Outreach and Occupational Education in Colorado. A Study Conducted For the Colorado Commission on Higher Education by The Academy For Educational Development. Robert Hind, Project Director. Palo Alto, California: Academy For Educational Development, 1972.

Planning For the '70's. Higher Education in Colorado. Denver, Colorado: Colorado Commission on Higher Education, 1971.

### Florida

"The Implementation of the Continuing Education Unit in the State University System of Florida." A Position Paper of the State Task Force on the Continuing Education Unit, prepared for the Council of Vice Presidents of Academic Affairs, State University System. Tallahassee, Florida: State University System, 1973.

Hawaii

"Adult Education Study." Submitted to Meet the Requirements of House Resolution 214. Adopted by the House of Representatives of the Sixth State Legislature in the Regular Session of 1971.

Iowa

"Annual Report for 1971-72. State Extension Council Activities." Iowa City, Iowa: Committee on Extension Service Cooperation and State Extension Council, 1972.

Illinois

Illinois Master Plan III. Chapter 6. "Community Service and Continuing Education." pp. 47-51, 1971.

Sepeta, Donald. The Illinois Independent Private Proprietary Schools. Springfield, Illinois: Board of Higher Education, March 30, 1973.

State of Illinois Board of Higher Education. Report of the Collegiate Common Market Task Force. James B. Holderman, Chairman. Springfield, Illinois: Board of Higher Education, November 9, 1972.

Kansas

Giffin, Kim; Blubaugh, Jon A.; and Rozzelle, Robert W. An Inventory of Community Service and Continuing Education Programs In Kansas Institutions of Higher Education, 1970-71. Prepared for the State Education Commission. Lawrence, Kansas: Division of Continuing Education, University of Kansas, December, 1972.

Kansas Board of Regents. Guidelines For Increasing Academic Efficiency At The State Colleges and Universities. Topeka, Kansas: Kansas Board of Regents, 1972.

Louisiana

Master Plan Toward Balanced Growth In Louisiana Posthigh School Education: Quantity and Quality. Ewell E. Eagan, Chairman. Baton Rouge, Louisiana: Coordinating Council For Higher Education, 1972.

Maryland

Master Plan for Higher Education in Maryland. Phase One. Baltimore, Maryland: Council For Higher Education, 1968.



Massachusetts

Nolfi, George J. and Nelson, Valerie I. Strengthening The Alternative Postsecondary Education System: Continuing and Part-time Study In Massachusetts. Volume I - Summary Report and Recommendations. Compiled by University Consultants, Incorporated. Boston, Massachusetts: Massachusetts Advisory Council on Education, September, 1973.

Michigan

"Advising on Postsecondary Enrollment Projections and Manpower Needs." A Planning Document. John W. Porter, Chairman. Lansing, Michigan: Department of Education, 1973.

"Advising on the Program Offerings and Services of Michigan Colleges and Universities." John W. Porter, Chairman. Lansing, Michigan: Department of Education, May, 1973.

"Planning In Terms of Providing Statewide Non-Collegiate Services: Adult and Continuing Education Services." Lansing, Michigan: Department of Education, July 10, 1973.

Montana

Office of the Executive Secretary. Role and Scope. Helena, Montana: Montana University System, 1972.

New Jersey

New Jersey Board of Higher Education. Goals For Higher Education in New Jersey. New Jersey Master Plan For Higher Education, Number 1. Trenton, New Jersey, January, 1970.

New Jersey Board of Higher Education, Division of Planning. "Part-time Education in the State of New Jersey, Results of the 1968 Part-time Education Survey." Trenton, New Jersey, August 29, 1969. (Xeroxed)

New York

"Guidelines for Submission of Proposals under Program IMPACT of the Higher Education Act of 1965, Title I: Community Service and Post-secondary Continuing Education Programs. A Statement about the Program Emphasis for 1974-76 and the Procedures for Submission of Proposals in New York State for Programs of Community Service and Post-secondary Continuing Education." Albany, New York: Bureau of Special College Programs, The University of the State of New York, The State Education Department, 1973.

