

Made In B.C. – Volume III

A History of Postsecondary Education in British Columbia

Continuing Education

In BC's Public Postsecondary Institutions



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June 2010**

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Preface

Upon overcoming their incredulity that I would voluntarily take on this project about continuing education because I thought it interesting and important, people were most supportive and encouraging. They didn't always have a lot of information to contribute, but what they did have, they shared freely.

As with so much of that which enriches my day job, I value the collaborative aspects of this study. I am grateful for all the assistance that I received, and tickled to have learned about facets of my colleagues' previous lives that emerged as they shared their knowledge.

In addition to learning about the challenges and accomplishments of continuing education, I have gained considerable appreciation for its passionate personnel. Yet as much as I enjoyed preparing this report, I finished it feeling disquieted in two respects because of the broader implications for postsecondary education generally.

One concern has to do with the practice of liberal education, of thinking critically about one's activities and their broader social implications. A number of the continuing education personnel I encountered were extraordinarily well read and thoughtful, while others had little idea of the historical context of the units in which they work. I wondered about the extent to which the immediate is becoming the only reality for all postsecondary educators in this age of information overload and growing workplace demands.

The other concern comes from observing continuing education's shift from focusing on meeting community educational needs towards generating revenue and advancing institutional interests through the expedient meeting of certain community needs. I see parallels over the past decade or two across much of BC postsecondary education, albeit with enrolments and prestige being the resources sought by institutions rather than revenue. I'm not sure what this means, or whether it is desirable all things considered, but I do find the relative lack of discussion about it to be a little worrisome. In many respects, it is a question of values.

So as you read through this report, descriptive, introductory and shallow as it may be, keep in mind the broader implications and let me know what you think. I'm still trying to make sense of it all and would welcome the conversation. This report is, after all, a professional development project for me and I do believe in lifelong learning.

History never looks like history when you are living through it. It always looks confusing and messy, and it always feels uncomfortable.

- John W. Gardner

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Contents

Summary

Introduction	1
Definition of Continuing Education	1
Legislation	2
Institutional Nomenclature	3
Characteristics of Adult Learners	3
1900 – 1965: Growth and Idealism	5
University of British Columbia	5
Colleges and School Districts	7
1966 – 1984: Turning Points	10
Research Universities	10
University of British Columbia	10
University of Victoria	12
Simon Fraser University	13
Colleges (and School Districts) – The Boom Years	15
Provincial Government	16
Institutional Coordination	16
1985– 2010: Market Commodity	18
Colleges	18
Funding in the College Sector	20
Research Universities	22
University of British Columbia	22
Simon Fraser University	24
University of Victoria	26
Justice Institute and Royal Roads University	29
Other Topics	30
Administration	30
Nomenclature	30
Centralization within Institutions	30
Facility Usage	31
Student Registration	31
Personnel	31
Adult Education as a Field of Study	31
Professional Associations	32
Labour Relations	36
Contract Training	36
Programming	38
Third Age and Youth Programs	38
Graduate Offerings and CE Credentials	39
English Language Training	39
Adult Basic Education and Access Programs	39
Continuing Education Units	39

External Relations	40
Competition Across Public Sectors	40
Partnerships	40
Community Development	41
Rural Communities	41
Conclusion	42
Bibliography	45
Appendix: Individual Institutions (Reported alphabetically)	47

Summary

Despite references to continuing education in postsecondary legislation, the term remains vague and undefined. This report simply accepts the varying and inconsistent usages and practices across postsecondary institutions.

Continuing education in Canadian postsecondary education can be divided into three phases, described by Mark Selman as:

- Social movement (1920s to 1950s)
- Professionalization and institutionalization (1960s and 1970s)
- Commercialization and competition (1980s to present)

Each of these stages has been evident in British Columbia, albeit with individual institutions entering each phase at different times and for varying periods. It is in the rural institutions that this general pattern is least applicable.

From 1915 to 1960, the story is all about the University of British Columbia. Its Extension Department opened in 1936 and thrived, operating across the province and developing a national reputation. The offerings were largely non-credit, emphasizing liberal arts, family life, citizenship and leadership education, and the fine arts.

Although beyond the scope of this study, school districts were also active in adult education. In the early 1960s, BC's adult education rates were double the national average and 70 percent of the country's full-time directors of adult education worked in BC.

The mid sixties were pivotal in BC postsecondary education with the formation of two new universities and the beginning of the college and institute sector. In addition to their emphasis on access and open admissions across all their programs, colleges also provided significant and diverse continuing education offerings.

In the ensuing two decades, the focus of postsecondary continuing education changed considerably, with the first shift appeared in the mid sixties at UBC. The new president, John Macdonald, felt that some extension activities were not sufficiently intellectual and should be taken over by other institutions. Cutbacks ensued and non-credit offerings became fully cost-recovery. The change in philosophy led to confusion about the role of the Extension Department relative to the Faculties in providing continuing education.

A 1970 UBC Senate report led to Extension becoming the Centre for Continuing Education. Faculties were given the option of delivering their own continuing professional education and offerings were restricted to advanced work appropriate for university graduates. Beginning in 1975, responsibility for credit courses was gradually transferred to Guided Independent Study and the Office of Extra-Sessional Studies. In 1981, President Kenny stated that the university needed a comprehensive long range policy on continuing education.

Similar developments and issues to those at UBC emerged at various times in other institutions.

The University of Victoria developed a focus on distance education in the 1970s, partly in response to interest and funding from the provincial government towards meeting the educational needs of non-metropolitan regions of the province. During this period, Simon Fraser University concentrated on providing systemic access for part-time students and on cooperative models of working with academic teaching areas, lessening the divide between credit and non-credit courses. By the late seventies, SFU was influencing continuing education at the other two BC universities as well as policy in the provincial government.

Except for a time in the 1970s when the provincial government took an activist role in shaping and funding certain aspects of continuing education, provincial policy and leadership was at best benign neglect. The approach has generally been one of laissez-faire.

Continuing education in the college and institute sector had different origins and focuses than in the universities, but developments paralleled earlier changes in the research universities. When community colleges, some of which are now teaching universities, were established from 1965 to 1975, they were legally required to be creations of school districts. Some districts, but not all, turned their adult education over to the new colleges. In the remaining districts, competition between school districts and colleges was often a challenge, whereas the relationship between universities and colleges was more complementary.

Colleges operated under a different, and more constrained, funding model with different tuition fee policy than universities. In contrast to universities, they tended to see continuing education less as offering credit courses in non-traditional ways and more as responding to a wide range of community needs and interests. Their operating grants from government originally allowed for a range of activities. Beginning in 1982, however, grants for general interest courses disappeared, creating a major disruption as colleges and institutes either cut courses or sought to make them more cost-recovery (with the recognition of direct and indirect costs varying across institutions and over time.)

In the late nineties, funding in the college and institute sector for occupationally relevant continuing education, known as part-time vocational education, also disappeared. The college sector was now in a similar position as the research universities. The result was that they devoted less attention to meeting community needs and to community development, and more attention to identifying courses that were financially viable.

Colleges reacted differently to the withdrawal of part-time vocational funding. Some precipitously shrunk or shut down their continuing education operations, while others implemented multiyear transition plans. Those departments whose institutions weaned them off funding gradually have the strongest continuing education today.

Continuing education in BC's public postsecondary system has fluctuated in size and focus. The considerable variation across institutions and over time, as well as in internal administrative structures, reflects not only changing market demand but also a lack of policy and long term planning by both government and institutions regarding the role and nature of continuing education.

Continuing education departments, which have operated under a variety of names and which have not always existed at all institutions, provide just a portion of the province's postsecondary continuing education. The past two decades, especially, have seen fluctuations in the extent to which continuing education is centralized in an administrative department. The growth of distance education and other non-traditional vehicles for the delivery of instruction has served to further blur the boundaries between continuing education and other offerings.

The trend has been away from general interest and liberal education courses, and from community development, and towards employment-related and revenue-generating offerings. Contract training – cost recovery offerings that are not open to the general public – and the offering of programs rather than only individual courses have grown.

Standards and academic quality control have been a theme at various institutions over the past generation, taking on additional importance with the growth of credentialed programs. The trend has been one of finding ways to allay concerns about academic quality.

Discourse in research universities about continuing education has focused on part-time and mature learners. The college sector, in contrast, was designed from the beginning to provide this type of access and support for students across a wide range of undergraduate programs. While the differences can be subtle, each sector has emphasized different aspects of the constellation of continuing education functions.

Pretest

1. The provincial government lacks a definition of continuing education, despite having used the term or synonyms in legislation for more than a century.
True or false?
2. British Columbia was once viewed as a North American leader in the provision of university continuing education.
True or false?
3. Simon Fraser University's terms of reference in 1971 for its new Division of Continuing Education were responsibility for courses offered at "times other than the usual times, in places other than the usual places, and in ways other than the normal ways."
True or false?

Answers

1. *True*
2. *True. UBC quickly established a reputation.*
3. *True. It took several years before Senate defined the role more precisely.*

Introduction

Ephemeral, important, responsive, and marginalized....

Continuing education in British Columbia's public postsecondary institutions is a shadowy and indistinct enterprise when viewed across institutions and over time. As large and significant as it may be, it is but a subset of similar adult education activity offered by employers, school districts, for-profit trainers, and not-for-profit organizations.

Studies conducted by Statistics Canada have found that about 1 in 5 adults in BC participate in some form of organized (often short) adult education activity each year – a huge enterprise. However, in most organizations that offer adult education, it is a secondary, relatively low priority or marginal activity for that organization.

Continuing education in BC's postsecondary institutions has become diverse and complex over time – encompassing everything from prenatal-in-a-day courses through diploma programs to master's programs – but documentation is spotty. Running contrary to the explosion of information in the internet age, articles and data describing the scope and constantly changing offerings of postsecondary continuing education have become scarcer over the past twenty years.

Continuing education is an interesting blend of entrepreneurial activity and social activism. Its association with volunteerism, learner autonomy and contract training makes it responsive to market conditions. At the same time, its interest in social equity and compensatory education link it with what are sometimes seen as left-wing agendas. The balance between market forces and social justice priorities has fluctuated over time and across institutions, but both faces are evident. The tension between them is part of what makes the continuing education story so fascinating.

Definition of Continuing Education

Bounding this study was easy in one respect and exceptionally elusive in another respect. The easy part was to restrict the discussion to public postsecondary institutions in British Columbia. The difficult part was to define continuing education.

While some general thoughts are provided below about the characteristics of continuing education, I have side-stepped the definitional issue by simply accepting the varying and inconsistent usages and practices across postsecondary institutions. I am in good company in taking this approach, but as described later, the lack of an agreed upon definition is problematic for public policy.

There has also been a steadily developing field of adult education, with its roots in both volunteer activity by religious, political, labour, and social organizations, and in the efforts of industry to train, retrain, and upgrade its labour force. The education of adults has always served two basic needs: technical empowerment and access to basic education as a civic right.

*- Centre for Policy Studies in Education,
UBC*

There is a liberal amount of chaos in the terminology of the field...There is a sense in which adult education is used as an administrative category rather than a definition...One of the famous definitions of adult education is that it consists of "all activities with an educational purpose that are carried on by people in the ordinary business of life." It is mainly a part-time or marginal activity in people's lives.

*- Gordon Selman,
The Invisible Giant*

Adult education seems to be the more comprehensive concept within which continuing education largely fits. Adult education generally includes intentional but informal learning opportunities and basic instruction such as literacy. Continuing education is more restrictive in that it implies a student already has an education, i.e. the student has progressed beyond compulsory education, and has chosen to continue their learning in some intentional way, whether or not for academic or other forms of credit.

Continuing education personnel in postsecondary institutions straddle two cultures, academic culture and adult education culture. They may strongly feel the tension between social-reformist conceptions of continuing education and the professional tradition.

Some definitions of continuing education focus on who the learner is (e.g. part-time, in adult roles) while other definitions consider who provides the instruction (e.g. not a regular academic department, so fees and instructors may differ from elsewhere in the institution.) Other considerations may include:

- whether the learning is assessed and evaluated, or counts towards an academic credential
- whether the curriculum is approved by an academic senate or equivalent body
- whether courses are expected to be offered on an ongoing basis or whether they are contingent on enrolment demand or specific funding
- whether academic credit is granted
- whether the student is admitted to the institution
- relation to other learning (e.g. after some other educational certification has been achieved)
- the time of day or year when the course is offered (e.g. evening, weekend, or in the summer)
- where the learning occurs (e.g. off-campus)
- course duration (e.g. less than a certain number of hours)
- whether tuition fees are charged according to the normal practice for credit courses or individually according to course costs and what the market will bear

Contract training is a subset of continuing education. Whereas continuing education is open to all qualified applicants (space permitting), the defining characteristic of contract training is that a third party determines enrolment. The funder, and not the institution providing the instruction, specifies which students may enroll.

Whatever continuing education might be, the University of Wisconsin – Madison seems to be recognized as the first American academic institution to offer, in 1907, what today would be considered continuing education.

Legislation

The lack of a definition of continuing education, and the lack of clarity as to the extent to which it is synonymous with such terms as adult education, extension, or extra mural activities, is especially poignant in that legislation has for over a century permitted, or even required, postsecondary institutions to provide continuing education.

The *British Columbia University Act* of 1908, establishing the province's first university, required in Section 9(e) that the University of British Columbia provide "such extra-collegiate and extra-university instruction and teaching as may be recommended by the Senate."

Similar or stronger language has been maintained in postsecondary legislation since then. As of 2009, the *University Act* requires in Section 47(2)(e) that the province's universities provide "a program of continuing education in all academic and cultural fields throughout British Columbia." Curiously, while continuing education is not defined in the act, the director of continuing education does appear as an entry in the definitions section. The entry explains, not very helpfully, that this director "means the officer of a university whose duty it is to direct the university's continuing education program."

The current version of the *College and Institute Act* is a little more explicit than the *University Act*. Section 6(c) states that “The objectives of a college are to provide comprehensive... continuing education.” Although the act’s definition of continuing education is less than definitive, namely “includes education or training offered by an institution to adult persons on a part-time or short term basis,” at least this act attempts to explain the meaning of the term. It also allows institutions more choice in what subjects to offer through continuing education, and where they will be delivered, than does the *University Act*.

The key point is that while BC legislators and educators are vague as to what continuing education might mean, and what policy goals they hope to achieve, several generations of legislators have explicitly said that they want postsecondary institutions to provide continuing education. Furthermore, they have sought to ensure that continuing education offerings are comprehensive – a requirement that periodically has not been met by institutions, nor facilitated by government.

Institutional Nomenclature

Not only have the names of some institutions changed over time – the College of the Rockies, for example, was once East Kootenay Community College – but several university colleges, a college and an institute became special purpose, teaching universities in 2008. The categories of “university” and “college” were an important distinction for much of BC’s postsecondary history because of their differing roles, educational offerings and treatment by government. These categories have blurred in recent years.

Simon Fraser University, the University of British Columbia, the University of Victoria, and the University of Northern British Columbia are collectively designated as “research universities.” Even though the current names of the remaining institutions, some of which are now universities, are used throughout this report, all the institutions other than research universities have been grouped here as “colleges” to reflect their histories as institutions that operated for many years under the *College and Institute Act*. The Justice Institute and Royal Roads University are treated separately because of their distinctive mandates and operations.

Characteristics of Adult Learners

Because “traditional” postsecondary students are frequently defined as falling in the 18 – 24 age range, the “adult” population that continuing education serves is sometimes considered to be age 25 and over. Adults are a challenging clientele for postsecondary institutions in that they are heterogeneous and what is appropriate for one subpopulation is not always best for another one.

A literature review I conducted for a collaborative report by four institutions¹, *Exploring Adult Learning in the Fraser Region*, found that time constraints are central to understanding adult learners’ barriers and behaviours. They have full and busy lives, with many demands on their time, and they want services to be efficient. They value their time and do not want to waste it.

As a result of their time and life constraints, adults value flexibility and variety in delivery systems, including the ability to choose a schedule that fits their circumstances. Recommendations such as providing more part-time, evening and weekend course offerings, and providing flexible course loads and time to complete the program, are common in the literature. Creating year-round, accelerated and convenient programming, helping develop time management skills, and locating courses close to where students live or

¹ Douglas College, Kwantlen Polytechnic University, University of the Fraser Valley, and Simon Fraser University, 2009.

work, perhaps in collaboration with community partners, illustrate strategies that institutions have adopted to better serve adult learners.

Adults' decision to return to extended periods of study is often based on pragmatic considerations, typically related to jobs and careers. Nevertheless, learners in extended study are not especially interested in rote learning and narrow training. The need for both applied and liberal education can partially be met through pre-baccalaureate, career-oriented programs that incorporate academic credit which can eventually be counted towards a degree.

Whereas enrolment in short courses may arise from general interest, recreational or personal development goals, long term enrolment is often related to earning a living. Given the utilitarian focus of extended enrolment, continuing education personnel pay particular attention to the labour market, watching for shortages in occupations or seeking to meet the needs of particular industries and occupations by customizing skill assessment tools and curriculum.

Basic skills and literacy training is a large need, especially if English as a Second Language and other immigrant needs are taken into account. Under-prepared students, whether suffering fundamental deficiencies or simply specific gaps and rusty skill sets, require intentional academic assistance from institutions.

The adult learner needs a champion in institutions. Leave them alone, and yes, they do get through and all that stuff. But without an organized system to attract, retain and support them, you get a low quality service. The loss and wastage is enormous.

Once you work with adult learners, there's a magic that happens.

- Retired educator, 2010

Given the targeted and intermittent nature of adult enrolment patterns – learning that often comes part-time in multiple venues – adults value user-friendly methods of prior learning assessment and recognition that enable them to accumulate their “chunks” of learning into a coherent pattern. “User-friendly” includes effective academic advising, counseling and educational planning. Program publicity should, to the extent feasible, help prospective students with a variety of backgrounds and life situations figure out the most effective way to navigate towards achievement of their educational goal.

Some adult learners are needy and high maintenance, while others are quite independent and self sufficient. Both groups, however, value the personal touch, whether provided face-to-face or mediated through technology. Friendly and efficient student services are expected.

Adults also value positive, proactive and personalized interaction with instructors. Such instructional support includes:

- timely, helpful feedback on assignments
- clarification of performance standards
- accessible, responsive instructors
- increased student interaction with peers and instructors (perhaps using technology to create opportunities for connection)

The literature suggests public institutions should pay more attention to their private sector competition, especially to learn how the private sector is succeeding in attracting students that public institutions are not serving. The recommendation seems to be that in terms of services, public institutions would do well to take private institutional practices as comparators. In terms of instruction and curriculum, the literature is less quick to recommend copying the private sector. It does, however, suggest public institutions think seriously about the merits of alternative delivery systems and the extent to which employer perspectives enter curricular decision making.

1900 – 1965: Growth and Idealism

This section, and much of the following one, is in large measure a summary of two documents written by Gordon Selman. Much of the wording and almost all of the content is his. My role has mainly been to select highlights and to reorganize them for readers seeking an introductory overview.

British Columbia joined North American leaders in continuing education through initiatives centred in Vancouver at the University of British Columbia and the Vancouver School Board. These activities provided a platform for expansion into all regions of the province.

University of British Columbia

Legislation establishing the University of British Columbia was passed in 1908, but the university did not enroll students until 1915. UBC's predecessor organization, McGill University College in Vancouver, was itself a continuing education extension operation of McGill University in Montreal.

Frank Wesbrook, UBC's first president, wrote on occasion of the need for the university to "meet the needs of all people" and was criticized at times for putting too great an emphasis on this aspect of the university's responsibility. Rather than mainly correspondence work for university credit, he viewed UBC's role in continuing education as providing a more general cultural and vocational training for the average adult.

From 1917 to 1921, UBC ran a series of concentrated courses for returning World War I veterans in a range of vocational subjects such as mining, steam engineering and forestry.

It was in 1936, during the austerity of the Great Depression when calls had been made to close UBC because the province could not afford to fund it, that UBC President Klinck established an Extension Department with a \$50,000 grant from the Carnegie Corporation. (Carnegie had helped launch the Canadian Association for Adult Education the previous year.) Klinck was an enthusiastic supporter of the department, ensuring it was staffed by individuals who shared his point of view about the broad function it was to perform. Within a few years, the Department was highly regarded and one of the largest in the country. Larry MacKenzie, his successor eight years later, re-enforced that viewpoint, seeing continuing education as important for meeting not only social needs but also for strengthening public support for UBC.

The Extension Department's first director was Gordon Shrum, an energetic individual who played a pivotal role in the opening of Simon Fraser University in 1965. Shrum served as director from 1937 until 1953, by which time the department had 13 professional specialists plus support staff. Programming offered during this period included:

- fine arts (e.g. summer school of the arts, short courses in all parts of the province, studio courses)
- education about cooperatives for fishermen

There are two main types of university extension. One was essentially offered in the evening for adults, much the same as was offered in the daytime to younger students. The second, more in the tradition of the American land grant university, of which UBC's was a leading example, took as its starting point not so much the way in which the university has traditionally provided instruction, but rather the educational needs of the people in the area to be served. The program in this second case consisted not so predominantly of formal lecture activity and relied more on short courses offered in centres away from the campus, field work and consultations, study groups, correspondence instruction and lending services for films, recordings, pamphlets and books.

- Gordon Selman,
A Decade of Transition

The **Vancouver Institute**, founded in 1916, provides a Saturday night lecture series that continues at UBC today:

The decision to relocate to UBC [in 1929] was not entirely motivated by the costs of the various rentals halls. It was, rather, a deliberate move to replace the view of the VI as an independent Vancouver institution, coordinating the efforts of local learned societies, with the competing view of the VI as an institution with close ties to UBC....One observer suggested that the VI had become "unofficially the senior branch of the extension department" and that the UBC-influenced council had become self-perpetuating....What had begun as a cooperative project with Vancouver's leading learned societies had effectively become a university service; mutual enlightenment had been hijacked.

