

ENDING California's Public Adult Education Through Policy

Will you let it happen?

CFT Convention Adult Education Workshop

4/13/2012

ABSTRACT: Declines in adult education are affecting both of the dual (CDE/CCC) structures for delivery. Changes in adult education demand or needs have not caused the enrollment declines. California's adult education policy must better reflect community needs. Policy directions should acknowledge the genuine value of a model successful for 155 years, one which mirrors the needs of transitional students and which will address human development as well as economic development.

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Adult Education Meets Needs of Transitional Students

- ✚ Students may begin and end their enrollment at any time.
- ✚ Credit is not awarded and there are no grades.
- ✚ The focus is on learning, not the achievement of credentials.
- ✚ Adults of all ages and abilities are welcome.
- ✚ Primarily low income adults are served in classes near their homes.
- ✚ Many students get to class on foot or by public transportation.
- ✚ Instruction incorporates review to support open entry and adult learning styles; expectations for homework are generally limited.
- ✚ Classes are free or students may pay a token fee* or book/materials cost.
- ✚ Classes may be repeated until mastery is achieved.

* Fees may not be charged in noncredit but are allowed in K12 Adult Ed.

**Noncredit Utilized by Diverse Immigrant
And US-Born Populations**

	CA Population	Community Colleges	Noncredit Statewide
African-American	6%	8%	4%
American Indian/Alaskan Native	1%	1%	0%
Asian /Pacific Islander	13%	13%	19%
Filipino	*	3%	2%
Hispanic	38%	37%	43%
White Non-Hispanic	40%	36%	31%