"Regents' Advisory Council By-laws." Albany, New York: The University of the State of New York, The State Education Department, n.d.

"Title I, Higher Education Act of 1965, Program Amendment to the New York State Plan for Community Service and Continuing Education Programs for Fiscal Years, 1974-76." Albany, New York: The University of the State of New York, The State Education Department, 1973.

### Ohio

"State Assisted Institutions of Higher Education." No citation.

### Oklahoma

Coyle, Edward J. Current Operating Income and Expenditures, Oklahoma State Colleges and Universities, Fiscal Year 1971-72. Oklahoma City, Oklahoma: Oklahoma State Regents For Higher Education, December, 1972.

Hobbs, Dan S. Oklahoma Higher Education: A State Plan for the 1970's. Oklahoma City, Oklahoma: Oklahoma State Regents For Higher Education, July, 1971.

Hobbs, Dan S. The Role and Scope of Oklahoma Higher Education: Guidelines for Planning in the Decades of the 1970's. Oklahoma City, Oklahoma: Oklahoma State Regents For Higher Education, February, 1970.

Operating Budget Needs of The Oklahoma State System of Higher Education for the 1973-74 Fiscal Years. Oklahoma City, Oklahoma: Oklahoma State Regents For Higher Education, January, 1973.

Williams, Gerald F. and Hobbs, Dan S. Junior College Education In Oklahoma: A Report of a State-Wide Study. Oklahoma City, Oklahoma: Oklahoma State Regents For Higher Education, 1970.

### Oregon

"Continuing Education in Oregon." A Joint Statement by The Oregon Board of Education and The Oregon State Board of Higher Education prepared for consideration at a joint meeting March 11, 1970 at Salem, Oregon.

"Division of Continuing Education." Report prepared for the Oregon State Board of Higher Education Committee on Academic Affairs, Meeting of June 26, 1972. Mrs. Elizabeth H. Johnson, Chairperson.

Exhibit 6.1. "Analysis of Continuing Education in Oregon. A Summary of Responses from Continuing Education Leaders." Educational Coordinating Council, 1972.

Lincicum, Michael. The Educational Expectations of Adults in Oregon-1972. Salem, Oregon: The Educational Coordinating Council, August, 1972.

Works, John. Administration and Funding Patterns In Oregon Adult Education. A Staff Report. Salem, Oregon: Educational Coordinating Council, January, 1973.

#### Rhode Island

Goldman, Freda H. Toward A Master Plan For Continuing Education In Rhode Island. Volume I. Providence, Rhode Island: Department of Education, 1973.

Goldman, Freda H. Toward A Master Plan In Continuing Education. Volume II. Appendices. Providence, Rhode Island: Department of Education, 1973.

#### South Carolina

"Recommendations To The Commission On Higher Education with Regard To Off-Campus Graduate Programs For Teachers." No citation.

South Carolina Commission On Higher Education. Goals for Higher Education to 1980. Volume I. Discussion and Recommendations. Volume II. Reports Submitted by Committees Appointed by the Commission. Summary. Columbus, South Carolina: South Carolina Commission on Higher Education, January, 1972.

#### South Dakota

A Master Plan for Public Higher Education in South Dakota. Provisional. Pierre, South Dakota, December, 1970.

#### Tennessee

Tennessee Higher Education Commission. Higher Education For Tennessee's Future. Nashville, Tennessee: Higher Education Commission, January, 1973.

#### Texas

Permanent Partnership. Continuing Education-The Lifelong Association of Adult Texans and Their Colleges and Universities. A study for the Coordinating Board, Texas College and University System. Houston, Texas: Continuing Education, 1969.

### Virginia

Browne, Richard G. Extension Services, Television Instruction, and Research In Virginia's Institutions of Higher Education. Staff Report #7. Richmond, Virginia: Higher Education Study Commission, 1965.