- Eric Damer, 1999

- three full-time instructors in home economics and handicrafts who traveled the province
- 2 to 3 week long leadership programs around the province for young adults. As many as ten full-time instructors provided combinations of vocational training and social/citizenship education. taking on aspects of a movement, e.g. local chapters and a newsletter
- Farm Radio Forum and Citizens Forum, using local discussion groups and study guides
- parent education
- film library.

Programming focused on districts outside Greater Vancouver, providing an array of cultural, social and vocational offerings.

The next director, Dr. Friesen, saw Extension Department employees as organizers, planners and administrators and not so much as instructors who delivered courses and workshops. He subscribed to the views that Cyril Houle articulated in a UNESCO publication about the role of universities in adult education:

- restrict themselves to complex subject matter
- be pioneers
- train leaders
- collaborate with other adult education agencies
- teach adult education as a field of knowledge.

...the success of the Department in these and other activities established a reputation for UBC as having not only perhaps the largest Extension Department in Canada, but in many areas also doing some of the most imaginative and effective adult education work in the country.

- Gordon Selman,
A Decade of Transition

The Department continued to expand under Friesen. By 1960, it had 5,200 non-credit evening class students and 800 credit students annually, plus 800 non-credit summer school students. Focus was shifting towards credit courses and programs for professionals, leading to closer linkages between the Extension Department and corresponding academic departments within UBC. The extension program had a reputation for excellence, diversity, community-service, able leadership, and was strongly supported by the university's administration.

In 1959/60, the total expenditure of the Extension Department was \$373,000. Just three years later, in 1962/63, it had grown by half to \$582,000. Much of the dramatic growth came in short courses outside Greater Vancouver (consistent with an enduring theme in British Columbia postsecondary education about the provision of postsecondary education in non-metropolitan regions.)

Stresses were beginning to emerge, however, and were reflected in four major reports prepared by the Department from 1961 to 1963:

- coordinated plan for administering university continuing education

- (prompted by the Faculty of Medicine being permitted to offer its own continuing education)
- proposal for an “extra-mural” program to greatly expand opportunities for part-time study towards a degree. The report was apparently totally ignored.
- in anticipation of the creation of Simon Fraser University and the University of Victoria, a proposal for centralized administration at UBC of continuing education with staff based at the other two universities. This recommendation was rejected by the UBC administration as running counter of the policy of institutional autonomy that was being adopted for the province’s universities.
- proposal for a Centre for Continuing Education at UBC that included a residential adult education facility on campus. Funding was not provided by the provincial government.

The early 1960’s were the high point of the development of UBC’s extension program along the lines which had been followed since the late 1930’s. The Extension Department had gained a national and to some extent international reputation for carrying out a broadly based program using a wide variety of educational methods, one which was largely devoted to non-degree activities with emphasis on the liberal arts, family life, citizenship and leadership education, with a heavy emphasis as well on the fine arts....Efforts had been made to increase the work in continuing professional education and in part-time degree studies....That picture was to be altered drastically and abruptly.

*- Gordon Selman,
A Decade of Transition*

Colleges and School Districts

School boards are important in the development of continuing education not just because of their own offerings but because they were the vehicle through which British Columbia’s community colleges were established. Some continuing education shifted from school districts to these new postsecondary institution, while other activity remained in the school districts and operated in parallel with postsecondary offerings.

The term “continuing education” first arose in the late 1950s and early 1960s with the explosive growth of school district-sponsored adult education programs. It implied a natural continuation of the formal studies of childhood and youth. This was followed by a period of institutional expansion. From the mid-1960s and through to the mid-1970s, the federal and provincial governments funded the BC Institute of Technology, two new universities, and a chain of adult vocational schools and their successors – fifteen community colleges....

Both federal and provincial governments also saw fit to fund adult education in school districts, colleges, and institutes. The nature of the new institutions and their need for identity and clientele served to blur the difference between education of adults and adult education. Furthermore, continuing education’s association with volunteerism and learner autonomy has linked it with entrepreneurial activity, while its social activist origins have associated it with educational equity and compensatory education.

- Centre for Policy Studies in Education, UBC

The Vancouver School Board – instrumental over the decades in the establishment of what are now UBC, Vancouver Community College, Langara College, and Emily Carr University of Art + Design – was a

leading light in the provision of adult education. In 1945, at the conclusion of World War II, enrolment in night school classes in Vancouver stood at 3,300. By 1954, the figure had reached 14,000 and was increasing by more than ten percent annually. This was in addition to enrolment at the Vancouver Vocational Institute, which the Board had opened in 1949.

What became known as “the Vancouver experiment” was Canada’s first full-time centre for adult academic study, the King Edward Senior Matriculation and Continuing Education Centre that opened in 1962. Three years later, the centre was key in launching Vancouver City (now Community) College as the province established a series of community colleges throughout the province from 1965 to 1975. Yet despite helping to birth BC’s community colleges, the Vancouver School Board was a strong voice in the early seventies in resisting the provincial government’s unsuccessful attempt to transfer responsibility for adult education from the school districts mainly, if not entirely, to the colleges.

In 1964, just before the opening of new BC universities and community colleges, a national adult education study conducted in conjunction with Statistics Canada found that 70 percent of the full-time directors of adult education in the entire country were located in BC. Adult education enrolment rates were double the national average, with no other province close to British Columbia. Adult education had spread from the metropolitan region to the entire province.



1966 – 1984: Turning Points

Disillusionment and reinvention characterized continuing education in postsecondary institutions at various times from the mid sixties to the early eighties. A shifting educational philosophy and more stringent funding realities were first evident at UBC. While this shift was playing out at UBC, continuing education in the new community college sector was still on a path of growth and optimism. Nevertheless, continuing education in the colleges came to face similar challenges to those at UBC by the end of the period, resulting in some prominent educators feeling demoralized by the new environment. Continuing education in 1985 was still vigorous and large, but it had a very different face than twenty years prior.

The history of this field, however, is increasingly becoming two histories, that of institutionalized, professionalized adult education...and a popular education movement which is of the people and an instrument of spiritual, cultural, social and political change.

*- Gordon Selman,
The Invisible Giant*

Research Universities

University of British Columbia

UBC's new president, John Macdonald, is best known for his 1962 report, *Higher Education in British Columbia and a Plan for the Future*. This report triggered a rapid response by government, leading to the transformation of Victoria College into the University of Victoria in 1963, the opening of Simon Fraser University in 1965, and decade of establishing community colleges across the province. Macdonald's views on continuing education differed sharply from those of his predecessors and led to a redefinition of the role of UBC's Extension Department.

Macdonald felt that some of the activities of the Extension Department were not sufficiently intellectual and should be taken over by other institutions, especially now community colleges and new universities were being established. (With the creation of SFU and the University of Victoria, a standing liaison committee on continuing education was launched in November 1965.) With Macdonald's efforts to upgrade the academic standards of UBC's extension offerings, the university's senior administration came to see non-degree work, which represented the bulk of the Department's activities and through which it had earned its reputation, as low priority.

Macdonald was willing to subsidize credit courses offered through Extension, but he wanted other courses to be cost-recovery. He argued that non-credit courses were a fringe benefit to the community of having a university and that the recipients of professional continuing education already had a university education that enabled them to earn adequate professional income to pay for upgrading in their fields. His definition of cost-recovery included indirect, administrative costs as well as the direct costs of delivering instruction. This approach was intended to free-up university funds to help raise standards generally and to develop graduate programs.

Cutbacks ensued and extension programs were often eliminated without consideration as to whether other institutions would pick up the work. The most dramatic drop was in course registrations outside Greater Vancouver, more than halving over two years from 6,300 in 1963/64 to 2,700 in 1965/66. The budget cuts were particularly hard on non-degree activities in the general or liberal arts.

UBC's cutbacks and the move to cost-recovery foreshadowed similar developments in the college sector more than twenty years later. The Extension Department came to resemble the North American norm, emphasizing traditional credit offerings and professional education. Years later, Macdonald considered these tactics to have worked and felt that the Department was in fact stronger because of the changes forced upon it.

The change in philosophy and mandate resulted in confusion at UBC about the role of the Extension Department relative to the Faculties in providing continuing education. A 1970 report from the Senate Committee on Continuing Education recommended:

- changing the Department's name to the Centre for Continuing Education, with advisory and governing committees overseeing its work
- giving Faculties the option of delivering their own continuing professional education if they so chose
- forming another committee to consider how to provide more opportunities for part-time study
- in light of the new college system, that UBC restrict itself to more advanced work, namely the continuing education of university graduates.

Tensions remained, with employees in the new Centre for Continuing Education feeling that the Faculties' approaches to non-credit programming in general fields was too discipline-based and academic. They felt that such programming should respond more directly to public interests and interdisciplinary needs.

Credit and Independent Study was established in 1973 to oversee credit and non-credit courses offered by correspondence. The name changed to Guided Independent Study in 1977 (and then to UBC Access in 1986.)

The Office of Extra-Sessional Studies was created in 1975 to coordinate the administration of all extra-sessional credit courses except those through Guided and Independent Studies. It was responsible for part-time programs offered in the late afternoon, evenings, weekends, Spring Session and Summer Session. In 1977, it was given the added responsibility of organizing Directed Study Abroad credit courses.

Beginning in 1975, responsibility for credit courses was gradually transferred to Guided Independent Study (now UBC Distance Education and Technology) and the Office of Extra-Sessional Studies.

The lack of consensus at UBC about continuing education was reflected in a 1981 report, *Looking Beyond*. In its preface, President Douglas Kenny noted that part-time degree studies and non-credit professional and general education were the fastest growing segments of the university with 95,000 registrations in 1979/80. He stated that the university needed a comprehensive long-range policy on continuing education.

Looking Beyond was framed in concept of lifelong learning. It noted the lack of clarity about using the emerging electronic technologies for course delivery, barriers to mature students, and confusion about the difference between part-time and extra-sessional students. It recommended that priority be given to the needs of professional and management constituencies because UBC was unique in having a comprehensive range of professional faculties.

University of Victoria

This description of developments at the University of Victoria, and, to a lesser extent, at Simon Fraser University to 1975, draws heavily on information from Larry Devlin.

Victoria College, established in 1903 by the Victoria School Board, transformed into the University of Victoria in 1963. The new university maintained and built upon the college's program of non-credit offerings and on the work of the Evening Division that had started in 1948. Late afternoon courses, directed mainly at school teachers, were also arranged by the Evening Division. A small non-credit program, averaging 500 courses registrations a year during the sixties, used instructors from the community as well as regular university faculty.

Responsibility for evening courses moved out of the President's Office in 1969 with the appointment of a full-time continuing education professional with doctoral training in adult education, Larry Devlin. The name changed to the Division of Continuing Education early in 1970. The university's first major statement on continuing education was included in the 1972 *Report of the Commission on Academic Development*.

Non-credit programming expanded from 1970 to 1975, including a French Language Diploma in 1971 and continuing professional education that emphasized the health sciences. An Inter-Professional Committee on Continuing Education began coordinating and developing offerings (sometimes in conjunction with UBC) in social work, nursing, pharmacy, medicine, dentistry and occupational therapy in 1973. A Senate Committee on Non-Credit Instruction was established that same year to help identify criteria for non-credit program development. (The Committee approved individual courses, but major new academic developments in continuing education required approval by the full Senate.)

In 1978, the Summer Session office merged with the Division of Continuing Education and the new unit was renamed University Extension. Academic departments controlled course content and Extension provided the administrative and delivery functions. Both credit and non-credit enrolment had been growing, such that the handful of personnel in 1970 in the two departments totaled 40 to 50 people in the merged unit. Vigorous off-campus and distance education resulted in 100 or more people on staff by 1985.

The closing of the private Notre Dame University in Nelson in 1976 became an impetus for UVic's expansion of off-campus offerings. The province had acquired the facilities for a nominal sum on the understanding they would continue to operate as a postsecondary educational institution. The campus reopened in 1979 as the David Thompson University Centre, operated jointly by UVic and the local Selkirk College. The government closed the Centre in 1984 as part of a budgetary restraint program.

Provincially, the late seventies were a period of considerable interest in distance education. The provincial government had appointed a Distance Education Planning Group, made designated funding available to research universities to offer programs in the interior of the province, and established the Open Learning Institute. The University of Victoria was actively involved and connected with these provincial initiatives, encouraged externally by government and internally by a university decision to seek to become the university of choice for students from less populated parts of the province.

From 1977 into the early eighties, the division built infrastructure specifically in support of distance education, despite the instability of government funding and policy for this purpose. By 1982, the division had decided that its main focus would be on distance education and that it would use technology extensively rather than just provide traditional print and face-to-face delivery. As of 1984, it had fifteen credit courses available for distance delivery, most of which incorporated an interactive video component.

Simon Fraser University

Continuing education's impetus at SFU was a perception that access to degree study on a part-time basis in Greater Vancouver needed to be strengthened. In the late sixties, residency requirements, limitations on the number of credits that could be earned by part-time study, semesters that did not articulate with the public school year, and other barriers made degree completion a challenge for part-time students. Neither of the other two provincial universities scheduled extension credit offerings to allow for the orderly completion of a degree.

In 1971, the SFU Senate established very broad terms of reference for the new Division of Continuing Education, namely responsibility for courses offered at "times other than the usual times, in places other than the usual places, and in ways other than the normal ways." It took a few years until Senate defined more precisely the Division's role and established procedures for approving non-credit courses.

A significant emphasis at SFU during the early seventies was the sequencing of courses to permit the completion of major and minor baccalaureate requirements through evening study alone. Data for Fall 1973 indicate that 19 percent of undergraduate students were taking at least one evening course, roughly half of whom were enrolled exclusively in the evening.

By 1973, Continuing Education was offering credit courses in the evening during the Fall and Winter semesters, credit courses (primarily for teachers) during the summer and intersession, off-campus courses, and non-credit courses, lectures and workshops. It began offering courses in the interior of the province, e.g. in Kelowna, and in the Fraser Valley the following year.

Development was rapid in the mid seventies. In 1974, SFU received provincial funding for "innovative" university programs that it had proposed as part of a provincial competition. This allowed for expansion of numerous types of continuing education activities. A number of non-credit activities were being sponsored by individual academic units, even though the university really had no philosophy of what it was trying to accomplish.

The Centre for Distance Education started in 1975 with four correspondence courses and 55 registrants. Today, SFU's Centre for Online and Distance Education is one of Canada's largest distance education centres with over one hundred courses, as well as certificates and post-baccalaureate diplomas in several fields. The Extended Studies Diploma, a post-baccalaureate credential for studies outside a traditional graduate program, was launched in 1976.

In 1974/75, the division was renamed Continuing Studies and the director's position raised to that of dean, the first appointment at that rank in a Canadian university. The incumbent, Jack Blaney, subsequently became Vice President, University Development and Extension in 1981. When Blaney became acting president of SFU in 1998, the Board eliminated the vice president position and re-established the dean for Continuing Studies.

The new dean worked in 1975 to implement a decentralized and cooperative model of interaction between individual teaching units and the administrative support that Continuing Studies could provide. The March 1976 document, *Simon Fraser University and Lifelong Education*, sought to identify a coherent organizational philosophy for continuing education. It defined two major types of adult education activity: extension credit programs and community education programs. It

In the Fall Semester, 1975, a major [SFU] off-campus program of degree completion was begun in Kelowna in cooperation with Okanagan College. In contrast to ad hoc extension efforts which had characterized off-campus services both nationally and provincially, the Kelowna Program assured students of orderly degree completion at the third and fourth year levels in Psychology and Biological Sciences. Another unique feature was the cooperative academic and administrative planning process employed by college and university personnel....The uniqueness of the Kelowna Program and its cooperative structure with Okanagan College had a normative effect on provincial policy well beyond the relatively modest magnitude of the effort.

- Larry Devlin, 1984

attempted to lessen the divide between credit and non-credit courses, integrating them as appropriate in developing programs to address particular needs.

A principle adopted in 1976 was to provide distinctive programs that would not duplicate the extension activities of other agencies, i.e. to emphasize resources unique to SFU. Three decades later, the Office of Continuing Studies was still referencing other principles adopted in 1978 that called for programs to be integrated with academic departments to ensure university-level quality, for programs to be sequential, structured and recurring, for priority be given to collaborative partnerships, for non-credit and credit programming to be integrated, and for programs to be responsive to the communities served by the university.

By the late seventies, SFU was influencing continuing education policies at the other two provincial universities, as well as provincial policy for postsecondary education.

Two distinctive off-campus programs were launched in the mid eighties. For a decade starting in 1984, the Prison Education Program was run at four penitentiaries under contract with the federal government. (That same year, Jo Lynne Hoegg, became the first woman to head a Canadian university continuing education department.) In 1988, an academic partnership with the Secwepemc Cultural Education Society was established in Kamloops for a bachelor's degree in the social sciences and Native Studies.

SFU Seniors Program

In 1975, Simon Fraser University was the first university in North America to create a series of specially designed credit and non-credit courses at the postsecondary level for seniors. The courses sought to promote seniors' intellectual development, rather than being simply recreational. They were first scheduled off-campus, eventually moving mainly to the Harbour Centre campus in Vancouver, and during the daytime to make them more accessible to the target population.

Initially, the offerings seemed to attract mainly middle-class seniors. With time, participation across income groups seemed to diversify. As a growing number of municipalities began offering similar classes, SFU chose to focus exclusively on academic courses, leaving such non-credit courses as Creative Writing or Reading and Study Skills for others to provide.

With the help of a government grant, SFU established a series of non-credit courses for seniors, along with a quirky short-lived half-hour seniors' television show called the Age of Options. The show's first broadcast date was 7 January 1975, but it quickly went off the air by 6 May 1975. Decidedly depressing topics, such as Hearing Loss and the Ear, Do You Know What's in Your Medicine Cabinet, and Facing Death, clearly did not resonate with seniors.

- SFU website, 2010
www.sfu.ca/seniors/history.htm

Colleges (and School Districts) – The Boom Years

The dramatic growth of school district programs came to an end in the early seventies, when the provincial government's Department of Education indicated it would welcome school boards turning their adult education programs over to the emerging community colleges. Close to two-thirds of the boards, especially in small centres, took this step. Across the province, course registrations in school districts dropped from 180,000 in 1970/71 to 145,000 registrants in 1982/83 in the 22 school districts that still offered adult education.

In the mid seventies, the provincial government provided no designated funding for continuing education in colleges. Financial support for general interest and non-credit programs depended on allocations from the college and on student tuition fees. This subsequently changed for the college sector, but not for research universities (which have always charged higher tuition fees for credit courses and which have had more financial flexibility.) In the early years, college budgets were sufficiently large and philosophies such that all facilities and services at a number of colleges were equally available to continuing education students as to regular students. This situation did not persist.

With one third of the province's school boards still offering adult education in the mid seventies, overlap, confusion and competition sometimes characterized relations with colleges. A report written by Leonard Marsh in 1975, seeking among other things to foster coordination between school district, college and other providers of adult education in the Lower Mainland, noted that a comprehensive view of adult and continuing education in the province had not yet been established. It recommended that the provincial Department of Education study in detail "the role, philosophy, organization and financing of adult and continuing education in the Province." (As described below, the Department did establish a Continuing Education Division the following year.)

Adding to the confusion were the different emphases and philosophies of colleges regarding continuing education. Vancouver Community College, for example, concentrated heavily on business and career programs, while Douglas College put more emphasis on personal development courses, and Capilano College offered relatively little continuing education.

Despite being unsystematic, continuing education in the college sector thrived. A good example of the rapid growth was Vancouver City (now Community) College's English as a Second Language program. Drawing upon federal and other funding sources in the early seventies, it became the largest ESL program in BC and perhaps in all of Canada.

In 1981, with funding from the Ministry of Education, Douglas College joined with eight of its local school districts to study their relative roles in continuing education and to determine how they might best cooperate. They concluded that so long as their funding from government was enrolment-driven in a system which had no satisfactory way of acknowledging institutional cooperation for funding purposes, the result was more likely to be competition than cooperation.

No change in the provincial funding system for continuing education was forthcoming, leading some educators to speculate that the government saw more benefits in competition or "free enterprise" in continuing education than in inter-institutional cooperation. On the other hand, the short-lived Continuing Education Division of the

The scope of Con Ed seems to have been "whatever the people want" and covered "anything offered after 6 p.m." I can remember teaching evening classes which were invaded by programmers and coordinators who insisted on registering the students as "Con Ed," even though the course was academic, and exactly the same as a day-time academic course, and the students were already officially registered.

It was all a numbers game, and Con Ed was (quite legitimately) trying to justify its existence by boosting its registration numbers. However, it did some useful outreach work in outlying communities.

*- Alastair Watt
Instructor, Cariboo College (TRU)*

Ministry of Education (described below), did offer a few grants from 1977 through 1982 for projects coordinated between school districts and colleges.

In 1983/84, BC colleges reported 220,000 course registrations in continuing education. 65 percent of those registrations were in education and general interest courses, 25 percent in vocational and professional fields, and 15 percent in Adult Basic Education and English as a Second Language.

The 220,000 reported course registrations were considerably less than the 400,000 that the UBC Centre for Policy Studies estimated for 1983 in its study almost a decade later. Whatever the actual number, it was undoubtedly large. A 1984 study of adult education participation by Statistics Canada found that colleges were the largest providers in BC, followed by voluntary organizations, employers, and school boards (and others) in that order. The creation of colleges had made the dividing line between adult education and other types of postsecondary education even blurrier, especially with the efforts of colleges and institutes to make their credit programs available to part-time students.