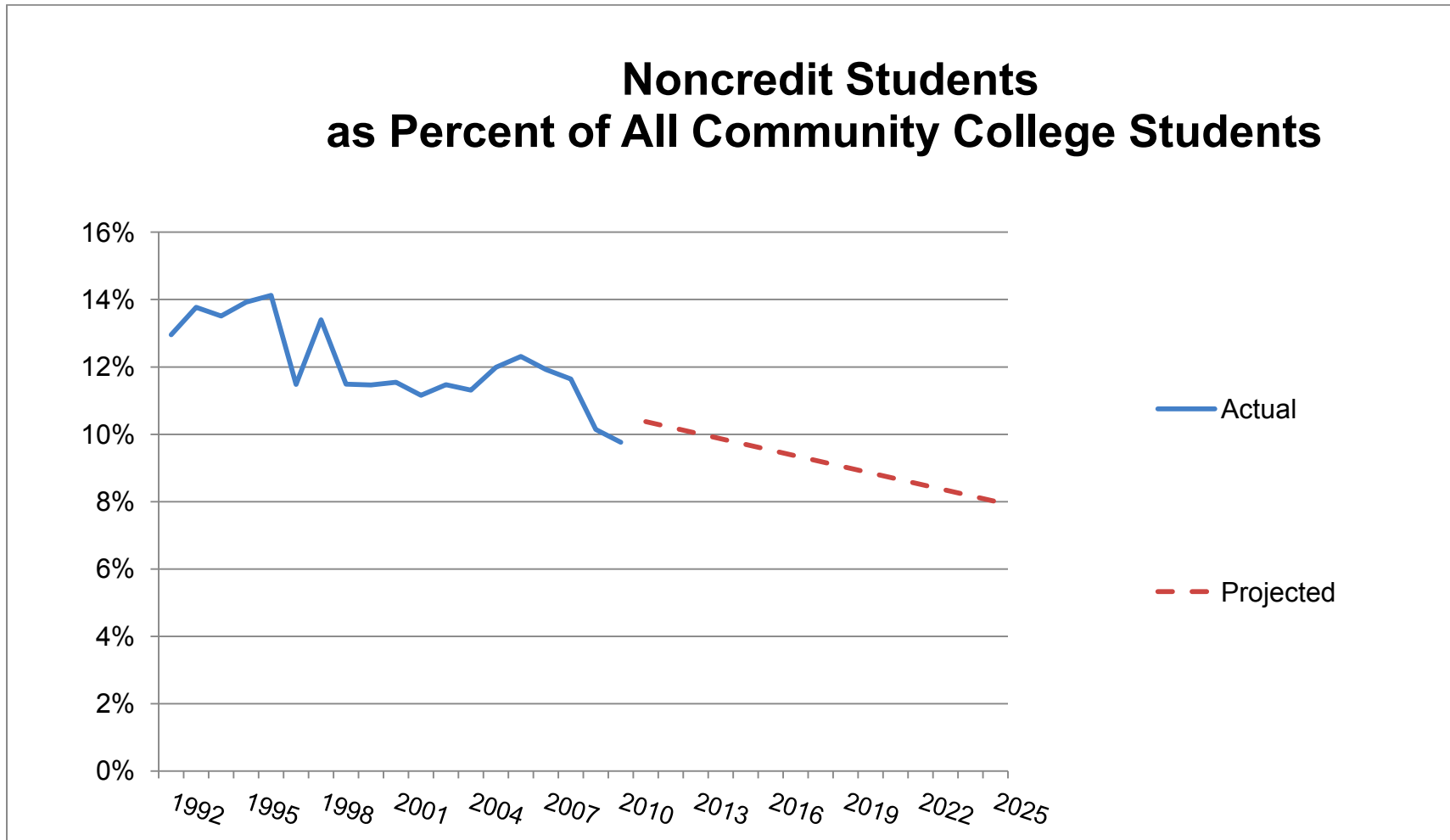
Sources: US Census; Data Mart

Excludes multiple responses for easier comparisons.

Only students of known ethnicity included in calculations.

*Federal census data includes Filipino in Asian percentage.