Committee Amendment In the Nature of A Substitute For House Bill No. 1054. Proposed by the Committee on Education. Passed-1973 General Assembly. A Bill to amend and reenact #23-9.10; as amended, of the Code of Virginia, and to amend the Code of Virginia by adding a section numbered 23-8.2 relating to the duties of the State Council of Higher Education in Coordinating Off-Campus and Extension Programs.

"Coordination of Continuing Higher Education In Virginia. A State Plan for Regional Consortia for Continuing Higher Education." Richmond, Virginia: State Council of Higher Education For Virginia, October 19, 1972.

"State Council of Higher Education For Virginia Policies For The Coordination of Continuing Education Offerings of State Controlled Institutions of Higher Education In Virginia." Richmond, Virginia: State Council of Higher Education For Virginia, October 19, 1972.

The Virginia Plan For Higher Education. Richmond, Virginia: State Council of Higher Education For Virginia, December, 1967.

"The Virginia Plan For Higher Education, 1972-1982. 'Continuing Higher Education in Virginia.'" Draft. Richmond, Virginia: State Council of Higher Education For Virginia, June 20, 1973.

### Wisconsin

"Academic Mission Statement #2 (AC M5-2) Planning Prospectus: The Development of Institutional Mission Statements."

"A Proposal For Space-Free/Time-Free Learning In Northeastern Wisconsin."

"Education Committee Agenda Item I.1.i(2), Planning Prospectus. Discussion agenda and action recommendations," to Board of Regents from President John C. Weaver. Madison, July 31, 1973.

"Policy Statement: The Organization of University Extension and Outreach Activity." A paper for discussion and possible action by the Board of Regents of the University of Wisconsin System at Madison, May, 1973. Approved by the Regents May, 1973.

"Report From The Presidential Committee on New Market Students." Richard H. Davis, Chairman. Madison, Wisconsin: University of Wisconsin System, January, 1973.

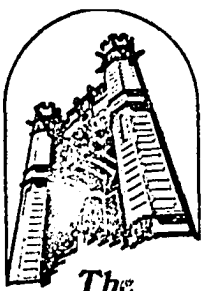
"Report of the Extension Study Committee, University of Wisconsin System." George B. Stratten, Chairman. Madison, Wisconsin, June 1, 1972.

#### Wyoming

A doctoral Study-Wyoming Community College Commission. Charles J. Wing. No citation included.

APPENDIX D

PHASE II LETTERS OF TRANSMITTAL AND QUESTIONNAIRE



*The*  
**University of Oklahoma**

820 Van Vleet Oval Norman, Oklahoma 73069

Adult Education Center  
College of Education

January 8, 1974

Dear :

We wish to thank you for your response to our first questionnaire and request for materials pertaining to your efforts to coordinate/control the higher adult education function within (name of state).

All fifty states and the District of Columbia responded. Of these your state met the criteria for selection as one of the states having made most progress in this area. (The other states are listed separately). Therefore, we would ask you to take a few moments and respond to the instrument enclosed. It will be of great value in the completion of our study. Please make comments and send any documentation that you think would be valuable to our efforts. Results will be sent as soon as they are received and processed.

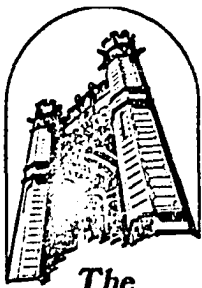
The results of the first questionnaire are being processed now and will be mailed very soon.

Again may we express our thanks for your considerable efforts on our behalf.

Cordially yours,

Bob Parker

Enclosure



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*The*  
**University of Oklahoma**

820 Van Vleet Oval Norman, Oklahoma 73069

Adult Education Center  
College of Education

To:

From: Bob Parker

Date: January 8, 1974

Re: States included in Phase II.