Provincial Government

In 1976, Ron Faris was appointed full-time director of the Ministry of Education's new Continuing Education division. He saw the role of government as giving leadership and he immediately appointed a committee of representatives from public institutions to prepare a discussion paper. The subsequent report led to a rapid expansion of adult education programs offered by public institutions and to the establishment of a standing Ministry Advisory Committee on Adult Education. In 1980, the Ministry issued a policy statement on the Provision of Continuing Education in Public Educational Systems of British Columbia that dealt with community and general interest education and which, along with companion policies on Adult Basic Education and Adult Special Education, became very influential for a short period.

Faris felt that institutions were not doing enough to meet the needs of disadvantaged persons in their communities, but this social justice perspective was resented by adult education departments in some institutions. The Ministry's Continuing Education Division was very aware of the marginality of government's concern for adult education, and that the field had failed to establish a political constituency in British Columbia (in contrast to the situation in Alberta and Saskatchewan.)

The late seventies were the high point of continuing education in the college sector but some leaders at this time were perceived as being too political. In 1981, a new Minister of Education, Bill Vander Zalm, called a halt to the policy development process and indicated his unwillingness to accept some of the work already completed. Within a few years, the Continuing Education Division was dismantled, terminating virtually all the work started in the late seventies. The government publicly announced its intention to discontinue providing leadership in the field, and since then, continuing education policy in BC has been piecemeal and laissez-faire.

Institutional Coordination

In addition to informal coordination through networking in provincial and national associations (see below), the research universities made several attempts in the 1960s and 70s to coordinate their continuing education operations. The first vehicle for joint action was the Inter-University Committee on Continuing Education, established on an ad hoc basis by the presidents in 1964 and regularized as a standing committee the following year.

In 1971, in response to a criticism by the Academic Board for Higher Education in BC that there seemed to be no coordination of extension efforts by universities and the new colleges, the Inter-University Committee arranged a conference for representative of all BC public agencies interested in continuing education. A fair amount of the discussion focused on facilitating the granting of transfer credit, especially from multiple institutions.

In 1972, the extension directors at the three research universities proposed a University Institute for Continuing Education that would jointly offer Arts and Science degrees using existing courses from the universities. Their presidents made no response and the proposal died.

The provincial government's creation of the Universities Council of BC in 1974 presented another opportunity for greater coordination. The Council struck an ad hoc Committee on Extension and Continuing Studies that met five times between June 1975 and January 1976. No coordination or policy locus resulted from this committee, although in subsequent years the Universities Council did facilitate some coordination on a project basis (through the allocation of designated grants from the provincial government for non-metropolitan programming in support of delivering courses around the province that were not offered by community colleges.)

With the exception of Simon Fraser, [university] adult education initiatives were the product of actions by disparate academic or administrative subunits rather than conscious and systematic university policies. As such, a dominant characteristic of adult education programs was their episodic, idiosyncratic, and fragmented nature. This characteristic was reflected in pathologies such as the general absence of opportunities for planned, part-time degree completion....Funding of non-degree efforts was another pathology....The necessity of financing non-credit efforts primarily through tuition fees constrained development of sequential offerings and biased service toward those able to afford the cost of particular courses.

- Larry Devlin, 1984

1985 – 2010: Market Commodity

By the 1990s, continuing education departments across Canada were no longer internally unified, reflecting a diversity of philosophical positions about their roles. As funding was gradually withdrawn and continuing education courses had to become self-sustaining, those who had the money to pay high tuition fees tended to come from the middle class – reinforcing, in the view of some educators, social stratification and privilege. For those who viewed education as a vehicle of social mobility and integration, the withdrawal of public subsidies for continuing education was the key issue of the past generation.

Government actions regarding continuing education ranged from benign neglect in the university sector through the intentional withdrawal of funding and subsequent neglect in the college sector. In specific cases, government policy seemed contradictory, e.g. requiring continuing education to act like a business in the market place, but including continuing education courses in a general tuition freeze (while driving up costs through collective agreements that resulted in salary increases for unionized continuing education employees.)

Colleges

This overview until 1991 is drawn largely from a 1992 study by UBC's Centre for Policy Studies in Education (published by the BC Ministry of Advanced Education, Training and Technology.) As with the earlier Selman references, this highly summarized and reorganized version retains much of the language of the original.

After a period of active growth in the 1970s and early 1980s, the recession of 1982 led to budget cuts in 1983. Over a two year period, provincial grants to continuing education operations in school districts were to be reduced by 33% and those in colleges by 65%.

Colleges and institutes simplified their structures, reduced personnel and focused on cost-recovery activity. The only grants the government provided for continuing education in the college and institute sector (it had never provided designated funding for continuing education at research universities) was for directly job-related training, know as part-time vocational programming.

With government's shift to funding only part-time vocational courses, enrolment in general interest courses halved from 1983/84 to 1990/91, while part-time vocational enrolments tripled. Over a period of eight years, part-time vocational grew from constituting one quarter of all continuing education enrolment in colleges and institutes to around three quarters.

Tuition fees rose, especially in subjects where students could be reimbursed by employers. Public institutions found themselves competing increasingly with private providers and non-profit organizations not only for students but also for federal government contracts.

Although continuing education once existed in an active sense in government policy, it now exists as a marginal and relatively disorganized provincial activity among colleges and institutes. The fact that it exists at all is due to the dedication of personnel at the institutional level; there have been few incentives or expectations from government. Even so, continuing education is rooted in government mandate and public expectations. It is a lot larger than is commonly realized and serves many people....

- UBC Centre for Policy Studies in Education, 1992

By the late 1980s, provincial and federal funders were increasingly expecting institutions to develop collaborative, joint, or alternative relationships with other parties. Partnership-based, externally funded, and co-managed programs became a policy objective for a sector that was highly unionized. Institutions were being pushed into joint activity with other institutions who they were increasingly viewing as competitors.

The new entrepreneurial role led to an emphasis on short, entry-level, and sometime para-professional training to serve small business and social services. Computing courses, in particular, grew in number and cost. Within institutions, friction sometimes developed with quality control bodies over curriculum and with unions over pay and job security for instructors.

Fiscal reporting is and has been a matter of convenience and tactics, rather than agreed upon principles. Describing the variation is an activity that verges on the artistic....This should not be construed as a criticism; institutions are functioning as mandated, attempting to maximize service with limited resources.

- UBC Centre for Policy Studies in Education, 1992

Along with mandates for increased revenues, and even “profit only” policies in a market-oriented conception of continuing education, organizational units changed or disappeared and a number of key administrators departed. Government stopped asking for reports about educational activities it was no longer funding. The result was that not only was the character of continuing education in colleges changing, but government was no longer monitoring the new patterns that were emerging across the province. Activity was increasingly local and contingent.

The Centre for Policy Studies estimated that continuing education revenue in 1990/91 across 15 BC colleges to be around \$36 million, from the following sources:

43%	Tuition fees
23%	Part-time vocational funding from the provincial government
21%	Industry and other contracts
13%	Federal government grants and contracts

It estimated college and institute continuing education enrolment in 1990/91 to have been equivalent to about 5,000 full-time students, distributed as follows:

22%	Health
18%	Business and office administration
16%	Computing
44%	All other fields

The Centre concluded that three distinct changes had occurred in a period of less than a decade:

- Services to community organizations declined, while those to business and industry increased
- Programming aimed at assisting deprived, needy or disadvantaged people declined
- Programming priorities shifted from enfranchisement to training.

It was in the early 1990s that the Ministry responsible for colleges abandoned the yearly collection of enrolment data. Their hope was that the labour-intensive, manual process would be replaced by electronic submission of student-by-student data into a central data warehouse. Close to a decade passed, however, before the college and institute central data warehouse was fully implemented. Even then, coding structures and institutional compliance with those codes have made it difficult to extract data about continuing education from the central data warehouse with any degree of confidence.

The provincial government did make some efforts in subsequent years, with limited success, to again gather continuing education data manually. In a 1995/96 study, the Post Secondary Division of the BC Ministry of Education, Skills and Training attempted to define continuing education as:

Any part-time or short-term education program organized for adult learners, designed to provide knowledge, skills and understanding to meet personal, occupational or community needs. These courses vary widely and generally range from 6 to 300 hours.

From being a community-based, people-oriented, “high touch” organization, CE has become a professionalized, technocratic, “high tech” operation, with proposals, budgets, contracts and profit-margins the order of the day. The days of those arts-and-crafts offerings such as “basket-weaving” appear to be gone, as has the concept of “taking it to the people.”

*- Alastair Watt, Administrator,
Thompson Rivers University*

This definition allowed institutions to report as continuing education whatever they chose, so long as the course or set of courses was less than 300 hours in duration.

Colleges reported some 6 million student contact hours of instruction in continuing education courses in 1995/96. The top five institutions were:

BC Institute of Technology	1,660,000 hours
Justice Institute	907,000 hours
Okanagan University College	568,000 hours
Vancouver Community College	560,000 hours
Kwantlen University College	330,000 hours

The top five fields of study were:

Justice and public safety	911,000 hours
Business administration	734,000 hours
Computing	458,000 hours
Education	421,000 hours
Personal service	248,000 hours

Funding in the College Sector

The 1980s brought a double whammy to continuing education in the college sector, namely cuts in funding from both federal and provincial sources.

General operating grants to colleges and institutes in the late seventies and early eighties from the provincial government provided unrestricted funding for continuing education. In the 1982 – 1984 period, when funding for general interest continuing education was eliminated, college and institute funding was tied to enrolment targets set by the Ministry for clusters of programs at each institution. Continuing education that was deemed to be “part-time vocational” was one of these program areas that counted towards achieving enrolment targets.

As described above, the cuts that started in 1983 had a profound impact on continuing education

Throughout the last three decades, [federal] occupational training has consistently been short-term with virtually no programs providing the opportunity for long-term upgrading or development of more technical skills. Use of this “damage control” orientation in Canadian public training policy has emphasized income maintenance and short-term training for the long-term unemployed.

*- Susan Witter,
ACCC Community, March, 1992*

operations. Some institutions closed their continuing education operations, while others started a process of reinventing their operations over a multiyear period.

Although education is a provincial responsibility, the federal government has supported vocational education in various ways, and to varying extents, under its labour market and economic development mandate. Up until 1985, the federal government provided significant funding for vocational programs in colleges through direct “purchase of seats.”

From 1986 to 1991, the federal government’s purchase of training in colleges more than halved as a result of the new Canadian Job Strategy (CJS) that explicitly promoted training by the private and voluntary sector. Nevertheless, other types of designated federal funds for the labour market through the Canada Employment and Immigration Commission and the Federal Business Development Bank continued to be accessible to postsecondary institutions seeking contracts.

(As an aside, federal programs that direct educational funding to colleges come and go – nothing endures. Today, there is no significant federal presence in adult education.)

Along with reducing and refocusing operations, one of the responses of colleges to CJS was to use their continuing education departments to subcontract the delivery of training on behalf of private and non-profit organizations that were receiving CJS funds. They increasingly bid in partnership with private trainers and voluntary organizations. By taking on a variety of what were often small contracts with third parties, colleges hoped to leverage into larger contracts in the future.

Turning attention back to provincial funding, one consequence of line item funding for credit programs was that sometimes institutions did not receive the enrolment allocation from government that would generate the required funding to introduce or expand offerings. In a few instances, the programs were delivered

Lack of leadership and coordination, unclear legislation, lack of a policy framework, an inadequate data base/reporting system and inequitable funding systems have created strains in a program area where cooperation and coordination among providers is necessary if the learner is to be well served.

- Ron Faris, 1992

instead on a partially or fully cost-recovery basis through continuing education, in the hope that a future base budget allocation would permit the program to be moved from continuing education to the ongoing, credit side of the institution, e.g. Camosun College’s Pharmacy Technician program and Post-Degree Diploma in Interprofessional Mental Health and Addictions began in continuing education before moving to become ongoing, subsidized credit offerings.

In about 2000, government withdrew funding for part-time vocational courses. Some institutions continued to subsidize these offerings from other revenue sources or through reallocations. Others moved to a fully self-supporting model. The definition of self-supporting, however, was sometimes unclear, ranging from recovering little more than direct instructional costs through a full costing that included all overheads.

Around 2001, the college funding formula moved from line items to block funding. (Line item, enrolment-driven funding formulas are more common during times of growth than periods of reallocation or reduction.) Whether the new grant mechanism made provision for any continuing education activities is open to debate; the block grant left it open to institutions to subsidize continuing education if they could afford to do so.

In 2006 the definitions by which college sector full-time equivalent (FTE) enrolment was calculated for the purposes of the funding system were modified to include all educational activity, i.e. to include continuing education, regardless of whether it was cost-recovery or not, or whether the activity restricted access to courses under a contract training model or was open access. This had the impact of increasing FTE enrolment although it did not generate additional funding. FTE definitions in the research university sector remained unchanged and continuing education was not included in their enrolment reports to government.

Although continuing education was now included in FTE enrolment, it remained undefined under the new college FTE methodology. Some institutions reported it separately while others simply mixed it in with other enrolment. An exception was that certain courses were coded as “skills” courses. This seems to have evolved from the notion of part-time vocational courses that were intended to provide students with employability skills. The extent to which institutions code their continuing education enrolments as “skills” is partially an institutional choice and not entirely according to clear guidelines from government.

I know it sounds shallow and mercenary and all that, but the entrepreneurial nature of CE and simply surviving – you last only as long as you meet the expectations of your latest clients – means that we have to be hustlers. “Every negative is a positive” in the CE world, meaning that it’s when people have problems that they pay to train people and resolve the problems.

You can’t train people into this CE culture and mindset. It’s a very different part of the educational world, and I love the accountability and energy that goes with it.

- Margo Van der Touw
Northwest Community College

Research Universities

Research universities have not received funding for continuing education in their general operating grants from the provincial government. This made for a different dynamic than in college sector, although both sectors have ended up in much the same place in terms of being cost-recovery.

University of British Columbia

In the 1980s, UBC took pride in devoting a smaller than average portion of its operating budget to administration compared to other Canadian universities. The thin infrastructure was reflected in the varied and shifting manner by which the full spectrum of continuing education activities was allocated among Faculties and departments.

Continuing Studies was formed in 1993 by merging Extra-Sessional Studies, UBC Access (formerly Guided Independent Study), and the non-credit Centre for Continuing Education. The new Continuing Studies division thus began organizing both credit and non-credit courses. Over time, however, it stopped arranging part-time and evening credit courses, the rationale being that administrative costs could be reduced if Faculties took over this role. However, the result has been that nobody at UBC is now championing this type of access.

In 1997, the UBC Access component of Continuing Studies was renamed Distance Education and Technology. A few years later, in 2002, Distance Education and Technology was spun off from Continuing Studies. The Office of Learning Technology was also established in 2002, absorbing Distance Education and Technology in 2005.

Jindra [Kulich] was appointed assistant director at the Centre for Continuing Education at UBC and director in 1976. A true believer in the old extension tradition, with its liberal education roots, he tried to resist the growing pressure for continuing education to become a full cost-recovery operation. When it became clear he had lost the struggle, Jindra, true to his principles, took early retirement....As a director he had a deep understanding that the key challenge was not how to adapt to the changing world but how to command change.

- Obituary, Summer 2010
UBC Trek Magazine

UBC's Senate modified its definition of a university diploma program in 1994 so that Continuing Studies, Faculties, or a combination of Continuing Studies and Faculties, could offer mainly post-baccalaureate programs in subjects "appropriate to the university." The set of courses in a diploma program was not to be a way of screening candidates for master's programs but was to be equivalent to upper division undergraduate study. Unlike colleges that defined diplomas as credentials for two years of study, UBC chose to award diplomas after roughly one year of academic study.

UBC opened a satellite campus in Robson Square in downtown Vancouver in 2001. In 2009, more than 7000 lifelong learners each year took part in UBC Continuing Studies programs located at UBC Robson Square. This represented approximately 25% of total participation in UBC offerings at the site.

UBC today maintains a mixed model of continuing education with some courses arranged centrally and some decentralized through the Faculties. Faculties offering continuing professional education include:

- Medicine (Continuing Professional Development) – staff of 20 today, plus five faculty associates
- Pharmacy – Continuing Professional Development
- Business - the Sauder School is western Canada's largest provide of executive education, based in Robson Square, with more than 100 programs

The central Continuing Studies unit currently generates approximately 16,000 course registrations annually in:

- | | |
|---|-------------------------------|
| Arts, Humanities and Public Affairs | Applied Technology |
| Centre for Intercultural communication | English Language Institute |
| Centre for Sustainability | Global Academics |
| Health and Human Services (interdisciplinary) | Languages, Culture and Travel |
| Life and Career Centre (at Robson Square) | Senior's Program |
| Writing Centre | |

In 2009, revenue from non-credit student fees was in the order of \$55 million, with about \$36 million coming through continuing education and \$19 million from other fee for service arrangements.

UBC Okanagan was established in 2004 when the provincial government transferred the north campus of Okanagan University College to UBC. Continuing Studies' vision statement for this campus explicitly references personal interest classes. In contrast to UBC Vancouver, the Okanagan campus offers a variety of general interest courses such as gardening, photography, wine programs, yoga and writing.

Continuing education units across the country have over 100 years of experience in community university engagement. We have a strong practical base in the fields of lifelong learning, a cornerstone of civic or community engagement. We have become, sometimes reluctantly, extremely creative and entrepreneurial. We know our communities. We know the business world, the world of the professions, those who have been pushed out or left out of our educational institutions.

- Budd Hall, University of Victoria
CAUCE keynote, 2008

Simon Fraser University

During the 1970s and 1980s, SFU under the leadership of Jack Blaney sought to develop a professionalized model of continuing education, arguing that it was an essential function of the university which needed professional management to work closely with academic departments if mature and part-time learners were to be well served.

With the passing of time, SFU, which had started as quite a radical and innovative institution, came more and more to resemble traditional research universities. Its student intakes were not drawn from mid-career learners but heavily from recent high school graduates and transfers from colleges. By 2000, the ideology that had protected and valued continuing education began to fray. Special arrangements and small inefficiencies emerged, creating challenges as various administrators sought to match reality with the rhetoric of continuing education. A mixed model was maintained, wherein much continuing education activity is administered by Continuing Studies but some is managed directly by Faculties.

In 1984, SFU's Downtown Campus Planning Committee's report on areas for program development resulted in the establishment of the School for Liberal and Professional Studies as a vehicle for marketing and delivering downtown Vancouver based, non-credit courses on behalf of academic departments. That same year, the Prison Education Program began offering liberal arts courses in four penitentiaries under contract with the federal government. 1988 saw the launch of a BA program in Kamloops emphasizing Native Studies and the social sciences, developed in partnership with an aboriginal educational society.

The Learning Strategies Group was established in 1998 as a division of the Faculty of Business. It provides strategic learning services and consulting services across a broad range of industries, government and the aboriginal community.

Continuing Studies' range of offerings today includes public lectures and events in the community, credit courses such as a cohort program leading to the Bachelor of General Studies and the Nights or Weekends offerings, and a range of professional and personal development courses (e.g. aboriginal programs, career planning, urban planning, health, languages and culture, seniors, opera studies, management, and writing.)

Several different models target adult learners seeking to earn a degree. The Integrated Studies Program in Liberal and Business Studies takes a cohort of mid career adults and leads them through a lockstep program of part-time studies towards the BGS. It was launched in 1995 at the Harbour Centre campus and has since expanded to SFU Surrey and to Kitimat (where faculty fly in bi-weekly.)

SFU NOW (Nights or Weekends) started in 2008 and gives adults with at least three years of full-time work experience registration priority to regular evening and weekend courses at the Harbour Centre campus. Distance education offerings are yet another way to serve the adult learner.

SFU is planning to move into areas that in the past were the domain of colleges, including community-driven language and cultural bridging programs for youth in ethnic communities and literacy and essential skills training in the impoverished downtown eastside of Vancouver. It is also hoping to implement a new administrative computing system for Continuing Studies.

Non-credit course fees generated about \$8 million in 2009/10. Enrolment in courses, programs and events in 2008/09 was as follows:

Credit Courses and Programs

Centre for Online and Distance Education	14,900
Credit enrolment at Harbour Centre	6,400
Integrated Studies Program (BGS cohort)	1,000
Seniors Program	20
<u>Nights or Weekends</u>	<u>700</u>
	23,000

Non-Credit Courses and Events

City Program (community and urban planning)	3,100
Community Education Program	300
Continuing Health Education	1,000
Continuing Studies in Science	2,000
Dialogue Programs	1,400
Interdisciplinary Studies	3,300
International Development and Faculty Engagement	1,000
International Teaching Assistants Program	100
Interpretation and Translation Program	100
Language, Culture and Heritage Programs	800
Management and Professional Programs	2,100
Seniors Program and Opera Studies	3,100
<u>Writing and Publishing Program</u>	<u>2,000</u>
	21,000

Administratively, Continuing Studies now has a little over one hundred full and part-time staff across 22 program areas and a unit-wide administrative group. The program areas are grouped into four clusters, although each program is organized differently and operates semi-autonomously. Instability resulting from six permanent and acting deans in the past twelve years has stressed the unit, and program directors report feeling overwhelmed with administrative duties and budget concerns to the detriment of program development.

Some of the Continuing Studies units provide services, such as conference services, rather than deliver instruction. The Office of International Development and Faculty Engagement manages major development projects and supports SFU employees working in international development through project proposal preparation, training, liaison with funding agencies and other forms of consultation. The Research and Evaluation Unit's services include the evaluation of programs and project outcomes, performance measurement, stakeholder surveys, research frameworks and statistical analysis.

In 2002, an advancement officer dedicated to Continuing Studies worked on a number of fundraising initiatives.

[SFU Continuing Studies] strengths lie in its strong reputation, the physical location of the University and the unit's presence at all three SFU campuses, the institutional support it enjoys, the breadth and diversity of its programming and the high educational level, professionalism, values, and commitment of its staff.