Noncredit Students Gradually Squeezed Out by Design



Data from CCC Data Mart

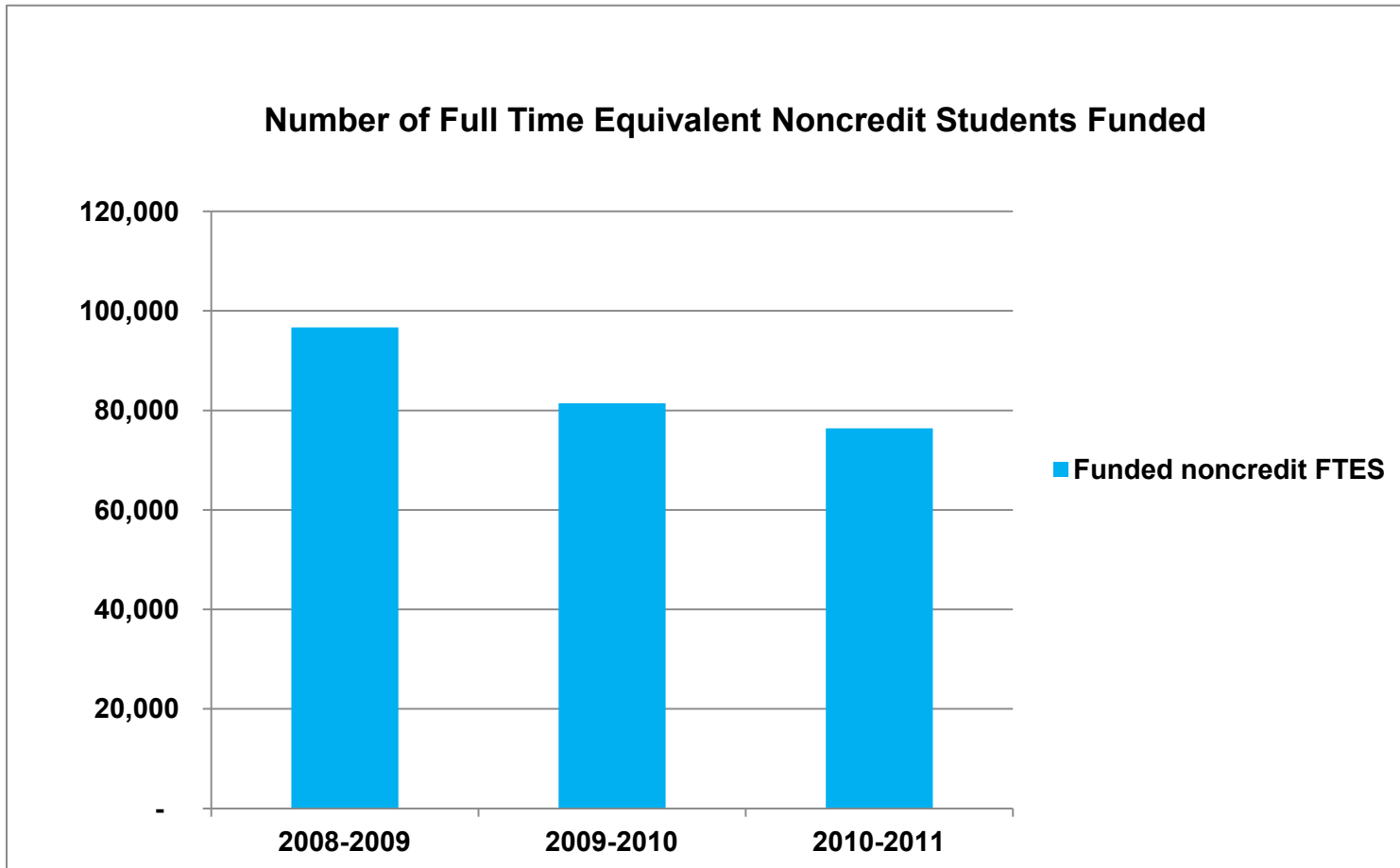
K12 Adult Education

Headcount Enrollment Cuts In A Single Year

Program	2008-2009	2009-2010	ENROLLMENT CHANGE
ESL	444,492	324,123	-27%
Adult Secondary Ed.	226,053	194,156	-14%
Career Technical	180,494	94,483	-48%
Adult Basic Education	76,516	68,175	-11%
Citizenship	2,985	1,050	-65%
Adults with Disabilities	26,839	12,146	-55%
Health and Safety	26,911	9,466	-65%
Home Economics	17,371	7,475	-57%
Parent Education	67,688	24,089	-64%
Older Adults	142,319	41,690	-71%
Total Enrollments	1,212,068	776,853	-36%

Source <http://www.lhc.ca.gov/studies/activestudies/communitycollege/JUNE11Ainsworth.pdf>

Noncredit Funding Increasingly Limited



Source: *ccco.edu Recalculation Apportionment Exhibit E Statewide for Years Shown*

**Noncredit Headcount Growth Suppressed
Both Long and Short Term
Number of Students in Fall**

	Noncredit Headcount	Total CCC Headcount
2010	170,616	1,747,038
2009	182,116	1,795,972
2008	208,734	1,793,511
2007	202,026	1,694,796
2006	198,813	1,614,689
2005	189,223	1,578,573
2004	178,352	1,577,296
2003	184,228	1,605,901
2002	191,222	1,713,472
2001	190,315	1,648,723
2000	177,523	1,548,707
1999	173,655	1,511,440
1998	200,240	1,494,492
1997	162,481	1,415,410
1996	198,814	1,407,492
1995	186,059	1,336,194
1994	183,474	1,357,899
1993	189,516	1,376,418
1992	194,309	1,499,965