California

Colorado

Florida

Hawaii

Illinois

Iowa (Voluntary)

Kansas

Michigan

Oregon

Rhode Island

Virginia

Wisconsin



Code

## QUESTIONNAIRE

NAME OF STAFF RESPONDENT \_\_\_\_\_ OFFICIAL TITLE \_\_\_\_\_

CHIEF RESPONSIBILITIES WITH REGARD TO HIGHER ADULT EDUCATION: \_\_\_\_\_

### DEFINITIONS

Higher adult education is used in this instrument to mean any programs provided by institutions of higher education (whether on-campus or off-campus; credit or non-credit) to mature individuals who no longer attend educational institutions as a full-time occupation, are otherwise employed, and thus because of their present life situation cannot or need not be resident, full-time matriculated students, but are in need of the unique resources of those institutions. (Other designations commonly used are: continuing education, extension, outreach, special activities, extramural, non-traditional learning formats, other).

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Statewide system as used in this instrument is to be synonymous with statewide board, council, or commission (of higher education).

### INSTRUCTIONS

Please circle those responses which indicate your system's status with regard to each question unless other instructions are provided.

Circle a response recommended only if the system has formally recommended policies or procedures with regard to the initiation of the substance of that question.

Please answer all questions. If you cannot choose one of the answers provided, write in your response. Please write in any comments you wish to make.

If at all possible, please return questionnaire within three weeks. But we are interested primarily in receiving your response if it should take longer.

(next page please)

PRELIMINARY INFORMATION

P.1 With regard to higher adult education,  
the state system has (check one)

- a. only an advisory capacity
- b. regulatory powers

a. \_\_\_\_\_  
b. \_\_\_\_\_

If the authority is mixed, would you  
specify those areas over which the  
system has regulatory authority?  
(e.g. program review, determination  
of operating budget level, etc.)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

P.2 The legal-formal basis for the system's  
coordination/control of higher adult  
education is (check one)

- a. constitutional mandate
- b. statutory mandate (may be a  
reserve power)
- c. both

a. \_\_\_\_\_  
b. \_\_\_\_\_  
c. \_\_\_\_\_

P.3 Please check the types of institutions  
included in the state system of which  
you are a staff member.

- a. universities
- b. four-year colleges
- c. community (2-yr.) colleges
- d. vocational-technical schools
- e. private institutions
- f. proprietary institutions

a. \_\_\_\_\_  
b. \_\_\_\_\_  
c. \_\_\_\_\_  
d. \_\_\_\_\_  
e. \_\_\_\_\_  
f. \_\_\_\_\_

P.4a Is a percent of the state funds allocated for higher education budgeted regularly, either systemwide or by each institution, under a category entitled continuing education, outreach, extension, (other than cooperative extension program), or a similar title?

a.   yes    no

b.   If so, what is the average percent so budgeted?

b.   \_\_\_\_\_ %

c.   Can these funds be used for operational expenses (rather than just for administrative overhead)?

c.   yes    no

PLEASE NOTE: All of the following questions refer only and specifically to higher adult/continuing education.

1. GOVERNANCE AND ADMINISTRATION. Does the System

- |      |                                                                                                                                                                                   |      |     |    |             |
|------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|-----|----|-------------|
| 1.1  | presently designate a systemwide official who is the locus of authority for higher adult education within the state?                                                              | 1.1  | yes | no | recommended |
| 1.2  | employ at least one staff member with responsibility in this area?                                                                                                                | 1.2  | yes | no | recommended |
| 1.3  | perform the central leadership and policy making function systemwide?                                                                                                             | 1.3  | yes | o  | recommended |
| 1.4  | maintain formal statements of policy and or philosophy in this area?                                                                                                              | 1.4  | yes | no | recommended |
| 1.5  | conduct fiscal coordination (budgetary oversight)?                                                                                                                                | 1.5  | yes | no | recommended |
| 1.6  | conduct a cost analysis?                                                                                                                                                          | 1.6  | yes | no | recommended |
| 1.7  | conduct a systemwide review and evaluation of higher adult education?                                                                                                             | 1.7  | yes | no | recommended |
| 1.8  | require that all courses offered in the state, whether by an in-state educational institution, a proprietary agency, or out-of-state agency, be registered with the state system? | 1.8  | yes | no | recommended |
| 1.9  | coordinate/control higher adult education through a Division of Continuing Education?                                                                                             | 1.9  | yes | no | recommended |
| 1.10 | budget seed money for experimental programs?                                                                                                                                      | 1.10 | yes | no | recommended |