Its weaknesses are chiefly organizational, although compounded by outmoded systems, financial challenges, and a perceived lack of recognition of its work among the broader university culture.

- SFU Continuing Studies Academic Plan, 2010 - 2013

SFU Downtown

Continuing education was the vehicle by which Simon Fraser University established a significant presence in downtown Vancouver, a city which, unlike most major Canadian cities, had no university campus within five kilometers of the central business district until twenty years ago.

Although SFU had opened a tiny storefront operation in rented space on Howe Street in 1980/81, and then moved down the street to share space with BCIT at the Downtown Education Centre, it was not until 1989 that it had a substantial and permanent location at its new Harbour Centre location. Renovations of a portion of the old retail building cost \$24 million, all funded through private and corporate donations. To alleviate concerns on the main Burnaby Mountain campus about funding, SFU promised that the Vancouver campus would operate on a cost-recovery basis.

In actual practice, the province annually picked up \$1 million of Harbour Centre's operating costs and many salaries were base funded from general revenue. Nevertheless, the Centre was popular with faculty and office space was never sufficient for the number of faculty who wanted to be located there.

Harbour Centre thrived, having a larger impact on the downtown community than did UBC's subsequent opening of a smaller facility at Robson Square. In 2000, SFU opened a conference centre, the Morris J. Wosk Centre for Dialogue, in a renovated heritage bank building across the street from Harbour Centre.

With a solid downtown presence in two continuing education facilities, SFU opened the Segal Graduate School of Business five years later. Located within two blocks of the other two facilities, it too was situated in a restored heritage bank building. The latest opening, in 2010 in the nearby redeveloped Woodward's department store site, has allowed credit programs in the School for the Contemporary Arts to relocate from Burnaby Mountain as part of the revitalization of the rundown inner city neighbourhood of Vancouver, the Downtown Eastside.

And while people on Burnaby Mountain have occasionally muttered about the dispersal of energy – if not funding – that Harbour Centre represented, the downtown campus has been a winner with the general public and SFU's private and corporate friends.

*- Hugh Johnston,
Radical Campus*

University of Victoria

Continuing education enrolment continued to grow – aggressively and innovatively, some would say – in the early eighties, and by 1985 the emphasis had shifted to non-traditional, off-campus offerings. The quality of cable broadcasting with teleconferencing, and associated support services, improved with experience but there was a sense that the institution had underestimated the workload and complexity of distance education.

Tensions emerged within the university, with some seeing the continuing education division as a university within a university. Faculties were interested in benefitting from the successful continuing education programs. Managing relationships with Faculties, and indeed political skills with senior and middle managers generally, increased in significance into the 1990s.

One of the ways of managing the relationship was through the joint appointment of Continuing Education's head as a faculty member in the Faculty of Education. This facilitated the introduction of credit courses in the Faculty of Education about adult education as a field of study, as well as the supervision of a considerable number of master's students and a few doctoral students. This straddling of the administrative world of continuing education and the academic world of degree programs in education helped to build bridges at UVic.

Another tension by the mid 1990s concerned the university's expectation regarding revenue generation from what was then called Continuing Studies, with some continuing education personnel viewing monetary issues as having had a pernicious effect on the Division's operations. At this time, the university also noticed an increase in the number of younger people taking credit courses part-time and via distance education. Continuing Studies came to be viewed as less the domain of middle aged adults and seniors. The strategy was to focus on courses having strong academic foundation, or that generally focussed on ideas, leaving the basic skills for nearby Camosun College to provide.

Today, a debate rages between two philosophies of adult education: education for individual change versus education for social change. Should adult educators help people change the system or fit into it?

On one side, the individualistic view assumes...adult education is a business with educators competing for new markets. On the other side, people advocating a social change perspective believe adult education now serves the middle class and strengthens the existing social system.

The individualistic approach is now the main focus of Canadian adult education.

*- Jane Cruikshank
University of Regina, 1990*

In the late 1990s, the University struck a partnership with a local software developer to create a student registration system specifically for continuing studies. It sold a copy of the system to the University of Toronto, splitting the proceeds evenly with the software firm, and hoped to make further sales. The system continues to be used at the University of Victoria today, but the need to find easier ways of passing data back and forth between other administrative computing systems has limited its appeal to other institutions and may be limiting its future even at the University of Victoria (especially as other registrarial systems become better suited to supporting continuing education activity.)

UVic's expansion off-campus into other facilities in Greater Victoria faltered and Continuing Studies' most recent facility was built on campus. More the result of circumstances than intention, the outcome has been a facilities pattern that is the opposite to that of continuing education at SFU, i.e. of building a new facility on campus rather than off campus.

What had originally been a high-end residential treatment facility for substance abusers was donated to the University of Victoria in 1985. Located on view property in the rural Saanich Peninsula, Dunsmuir Lodge became a conference centre for the university with some of the space used occasionally by Continuing Studies. Dunsmuir Lodge generated sufficient revenue to cover its operating expenses, but not sufficient to allow for the \$2 million in upgrades to the facility that was needed. The university decided to close the lodge in 2009.

The movement off campus continued a decade later with the opening in 1996 of the downtown Victoria centre on Government Street, replacing what had been little more than a classroom in the former Carnegie Library, a heritage building. This was at a time when Continuing Studies reported that its clientele was broadening from seniors and people close to retirement towards young adults interested in professional development and mid-life people interested in personal development. The off-campus location also helped address space problems on campus, due in part to schedules in Continuing Studies that did not mesh well with those of credit courses.

By 2002, course registrations reached around 17,000 annually. The following year, in 2003, UVic opened a new building on campus for Continuing Studies to share with the English Language Centre. The distinctive space needs of English language training, e.g. full-time for three weeks, provided a strong rationale for a dedicated building for Continuing Studies

Today, Continuing Studies offers both credit and non-credit courses, some as standalone courses and others leading to a certificate, diploma or degree. Several fields, in education and business, for example, have

remained associated with Faculties. Other programs are housed in Continuing Studies. In 2009, tuition revenue from “non-credit courses and other” was about \$16 million.

English Language Centre

The University of Victoria’s English Language Centre, established in 1970, falls under the Continuing Studies umbrella and is one of the oldest and largest language centres in Canada. It now serves 2,500 students annually in four to twelve week programs, some of which have work or volunteer experience built into them or which prepare students for university entrance. Students must be at least eighteen years old and no single language group may constitute more than one quarter of enrolment.

Language training began with a French contract with Royal Roads Military College in Victoria. The Division then took on English language training, a field that the academic departments were not interested in offering. The English language training grew rapidly and was very profitable, to the extent that it formed the nucleus many years later of the new Continuing Studies building on campus.

Continuing Education in Canadian Universities

*There are three discernible periods, or movements, of some significance....The first is the **social movement** of continuing education, a period characterized by:*

- *a sense of social purpose*
- *a distinctly modernist sense of progress*
- *an equality-seeking form of liberalism; and*
- *a lingering sense of missionary zeal.*

...The social movement is associated with the period between the 1920s and the beginning of the 1960s.

*The second phase of university continuing education historical development in Canada is characterized by **professionalization and institutionalization**. This phase is associated with the development of:*

- *professional organizations*
- *specialized degrees*
- *growth in institutional budgets; and*
- *a distinctive institutional mandate.*

*...The third and most recent phase of university continuing education is one of **commercialization and competition**. This phase is associated with:*

- *cost-recovery programs*
- *elimination of “subsidized” programs*
- *a renewed focus on vocationally oriented programs; and*
- *an increased focus on credentialism, partnerships, and other means to enhance value or capture markets.*

This phase encompasses the period from the 1980s to the present.

*- Mark Selman, Spring 2005
Canadian Journal of University Continuing Education*

Justice Institute and Royal Roads University

It is at the Justice Institute and Royal Roads University that continuing education characteristics most permeate an institution's core offerings. Not only do their short programs resemble traditional continuing education, but so too do their undergraduate and graduate degrees.

(To the extent that continuing education is conceived of as including extension activities, i.e. delivering regular on-campus courses to students off-campus, then continuing education was also at the core of the Open Learning Agency. This organization, established in 1978, was disbanded over a two year period beginning in 2005 and is described in the appendix.)

When the Attorney General and the Ministry of Education, Science and Technology established the Justice Institute in 1978, they were unique in North America in having a single institution train people who work in the justice system and public safety. Much of its instruction has been delivered on a contract basis for four provincial ministries, plus the police commission and emergency health services. Some confusion about the institute's role in fire service training was evident during the early years.

In addition to revenue from contracts and fee-for-service offerings, the Justice Institute has received fluctuating infrastructure funding from the various ministries to which it has reported to over the years, namely Education, the Solicitor General and Advanced Education. When the institute was transferred back to Advanced Education in 1989/90, the infrastructure grant comprised about ten percent of the institute's operating revenue.

The JI's programming broadened during the 1990s to include such offerings as TaxiHost training and the Centre for Conflict Resolution. With financial cuts in 2002/03 in the order of 25 percent, the institute introduced tuition fees for the first time for the police recruit training program.

Because the JI offers many courses of only one or two day's duration, the 30,000 students it served in 2008/09 translated into only 2,700 full-time equivalent enrolment. Its offerings have fallen into four categories:

- Standalone vocational and professional development courses
- Short certificate programs
- Programs funded under contract with a wide range of governmental and non-for-profit clients
- Continuous (non-semester based) courses

Royal Roads University is newer, having been established in 1995 on the leased site of a former military college, which in turn was located on the stately grounds of a national historic site. With facilities for only about 300 full-time students, the institution adopted a model of interactive online programs with short on-campus residencies. Royal Roads targets mid career, working adults, enabling them to remain in their jobs and their communities during their studies.

Government grants form a much smaller portion of Royal Roads' operating budget than at other provincial universities. Its legislation specifies a corporate governance model and its academic council, unlike senates at the other BC universities, is advisory only. The university employees 50 or so core faculty plus around 300 associate faculty – a model similar to continuing education “programmers” and contract instructors at other institutions.

About half of Royal Roads 2000 full-time equivalent students are international students, including an MBA program in Asia. Within Canada, the 800 domestic undergraduate FTE are overshadowed by 1100 graduate FTEs.

Other Topics

Administration

Nomenclature

Not only do institutions vary considerably in what they consider to be continuing education, but their terminology for that activity also varies. The most common names have been Continuing Education, Continuing Studies, Extension, and Community Education. Other names have included Part-time Studies, Professional Studies and Continuous Learning.

Contract training units can be even more difficult to locate with institutions. Sometimes it is included under the continuing education label and sometimes it is separately labelled as contract training, industry training or hidden with obscure names such as Centre 2000.

Sometimes continuing education is referred to as cost-recovery instruction, but “cost-recovery” is not entirely accurate in that, at the margin, additional sections of classroom-based credit courses in such fields as Arts and Business may also recover direct instructional costs from tuition fees. There are varying degrees of subsidies in both credit instruction and continuing education, especially when revenues from international education are figured in. The result is that the difference in cost and revenue structures between base-budget courses and continuing education is blurry.

Centralization within Institutions

Although some educators would argue that the terms “coordinated” and “uncoordinated” need to appear in describing the relationship between continuing education units and Faculties, the following discussion focuses on where personnel are situated organizationally. It does not address the subtlety of how a strong locus of coordination might support a decentralized model of continuing education.

The past two decades have seen a great deal of shifting in the extent to which continuing education is centralized within institutions, with no consensus emerging as to what is the most effective organizational model.

The usual pattern in BC until early 1990s was for continuing education to be administered by a centralized development and delivery department. By the late nineties, a hybrid structure with some elements of centralization and some of decentralization was the most common in the college and institute system. Along the way, there have been examples of total decentralization and even the elimination of continuing education for short periods.

A 1996 survey by the Canadian Association for University Continuing Education found that over half of the institutions surveyed used hybrid models, just over a quarter were fully centralized, and fifteen percent delivered part-time programs in a completely decentralized manner. Most significantly, three quarters of respondents said their institution had undergone what they considered to be fundamental administrative reorganization of continuing education in the previous five years.

Some continuing education personnel see decentralization as driven by Faculties who want to benefit from the profit that continuing education activity can generate, but which may be unwilling to provide the necessary infrastructure support. They argue that the activities lose their champions and cross fertilization, becoming less innovative in a decentralized format. In contrast, the argument goes, centralized operations provide economies of scale and better cross subsidization of entrepreneurial, start-up ventures. Furthermore, centralization provides one point of contact for the external community.

On the other side of the debate, some instructors outside continuing education have been concerned that the personal interest and short vocational offerings of continuing education were not consistent with the image and standards that their institution was seeking to project. They argue that standalone continuing education departments needed to be more closely coordinated or even integrated with the core academic activities of the institution.

Facility Usage

Continuing education is a mixed blessing for facility planners. To some extent, continuing education uses classrooms and other facilities that would otherwise be unoccupied, thus making for more efficient use of space especially in the evenings, on weekends, and during the summer. However, continuing education courses do not always fit the same timetable as credit courses, e.g. they might need a classroom full-time for one week rather than a few hours each week for a full semester.

Thus a fair amount of continuing education activity occurs off-campus and in rented and leased facilities not just because those locations are the most accessible for the student population served. Continuing education sometimes has dedicated instructional space on campus to allow continuing education to schedule space according to its particular needs.

Student Registration

Continuing educators generally want course registration to be a quick and easy process for their students, especially when the courses might be only a few hours in duration and open to virtually everybody. They often do not collect as much information as is needed were the student to seek admission to the institution.

Early computer systems found the non-standard aspects of continuing education, such as courses starting continually rather than all at the same time at the beginning of a semester, to be challenging. The result was sometimes homegrown registration systems that were disconnected from other administrative computing systems at the institution. The trend over the past decade has been towards more centralized and integrated registration, often using the same software as other registrarial systems. Varying definitions and business practices, along with some continued decentralization of registration, across institutions (and sometimes even within institutions) have hampered the ability to gain a provincial picture of continuing education enrolment.

An example of varying business practice is the treatment of contract training students. Sometimes such students are registered individually, while at other times they are registered as a group with only the name of the funder recorded. Another variation is the extent to which continuing education uses the same course numbering and semester naming conventions as the rest of the institution.

Personnel

Adult Education as a Field of Study

UBC established a master's program in adult education in 1957, Canada's first degree program in adult education and one which was aimed at practitioners (work experience was an admission criterion.) A doctoral program was added in 1966, and finally a selection of undergraduate courses in 1980.

The graduate program at UBC has been the main centre of research in the province, although by the late eighties both SFU and the University of Victoria had graduate programs in other fields where some emphasis on adult education was possible.

By the 1980s, potential graduate students working in educational institutions sometimes felt the traditional BC universities were inflexible regarding residency requirements, paving the way for American universities such as Gonzaga (Washington state) and Brigham Young (Utah) to bring programs into the province. Their influence weakened, however, as other American institutions introduced distance education programs interspersed with short periods of residencies.

Other BC institutions have since added courses in adult education. Today, the University of the Fraser Valley offers a BA in adult education, Vancouver Community College offers an adult education diploma, and the Nicola Valley Institute of Technology, an aboriginal institution, offers a Native Adult Instructor's diploma. Continuing Studies at the University of Victoria has put its certificate in Adult and Continuing Education into an online format.

By the 1980s, a number of adult educators were viewing their field as having significant earmarks of a profession: complex subject matter, a body of theory and accumulated knowledge, and professional training programs.

Adult Education Programming at UBC:

In 1957 adult education boosters had the personal support of the university President; in 1985, the President's Office threatened to terminate the program. This loss of administrative jurisdiction and status can be attributed to wider university and British Columbia politics, but also a failure to establish "adult education" as a distinct region of academic study. Between 1957 and 1985, the adult education department grew larger, but not stronger....

In June 1985, the adult education faculty were instructed to freeze student admissions, a practice that would slowly undermine the need for instructors. Adult education at UBC entered a period of stasis. What had once been a program supported by UBC's highest administrators had become one of many departments that could be tossed aside if conditions warranted.

- Eric Damer, 2000

Professional Associations

BC's public postsecondary continuing education personnel have been active in a number of associations over the years. Only the more administrative and academically oriented organizations have survived. The following organizations were significant for BC practitioners.

Canadian Organizations

Canadian Association for Adult Education

The Canadian Association for Adult Education was launched in 1935 with funding from the Carnegie Foundation, paralleling the American association that was formed much the same way nine years earlier. With roots in rural community and citizen development, CAAE was the national counterpart to PACE. Membership was broad, open to everyone interested in adult education.

*Many CAAE members shared a commitment to a sort of "Christian socialism," voiced often in the organization's journal **Food for Thought**....[They] sought professional leadership guided by moral principles....and promoted the social role of adult education in other public forums.*

- Eric Damer, 2000

Tensions emerged between social movement activists and the more professionally oriented members who came to dominate the organization, i.e. a clash of world views between a social reform agenda and more practical vocational education. Members differed as to whether they viewed adult education as a profession or as a social movement.

Once a flagship organization, CAAE was in decline by the end of the 1980s. The creation of other organizations, such as the Association of Canadian Community Colleges in 1972, provided other avenues for advocating for the education of adults. With a growing balkanization of constituency groups and differing value systems, the CAAE faded away.

The adult education movement reflected, on the whole, the convictions of an educated middle-class that believed in social progress through citizen participation....It was not until Paulo Freire burst on the English-language adult education scene in the 1970s that the political dimensions of the movement began to receive explicit critical attention.

The adult education movement ran up against a new set of fears – that educators were promulgating a world view that might not be in the best interests of all those on the receiving end of that education.

A second more-specific challenge was posed by the increasing role of universities and other post-secondary institutions....The attitudes of universities were largely antithetical to the goals of the adult education movement.

The third cause was that the shift from a focus on adult education to lifelong learning set the agenda so broadly that no group could realistically claim to manage or be responsible for it....Adult educators became bit players in what had been their own field.

*- Mark Selman, Fall 2009
Canadian Journal of University Continuing Education*

Pacific Association for Continuing Education (PACE)

PACE was established in 1972 as an amalgamation and umbrella organization for the three major adult organizations operating in BC:

- BC chapter of the Canadian Vocational Association, established in 1964
- BC Association of Adult Education Directors.
This organization started in 1965 and had several name changes before becoming the BC Association of Continuing Education Administrators. With a narrower membership than PACE, it continued to exist after PACE was formed but it supported PACE's creation. More information about this organization appears below.
- BC Division of the Canadian Association for Adult Education (CAAE)
This group had formed in 1956 as the BC Adult Education Council through the efforts of the Vancouver School Board, the provincial government's Department of Education, and UBC's Extension Department. It began with largely school district membership and expanded as new postsecondary institutions were created. In 1960, it became the BC division of CAAE.

PACE started out as the Association for Continuing Education (BC) but was shortly forced by the Registrar of Societies to find another name. PACE as a name had a number of marketing advantages, e.g. the organization could claim to be a pacesetter.

PACE was a large and strong professional association for over two decades, more oriented towards advocacy than the BC Association for Continuing Education Administrators. With annual conferences that would draw 200 to 300 registrants from colleges, school districts and non-profit organizations, it brought sectors together and fostered partnerships (or at least reduced competition) among them and issued a number of publications. Membership fluctuated between

30 and 300. A combination of factors led to its formal demise in 2000, including increased workloads of members, the rise of specialist associations (e.g. Literacy BC), a change in focus from learners to supporting members, a shift in membership from institutions to self-employed consultants, and less “patron” support from UBC.

The idea to disband PACE, or at least reconceptualize it, was not a suggestion that appeared only toward the end of its life, but rather an ongoing discussion almost from its very beginning. So prevalent was this theme that it serves as a defining characteristic of PACE and indeed is a theme with which adult educators continue to contend.

- David Smulders, 2006

BC Association of Continuing Education Administrators

By 1964, 31 school districts in British Columbia had full-time directors of continuing education and another 44 districts provided some sort of continuing education. The BC Association of Adult Education Directors was formed in 1965, subsequently renamed the BC Association of Continuing Education Administrators (BCACEA.) As colleges were established during the late 1960s and into the 1970s, the organization embraced adult educators in those institutions.

Programmers and administrators joined BCACEA. By 1986, BCACEA had 90 active members, 10 honorary and 26 life members. 55% came from college and institutes, 40% from school districts, and less than 5% from universities. It focused strictly on professional development, not advocacy. It had more school district representation than PACE, but fewer from non-profit and private organizations.

It continues to operate today as a non-profit, non-partisan association for school district and postsecondary continuing education administrators recommended by their directors. There are usually four meetings and a conference annually.

Continuing Education and Training Alliance of BC

Following the demise of some of the other BC professional associations and the Contract Training and Marketing Society, a loose group of all BC public postsecondary continuing education deans and directors, along with representation from the not-for-profit Trinity Western University, continued to meet informally. A subset of the more active members of this deans and directors group, known as the “working group,” sought to coordinate and integrate continuing education and contract training.

In 2009, fifteen institutions outside the research university sector had been participating in a \$4 million provincial project, Essential Skills, that served the unemployed. A successful initiative, this project spurred half a dozen institutions to take the lead in formalizing an association. At the time of writing in 2010, CETA-BC was formally incorporating as a society with a membership that includes the research universities.

Canadian Association for the Study of Adult Education

Formed in 1981 following an organizational conference the year before, this association has been heavily influenced by universities and now has little school district involvement. Still flourishing, it is academically oriented – it became a member of the Social Sciences Federation of Canada in 1983 - and publishes the Canadian Journal for the Study of Adult Education.

Canadian Association for University Continuing Education

In 1954, continuing education administrators at several Canadian universities formed the Canadian Association of Directors of Extension and Summer School (CADESS) to promote their interests. They expanded their activities over the next two decades, becoming the Canadian Association for University Continuing Education in 1974.