Source: DataMart

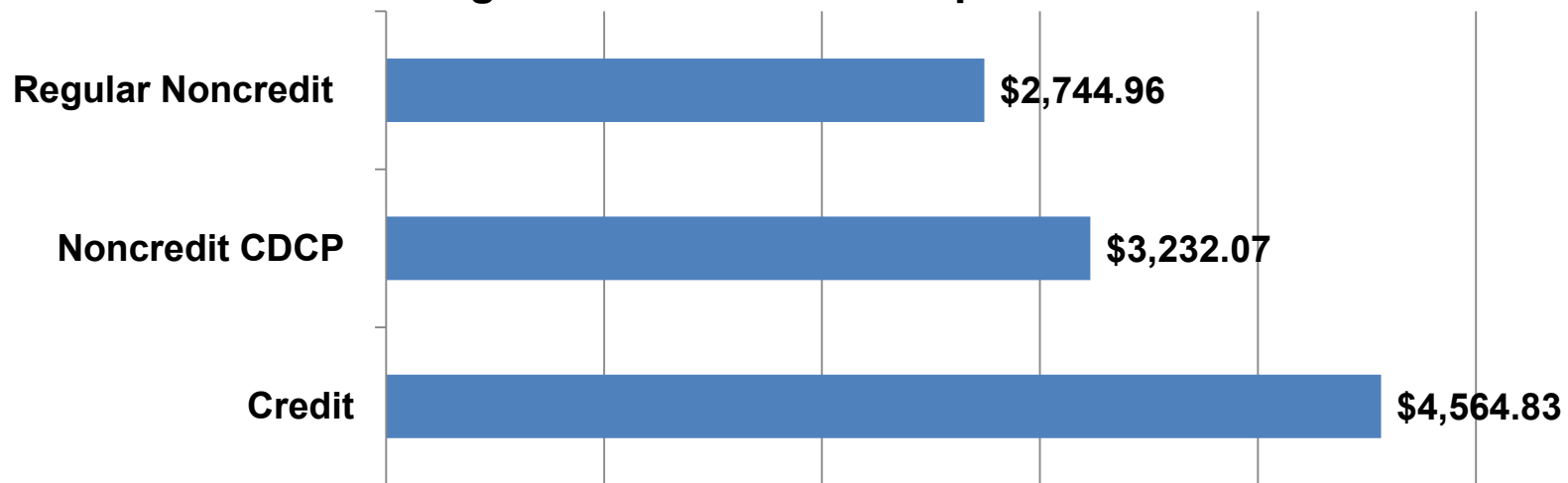
Funding Policies Hurt The Noncredit Population

Because a large differential remains in funding between credit and noncredit FTES, colleges have a very strong economic incentive to offer a greater percentage of credit courses as part of their overall offerings, minimizing noncredit.

Replacing noncredit offerings with credit offerings yields a college 41%-66% more apportionment for an equivalent number of FTES. Scheduling decisions should be based on community need, not on adverse economic incentives.

Unfortunately, a *two-thirds increase* in per full time student apportionment comes from replacing sections that are regular noncredit with credit offerings.

Funding Rate Per Full-Time Equivalent Student



CDCP refers to Career Development and College Preparation, i.e., ESL, Basic Skills and Career Technical Educ

DISTURBING DECLINES IN ADULT EDUCATION

- **California has offered adult education for over 150 years, primarily to populations which have no other educational options.**
- **Annual enrollments have been cut nearly in half. Until recently, adult education in CA enrolled up to two million students through K12 Adult Education programs and Community College noncredit.**
- **Since 2009, school districts have been able to use “categorical flexibility” to divert funds from adult education to support its K-12 programs. This “flexibility” option is expected to remain in effect until 2015.**
- **As a result, in the past two years over 32 adult schools have been closed and 44 more have lost at least half their funding.**
- **Attempts to stem the bloodbath in K12 Adult Education, such as AB 189 and Supt. Torlakson’s letter of support, have been ineffectual—the dominoes appear to fall as LA Unified takes action to end its adult education program.**
- **In the past two years, similar programs in community college noncredit lost 21% of their funding. Funded noncredit FTES of 96,684 in 2008-09 dropped to 76,405 by 2010-2011 despite 3-6% of noncredit students being served on an unfunded basis every year.**