1. (continued). Does the System

1.11 conduct program review on a formal and continuous basis?	1.11	yes	no	recommended
1.12 determine institutional role and scope?	1.12	yes	no	recommended
1.13 assign functions in higher adult education to the institutions?	1.13	yes	no	recommended
1.14 provide a uniform course/program numbering system statewide?	1.14	yes	no	recommended
1.15 provide a method to facilitate credit transfer among institutions?	1.15	yes	no	recommended
1.16 determine institutional jurisdiction over programming and outreach activities?	1.16	yes	no	recommended
1.17 establish interinstitutional cooperation opportunities?	1.17	yes	no	recommended
1.18 maintain a state advisory council?	1.18	yes	no	recommended
1.19 monitor resource utilization on a continuous basis?	1.19	yes	no	recommended
1.20 approve facility development and capital outlays before funds can be allocated?	1.20	yes	no	recommended

2. STATEWIDE PLANNING. Has the System

2.1	conducted research related to higher adult education.	2.1	yes	no	recommended
2.2	appointed ad hoc study groups broadly representative (e.g. from education-secondary and higher, business, state agencies, local extension and continuing education representatives, and others)?	2.2	yes	no	recommended
2.3	identified statewide goals and objectives?	2.3	yes	no	recommended
2.4	surveyed present status of higher adult education statewide?	2.4	yes	no	recommended
2.5	assessed the present level of institutional commitment to higher adult education?	2.5	yes	no	recommended
2.6	identified statewide adult education needs?	2.6	yes	no	recommended
2.7	identified state problems in meeting identified needs?	2.7	yes	no	recommended
2.8	assessed the state's ability to support higher adult education (identified financial resources statewide)?	2.8	yes	no	recommended
2.9	identified the number of programs that are offered on a self-supporting basis?	2.9	yes	no	recommended
2.10	developed a means of integrating higher adult education costs into the state's present budget formula?	2.10	yes	no	recommended

2. (continued). Has the System

2.11	identified population targets (demographics) with reference to higher adult education student potential?	2.11	yes	no	recommended
2.12	conducted "Market Analyses" with reference to higher adult education student potential and programming needs?	2.12	yes	no	recommended
2.13	identified reasons why people do not take advantage of higher adult education services (cost, time, limited offerings, distance, others)?	2.13	yes	no	recommended
2.14	determined each institution's role in the area of higher adult education?	2.14	yes	no	recommended
2.15	assessed the status higher adult education occupies within the various institutional organizational structures?	2.15	yes	no	recommended
2.16	assessed the present status of the extension administrator?	2.16	yes	no	recommended
2.17	identified institutional standards in the area of higher adult education?	2.17	yes	no	recommended
2.18	set institutional size for planning purposes?	2.18	yes	no	recommended
2.19	identified institutional <u>priorities</u> in major programming areas?	2.19	yes	no	recommended
2.20	divided the state into pilot planning regions (might be present planning districts)?	2.20	yes	no	recommended

(next page please)

2. (continued). Has the System

2.21	assessed faculty participation in higher adult education programs (on-campus/off-campus; overload/in load basis)?	2.21	yes	no	recommended
2.22	identified the faculty compensation and reward system used by the various institutions?	2.22	yes	no	recommended
2.23	assessed the level of staff development in the area of higher adult education?	2.23	yes	no	recommended
2.24	identified the level of interinstitutional cooperation statewide (consortia, private-public-proprietary-secondary cooperative arrangements)?	2.24	yes	no	recommended
2.25	identified financial aid available to the adult part-time student?	2.25	yes	no	recommended
2.26	identified the costs to the adult part-time student of participating in higher adult education programs and activities?	2.26	yes	no	recommended
2.27	identified the present means used to certify people for their completion of programs?	2.27	yes	no	recommended
2.28	identified new ways of certifying work and educational experiences not of a traditional nature?	2.28	yes	no	recommended
2.29	assessed present admissions standards statewide?	2.29	yes	no	recommended