In 1980/81, it established a secretariat in collaboration with the Canadian Bureau of International Education. Throughout the 1980s, the organization increased its efforts to develop firm linkages with the centres of university power, becoming an associate member of the Association of Universities and Colleges of Canada. Some critics said the organization was becoming more concerned with the position of continuing educators in the university than with the values of adult education.

The early 1990s were austerity years and annual conference attendance fell to around 150, half that of the 1980s.

Membership in CAUCE is on an institutional basis – seven BC public universities participate at present - with most benefits of membership also extended to professional and affiliate members. It remains a professional association of deans, directors, senior administrative personnel and practitioners whose professional careers are in university continuing education in Canada

Some other relevant organizations in British Columbia include:

- BC Teachers of English as an Additional Language (1967). Half the membership at the time of formation was in the adult education field.
- Training and Development Society of BC (1974)
- Adult Basic Education Association of BC (1979)
- Adult Special Education Association (early 1980s)

American Organizations

Learning Resources Network

Now the world's largest continuing education association, with a budget of \$2.7 million to serve 5,000 individuals in 1,200 organizations, this USA-based organization was founded in 1974 as the Free University Network. Its philosophy, radical at the time, was that "anybody can teach and anybody can learn."

In 1981, the organization renamed itself to become the Learning Resources Network (LERN). In addition to providing information and conferences for providers of lifelong learning, it also offers fee-for-service consulting. Its largest constituencies are secondary and postsecondary educators, and parks and recreation departments.

In the early nineties, LERN introduced a small stream about contract training in its annual conference. This is where Canadians began informal sharing as to what their organizations were doing with respect to contract training. LERN's attention to contract training became more formalized and it developed clearly focused sessions on contract training, as well as offering services to help institutions manage contract training.

American Society for Training and Development

Founded in 1944, ASTD is the largest association dedicated to workplace learning and performance professionals. The Canadian branch, originally known as the Ontario Society of Training Directors, was first established in 1946. Active into the 1980s, it was dormant from 1989 to 2003. A consultation with membership in 2003 resulted in phasing out the provincial organization in favour of a national organization that was launched the same year.

Association for Continuing Higher Education

Established in 1939 as the Association of University Evening Colleges, it publishes the Journal of Continuing Higher Education. The home office location has moved among various American universities and colleges every 1 to 15 years since 1952.

Labour Relations

The extent to which continuing education personnel are members of bargaining units, and the form of that membership, has had a significant influence on the development of continuing education across British Columbia. The variation among institutions has been, and continues to be, considerable.

At many institutions, continuing education is not part of the bargaining unit. At other institutions, such as BCIT and Douglas College, most delivery of contract training and continuing education is by non-unionized instructors on individual contracts, but the programmers who oversee the courses are unionized. Kwantlen Polytechnic University and Vancouver Community College moved some, but not all, of their continuing education into the union.

Where continuing education is part of the bargaining unit, sometimes there is a secondary compensation scale and sometimes all instructors are paid according to the same scale. The latter situation can result in less continuing education activity in that while the hourly cost of instruction may be competitive, the addition of benefits, vacation, and professional development time can make the total costs prohibitive. Thus when unions have sought to bring continuing education instructors into the bargaining unit, it can be the continuing education programmers who have resisted the initiatives for fear that the greater costs would make their courses too expensive to sustain.

Another consideration arises from the variation in the workload of regular faculty. At rural colleges, for example, where classes typically do not fill to capacity, especially in second year, regular faculty might teach an extra section each semester, but with a cap on the total number students taught across all sections. If continuing education is in the bargaining unit, regular faculty might teach some continuing education courses to make up a full-time workload. In these situations, the boundaries of continuing education activity become even blurrier.

Contract Training

The distinguishing characteristic of contract training is that courses are not open to all qualified applicants. Rather, a third-party funder determines which students are eligible to enroll. Although some institutions are successful in obtaining contracts from private sector organizations, others rely heavily on special initiatives in the public sector, frequently in support of unemployed or underemployed individuals.

Administrative models for providing contract training vary across institutions. At some institutions, contract training is provided through a separate organizational unit. In other institutions, it is entirely

integrated with other continuing education operations. In yet other instances, any number of hybrid models can be found.

Contract training emerged in the college sector when the federal government began funding colleges directly for entry level, non-credit training that was designed to get unemployed workers back into jobs. Various federal and provincial contracts had been available since at least the 1970s to institutions who were aware of them and pursued them, but contract training really was not a focus of colleges and institutes until the 1990s.

By the 1990s, the federal government had devolved training funds to the provinces rather than directly to institutions. Over the period of a decade, the provincial government broadened the recipients of this funding beyond public institutions and colleges lost out.

During the 1990s, the Contract Training Network functioned with chairing by SFU and with significant leadership from the college sector. The network met its demise with the formation of the Contract Training and Marketing Society.

In 1997, the first common collective agreement with numerous college faculty associations and the provincial postsecondary employers association resulted in the provincial government providing \$250,000 to establish the Contract Training and Marketing Society. The CTM's purposes was to foster cooperation among institutions to secure contracts.

Acting as a broker, the society was in part a response to union concerns that training grants from both provincial and federal governments for such purposes as supporting unemployed clientele were increasingly directed towards lower cost providers in the private sector. From the union's perspective, another function of the society was to ensure as much instruction as possible was provided by union members.

CTM was the fourth quasi autonomous, non-governmental organization for postsecondary education that the provincial government had established. (The others were the Centre for Education Information, the Centre for Curriculum and Transfer, and the BC Centre for International Education.) Each was a society funded through a host postsecondary institution.

There are always little funding pots in government, but you need to know about them. A central organization like CTM got to know the different parts of government, their deputy ministers and other officials. We could hear about these pots or advocate on behalf of the postsecondary system to let people know about postsecondary capabilities. Relationships were important.

- Member, Contract Training and Marketing Society

CTM's formation reflected the availability of some special purpose funding. The provincial government's Skills Now fund (one percent of postsecondary's base budget the first year, half as much the second year) had components such as the Innovation Fund that provided the seed money for the creation of WebCT at UBC. A small component from 1994 to 1996 was the Community Outreach Partnership Fund, a \$40,000 annual grant for each institution to support ministry-approved continuing education proposals.

With the establishment of CTM, no provincial funding remained that specifically supported continuing education in the college and institute sector. However, some funding for developing contract training was available through such programs as Quick Response Training.

CTM sought to develop partnerships even with institutions, including universities, that were not represented on its Board. Its main competition came from large private training organizations.

CTM did foster successful partnerships, but some institutions benefited more than others, especially if they had pre-existing continuing education and contract training units. Sometimes CTM worked with deans within Faculties and, more generally, its work focused heavily on building relationships within government and postsecondary institutions.

The provincial government changed four years after CTM's creation. Within a couple of years, three of the four non-governmental organizations for postsecondary education had closed. Only the BC Centre for International Education has endured.

Since 2000, public colleges have had better relations with the labour market branch of the provincial government and have regained the funding they had lost. Colleges developed a better reputation and price structures. Contract training is now quite secure in most colleges, and is sometimes considerably larger than the continuing education operation.

Programming

Third Age and Youth Programs

Continuing education typically serves a broader range of age groups than does the rest of the institution, from youth to seniors. It sometimes is seen by institutions a way to recruit students into credit programs or to begin establishing a fund-raising relationship.

Third age learning refers to students who have had an initial postsecondary education, mid career upgrading, and now are looking for personal growth or opportunities to serve their communities. Several models are used to serve this population.

One model is Elder Hostel, geared towards bringing students to campus for full-time studies of several days duration, taught by institutional faculty members. Institutions report that it is rewarding, but plenty of work and not profitable.

Another model is Elder College. A separate organization is established for people age 50 and over. A nominal membership fee allows them to register for short courses, perhaps use the library, receive information and to participate in social events. Volunteer instructors are recruited from and by the membership. The postsecondary institution sets up the courses, markets them, registers students, and provides other administrative support for a modest percentage of tuition or membership fees.

Over the years, perhaps a dozen institutions have offered Elder College and some have longstanding, well functioning Elder Colleges. Both Elder College and Elder Hostel are trademarked terms.

At the other end of the age spectrum, sports and day camps, offered especially during the summer, make institutions' expertise and facilities available to children of elementary age and up. Summer programming is often on a weekly basis and is a means for building institutional awareness in students who will soon be making their postsecondary plans.

Capilano University has a strong community-driven CE unit. We start at age two with Community Music School (450 or so children), we top up the career growth in between, then we wind up with ElderCollege (400 plus seniors 55 and over.)

As a cost-recoverable division, CE continually shifts with changing funding and government policy. It is that rapid response, ease of access point within the institution. It is one of just a few access points where the non-traditional student, is encouraged to become a traditional credit student. And, of course, as one winds up their career, why not come back and stimulate the mind just for the sheer joy of learning?

*- Lynn Jest,
Capilano University*

Graduate Offerings and CE Credentials

In addition to certificates of attendance and industry or professional certification, continuing education courses may lead to a certificate or diploma at the pre or post-baccalaureate level, or even to a master's degree. Fees for credential programs may be high to meet the cost-recovery mandate and continuing education has sometimes been used as a vehicle or circumventing governments tuition and funding freezes that have inhibited the introduction of new programs. In some respects, institutions are seeking to serve the same adult learner markets as such for-profit institutions as the University of Phoenix and and City University.

Because continuing education often use instructors who are not faculty members at the institution and programs may not be approved by Senate or Education Council, concerns sometime emerge about quality assurance or that programs are too sensitive to the market. Some institutions have put considerable effort over the past decade towards addressing these concerns, including curriculum approval by Education Council for all continuing education programs leading to a credential.

All institutions except the research universities have included lengthier continuing education programs in the provincial former student survey by way of public accountability and program improvement.

English Language Training

Some institutions, e.g. Langara College and the University of Victoria treat English Language Training as continuing education, while others do not. Within an institution, credit ESL instruction may not be continuing education while non-credit ESL is considered continuing education. The student experience in the classroom, however, may be similar in all cases.

Research universities have moved into a field that used to be viewed as the domains of public colleges, private colleges, and school boards, namely ESL instruction, making it even less obvious to the potential student what type of institution would be best suited to their needs (although comparisons of the widely varying fees are certainly easy to make.) This vulnerable population may not be clear as to the extent each type of institution cares about their educational and personal needs relative to their contribution to a revenue stream. Institutional prestige and connotations from their home culture may influence students' choice of institutions to attend.

Colleges generally, but not always, treat ESL instruction as a core credit program, whereas research universities treat it more as continuing education. A number of government contracts with colleges and other forms of sponsorship of students further complicate the picture. There seems to be plenty of competition among colleges, universities, school districts and the private sector such that what might be educationally best for the student gets lost in the drive to generate revenue.

Adult Basic Education and International Education

Adult Basic Education programs have sometimes started as access programming within continuing education. As enrolments grew, developmental programs tended to spin off into separate departments. This is a similar pattern to that of international education, which institutions have chosen, and government mandated, to be cost-recovery.

Continuing Education Units

A Continuing Education Unit (CEU) is generally defined as ten hours of participation, sometimes measured as Professional Development Hours, in a recognized continuing education program, with qualified instruction and sponsorship. CEU records are widely used to provide evidence of completion of continuing education requirements in occupations to maintain a professional licence.

CEUs are in the public domain and accrediting organizations such as the International Association for Continuing Education and Training have been created to standardize CEUs and to promote adherence to high standards.

Some professional associations in Canada not only recognize but require their members to complete CEUs annually. UBC's Interprofessional Continuing Education, for example, is approved by the National Board of Certified Counselors. Pharmacists who accumulate twenty CEUs in a calendar year may submit their record for voluntary review and recognition by UBC's Continuing Pharmacy Professional Development.

External Relations

Competition Across Public Sectors

Legislation of the 1960s and early 1970s designated school districts as the vehicles for creating community colleges. Some, but not all, districts transferred their adult education function to the new colleges. In the Lower Mainland especially, and despite subsequent government pressure, some school districts maintained continuing education operations that competed with college offerings. Universities, on the other hand, tended to offer courses and to serve markets that overlapped less with those of either school districts or colleges.

Adult Basic Education is closely related to continuing education. Whereas colleges have focused on serving a clientele seeking to upgrade in preparation for further learning, school districts have provided more of a terminal secondary school graduation function. The relationship between the two sectors has been uneasy, exacerbated periodically by different policies within two provincial ministries (Education and Advanced Education) that have left ABE instructors feeling insecure or marginalized.

To some extent, government policy was subverted by the aspirations of individuals. Some school district continuing education administrators obtained good jobs in the new colleges. Others, however, faced pay cuts or losing their positions altogether. Thus government's original intention of having colleges serve all students age 19 and over was thwarted by some school districts who sought to recreate their old continuing education and Adult Basic Education jobs – a tension that has persisted for forty years.

Some aspects of the competition among institutions and between sectors has been healthy, but it has also led to uneven service and gaps that a more collaborative and systematic approach might have alleviated. With funding cutbacks, it has been easy for service providers to withdraw from socially-desirable but less profitable continuing education on the rationale that some other provider could more appropriately deliver the courses, regardless of whether the other provider actually planned to do so.

The push to generate revenue has led to such school districts as Maple Ridge – Pitt Meadows to create Ridge Meadows College as “a fully accredited private college... licenced to offer a great variety of certificate programs, as well as trades programs and general interest studies.” The competition to offer ESL studies for adults, especially to international students, was described above. It, too, is leading to public institutions creating private institutions. SFU's private preparatory school, Fraser International College, opened in 2007 in affiliation with an Australian company. It has since expanded its offerings to include an Associate of Arts degree that transfers into third year at university.

Partnerships

Some collaborative forces have partially countered the fragmentation arising from competition. The Contract Training and Marketing Society, and the more recent Continuing Education and Training Alliance of BC, emerged as a result of these forces.

When institutions have formed partnerships, albeit often temporary ones, it has sometimes been to benefit from each other's expertise or because of their locations. At other times, it has come as a response to explicit government policy: funding was available only for projects that had partnerships with other public, and sometimes private, organizations.

A different form of partnership has arisen when institutions prepare students for certification by industry or professional associations. The educational institution may deliver the instruction, but the evaluation of student learning is determined externally. Yet another form of partnership has arisen when public and private sector organizations function as subcontractors for each other.

Community Development

A large change, and one which is still mourned by some continuing education personnel, is the disappearance of community development from the lexicon of colleges. This function withered in the mid eighties with the loss of continuing education funding for general interest (non-vocational) purposes.

Colleges used to seek to serve as a catalyst for community events, providing seed money and infrastructure support with the intent of building partnerships and then turning the established activity over to others. Fraser Valley College, for example, used to set aside one quarter of its continuing education budget for community development. This was the means by which it launched its literacy program. The \$5,000 it provided for the Harrison Festival of the Arts has developed into an annual event that is run today by a special purpose non-profit society with a budget of several hundreds of thousands of dollars. The Mission Folk Festival began in a similar manner.

Rural Communities

Continuing education has a different role and significance in BC's small towns than in cities. In smaller communities, continuing education centres are multipurpose facilities that are the only way the local population can be in touch with the postsecondary institution.

A frequent pattern in the late seventies and early eighties in half a dozen colleges was for some community development events and continuing education courses to be offered, supplemented subsequently with Adult Basic Education courses, and eventually a scattering of credit courses. Despite periodic cutbacks, rural colleges have strongly promoted continuing education in small towns, both for its own merits and because it was a vehicle for bringing some face-to-face credit courses to rural populations. Often, it was continuing education programmers who lived in the community and knew its needs who garnered the respect and support for the college.

In order to offer a broader range of general interest courses to rural communities in their service areas, half a dozen colleges, the Nicola Valley Institute of Technology and Vancouver Island University have joined over 1800 postsecondary institutions in Canada, the USA and Australia in offering "Ed2Go" online courses. Education to Go is a division of Cengage Learning, an American for-profit company serving academic, professional and library markets.

Ed2Go is a means of providing access to courses for students in small communities where there may be insufficient enrolment to justify a face-to-face class, or for students such as shift workers who have irregular schedules. The institutions make students aware of the online offerings in brochures and on their websites, then direct students to the Ed2Go website. The institution gets a percentage of the tuition fees in return for the publicity efforts and endorsement of the program. Student feedback has been positive and institutions find the course quality to be sufficiently high that they are willing to have their name associated with Ed2Go.

Revelstoke, on the other hand, was more successful in retaining its centre although the town had to take it over for a few years when government funding was cut. The College supplied courses and instructors, while the town kept the revenue. "It was not the best move in the world, and when finances eased up a bit, the College moved back in," said Dean Dickinson.

...the CE centre is as important to Revelstoke as the KLO campus is to Kelowna. "The community was very angry that Okanagan College pulled out, which is why the city took it upon itself to bring that presence back. CE, which also runs the employment service centre, really extends and tries to meet the needs of our community....Okanagan College has been very good to Revelstoke and the community supports the College. The community sees us as a mini-campus, not as a CE centre," said Wendy Stock, CE programmer.

*- Ross Freake,
OUC Memoirs*

Conclusion

Gordon Selman's reference to continuing education as an "invisible giant" remains an apt descriptor today. The field has developed and shifted, both overall and in varying ways within institutions, but it continues to be a significant portion of BC's public postsecondary education system.

Although continuing education is the most market-responsive component of postsecondary education, the market mechanisms suffer because of imperfect information that makes it hard for buyers/students and sellers/providers to make optimal decisions. Furthermore, in some regions of the province or in some fields of study, the number of suppliers might be limited, so students can face what looks to them more like a monopoly than a market.

For a member of the public to determine whether more than one institution has a particular type of continuing education offering, and thereby make an informed choice, is daunting. Even determining whether an institution has a continuing education department and, if so, what it is called and whether all the institution's continuing education offerings can be accessed through that department, is challenging.

The determination by institutions of changing demand for various types of courses seems to have been mainly a case of trial and error, supplemented by some networking among colleagues and the reading of institutional calendars and catalogues.

To address the information deficit, some sort of province-wide taxonomy of continuing education activity might be helpful. It would need several dimensions in addition to the subject area of the course. For example, the taxonomy might take into account course duration (e.g. less than 15 hours), whether the course is part of a program of studies, student eligibility (e.g. open to everyone, open to all with pre-requisite learning, or open only to a particular population), whether the course carries academic or professional credit, and delivery characteristics (e.g. online or face-to-face off-campus).

Except for the research universities, BC's institutions have recently begun submitting all their continuing education enrolment data to the province's Central Data Warehouse, along with a number of the descriptors illustrated above. Without a taxonomy and data reporting conventions, however, it is not possible to distinguish continuing education enrolment in the Warehouse from other enrolment.

In the eighteen years I worked at one college in Part-time Studies, I saw very significant differences in the mandates that I was asked to focus on. When I first entered the field, the emphasis was on community development and involvement. In my next job, the clear focus was on entrepreneurship and revenue generation. My next position saw the mandate switch to harmonizing programs with the academic divisions of the College and offering them on a part-time basis to the general public. And, in my last position before I left the College, my role was to “pioneer” new delivery methodologies and technologies and to advise other academic managers on how they could take advantage of what I had learned and effectively integrate “non-traditional” methods into their departments.

- Robert McHardy, 1998

As institutions develop more continuing education programs leading to a credential, the naming of those credentials needs standardization. Diplomas and citations, for example, should reflect similar study durations across all institutions.

In the absence of data, it is difficult to know to what extent the research universities are seeing their continuing education operations take on functions that look very much like those of community colleges: an open access admissions philosophy, courses leading to certificates and diplomas, upgrading programs such as English as a Second Language, responsiveness to the needs of the local community and labour market, and a desire to serve some educationally at-risk populations from aboriginal communities or in impoverished areas of Vancouver’s downtown eastside.

Continuing education personnel value their ability to respond quickly and flexibly when developing offerings, making data collection and descriptions something of a moving target. Some of the field’s volatility, however, arises not from responsiveness to learners’ needs but from the absence of governmental and institutional policy.

Lacking a consensus on the definition and role of continuing education in BC postsecondary education, the field has been vulnerable to the differing values and priorities of senior administrators – especially institutional presidents – who came and went. Overlay some union concerns, the hierarchical value system of academia, and occasional periods of financial restraint, and “responsive” has come to describe not only continuing education’s relationship with clients but also to politics.

Developing continuing education policy may be neither easy nor even desirable. Within the field, tensions remain between advocates of social responsibility and market economics, between academic respectability and meeting learner needs. In institutions sometimes characterized by ponderous curriculum development in their core operations, some laissez-faire entrepreneurialism in continuing education might not be a bad thing. Whether continuing education represents the wild west of postsecondary education or a model to keep postsecondary instruction vital and relevant depends on one’s point of view.

One’s values and assumptions about the goals of continuing education make a huge difference in interpreting and evaluating its history in British Columbia and elsewhere. To the extent one defines continuing education as the promotion of both formal and informal lifelong learning, there has been remarkable progress in the past generation. Mid career upgrading or retraining, educational travel and even a history channel on television are now part of the fabric of society.

By other criteria, continuing education’s success is more ambiguous. It continues to be a large enterprise, but it waxes and wanes rather more reactively than proactively. For some, it has “sold out,” chasing revenue a little too readily and a little too uncritically. For others, it is the ability to reinvent itself that is the hallmark of continuing education’s success.

Any discussion of continuing education's goals, needs and successes may thus be protracted. The discussion, however, needs to be an informed one. Any steps to make the giant more visible would seem to be steps in the right direction.