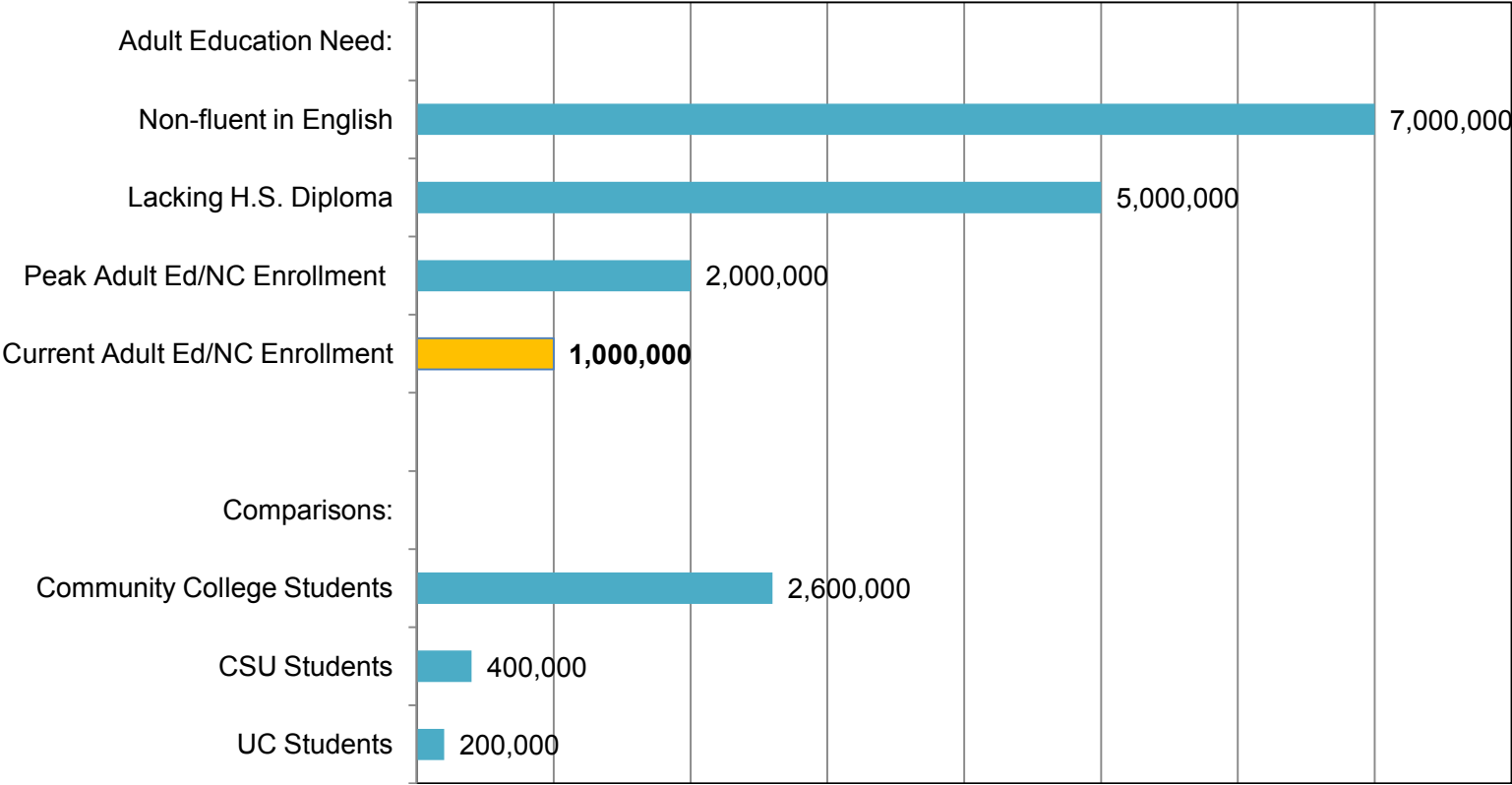
California Should Be Expanding, Not Defunding, Adult Education

- One in five adults lacks a high school diploma or GED.
- The unemployment rate is nearly 11%.
- 20% speak English “less than very well.”
- Nearly half of Latino and African American students do not graduate from high school.

At least 80% of need is unmet, per CDE estimates and Census data.