2. (continued). Has the System

2.30	assessed the means used by institutions to disseminate information about their programs and services to the public?	2.30	yes	no	recommended
2.31	assessed the present system used to report higher adult education programs and activities (institutional self-studies, budgetary reporting, internal program audits, others)?	2.31	yes	no	recommended
2.32	developed a data gathering process capable of providing information on adult part-time students systemwide?	2.32	yes	no	recommended
2.33	utilized such a process on a regular basis (annually, semiannually, biennially, other)?	2.33	yes	no	recommended
2.34	identified program categories for reporting purposes which are comparable statewide?	2.34	yes	no	recommended
2.35	identified nontraditional formats in operation within the state (e.g. external degrees, Time free/Space free programs, technological outreach, regent's degrees, others)?	2.35	yes	no	recommended
2.36	formulated a method to evaluate programs and outreach activities?	2.36	yes	no	recommended
2.37	provided for continuous revision of planning elements (refine goals and objectives)?	2.37	yes	no	recommended
2.38	identified areas of excessive duplication and overlapping of programs and services?	2.38	yes	no	recommended

(next page please)

2. (continued). Has the System

- 2.39 identified the dimensions of "maximum  
efficiency and effectiveness"?
- 2.40 identified the criteria for determining  
"quality programs"?

2.39 yes no recommended

2.40 yes no recommended

2A. OUTCOMES FROM STATEWIDE PLANNING. As a result of thorough and adequate planning,  
has the System

- |      |                                                                                                                                                                             |      |     |    |             |
|------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|-----|----|-------------|
| 2A.1 | endeavored to promote common understanding and agreement as to what the scope of higher adult education programs and activities within the state should be?                 | 2A.1 | yes | no | recommended |
| 2A.2 | endeavored to promote common understanding and agreement as to what the content of higher adult education offerings within the state should be?                             | 2A.2 | yes | no | recommended |
| 2A.3 | advised the legislature on matters pertaining to the development and operation of higher adult education within the state?                                                  | 2A.3 | yes | no | recommended |
| 2A.4 | advised agencies external to the state system of public higher education on matters pertaining to the development and operation of higher adult education within the state? | 2A.4 | yes | no | recommended |
| 2A.5 | provided statewide leadership in higher adult education?                                                                                                                    | 2A.5 | yes | no | recommended |
| 2A.6 | provided technical assistance to the higher adult education institutional units?                                                                                            | 2A.6 | yes | no | recommended |
| 2A.7 | provided guidelines for the institutional units as to program areas not presently being offered within the state although there is evidence of unmet needs?                 | 2A.7 | yes | no | recommended |

(next page please)

2A. (continued). Has the System

2A.8	supported the selection of qualified professionals for higher adult education units?	2A.8	yes	no	recommended
2A.9	supported giving professionals in higher adult education units rank consonant with their qualifications and level of responsibility?	2A.9	yes	no	recommended
2A.10	promoted the provision of a level of compensation for professionals in higher adult education units consonant with their level of responsibility?	2A.10	yes	no	recommended
2A.11	assigned responsibility to the institutional units such that differentiation between responsibilities for the establishment of broad policy guidelines and management within policy guidelines is clearly defined, the former being a function of the state system and the latter of the institution?	2A.11	yes	no	recommended
2A.12	rigorously defined the distinctive place of higher adult education within the system?	2A.12	yes	no	recommended

3. ALLOCATION OF FUNCTIONS. Has the System

- |     |                                                                                                                                              |     |     |    |             |
|-----|----------------------------------------------------------------------------------------------------------------------------------------------|-----|-----|----|-------------|
| 3.1 | assigned the higher adult education functions in each institution such that they reflect the strengths and capabilities of each institution? | 3.1 | yes | no | recommended |
| 3.2 | taken the necessary steps to avoid unnecessary and costly duplication of programs and services?                                              | 3.2 | yes | no | recommended |