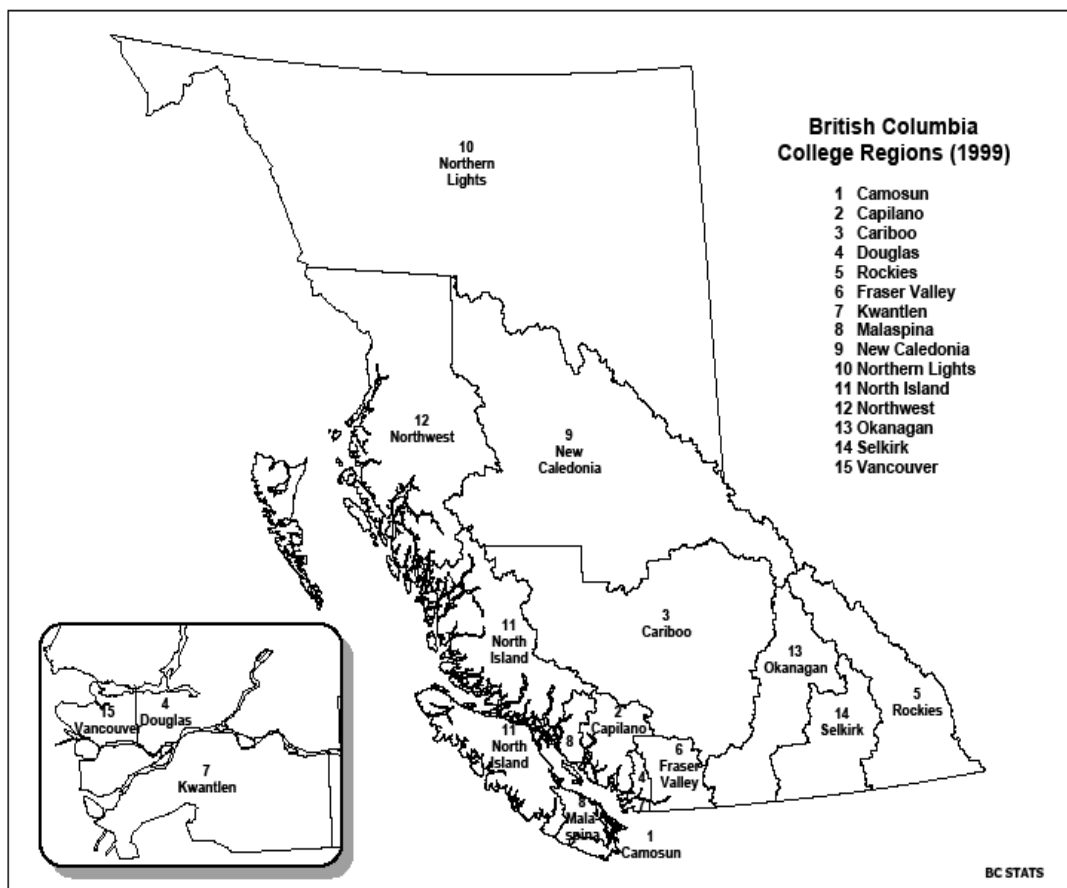
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Appendix: Individual Institutions

Many people provided the source material for this appendix and snippets of their phraseology are scattered throughout it. I have not attributed sources because my deletions and juxtapositions of information from a variety of people may have put their contributions into a different context than they intended. I also thought their observations about their own or other institutions might have been a little less frank with attribution. So while the structure and overall flavour of this appendix are mine, I want to acknowledge that, even more than in the main report, the components of this appendix came from others.



BC Institute of Technology

Although continuing education existed as a distinct entity with its own registration system in the 1970s, the merger of BCIT with the adjacent Pacific Vocational Institute in 1986 saw a decentralized model adopted in which continuing education (Part-time Studies) was integrated into Schools. The previous centralized model had prevented the creation of duplicate courses within the Part-time Studies division, and reduced the number of departments bidding on the same industry services contract. However, the centralized model had created a disconnect between day school (full-time) programs and the Part-time Studies division,

whereby some similar courses were not always taught with the same content, and hence different credit values were assigned. This created problems when students crossed over from full-time programs to part-time studies, and vice versa. The decentralized model allowed for the program areas within the Schools, as subject experts, to be able to better assess the needs for Part-time Studies training. The decentralized model has endured to the present time.

The Learner Services Department, in conjunction with the Part-time Studies Council, oversees the administration and marketing of what the public knows as Part-time Studies. Together they are involved in the overall PTS marketing strategies and support a common hiring process and orientation of instructors, but this model leaves curriculum and other academic considerations to the Schools to determine. All courses, credit and non-credit, whether offered via face-to-face, part-time day, distance education online or blended delivery (i.e. everything except full-time day programs), comes under BCIT's Part-time Studies umbrella. Every School provides Part-time Studies offerings, although to varying extents; Business has been the largest component over the years.

Part-time Studies courses range from workshops of a few hours duration to semester-long courses, with the majority of offerings being credit courses. They are drawn mainly from short duration credentials, such as certificates, that ladder into other credentials, such as diplomas, offered in full-time day programs. Part-time students can take any combination or sequence of courses, credit and non-credit, for which they have the prerequisites.

The majority of part-time students do not go through a formal admissions process since BCIT offers students the flexibility to register for individual courses without forcing a declaration of a program. Most students start to take credit courses towards certification without declaring a program immediately. This creates challenges for the institute in monitoring how many students are working towards a credential.

Tuition fees for courses offered through Part-time Studies delivery methods may be substantially higher than for the same course offered to day students, with the result that Part-time Studies is a profit centre used to subsidize other aspects of the institute. Unlike continuing education offerings at other institutions that may struggle simply to break even, Part-time Studies at BCIT is intended to generate profit overall (even though individual courses may not be fully cost-recovery.)

Instructors are hired on a contract or overload basis. BCIT has been distinctive in the college and institute sector in its ability to offer credit courses in a continuing education format without paying instructors at the standard union rate for regular faculty. This is such a longstanding tradition that it has been allowed to continue, whereas other institutions were unsuccessful in implementing similar models.

Contract training also comes under the Part-time Studies umbrella, with separate personnel developing programs and administering contacted programs. Originally, BCIT and the Pacific Vocational Institute had their own separate departments for Industry Services. When the economy weakened in the early eighties, the departments were eliminated. The function reappeared in decentralized form at the time of the BCIT – PVI merger in 1986.

Corporate and Industry Training Services is the entity that markets to industry, with each school assigning coordinators the responsibility of seeking contracts. Unlike some contract training operations that rely heavily on publicly funded programs, BCIT actually obtains contracts from the private sector. The entrepreneurial nature of this activity sometimes results in administrative anomalies, whereby courses or workshops are delivered to industry, but there may be no record or activity on the registration system and some unreported FTE enrolment. The problem is being addressed, but this example illustrates the difficulty of integrating industry training with traditional educational delivery.

Based on 2008/09 enrolment data, 66% of BCIT's students are taking courses through Part-time Studies. This headcount enrolment accounts for 36% of BCIT's annual FTE enrolment.

Camosun College

Continuing education at Camosun College thrived into the 1980s, but experienced fifteen years of decline beginning in the early 1990s. Whereas continuing education has only recently begun recovering, Camosun has had one of the larger contract training operations in the BC college sector for some years.

Prior to government's withdrawal of funding for general interest courses in 1983, Camosun had extensive continuing education offerings, generating hundreds of FTEs annually. Operations were centralized and heavily subsidized. The local school districts left most of the field to Camosun. The College responded by serving as Victoria's "night school" and delivered courses in a variety of high schools as well as on campus. The head of the department reported directly to the college's president and the majority of offerings were non-credit, not reflective of the offerings of the academic divisions.

In 1995/96, Camosun moved its Community Education Services Department from a centralized model to a hybrid model for a year. It then decentralized continuing education to its Schools (what might be known as Faculties in other institutions) in 1996/97, precipitating a long term decline to the point where continuing education generated fewer than 200 FTEs. (Only recently has it exceeded 300 FTEs.) The activity was now run on a matrix model, with the Schools responsible for most programming and the central administration for operations. The distinction was not absolute, however, with some operational personnel reporting to both their School's dean and to the director of continuing education. Today, the central administration does some programming for contract training and in the Arts and Sciences.

The driving force behind the change of structure was a need for the college to generate more non-government revenue. The key to achieving this was thought to be the inculcation of an entrepreneurial spirit across the college. Interestingly, the entrepreneurial contract training area within community education was merged with international education and remained as a centralized department reporting to the vice president for education.

Decentralization proved problematic for two reasons. One was that continuing education became a smaller and lower priority aspect of each School's activity. The second was the loss of professional leadership as some key operations staff became demoralized and left the institution. Once the decline started, it was difficult to arrest because of cash flow considerations wherein net revenues from one year were sometimes needed to front the next year's operations.

Contract training began separately from Community Education but merged at about the time of the decentralization. International Education, on the other hand, eventually split off and has been very successful. It engages in contracts but is not now considered to be part of the continuing education constellation.

Access programming (what some institutions might call Developmental Education or Adult Basic Education) was bifurcated. The portion originally offered through continuing education, e.g. night school literacy, has now disappeared, while the credit offerings through the School of Access have endured.

Today's programming strengths lie in business (e.g. computer training, office skills, and short programs such as receptionist and travel agent) and in the trades and technology (e.g. air brakes and electrical.) Despite being located in a retirement city, Camosun has not targeted its programming towards seniors.

Camosun's competition includes senior centres, civic recreation centres and a considerable number of private sector trainers. While the active University of Victoria might be targeting some of the same students, its offerings are more academically oriented and are complementary in many respects.

Some noteworthy, long term contracts in what is now named Continuing Education and Contract Training include marine electronics training for the Department of National Defence (delivered partly onsite at DND and partly on campus) and office, clerical and supervisory training for the provincial government. The provincial government contract is a partnership with Royal Roads University and the University Victoria,

with Camosun providing the introductory and low level training. Lasting for a decade, this contract ended in 2009/10 and generated revenue in the order of \$15 million over its lifetime.

Capilano University

Capilano's continuing education got off to a shaky start and then closed temporarily with the cutbacks of the eighties. When it reopened, it rebuilt using a strategy several colleges at the time were following, namely being more focused and drawing on strengths in credit programs.

Capilano opened as a college in temporary facilities in 1968. The Community Services department had a part-time administrator who was also responsible for planning and information services. Following the move in 1972 to a permanent campus, a separate continuing education division was established in 1975 with a dean of Community Education on par with those of the Academic and Career Programs division. This development was negatively received by other areas of the college.

In 1976, academic and career program faculty received funds to do their own non-credit programming as they had done prior to the creation of the Community Education division. Capilano College did not have a clear policy regarding continuing education and faculty demands left the division with insufficient funds to operate effectively. During the late seventies, continuing education was a peripheral activity and Capilano's continuing education offerings were very small relative to those of nearby Vancouver Community College and Douglas College. Responsibility for its provision was diffuse and the dean of continuing education had additional responsibilities.

Capilano sought to put a good face on this situation, pointing out that the North Shore already had a number of providers of adult education. It described its role in continuing education as filling voids, identifying new needs and interests, and connecting people to the agencies best able to meet those needs. It said it felt it should not be competing with existing programs and should stay away from activities that were already being done well.

One of the issues in the late seventies was a perception of faculty that an Ontario-like program of contract services was being introduced with non-union compensation for instructors and no right of first refusal by union members. The hope may have been to obtain contracts from the federal government, but few materialized.

Internal union issues, coupled with strong voices in at least one of the North Shore school districts to maintain continuing education and adult basic education in the school districts, meant that continuing education at Capilano got off to a very slow start.

By the mid nineties, continuing education was highly centralized but with the distinctive feature that most continuing education personnel were transferred or seconded members from academic faculties who maintained ongoing contact with their colleagues in their respective academic departments. Officially, all academic authority for continuing education offerings resided in the academic departments. A high level of trust and mutual respect, however, led to continuing education operating in a highly autonomous manner with decision-making authority delegated from the academic departments.

Despite its rocky start, continuing education is today closely associated with the academic areas and is viewed as a strength. Programs in such fields as film studies and special education teacher assistant were launched in continuing education and then moved into credit areas. Various short programs are being developed to encourage laddering into credit programs.

Youth programming and summer camps have grown substantially during the past decade, and Eldercollege has also seen some growth. General interest courses, on the other hand, have shrunk. More contracts with government have been decentralized into the Schools and Faculties.

Short-term language training programs that can be combined with recreational and cultural programs are now offered through Continuing Education. Homestays are available.

A space crunch on campus, including an expansion of credit courses into evenings and Friday time periods, has led to the use of more rented space off-campus. This is a solution only for those courses and workshops that do not require specialized space or equipment.

College of New Caledonia

Two characteristics of continuing education at CNC are that it has succeeded in incubating new programs that subsequently become base offerings in other parts of the college and that the main campus in Prince George has in some respects played catch-up to the regional centres. Virtually all of the college's new base-funded programs in the past decade were launched or expanded through continuing education, utilizing the department's connections with employers and its ability to draw communities together to determine new program needs.

The college distinguishes between continuing education and community education. "Community education" at CNC refers to those programs, often full-time, and services for individuals who are at a transitional point in their life, frequently related to their employment status. The programs can be long term and may include support services traditionally delivered through the health care system. Thus the Northern Health Authority has contracted for the college to deliver some speech pathology, fetal alcohol syndrome and prenatal intervention services, especially in the regional centres.

In the 1970s and 80s, continuing education included considerable general interest offerings, especially in Prince George. For the past two decades, the focus has been on applied, vocational upgrading, from day long first aid courses to post-diploma or post-degree professional development. It was at the regional campuses that contract training for employers and professional development education emerged strongly in the 1980s and 1990s. Today, connections with private and public sector organizations are strong.

Contract training is integrated with other continuing education activity. Adult Basic Education has always been a separate activity, although it sometimes overlaps with community education's transitional programs. International education, on the other hand, was originally a peripheral activity in the college. As efforts were made to make it cost-recovery, it was brought into the same grouping as continuing education at the Prince George campus and is now firmly established.

Continuing education has been present at the college since its opening in 1969, especially in the regional campuses. The regions were strongly decentralized. With each region responding to distinctive local needs, very different programs, philosophies and structures developed across the regions. For example, today at Valemont, in addition to some credit programs, CNC has an agreement to deliver continuing education through Valemont's community association. The programmer is an employee of the Valemont Learning Centre, while the college provides administrative infrastructure such as student registration.

Continuing education became more robust in the regions than in the main campus, and it was only in the 1990s that Prince George began to catch up. Integrated computer systems and the like have encouraged greater administrative consistency across the regions, but educational programming remains locally driven.

With the opening of the University of Northern British Columbia twenty years ago, the initial arrangement was for the university to focus on higher level, executive and professional programming. This division did not work as well as envisioned, and for a few years the college and the university overlapped in the markets they sought to serve. Relationships were eventually sorted out.

Relationships with the school districts have been simpler in that only in Quesnel has the school district had a significant presence. In Burns Lake, the district contracts for the college to deliver Adult Basic Education courses and other services.

As part of a mid-sized college, the continuing education department is small and nimble enough to liaise effectively with the community and launch informal pilot projects, but large enough to be able to take entrepreneurial risks. A conscious effort over a period of about seven years helped continuing education to gain the institution's trust regarding educational quality and continuing education is now seen as an integral part of the institution. This effort has included taking all programs, but not standalone courses, through Education Council for approval, retaining high quality instructors (who are part of the same collective agreement as other faculty), and ensuring industry supports course learning outcomes. The perceptual shift was strongest in Prince George, where continuing education has been more peripheral than in the regional campuses.

Faculties now sometimes come to continuing education to help them with needs assessments and to incubate new programs. In the period from 1995 to 2005, close to a dozen new or substantially revised programs began in continuing education and then moved out of continuing education. Not only do Faculties turn to continuing education for assistance, but continuing education tries to involve Faculties in initiatives where the Faculties have expertise (with appropriate flows of funds in both situations.) Because of the varied roles continuing education plays, it is not fully cost-recovery.

Currently, more than 2,000 students generate over 8,000 continuing education course registrations each year. It is offered at every campus, although the amount at some of the regional campuses is small. Some regions do considerable work with First Nations bands, brokering delivery of credit programs in the region. The largest campus, Prince George, has a centralized continuing education staff of three programmers and 2.5 FTE support staff, all of whom are unionized. At the five regional campuses, there is usually one programmer and one support staff. All faculty are under the collective agreement, usually paid on a secondary scale, unless the course is general interest.

College of the Rockies

Established in 1975 as East Kootenay Community College, the College of the Rockies began with two instructional divisions: academic and everything else (e.g. Adult Basic Education, trades, and continuing education.) About two years later, continuing education and campus operations were split off into a separate unit.

The college serves a rural region through half a dozen campuses. Adult Basic Education, an easy field in which to begin offerings, was the core of the smaller campuses. The key to obtaining support for the college in small centres seemed to be to build a presence by having people using the college facility, including taking general interest non-credit courses and attending free community services, e.g. local residents using the college facility to give a slide show of their travels.

The regional centres were too small to have a full-time programmer dedicated to continuing education and thus the administration of all offerings at those centres was integrated. At the main campus in Cranbrook, in contrast, continuing education has its own manager and a small staff (which also oversees the small centre in nearby Kimberley.) A separate unit looks after contract training and business development, although there is sometimes overlap in such fields as safety training where an employer might send employees to a continuing education course.

In the college's early years, faculty travelled extensively to regional centres, a more expensive model than the distance education approach that North Island College adopted. In the past decade, as web and broadcast technology improved along with the communications infrastructure of the region, multi-site

video conferencing and webcasting have been successful. The college also offers non credit courses through its Continuing Education Online service as well as through the Ed2Go consortium.

Continuing education structures and enrolments have been fairly stable over the years. General interest offerings remain significant – the city provides recreational programming but the school districts turned over all their continuing education to the college in 1975 – along with vocationally oriented courses and Adult Basic Education.

The college's 2008/09 financial statements show \$2.0 million spent through Community Education Services, compared to \$2.7 million on Academic Programs, \$2.1 million on Technical Programs, and \$9.4 million on Vocational programs.

Douglas College

Douglas College has had one of the most solid and consistent continuing education programs in the college sector, with less ebb and flow than at some other institutions. This is despite considerable competition from all the school districts in its region and reflects in no small measure the support of two long-serving presidents who launched their careers in continuing education.

Only non-credit courses have been offered through continuing education at Douglas College, although some courses lead to external credentialing or to Douglas' own internal continuing education certificates. English as a Second Language and Adult Basic Education programs have been credit courses offered within Faculties, although some contract training has occurred in these fields.

International education has some large contracts for credit instruction in China, but the College has not treated international education as continuing education even though it is cost-recovery. Regular faculty members provide instruction in these offshore contracts and neither continuing education programmers nor contract training administrators are involved.

Continuing education at Douglas College began in a partly decentralized form, became centralized and then fully decentralized. When a separate contract training unit was created in the early 1990s, it was centralized and has remained that way.

Right from its opening in 1970, encompassing what became Kwantlen College in 1981 and is now Kwantlen Polytechnic University, Douglas College was strongly committed to continuing education. Its first administration included both a dean and a director of continuing education.

Douglas' initial model for continuing education was an integrated/semi-decentralized one. The Dean of Continuing Education and the Dean of Curriculum and Instruction had equal responsibility for all instruction and all the departmental chairs were accountable to each of them. Soon, however, it became evident that the bulk of the continuing education dean's time was spent on other matters, resulting in a change of title for that position and most of the continuing education administration being assumed by the director.

Each of the eleven educational divisions in the college had a Community Consultant who spent half their time on continuing education and the remainder in regular teaching. Their role was to identify community education needs and to develop courses to meet those needs. The continuing education director then looked after the logistics of delivering those courses, including finding space, administering instructors' contracts (sometimes additions to regular faculty's duties), and publicity. Staffing in the central Division of Continuing Education was small, and the workload of the Community Consultants was heavy.

Douglas' philosophy, although not necessarily the reality, was that its role in continuing education should be mainly developmental, turning courses over to other agencies so that college resources could be freed to

develop new programs. It sought to avoid duplication of services and to ensure that courses were delivered by the most appropriate agency.

Douglas College offered a wide array of general education and professional courses in the 1970s, ranging in duration from a single day to 30 weeks. As well as non-credit courses, it offered six part-time certificate programs that paralleled two-year diplomas. The certificates were targeted to people already working in the field and dispensed with most of the prerequisite material. The 400 students enrolled in these certificate programs in 1976 were guaranteed that all their courses would be offered in a specified period.

The intent was that Douglas College's continuing education would be fully integrated with other activities at the college. The reality, though, was that continuing education had to continually defend its role to faculty who felt it was not important and was taking needed resources away from credit offerings.

Around 1993, Douglas established a separate contract training unit, Centre 2000 (renamed The Training Group, TTG, around 2004). The Centre was intended to be fully cost-recovery, but was given a start-up line of credit that was eventually repaid. It became the centerpiece in 1995/96 of the newly formed Community and Contract Services department when continuing education and contract training were moved into the Educational Services Division. (By 1998, continuing education was decentralized into Faculties. Contract training moved to the College Development Division and finally into Finance and Administration.)

The Training Group initially reported to the continuing education dean, but this did not prevent tension between continuing education personnel and contract trainers, and between regular faculty in credit programs and The Training Group. Union grievances led to contract training programmers, but not ongoing instructors, becoming faculty members in same union as credit instructors and continuing education programmers. Other union grievances went to arbitration on such topics as whether contracted English language training should be delivered by regular faculty or contract trainers. Labour relations were a slow, bumpy process, but eventually workable understandings were reached. (Other colleges later dealt with similar issues.)

The Training Group's operating revenue more than doubled over the period of a decade, from \$3.3 million in 1998/99 to \$7.5 million in 2008/09. Comparable course fees and grants for continuing education were \$1.4 million in 1998/99 and \$2.1 million in 2008/09.