**Several Million Californians Need Adult Education –
Only One Million Access It**

(Estimated .7 mil in K12 Adult+.3 mil in CC Noncredit)



California's Poor Need Adult Education

In Cities, Towns and Rural Areas

- The poor are more likely than others to need the basic subjects and skills that are taught through adult education at low or no cost to the student. For many, these basic studies can be a way out of desperate poverty and isolation. In many cases, they can also be an access point to employment, to full participation in society, or to higher education.
- 1,700,000 inhabitants of Los Angeles County live in poverty. For each full-time equivalent noncredit student in Los Angeles County, 294 individuals live in poverty. Los Angeles Unified School District plans to defund all adult education schools.
- Kern County has over 172,000 living in poverty. The 21% poverty rate is about double that of Santa Clara or Contra Costa counties. Adult education opportunities are few. There are 34,500 poor for each adult school in Kern County. For about every 3,000 poor, there is only one full time equivalent noncredit student in the area's community colleges.
- Sacramento County, home of our state capital, has over 200,000 living in poverty, over 700 poor for every noncredit full time equivalent student, and 21,000 poor for every adult school.
- Interior and agricultural counties tend to have higher poverty rates than coastal and heavily urbanized counties. It may be more challenging to provide adequate coverage of adult education needs in the former than in urban counties, but some agricultural counties have more adult educational opportunities than others, as seen on the next page.

Adult Education Coverage

- High Poverty Rate Counties
- And Counties with Many Poor
- CCC and CDE Shown
- Low Coverage Highlighted

Loosely Grouped for Comparison

Sources: CCC Data Mart, CDE, US Census

No. of Poor Per Fall 2012			No. of Poor		Adult Schools	No. of Poor Per Adult School
NC FTES	COUNTY	Pov. Rate		NC FTES		
2,924	Kern	21.4	172,531	59	5	34,506
96	Merced	23.1	58,212	608	3	19,404
873	San Joaquin	19.0	128,331	147	6	21,389
333	Fresno	26.8	245,330	736	12	20,444
967	Stanislaus	19.7	100,554	104	6	16,759
92	Kings	22.5	29,606	323	3	9,869
359	Tulare	24.6	108,143	301	9	12,016
706	Sacramento	16.7	234,470	332	11	21,315
425	SanBernardino	18.1	362,099	853	17	21,300
961	Riverside	16.4	354,768	369	16	22,173
36,666	Imperial	22.3	36,666	0	4	9,167
65	Orange	12.2	363,924	5,625	10	36,392
294	Los Angeles	17.6	1,699,264	5,778	80	21,241
93	San Diego	14.8	445,556	4,779	21	21,217
228	Santa Clara	10.6	186,051	817	13	14,312
19	San Francisco	12.8	100,910	5,338	0	100,910
2,044	Alameda	13.5	200,273	98	17	11,781
1,742	Contra Costa	9.3	97,544	56	9	10,838
5,824	Del Norte	23.5	5,824	1	1	5,824
19	Modoc	21.9	2,061	107	2	1,031

Today's Educational Policy Framework Hurts Noncredit

- Education currently influenced by “deliverology” in management, an emphasis on tracking **goals and measurements.**
- Deliverology was developed for **production models** not for nonlinear processes such as developing critical thinking and human potential over a lifetime.
- The flexibility emphasis required for effective adult education does not lend itself to **easy measurement of results.**
- **De-emphasis on access and learning** in favor of completions (degrees, certificates, transfers) does not support the “learning- and learner-centered” aspects of adult education.
- The **privatization** shift is an especially poor fit for adult education.
- Successful early terminations where students utilize “open exit” because they became employed are viewed as high attrition, **program failures.**
- “Stopping out” for work shift changes or to have a baby, then returning, is viewed negatively as **delaying time to goal attainment.**
- Reduced dependency and other substantial savings to the state resulting from adult education are not made part of the **cost equation.**

~ Effectiveness ~ Efficiency ~ Equity ~

Responsiveness to the Community Transcends Policy Fads

The **adult education instructional mode** developed independently in multiple locations in communities large and small throughout this nation, with flexibility features mirroring the needs of transitional and immigrant students. ***If it were not optimal, as it is for most transitional students, it would not have survived over 150 years and would vary more widely.***

Adult education, originally called “evening school,” actually began in California even before there was universal schooling for children and before the “junior colleges“ were created in 1907.