4. PROGRAM REVIEW. Does the System

- |     |                                                                                                                 |     |     |    |             |
|-----|-----------------------------------------------------------------------------------------------------------------|-----|-----|----|-------------|
| 4.1 | require new offerings be submitted to the system for approval at some point before they can become operational? | 4.1 | yes | no | recommended |
| 4.2 | have the authority to terminate higher adult education programs and services?                                   | 4.2 | yes | no | recommended |

5. RESOURCE ALLOCATION AND UTILIZATION. Does the System

- |     |                                                                                                                                                                     |     |     |    |             |
|-----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-----|----|-------------|
| 5.1 | finance noncontract, off-campus instruction for college credit on the same basis as on-campus instruction?                                                          | 5.1 | yes | no | recommended |
| 5.2 | require an accounting system capable of measuring that portion of the institutional budget going towards higher adult education requirements?                       | 5.2 | yes | no | recommended |
| 5.3 | require an accounting system capable of measuring that portion of the higher adult education budget allocated to the various and separate adult education programs? | 5.3 | yes | no | recommended |
| 5.4 | determine the funding support for the operating outlays of each institution?                                                                                        | 5.4 | yes | no | recommended |
| 5.5 | allocate the federal funds authorized for higher adult education purposes?                                                                                          | 5.5 | yes | no | recommended |
| 5.6 | support the principle of the retention of extension surpluses by the individual units?                                                                              | 5.6 | yes | no | recommended |
| 5.7 | define the purposes for which these funds can be expended?                                                                                                          | 5.7 | yes | no | recommended |
| 5.8 | require detailed reports be submitted on the use of these surplus funds?                                                                                            | 5.8 | yes | no | recommended |
| 5.9 | make provision for state scholarships and/or grants-in-aid programs for adult part-time students?                                                                   | 5.9 | yes | no | recommended |

(next page please)

5. (continued). Does the System

- |      |                                                                                                                                   |      |     |    |             |
|------|-----------------------------------------------------------------------------------------------------------------------------------|------|-----|----|-------------|
| 5.10 | determine the level of capital outlay for adult education centers?                                                                | 5.10 | yes | no | recommended |
| 5.11 | provide guidelines for the utilization of resources?                                                                              | 5.11 | yes | no | recommended |
| 5.12 | provide criteria to determine the maximum effectiveness of the utilization of existing resources?                                 | 5.12 | yes | no | recommended |
| 5.13 | provide criteria to determine the maximum efficiency to be obtained in the utilization of existing resources?                     | 5.13 | yes | no | recommended |
| 5.14 | actively seek an adequate funding level for higher adult education to provide the necessary resources needed to meet state goals? | 5.14 | yes | no | recommended |

6. EVALUATION. Does the System

- |     |                                                                                                   |     |     |    |             |
|-----|---------------------------------------------------------------------------------------------------|-----|-----|----|-------------|
| 6.1 | continuously evaluate the higher adult education offerings within the state?                      | 6.1 | yes | no | recommended |
| 6.2 | provide criteria for determining what constitutes a "quality" program in higher adult education?  | 6.2 | yes | no | recommended |
| 6.3 | utilize this criteria (if it has been formulated) in evaluating higher adult education offerings? | 6.3 | yes | no | recommended |

(next page please)

7. JURISDICTION. Does the System

- |     |                                                                                                                                                                                                                                      |     |     |    |             |
|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-----|----|-------------|
| 7.1 | determine regions or planning districts such that the resources of institutions of higher education are accessible to all the citizens of the state?                                                                                 | 7.1 | yes | no | recommended |
| 7.2 | provide that a senior institution coordinate programs and provide leadership in the region in which it is located?                                                                                                                   | 7.2 | yes | no | recommended |
| 7.3 | assign jurisdiction over programming based on the nature and mission of the institution (e.g. lower level undergraduate work-junior college; teacher training-senior colleges; graduate work and professional upgrading-university)? | 7.3 | yes | no | recommended |
| 7.4 | support the development of a consortium of institutions for a region or statewide (interinstitutional cooperation)?                                                                                                                  | 7.4 | yes | no | recommended |
| 7.5 | delegate decision-making authority over regional matters to a regional council with the provision that when disputes arise over regional decisions, those decisions may be reviewed by the state system?                             | 7.5 | yes | no | recommended |