The Training Group succeeded in obtaining a number of contracts, or "soft" educational dollars from provincial and federal governments to help unemployed and immigrant workers find jobs. Following the opening of Douglas' Coquitlam campus in 1996, to which The Training Group moved, the College's only storefront operations away from the main campuses were facilities leased for The Training Group.

The Community Programs and Services Division took the lead in planning for the opening in the early 90's of a college wing in the Thomas Haney Centre in Maple Ridge (opened in 1992.) Co-located in an innovative, self-paced high school, the credit courses and programs did not achieve economies of scale nor synergy with the high school. Enrolment suffered and the College withdrew from Maple Ridge in 2003.

The dean of Community Programs and Services also led the consultation with the community in planning programs for the new Coquitlam campus.

Around 1998/99, with the ending of part-time vocational funding, the College decentralized continuing education and charged it with becoming more fully cost-recovery. It took several years for the new model to take root, but it blossomed wherever full-time programmers in specialized areas were available. It also thrived the most where faculty members supported continuing education and started teaching in it. Nevertheless, the continuing education department was reduced in scope in 1992/93 due to budget constraints.

Along with decentralizing continuing education, the College decided to focus on continuing professional education. Thus general interest programs such as an aromatherapy certificate were dropped. Nevertheless, around 2007, The Training Group started offering some general interest courses that had previously been

offered through the Burnaby school district – yet another example of the inconsistency that typifies continuing education in BC.

Douglas College has large continuing education offerings in Health, including pre and post natal education and continuing professional education. It has grown in Sport and Business. Some Human Services courses are provided, but this has not been as big a source of revenue. Attempts in Languages and the Performing Arts did not thrive, possibly due to competition from well-established programs at Capilano University and Vancouver Community College.

Some externally certified programs are offered, e.g. courses for the Canadian Payroll Association, plus (since the late 90s) some internal continuing education certificates that are approved by College's Education Council, the same body that authorizes credentials for credit programs.

Emily Carr University of Art + Design

Emily Carr's history dates back to 1925 when the Vancouver School Board established the Vancouver School of Decorative and Applied Arts for adult learners. It became a separate provincial institute in 1978, renamed as the Emily Carr College of Art.

A Part-Time Studies office opened in 1982 or 1983 to foster different delivery methods of degree programs to working individuals. In the ensuing years, it was evident that other types of courses were being requested that did not fit degree curricula. Tension had also emerged between Part-Time Studies and the Faculties on such topics as responsibility for curriculum development.

Around 1989, the office became a separate administrative department, no longer housed under the degree structure, and was renamed Continuing Studies. With a new focus on lifelong and community learning, non-credit courses were developed, partly as a means for the external community to access the specialized facilities of what had by then become a provincial institute. Some forty courses were offered each semester, primarily introductory lifestyle courses in the traditional visual arts disciplines.

In the early nineties, Emily Carr added design to its curriculum and Continuing Studies began to grow, a trend that continued to at least 2005. Along with enrolment success came internal problems, such as differing priorities and competition for the limited amounts of specialized space and equipment. (As an aside, the current plan for the university's proposed new facility is to have Continuing Studies share facilities with degree programs, rather than to have separate space for Continuing Studies courses. Partly this is a philosophical position, an attempt to keep Continuing Studies integrated with the rest of the institution and partly it is a pragmatic recognition that specialized space is costly to duplicate.)

By 2008, Continuing Studies had significant enrolment but was losing money and was on the verge of being shut down. The institution saw the department almost as a competitor for resources, and hence billed it for numerous infrastructure costs such as technical services and facilities. A rethinking of its role and mission led to the department's revitalization.

Today, Continuing Studies generates revenue and offers 130 to 170 courses per semester. Net revenues are being used to support other forms of public engagement, such as speakers series and artists in residence. Revenue generation thus becomes not an end in itself but a way of fostering lifelong learning.

Rather than being a competitor, Continuing Studies is seeking to be an enabler for the university by serving a variety of student types:

- Lifelong learners who want introductory courses but who may also be open to sequences of courses, some of which might ladder into degree programs.

- Recent or prospective graduates who want to round out their degrees with complementary courses. This is a growing need as more technologically-oriented courses displace traditional courses in the core degree curriculum.
- Mid-career learners who have skills and experiences who, with appropriate bridging courses, could receive advanced standing as they enter degree programs or the arts professions. (Forty percent of Continuing Studies' students already possess a degree of some sort.)
- Working professionals seeking specialized or new skills at an advanced level.

Unlike the individual enrolment episodes of the past, the emerging focus is to establish long term relationships with students, including curricular pathways for them (degree, certificate and non-degree streams).

A certificate framework was put in place around 2001/02 but only in the past few years have offerings grown.

Another emerging role for Continuing Studies is to serve as a testing ground for new models of teaching and for delivering art and design education. Thus outreach efforts are seeing some offerings targeted at teachers and are being taken into the school system. New partnerships include a design program with BCIT. On the horizon are social media for creative projects, 3-D film making, and Arts & Health programming.

Justice Institute of BC

See main report.

Kwantlen Polytechnic University

Kwantlen has had one of the most checkered continuing education histories in BC postsecondary education, moving in and out of the field on three occasions in its thirty year history.

Split off from Douglas College in 1981, the new Kwantlen College inherited the strong continuing education tradition of Douglas College and quickly established a Continuing and Community Education unit. Given the extensive continuing education operations in the Surrey and Langley school districts, Kwantlen sought to provide distinctive offerings from the school districts and moved slowly because of their dominance.

The president of the day, Tony Wilkinson, was less interested in continuing education, however, and directed his efforts towards transforming the college into a polytechnic institution (which it became a generation later for entirely different reasons.) When provincial grants for continuing education were reduced, Kwantlen eliminated its fledgling continuing education operation in 1984 after only three years of operation.

A similar scenario occurred in the late eighties under another president. Within a few years, however, continuing education had again risen from the ashes. Revenues from community response course fees in a wide range of general interest, personal development and skills upgrading courses grew from \$565,000 in 1988/89 to \$3.1 million in 2001/02. Continuing education offerings generally ran a deficit during this period, while contract services fluctuated between surpluses and deficits.

	<u>Revenue</u>	<u>Deficit/Surplus</u>
1991/92		
Community response course fees	\$1,103,000	- 16.8%
<u>Contract services</u>	<u>366,000</u>	<u>+ 12.4%</u>
Total	\$1,469,000	- 9.5%
1996/97		
Community response course fees	\$2,131,000	-1.4%
<u>Contract services</u>	<u>\$1,777,000</u>	<u>- 14.7%</u>
Total	\$3,908,000	-7.4%
2001/02		
Community response course fees	\$3,054,000	- 9.1%
<u>Contract services</u>	<u>1,283,000</u>	<u>+ 20.8%</u>
Total	\$4,336,000	- 0.2%

By the mid nineties, Kwantlen had a dual model of continuing education, with academic departments responsible for credit courses and the continuing education department offering non-credit courses and programs.

By 2000, the professional and support staff in Continuing Education and Contract Services had grown to about a dozen employees. A surprise announcement in spring 2003 from the senior administration of what was then Kwantlen University College called for the entire unit to be disbanded immediately, ostensibly for funding reasons. In actual practice, collective agreements required a longer termination process and a few program-based offerings, such as six-week technician programs, were decentralized into the Faculties, especially into the Health Sciences.

Continuing education enrolments remained very small in subsequent years. In 2007/08, an attempt to establish a Department of Continuing Studies was made. A brochure described credit and non-credit courses, workshops, seminars and certificate/diploma programs in all of Kwantlen University College's academic divisions. It sought to provide customized corporate training either on-campus or offsite at the client's location. It also had developed partnerships with a consulting company to deliver project management training and the University of Cambridge Certification in English Language Teaching to Adults. These aspirations, however, did not come to fruition.

As of the end of 2009, Kwantlen Polytechnic University offered few continuing education or contract training courses. Professional studies courses were decentralized into Faculties, with Design, Business, Horticulture and Health being the most active fields. A new continuing education director is being hired in 2010 to provide central infrastructure and to develop offerings in new fields, especially courses that could potentially get credit recognition.

Langara College

The fate of continuing education was a contentious aspect of planning for the Langara campus of Vancouver Community College to become a separate institution in 1994. The general formula for the split was that 62% of activity of the former VCC would remain with VCC. The split of continuing education required additional negotiation, but within a year, Langara College had created a division of Continuing Studies that involved a significant shift towards a profit making, private business orientation.

Langara's president acted as continuing education dean in order to begin offering courses in September 1996. The executive director of Britannia Community Services in Vancouver was seconded for a year in January 1997 to help build the continuing education enterprise and has remained at Langara ever since.

Continuing Studies began by advertising about 150 courses per term, and was able to obtain sufficient enrolment (about 3,500 registrations per term) to run about half of them. Summer had no offerings. The division received about \$100,000 annually to offset infrastructure expenses.

Langara's division differs from continuing education operations in some other colleges in Continuing Studies offers all of Langara's English Proficiency (English as a Second Language) instruction, now Continuing Studies' largest component. It also continues to offer some general interest courses. Langara does resemble other colleges in that Continuing Studies is responsible for skills upgrading courses, e.g. towards the CGA designation or in health care, and for contract training (although contract training is not large.)

Most Continuing Studies courses are not for credit, but the division does offer some certificate programs, e.g. in photography, graphic design and health care. The division has its own dean and is organized into program groups, each of which has a program manager. Contract training is administered by the appropriate program manager.

All Continuing Studies instructors are non union. Any regular faculty teaching in continuing education do so on an overload basis and have no special entitlement or preference in hiring decisions.

Continuing Studies is fairly large with relatively stable revenues, currently around \$12 million each year. It generates net revenue from about 25,000 registrations (1,000 FTEs) in 700 courses in each of three terms annually. Specific course offerings, however, change constantly, reflecting the nimbleness and market responsiveness that is typical of continuing education. Langara's central location in Vancouver and proximity to a station on the Canada Line rapid transit system, which opened in 2009, have enhanced Continuing Studies' ability to attract students.

Financial controls were strengthened around 2006 when it was discovered that an employee of Continuing Studies was authorizing payment of invoices from a company contracted to deliver courses for Langara but which never actually delivered the courses. The incident prompted stronger controls for the entire institution, not only for Continuing Studies, and all funds and legal expenses were eventually recuperated.

Nicola Valley Institute of Technology

As a provincial institute with a mandate to serve aboriginal populations throughout BC, NVIT is an institution where the boundaries between continuing education and other activities can be indistinct.

NVIT originally shared facilities in Merritt with Thompson Rivers University's predecessor, the University College of the Cariboo. UCC offered credit and continuing education programming and, despite some collaboration with NVIT on such programs as a Bachelor's of Social Work, the two institutions tended to operate independently of each other.

When it was decided that this co-location of institutions was not working, TRU withdrew in 2002/03 but continued to advertise in Merritt and the Nicola Valley, given that its Kamloops campus is only about an hour's drive away.

What NVIT calls "continuing education" through Continuing Studies tends to consist of general interest non-credit courses (coded as "skills" courses for the purposes of the current provincial enrolment reporting methodology), first aid and commercial transport. Programs that have been approved by Education Council are delivered around the province, sometimes cost-sharing with the local community.

The Department of Distributed Learning and Community Education works with communities to determine educational needs. The resulting courses could be base funded and/or funded from other sources. Thus some activities that look like contract training for particular communities could end up being offered with base funding elsewhere. The teaching and preservation of local aboriginal languages is an example of where NVIT might give funding and curriculum to a community organization to hire local instructors.

North Island College

North Island College began in 1975 as an unorthodox institution whose operations did not fit standard definitions. Its main thrust in a rural region where road infrastructure was limited was to meet community needs. This included a physical presence in every little community, some of which were not much more than a mill or logging camp.

As many as two dozen learning centres were scattered across the region. Each centre had at least one general tutor on site. Courses were delivered in course packages – a correspondence model – but students could go to the learning centre to study with each other, to obtain general help from the tutor (who may or may not have had subject expertise in the course), and to receive the social support and encouragement that reduces dropout rates in distance education.

In addition to learning centres, North Island College had three fully equipped vans that served as mobile centres. One was based in Ucluelet for the west coast, one on the east coast for the small islands in the Strait of Georgia, and one for the northern tip of Vancouver Island. As they came into a community, say weekly, demand would grow and storefront operations often opened up. However, the storefront learning centres were costly per FTE student.

Each learning centre developed its own constellation of courses. If the course was not base funded, it was considered to be continuing education. The boundaries, however, were not always clear. Furthermore, in the smallest communities, the learning centre also evolved into a hub of activity that was essentially a community centre.

As college budgets became more constrained and achieving FTE enrolment targets grew in importance, the college opened a traditional campus in Comox in 1992. The smaller learning centres closed throughout the 1990s, drastically reducing the availability of courses in smaller communities. Interactive distance education technology in the past decade has partly offset the loss of formal instructional activities in these villages, but the community development function is hard to replace via technology. In the 1990s, the Comox Valley had a Community Education facility downtown, separate from the main campus.

The college currently has four campuses (Comox, Campbell River, Port Alberni and Port Hardy) and four centres (Gold River, Cortes Island, Ucluelet and Bella Coola.) Community Education has been decentralized at each campus since the nineties, especially when industry focused or government funding is involved. Each campus has a programmer who reports to the campus director and who is responsible for local programming.

During the late 1990s, more than half of the offerings were in first aid and flag person training. Adult Basic Education was beyond the scope of Community Education. The school districts did not provide continuing education, allowing the college to rent space extensively in schools.

The college's Continuing Education and Training Division currently offers short-term training and skills upgrading through personal and professional development, as well as contract training. It went through a period when it paid more attention to serving the general population, but the trend recently has been towards serving industry (including an Industry Training and Community Economic Development department that offers such courses as food safe and first aid.) General interest courses are being left more for Parks and Recreation and the regional district to deliver. The only general interest programming that

NIC currently offers is related to areas of program expertise and specialized facilities that it makes as available as possible to the public.

Elder College is a significant feature of continuing education at NIC, an appropriate feature for the destination retirement community of the Comox Valley. Serving residents 50 years of age and older, the Elder College instructors are also retirees from the community who volunteer their time and sometimes considerable expertise. Tuition fees are nominal, largely just to cover the college's administrative costs.

Northern Lights College

When three neighbouring school districts collaborated in 1975 to form a regional college, namely Northern Lights College, they transferred their adult education programs to the college. The continuing education division immediately became the largest department in the new institution in terms of headcount enrolment.

Community Education, subsequently renamed College Extension, was understood from the beginning to be a major component of the college's mandate and a primary means by which the college would provide learning opportunities to the wider community. Within two years, 7,500 adults were enrolling annually or participating in some form of continuing education activity.

Rivalry between communities resulted in the Fort St. John school district, Peace River North, initially opting not to join the new college. It continued to operate its own adult education program until 1977, one that included university transfer courses delivered by UBC and by nearby Grande Prairie Regional College in Alberta.

By the time Peace River North joined Northern Lights College, the college was seeking to have a significant presence in each of its eight small and distant communities, as well as to offer some programming in hamlets. The philosophy was that anything available at the main campus should be available at other campuses to the extent possible.

One short lived initiative to help with this goal was the purchase in 1984 of a mobile learning unit from North Island College. Not only did this truck contain a classroom, but it had camping quarters for the driver/instructor.

During the provincial funding restraint of the early eighties, Northern Lights decided to subsidize its Community Education Division with internal resources, despite the strain it placed on other budget areas. The division continued to operate successfully, made possible in part until 1989 by maintaining the programmer position in the support staff bargaining unit rather than as a higher salary faculty position.

In 1991, in response to the 1988 Royal Commission on Education, the Peace River South school district re-entered the adult education field by offering high school completion classes. Its Adult Basic Education program was tuition-free, a status that developmental programs at the college did not achieve until much later in accordance with provincial policy.

Starting in 1992, the College followed the lead of Alberta and began promoting the formation of adult education councils in each of its communities to coordinate adult education offerings. After some initial success, all the councils faded away except in Fort St. John.

When the province established one of twenty Skills Centres in 1995 in Dawson Creek as an alternative to community colleges – some employers had claimed that public colleges were often inflexible and expensive in meeting their training needs – the college chose to work cooperatively with the Centre from the outset. Funding for the centres was withdrawn in 2001, but in the interim the college benefitted from developing new training markets.

In 1997, the name of the division changed to Continuing Education, building on the notion of lifelong education. The division was looked upon as the program area best positioned to respond to emerging learning needs, in addition to providing its traditional offering of general interest courses. By 2000, continuing education was generating between 25 and 30 percent of the college's FTE enrolment.

Today the unit is entitled Continuing Education and Workforce training, operating in seven far flung communities, and in facilities which sometimes consist of little more than a couple of classrooms.

Northwest Community College

Originally, continuing education meant non-credit instruction at Northwest Community College. Today, however, the department offers some credit courses that ladder into diplomas and other credentials. Continuing education now refers to quick response, vocational, short-term offerings that may come and go based on market demand and on the performance of the college in delivering those courses. Its offerings are transitory and constantly shifting.

Continuing Education and Industry Training currently operates in eight communities and has a mobile training unit. Its responsibilities include contract training, but some contract training is approved by Education Council and is therefore not considered continuing education. Today, over two thirds of the department's revenue comes from contracts.

Most of its courses and programs do not go through the Education Council approval process and admission requirements differ from credit programs, even where offerings might be 200 to 300 hours in duration.

Courses that do not have base funding are incubated in continuing education and then sometimes subsequently move to other parts of the college once they are successful and stable. However, there is no incentive for continuing education to hand over its successes to other departments, especially as the larger and more profitable projects may be needed to support or underwrite other activities.

With the loss of part-time vocational funding from the government in the late nineties, continuing education was given a transition period of several years to become cost-recovery. It gradually became not only self supporting but profitable, recovering some overhead in addition to direct instructional costs. Hobby and general interest courses largely disappeared, left for community providers who could offer them more cheaply.

In 2005, the operation was more strongly centralized and standardized. While regional offices continued to exist, a more consistent "brand" was developed that included the same standards and prices for the same course in different locations. The department is vigilant about learning outcomes and evaluation.

Part of the brand is to speak the language of training purchasers, i.e. of clients who are less interested in test-taking skills and credentials than in evidence that graduates have the ability to perform on the job. Continuing education personnel strategically maintain memberships in organizations where they can network with clients, more so than with other educators.

A niche the department seeks to fill is in mandatory and regulatory training. It does do some community-oriented programming, especially when it can use its knowledge of funding sources to obtain seed money from other organizations. It likes to act as a broker, bringing together clients and funders and then offering the course.

The School of Exploration and Mining began in 2004 in partnership with the Smithers Exploration Group and the provincial government. It operates with guidance from College's First Nations Council and two thirds of the school's student population is First Nations. Successful and well funded, it has been able to

offer extensive supports for students, including a full-time First Nations elder-in-residence, in its field camps.

Instructors are paid according to union scale. The union has been accommodating in helping the College adapt to special circumstances, e.g. expressing remuneration on a per diem basis for instructors who come from industry and are used to that metric. Another example is relaxing seniority provisions to ensure a First Nations instructor is available for a particular offering directed to First Nations students.

Okanagan College

Okanagan College has had a strong continuing education presence, due in no small measure to leaders committed to this type of education.

In 1973, five years after the College sputtered into existence, a needs analysis of how the College could best serve its smaller communities led to the opening of Community Education Services. By agreement with the local school districts, the College took over non-credit continuing education over a period of several years in the early 1970s. A decade later, continuing education was divided into two regions, north and south, under the direction of two regional directors.

In 1986, the operation was centralized under a Dean of Continuing Education. The division was made up of nine centres: Revelstoke, Salmon Arm, Armstrong, Kelowna, Summerland, Penticton, Oliver, Keremeos, and Princeton. These centres focused on delivering non-credit courses and programs as well as contract training programs. Government cutbacks that year forced a shift from general interest courses to almost all part-time vocational programming as the College decided that continuing education should be not only cost-recovery but also a generator of net revenue. Distance education and international education programs were also launched then, administratively housed in the continuing education department even though they did not quite fit the continuing education philosophy of part-time and short-term programs for adults for whom education was not their primary role in life.

In the mid eighties, Okanagan College's continuing education offerings were among the leaders in the BC college system, not only due to size but because of innovations including business development centres and part-time vocational certificates which required up to 1,000 hours of study.

In the early 1990s, the Division restructured slightly to add managers to head up the CE centres based on a regional model. Three managers (Central, South, North) were added, all reporting to the Dean of Continuing Education. Shortly after, the division grew again by adding several new departments each headed by a manager: International Education, the Enterprise Centre, Extension Services (Distance Education and Summer Session), and the K'Noowenchoot Centre.

Between 1988 and 1993, total course registrations for CE Centres alone grew by 24%, exceeding 33,000 registrations in 1993.

Then, in 1996 the division merged with two other divisions (Business Administration and Developmental Programs) to form the Faculty of Adult and Continuing Studies (FACE). This made the Faculty one of the largest and most complex at Okanagan University College at that time. The Faculty's courses consisted of a mix of credit and non-credit offerings, and included all the various types of contracts. Continuing Education was one component of the Faculty, alongside Business and Developmental programs, but reporting to the same dean. (The Business instructors considered the Faculty to be something of a hodgepodge, disliked it, and soon created the Okanagan School of Business.)

This Faculty structure continued until 2001 when the operation was regionalized under the management of the Regional Principals. The Central region was the exception, remaining in a reporting structure to the Dean of FACE.

There was more focus on certificate programs and non-credit courses and less focus on contract training than there had been in the past. This was a result of the changing economies in the regions, along with changing demographics.