Over 150 years ago, in 1856, the first “evening school” in California was established in San Francisco. Other evening schools were established in Oakland in 1871, Sacramento in 1872 and Los Angeles in 1887.

These very first schools for adults offered elementary basic skills, vocational training and English for immigrants.

http://www.elcamino.edu/academics/academicsenate/minutes_files/fallo6packet/ASCCCAppendix%20A%20Noncredit%20paper.pdf

**Extremely Under-Resourced Even Before the Budget Crisis,
Adult Ed/Noncredit Merits a Higher Priority than It Now Receives
*Including, for Example:***

1. Resources—resources for the maintenance, restoration, and improvement of programs (limitations on flexibility/fund sweeping in K12 Adult and the second installment of noncredit apportionment increase in CCC)
AND
Respect and Equity—valuing what adult education brings to higher education, to human development, to families, to society, to the economy, instead of deprioritizing or siloing adult education students, teachers, and programs
2. Representation—direct representation at all levels and in all appropriate venues by adult educators themselves and by adult education students
AND
Political Support—opportunities to network with internal stakeholders from other geographic areas or from other constituencies, as well as with external stakeholders who have overlapping interests; support within CCC
AND
Information—linking students and their families with further educational and career opportunities; also, the development and community dissemination of informed research about adult education
3. Careers for Educators—reasonable job security and the right to organize, professional development, and professional career opportunities for educators that will benefit students and programs
AND
Direct Cost Minimization—subsidization of costs for typically low income students to provide low or no cost classes, books, materials, and childcare
AND
Student Support Services—outreach & retention services to promote access and success, including counseling and advising

2012 Policy Legislation

Bills Currently Unfavorable to Restoration of Noncredit

SB 721 Lowenthal

Establishes goals and metrics for higher education that do not relate well to noncredit program populations and objectives. Encourages additional focus on credit to the exclusion of noncredit. Elevates independent and private colleges and universities.

SB 885 Simitian

A new comprehensive database open to several organizations of all students from preschool through higher education will have inadequate protections for the privacy of noncredit and K12 adult education students.

SB 1062 Liu

Furthers centralization of community colleges and encourages unfunded mandates.

SB 1456 Lowenthal

This is the “Student Success Act.” It will lead to colleges pushing to improve performance on metrics primarily for credit programs, drawing attention and funding away from noncredit. There is no provision for noncredit matriculation. Matriculation funding will NOT be based on the relative needs of special student populations such as low-income students, students with language differences, students with physical and learning disabilities, and students in need of remedial instruction. Therefore, a college may get more matriculation money than it needs if its student population is relatively more affluent. That is not efficient and hurts communities where the need is greater.

The State Chancellor’s Office will be allowed keep 5% of any new matriculation money for administrative costs, even though these mostly technologically related costs do not rise at a steady rate for a larger number of students served. Money that is needed to support our noncredit and credit programs will go to the Sacramento bureaucracy.

The bill provides that colleges will have to identify strategies to monitor and address equity issues that could very well result from this legislation. Predictable adverse impacts should be avoided in the first place! Instead, this legislation will place financial responsibility on local colleges to mitigate disproportionate impacts on the access or achievement of various groups of students resulting from state policies. Such fiscal burdens passed on local colleges will affect their ability to support noncredit students.

SB 1550 Wright

Noncredit programs may be discontinued, with adult students steered to unattractive options such as full cost extension programs instead of noncredit or credit. The extension courses will not be competitively priced and will be established more as deterrents than as viable concepts. Some students who fit the avocational profile (hobbyist, taking for personal enrichment) will learn to check off the right boxes on the admission form to avoid being penalized. Some will decline to participate in unaffordable educational opportunities or will take less expensive similar courses at private institutions and nonprofits. The apparent goal is to increase privatization and decrease participation in community colleges.

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San Jose, CA

California Federation of Teachers Convention

Adult Education Commission

Workshop Presenters Susan Lopez of City College of San Francisco and Bruce Neuberger of San Mateo Adult School

Commission Co-Chairs Julie Carson of UTLA and Susan Lopez of AFT 2121