8. PROVISION OF STUDENT SERVICES. Through the development of specific policy guidelines and procedures, does the System

8.1	provide financial aid to adult part-time students on equal basis with full-time on-campus students?	8.1	yes	no	recommended
8.2	utilize the CEU (or similar unit) to recognize student success in programs not on a credit hour basis?	8.2	yes	no	recommended
8.3	maintain a permanent record of students' CEUs?	8.3	yes	no	recommended
8.4	provide guidance and counseling for adult students?	8.4	yes	no	recommended
8.5	maintain an adult testing service?	8.5	yes	no	recommended
8.6	provide simple and uniform enrollment procedures?	8.6	yes	no	recommended
8.7	provide cross registration for adult students needing courses from various institutions?	8.7	yes	no	recommended
8.8	provide remedial programs for catch-up purposes (compensatory learning)?	8.8	yes	no	recommended
8.9	develop and maintain area/state catalogues of institutional programs and services available to the citizens of the state?	8.9	yes	no	recommended
8.10	provide full-service opportunities for utilization of library resources by adult part-time students?	8.10	yes	no	recommended

(next page please)

8. (continued). Through the development of specific policy guidelines and procedures, does the System

8.11	encourage institutions to make available to adult part-time students the services normally available to full-time students (e.g. bookstore, business office, other)?	8.11	yes	no	recommended
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9. NONTRADITIONAL FORMATS. Does the System

9.1	contain a separate institution which is predominantly or solely an adult evening and continuing education center?	9.1	yes	no	recommended
9.2	maintain a non-campus unit which administers external degrees?	9.2	yes	no	recommended
9.3	maintain a "credit by examination" degree option?	9.3	yes	no	recommended
9.4	award Regents' External Degrees?	9.4	yes	no	recommended
9.5	maintain a statewide television capability?	9.5	yes	no	recommended

10. GENERAL. Does the System

- |                                                                                                                                                                                                                |      |     |    |             |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|-----|----|-------------|
| 10.1 have as a major goal, equality of educational opportunity for all citizens of the state?                                                                                                                  | 10.1 | yes | no | recommended |
| 10.2 provide a central referral system either statewide or by regions to serve as a "broker" or "switchboard" to connect a student with educational resources wherever found in the state (unicenter concept)? | 10.2 | yes | no | recommended |
| 10.3 maintain a satellite system wherein resources are provided as close to the student as possible (e.g. storefront centers, mobile units, Television, off-campus centers, other)?                            | 10.3 | yes | no | recommended |
| 10.4 support the idea of curriculum committees for off-campus centers?                                                                                                                                         | 10.4 | yes | no | recommended |
| 10.5 provide leadership in determining and developing new ways of certifying people for work?                                                                                                                  | 10.5 | yes | no | recommended |

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END OF QUESTIONS

THANK YOU

PLEASE ADD ANY COMMENTS THAT YOU THINK WOULD CLARIFY ANY RESPONSE!

APPENDIX E

MODELS OF COORDINATION/CONTROL OF HIGHER  
ADULT EDUCATION AS IDENTIFIED BY  
THIS STUDY LISTED BY STATE

VOLUNTARY MODEL

California  
Iowa

CENTRAL UNIT PLUS REGIONAL ORGANIZATION MODEL

Colorado  
Florida  
Michigan  
Oregon  
Virginia  
Illinois (Proposed)  
Massachusetts (Proposed)  
South Carolina (Proposed)  
South Dakota (Proposed)  
Texas (Proposed)

CENTRAL UNIT AT STATE LEVEL MODEL

Hawaii  
Kansas  
Tennessee  
Wisconsin  
Louisiana (Proposed)  
Rhode Island (Proposed)