In 2002, declining enrolment demand and the earlier withdrawal of government funding for part-time vocational programs precipitated a financial crisis for continuing education. More restructuring occurred to align more closely with the College's subregions. In 2004, Continuing Education's North region was divided into two separate regions and an additional manager was hired to manage the Shuswap/Revelstoke region. Also in 2004, a Director was hired to be responsible for the continuing education side of the Faculty. The Director and Dean remained the authority for Continuing Education, with staff in the regions reporting to the Regional Principals.

By 2005, continuing education was again making money but that was the year that Okanagan University College was split to become UBC Okanagan and Okanagan College. Continuing Education went to the College and became the Division of Continuing Studies headed by a Director. The Division is comprised of four Continuing Studies regions plus the two departments of Distance Education and Summer Session. The regional structure still continues with staff in the Shuswap/Revelstoke, North and South regions reporting to the Regional Deans, and staff in the Central region, including Distance Education and Summer Session, reporting to the Director of Continuing Studies.

The Division continues to be the cost-recovery arm of the institution, although some years the institution has to support some of the regions. Continuing Education is non-credit, Distance Education is a mix of both credit and non-credit activity, and Summer Session is credit. Instructional contracts are done as appropriate for the course or program, so they include everything from non-bargaining unit contracts to BCGEU vocational instructor contracts (Distance Education) to Faculty Association contracts (Distance Education & Summer Session).

Open Learning Agency

Established in 1978 as the Open Learning Institute to deliver postsecondary courses and programs via distance education, and disbanded in 2007, the Open College component of the Open Learning Agency offered some non-credit courses. The educational television broadcaster started by the provincial government in 1979, the Knowledge Network of the West (KNOW), was originally considered as continuing education as well as a distance education vehicle. Its merger with OLI in 1988 led to the renaming of the enlarged organization as the Open Learning Agency. KNOW survived the dismantlement of OLA that began in 2005.

The Workplace Training Systems unit was the contract training arm of the Agency and was separate from other continuing education activities at OLA. It originally received designated funding from government, but this was eventually cut on the basis that that it gave Workplace Training Systems an unfair advantage in competing with other public postsecondary institutions in seeking contracts.

The full range of services offered at various times by the Open Learning Agency included:

- **Open College (OC)** – certificate and diploma programs and courses primarily in Business, Health and Human Services, ABE, and Information Technology.
- **BC Open University (BCOU)** – baccalaureate programs and courses primarily in Arts and Science, General Studies, Business, and Health Sciences. A number of partnerships with other postsecondary institutions meant that an Open University degree could include courses developed and delivered elsewhere.

- **Open University Consortium** – brokered delivery of UBC, SFU and UVic distance courses via OLA to increase access to university-level courses without students being admitted to the host institution. Transcription of the course was done by OLA, not the host institution.
- **Open School (OS)** – provided courses for students from kindergarten to Grade 12 by technology-enhanced distance delivery. Teachers used broadcast television, computer conferencing, audiographics, and innovative course design in English and French. High-tech companies also participated in an online work experience project.
- **Knowledge Network (KN)** – broadcast of formal, curriculum-based programming for kindergarten to Grade 12 students, teachers, parents and post-secondary students; general education programming for children and adults; and information on labour market and learning opportunities.
- **Access Ability** – an industry and government supported program designed to retrain workers who were injured or disabled on the job as computer programmers for the information technology sector.
- **International Credential Assessment Service (ICES)** – one stop service for students seeking to have course work completed abroad assessed for equivalency to BC courses.
- **Credit Review Service (CRS)** – a national service that evaluated workplace-based training programs and courses in order to award academic credit. Individuals could apply these credits towards certificates, diplomas or degree programs offered by BCOU and OC.
- **Credit Bank** – enabled students to “bank” formal course credits received from other accredited educational institutions and credits received from “non-formal” learning such as workplace-based training. These credits could then be applied toward certificates, diplomas, and degrees via OLA’s Open University and Open College.
- **Electronic Library Network (ELN)** – facilitated resource sharing among BC post-secondary libraries through the application of technology.
- **Workplace Training Systems (WTS)** – contract-based delivery of analytical and technological services, and instruction of customized courses and workshops delivered to third parties on a cost-recovery basis.
- **First Nations Education Centres** – maintained delivery agreements with twenty First Nations Education Centre that enabled students to take college and university courses without leaving their communities. Courses were offered in a classroom setting and supported by on-site tutors.
- **Curriculum Publications (CPUB)** – managed the high-volume printing, sales and distribution of K-12 and other curriculum publications until June 2003, formerly managed by the Queen’s Printer in Victoria.

The Agency also operated some community skills centres throughout the province for a while in the 1990s.

Royal Roads University

See main report.

Selkirk College

Continuing education at Selkirk College has been a relatively stable, largely centralized operation that has grown over the years. Policy issues have included the definition of cost-recovery and of the citation credential, and determination of the types of student services available to different types of students.

Selkirk’s Continuing Education department is cost-recovery in terms of the direct costs of instruction for each course, but it has not been required by the college to cover overhead or infrastructure costs. This has

served to reduce jurisdictional conflict within the college and to increase cooperation between the continuing education department (which reports to the dean of Community, Corporate and International Development) and the Schools in which the subject matter expertise resides. However, communication between the Schools and the continuing education department requires intentional effort.

Continuing education students do not pay extra fees, such as activity fees, and do not receive extra services, such as membership in the student union. This has worked well for standalone courses, but when students are in long term programs, the issue has become whether continuing education students should be treated the same as all other program students.

What began as only course offerings evolved into the sequencing of courses into programs, leading to credentialing issues. Unlike the situation at some other institutions, Selkirk's citation is a credential that was specifically designed for continuing education programs only. However, some credit-bearing courses have made their way into the curriculum, complicating the role and definition of the citation.

In the early 1980s, continuing education ran on a shoestring budget with between a third and a half of its activity in general interest courses. With the withdrawal of provincial funding for general interest courses a few years later, general interest offerings disappeared (delivered today largely by municipalities. School districts in the Selkirk region offer little continuing education.)

With the provincial withdrawal in the late nineties of part-time vocational funding, Selkirk was able to retain about \$400,000 in grants under an Adult Basic Education job readiness category. The label for this activity changed yet again when the "skills" category was introduced to FTE reporting in the college sector.

International education began largely under the continuing education umbrella but became a separate entity. In the regional centres, which have varied in number between four and eight (in addition to the campuses at Castlegar and Nelson), continuing education personnel have served as the de facto administrators of the centres. The rural centres may also provide Adult Basic Education courses, as well distance education services. To varying extents, continuing education also provides conference services and supports the Mir Centre for Peace.

In contract training, clientele sometimes approach the continuing education department and sometimes the Schools. If the resulting course is related to a credit-based program, then the instructor is paid according to faculty scale. Otherwise, the instructor is a contractor paid on a flat rate.

The impact of the large mining and forestry companies in contract activity has ebbed and flowed, depending on the state of the industry. Over time, though, their regional workforce has more than halved, greatly reducing the need for certain types of training.

In the mid nineties, provincial grants enabled a Skills Centre to be established in Trail in partnership with the school district. Selkirk will be withdrawing from this centre in 2010 and will be delivering continuing education independently in Trail.

Simon Fraser University

See main report.

Thompson Rivers University

The Continuing Education Division was created in 1971, a year after the establishment of Cariboo College, when the five founding school districts ceded responsibility for continuing education to the new college.

The college split its service areas into a north region and a south region, with a dean of Continuing Education and Community Services for each region.

With a focus on part-time and short-term courses outside regular course offerings, the goal was to provide any course where there was sufficient demand and it was economically feasible. In addition to mounting courses and programs, continuing education counselled individual students, served as a broker between the resource people who might be able to mount a course and the potential students (e.g. helping First Nations groups access funds), and engaged in public relations. By the end of the decade, about six full-time and twenty part-time programmers offered over 500 courses annually (and another 100 or so courses were cancelled because of insufficient enrolment.)

For credit courses, Continuing Education would give regular instructors in the department the right of first refusal to teach the course before recruiting a contract instructor. Tuition fees were nominal and totaled less than half the government grant.

A survey conducted in October 1979 found that almost two thirds of the students were under age 35, over two thirds were female, half had less than twelve years of schooling, and half were taking courses for personal growth and development.

In 1980, a director position was created to oversee the two deans. Soon after, one of the deans resigned and was never replaced. The approach became one of total regional coverage, with offices in ten towns and villages in addition to Kamloops and Williams Lake. An effort was also made at this time to professionalize continuing education staff, with employees encouraged to complete diplomas and masters degrees in adult education.

Whereas the challenge in the seventies was to provide geographical access to courses, the focus in the eighties turned to attracting the alienated and poorly educated student (e.g. some single parent and aboriginal populations), to making inroads to the industrial sector, and to accessing funds for educational activities that did not fall into any recognized funding category.

The strengthening and expansion of continuing education was expensive and soon conflicted with the provincial government's era of financial restraint. With the loss by 1984 of \$500,000 in funding from government for general interest courses, the director departed and much of the regional infrastructure was eliminated or reduced.

Continuing education moved from a centralized model to a decentralized one with programmers allocated to Faculties: two each to Science, Vocational and Developmental, and one each in Business and in Arts and Science. With the introduction of this model, the name was changed to Extension Services. The decentralized model, although not the name, has endured.

Continuing education was supposed to be self-supporting since the mid eighties but infrastructure was subsidized by up to \$400,000 annually until 2003. During various budget crises, any Faculty or regional office that was running a deficit would lose a programmer. As a result of a critical audit and reorganization in 2003/04, the offices at Barriere, Chase, Logan Lake, and Clinton were closed. Lytton was covered by the Ashcroft coordinator. Responsibility for postsecondary courses in Merritt was ceded to the aboriginal Nicola Valley Institute of Technology in 2003.

Today, Thompson Rivers University defines continuing education mainly according to funding. Programs delivered on contract are continuing education, and some, but not all, cost-recovery programs may also fall into the continuing education category. Only a few Faculties continue to have programmers, but both the main Kamloops campus and the Williams Lake regional campus have a Continuing Studies department. More a case of tasks following personnel who had changed position than rational planning, summer session offerings came to be scheduled by the institutional research office.

University of British Columbia

See main report.

University of the Fraser Valley

Continuing education at Fraser Valley College got off to a slow start in the late 1970s, but it had the advantage of little or no competition from local school districts. By 1984, the College was offering some general interest courses and low level Adult Basic Education, mainly in Mission and the rural communities of Hope, Boston Bar/North Bend, and Agassiz. It then gathered momentum and by the late 1980s, it had a staff of two dozen, with full-time programmers in Abbotsford, Chilliwack, Mission and Hope, and part-time programmers in Agassiz and Boston Bar.

The five categories of general interest programming in the eighties consisted of personal growth, health care, sport and fitness, hobbies and women's programs (plus a few other offerings, such as introductory computer training.) A few partnerships with non-profit organizations developed, along with some contract training that was funded by federal and provincial governments for the unemployed and the aspiring self-employed. Other contract work into the 1990s included some literacy and Adult Basic Education courses on reserves, in addition to literacy and first aid training in the federal prisons in Abbotsford and Agassiz.

Continuing education helped the college expand storefront operations in each of the rural communities, serving as the catalyst that eventually enabled some credit courses to be delivered there. By the mid to late eighties, programming in each rural community consisted of general interest continuing education, literacy, English as a Second Language, Adult Basic Education, part-time vocational courses (such as air brake training, industrial first aid, flag person training, agriculture, and some small business development), and a few academic courses.

Continuing education's 1992 mission statement specified five types of activity: entry level job-training, training in response to technological change, obtaining multiple funding sources to initiate new programs and special events, collaborating with community groups (over thirty groups at that time), and leisure-type courses. Its administrative scope also included Adult Special Education and it was in the process of adding international education. Revenue totaled \$2.1 million in the 1992/93 academic year, including tuition from 13,000 registrants in 900 classes and workshops.

Continuing education had become very vibrant by the 1990s, with up to a quarter of its budget allocated to community development. It was heavily subsidized by part-time vocational funding (in the order of \$800,000 annually), so the elimination of the part-time vocational funding in the late nineties led to huge cutbacks, e.g. the staff was reduced to about eight (two of whom were dedicated to fostering contract training.)

The University College of the Fraser Valley began the new millennium with a centralized continuing education model. It then moved to a partially decentralized model, beginning with trades moving to a Faculty but with some programs, such as health, not fully moving into Faculties.

During this period, enrolment suffered with course registrations perhaps halving. Around 2006, the institution began strengthening its central continuing education infrastructure and enrolment began recovering. The recovery was aided by the creation of short certificate programs that proved popular and which are treated favourably in the provincial FTE enrolment counting methodology (used by all institutions except research universities).

It was also around 2006/07 that the main Abbotsford campus was running short on space and Continuing Studies moved to a leased facility on Marshall Road. With easy access and good parking, the bulk of continuing education activity now occurs at this location, although some courses are also offered in

Chilliwack and elsewhere. The Marshall Road facility does give Continuing Studies a home and a visible presence, but it also segregates employees and students from the rest of the university. The long term future of the building is unclear.

In 2008, over 2300 students took one or more continuing education courses outside of the eight certificate programs. Females outnumbered males two to one and the median age was 38. A few community forums that are free to the public are hosted each year.

Views currently differ within the university as to the preferred role that Continuing Studies should perform in the future. Once start-up efforts for the transition of the university college into a university had been completed, a review was launched late in 2009 to clarify the continuing education role and organizational structure.

University of Northern British Columbia

UNBC is the smallest and newest (1994) of BC's research universities. It began offering continuing education in Forestry and then expanded around 1996/97 to a similar model as today, except that the department then reported on the administrative side of the university. In 2007, the reporting relationship shifted to the academic side of the university as part of the regional operations area. Continuing education courses and workshops are delivered from Prince Rupert on the Pacific Ocean to McBride near the Alberta border, and north from Williams Lake to the Yukon border.

English as a Second Language instruction began in Continuing Studies around 2004/05, but moved out in 2007. At much the same time, Continuing Studies began offering some credit courses and now generates 150 – 200 FTE enrolment in credit courses. Under this arrangement, certain continuing studies courses carry academic credit and student learning is graded, but university admission requirements do not apply. The courses may be taken on a non-credit basis or they may be transferred by admitted UNBC students as general elective credits towards certain degree programs. (Planning is underway to allow for the transfer of credit for core program courses.) Non-credit professional development and personal interest courses and workshops do not, however, count towards any academic degree program.

Continuing Studies offers a fair variety of courses, including some certificate programs in several fields such as the Humanities (e.g. Musical Fundamentals and Christian Studies), Business (e.g. Leadership and Project Management), Technology (e.g. Geographic Information Systems and Silviculture Surveyor) and Gardening.

The department is self contained, recovering all costs (including overhead) and seeking to generate a small profit when possible. Students are given a single student number that is used when registering for academic courses as well as for Continuing Studies courses. Beyond that, however, registration is managed separately from academic offerings in what is essentially a separate instance of the registrarial computer system.

UNBC and the adjacent College of New Caledonia try to stay out of each other's markets. There is some overlap, however, in such fields as computing.

Contract training has been oriented towards the forestry industry, an industry that has been in decline. The growth area recently in continuing education has been in credit courses.

University of Victoria

See main report

Vancouver Community College

The origins of continuing education at Vancouver Community College is very much a reflection of its predecessor organizations and its parent, the Vancouver School Board. The Board had been active in adult education since before World War I and had established three organizations (the Vancouver Vocational Institute, the King Edward Centre, and the Vancouver Art School) that formed the basis of Vancouver Community College and what is now the Emily Carr University of Art + Design.

The college was launched in 1965, with the Director of Adult Education for the school board becoming the chief executive officer. It was not until 1970 that a College Council was established as the governing body, and the School Board continued to provide administrative services until 1973.

Continuing education and “non-regularized educational experiences for adults” were seen from the beginning as integral to the role of a community college. VCC/Vancouver School Board’s continuing education quickly became the province’s second largest provider of adult education, exceeded only by UBC.

Between 1970 and 1974, the principal of Community Education Services was responsible to both the college and the school board. In 1974, the division became a separate entity, equal in status to the Langara campus, the King Edward adult learning centre, the vocational institute and the art school. The principal was responsible for overall planning and administration, and for offering courses that did not obviously fit elsewhere. Generally, though, each component campus of VCC offered its own continuing education programming.

The college found it challenging to inculcate its own continuing education presence that was distinct from that of the school board. The agreement was that the Board would offer general interest courses and courses originating in high schools. Problems seem to arise especially in college preparatory fields (Adult Basic Education and English language training) as well as in general interest areas. The Langara campus, for example, sought to provide a broad array of general interest courses for its immediate neighbourhood. VVI in downtown Vancouver, on the other hand, offered mainly job-oriented courses, often designed for people already working in the field.

By the mid nineties, VCC was operating a highly centralized Continuing Education Department which, in contrast to Capilano College, was staffed by adult education generalists who rarely, if ever, came from the teaching ranks of the college. It had authority to develop and offer programs on its own. The two dozen certificates that it was offering were, for the most part, not reflective of the types of programs the college offered to full-time students (part-time versions of full-time programs being the responsibility of academic departments.)

In the mid 1990s, the Continuing Education Division had 500 to 600 non-union instructors annually serving over 25,000 registrants. Arbitrations in 1994 and 1996 resulted in the union being given jurisdiction over continuing education courses that were substantially similar to courses taught within the bargaining unit. This, however, left the door open to a wide range of new non-union courses.

Over time, continuing education came to encompass a wide range of full and part-time credentialed programs across the institution, as well as standalone courses. With differing cost structures, there were few incentives for management to rationalize the delineation between continuing education and base offerings.

Eventually, most any class offered after 5 p.m. came to be viewed as continuing education. The result was that today Continuing Studies offers around 350 courses, often leading to one of forty certificates and diplomas in Business, Design, Health and Human Services, Hospitality, Languages and Writing, and Computing. Most courses are offered at the downtown campus, mainly in the evening, and are typically taken by part-time students. In the order of 250 FTEs are generated from short standalone courses, while perhaps 500 FTE come from students in continuing education programs.

Continuing Studies does not have a clearly identifiable presence on the web, but searches will reveal hits for the Continuing Studies Division (“offers 1200 part-time courses each year”), the Centre for Continuing Education, the Centre for Continuing Studies, and most recently Continuing Education and Contract Training (with responsibility having shifted from the Vice President Education to the Vice President Community and Advancement.) A review of continuing education by an external consultant was commissioned in 2010.

Vancouver Island University

Vancouver Island University started as Malaspina College and its continuing education activities were originally called community education. A little over a decade ago, it was known as Learning Connections, but this was a name that clients found vague and needed explanation. Today, the terminology is the Centre for Continuing Studies.

The tension between centralization and decentralization has manifested in two ways at VIU. One form has been the extent to which programming should be determined by community needs in contrast to the priorities of Faculties, i.e. the extension model. This tension has been addressed by having particular administrative coordinators/programmers in the centralized department linked to each Faculty.

(Except for a brief period when all continuing education offerings were fully centralized, the way the mixed model has tended to work has been that courses that are easy to mount or which are profitable tend to be arranged directly by Faculties, while the more difficult or costly courses become the responsibility of Continuing Studies.)

The other centralization issue concerns the role of the various campuses. In 1980, each of the four campuses had its own independent community education department. Within three years, the coordinators were meeting a few times a year to share experiences and ideas. Coordination increased in subsequent years.

Around 2000, the Parksville/Qualicum Centre lost its principal position. Continuing Studies came to be administered through Nanaimo, but with programmers physically present in Qualicum on a part-time basis. A similar amalgamation in 2008 brought the Cowichan/Duncan branch into full administrative integration with the Centre for Continuing Studies. Powell River still functions quite separately, due to distance and the ocean crossing, but the coordinator does do some work for the Centre by arranging computer classes at all campuses.

In the early 80s, three quarters or so of course registrations were in general interest and personal development offerings. As has happened elsewhere, the ratio has reversed with changing financial circumstances. Today, perhaps 80 percent of the activity is employment related, e.g. entry level career preparation for unemployed workers or first time entrants to the labour force.

With the institution becoming a university in 2008, the role of continuing education – along with those of many other areas – came under review, e.g. assessment of the rationale for offering personal interest courses when civic providers could also offer them. The focus seems to be shifting away from serving the whole community and towards students interested in baccalaureate and higher level studies.

Half a dozen certificate and diploma credit programs are offered each year from a list of over two dozen, e.g. sterile supply technician and hospital unit clerk. (Tuition fees are high as these programs are cost-recovery, but some students receive government sponsorship of one sort or another, while others view the opportunity to earn good wages upon graduation as worth the investment.) These programs are managed by a single coordinator with deliveries at various sites based on the needs of the program and community demand. Only a few standalone credit courses are offered, sometimes developed for First Nations communities or for the non-profit sector. Credit courses are taught by regular university faculty.

Contract training has come under the community education/continuing education umbrella except for a period in the 1990s when large federal funding for employment skills led to the creation of a separate department. Physically located off-campus in downtown Nanaimo, the department became remote from the rest of the institution. When the federal money dried up, the department shrank, returned to campus, and eventually amalgamated again with continuing studies under the short-lived name of Learning Connections.

Contract training services are managed today by a team of two coordinators (Nanaimo/Parksville and Cowichan). For contracts that span the region, there is a designated lead/budget holder who uses a collaborative team approach to multi-site delivery.

Community Education received close to one quarter of a million dollars from the college budget in the early eighties. This disappeared and the operation had to become cost-recovery. Recently, the pressure has been to generate net revenue for use elsewhere in the institution. The increased financial constraints have limited programming, e.g. community forums on current issues or family literacy programs become difficult to justify when the main criterion is revenue generation.

In 2009/10, the Centre for Continuing Studies enrolled 650 FTE students, about 10 percent of the university's domestic FTE enrolment.