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ABSTRACT

This document provides background information for those seeking to identify strategic issues to be addressed while engaged in long-term planning for adult education in California. The introduction focuses on the state's role in adult education. The next chapter describes a national demographic profile of adult education. Chapter 3 describes California's level of support for public adult education. Chapter 4 describes public adult education programs and participants in California, in which enrollments since 1978 have shifted markedly away from vocational education toward English-as-a-Second Language programs and programs for older adults. California literacy programs are the subject of chapter 5. Other state adult education programs are described in chapter 6, including: programs for substantially handicapped adults, vocational training, older adults, parent education, citizenship, health and safety, and home economics. Chapter 7 offers implications for planning and includes sections on adult education in perspective, the growing need for accessibility, and pressures for accountability. (CML)

# THE CALIFORNIA ADULT EDUCATION SYSTEM

## Background Paper on the Response of Adult Education Institutions to the Needs of Californians


**Submitted To:**

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**Youth, Adult and Alternative Educational Services Division**
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**Revised: February 9, 1989**

# Letter of Transmittal

This paper has been prepared to provide background on the response of adult education institutions to the needs of Californians. It is intended as a discussion piece for the Adult Education Advisory Committee appointed by State Superintendent Bill Honig. This committee is charged with recommending a long-term strategic plan for California's Adult Education System.

The purpose of this background paper is to provide a factual basis for identifying issues that ought to be addressed in a strategic plan for adult education. The paper provides a national context for viewing California adult education, and it describes the State's level of effort in providing this type of education. Although the paper focuses on the public school delivery system, it also summarizes adult and noncredit education programs offered by other agencies, including the community colleges, correctional agencies, employment and training agencies, and the State Library. Finally, the paper offers some strategic directions for public school adult education that are suggested by the data analysis.

This paper is a working document. It does not necessarily represent the views or policies of the State Department of Education or the Adult Education Advisory Committee. Its contents will be revised in accord with review by the Advisory Committee and subsequent research; and ultimately integrated into a long-term plan.

Sincerely,

Barry Stern
Senior Associate
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# Acknowledgements

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The contents of this paper do not necessarily reflect the views of the above persons or the institutions they represent.

# INTRODUCTION

*Providers, funders, and users of adult education are asking whether or not the system is keeping up with and anticipating the massive changes that are occurring throughout California. This paper provides background for identifying strategic issues to be addressed in long-term planning.*

California has a long, rich tradition of adult education. Beginning with evening school classes in San Francisco in 1856 and public support for such programs in 1907, California adult education grew to play a leadership role in the emergency relief programs (*i.e.* CCC, WPA) during the Great Depression and later in preparing the workforce during World War II. In 1966 the *Adult Basic Education Act* (PL 91-230) provided federal funds to the states to improve literacy and encourage the attainment of a high school diploma. This legislation catalyzed increased state and local funding for adult education, which continued until 1978 when Proposition 13 and subsequent enabling legislation virtually eliminated local property taxes as a revenue source.

In the decade since Proposition 13, the State has played a much more central role in providing adult education. Replacement of some of the lost local funding with state funding inevitably has led to a greater degree of state control. The State now prescribes the kinds of courses that qualify for state funding. It regulates the growth and average unit costs of adult education programs and limits the geographical areas which can be served. For literacy programs that are supplemented by federal funds, the State mandates the general type of instructional methodology to be used, and the measurement system.

Despite the State's more prominent role, local participation remains significant. School districts and community colleges continue to adjust programs within a very wide band of state-approved activity. State and local agencies continue to collaborate with one another and with private businesses to form consortia and develop community-based programs, particularly in the area of literacy.

Against this backdrop, providers, funders, and users of adult education are asking whether or not the system is doing enough to keep up with and anticipate the massive demographic, social and economic changes that are occurring throughout California. In short, is the California system of adult education doing things right, and is it doing the right things?

The purpose of this background paper is to describe the California adult education system. It provides a factual basis for identifying issues that ought to be addressed in a strategic plan for adult education.

The paper will progress from the general to the specific. First it will provide a national overview of participation levels in adult education, in order to provide a context for what happens here in California. Second, it will describe California's level of effort or financial commitment in providing adult education over the last eight to ten years, including efforts made by non-educational agencies. Third, the paper will hone in on public school adult education programs, as well as the people who are typically served by such programs and where they live. The fourth chapter is devoted to literacy programs because of their importance and size. The fifth chapter reviews programs in other content areas offered by the adult schools and community colleges. The seventh and final chapter offers some strategic directions for public school adult education that are suggested by the data analysis.

The seven chapters of this report are as follows:

**(1) Introduction**
**(2) National Profile of Adult Education**
**(3) California's Level of Effort in Adult Education**
**(4) Public Adult Education Programs and Participants**
**(5) Literacy**
**(6) Other State Adult Education Programs**
**(7) Implications for the Future**

At the end of each chapter a section entitled "major findings" lists the chapter's main points.

# NATIONAL PROFILE OF ADULT EDUCATION

*Data are not available on the total number and characteristics of Californians who participate in all forms of adult education. However, national data from a survey conducted every three years by the U.S. Bureau of the Census provides a context for assessing the California experience.*

Unfortunately, data are not readily available on the extent to which Californians participate in all forms of adult education. However, national data provide a context for assessing the California experience.

According to the most recent Survey of Adult Education conducted by the U.S. Bureau of the Census, over 23 million people participated in more than 43 million adult education courses during the year ending May 1984 (See Exhibit 1).

**Exhibit 1**

**ADULT EDUCATION PARTICIPATION, 1984**

| Characteristics of Education Participants: | Population Over 17 Years Age (000's): | Participation Rate (Percent): |
|---|---|---|
| **Total** | **172,583** | **13.5** |
| **Age:** | | |
| 17-24 Years | 31,962 | 11.5 |
| 25-44 Years | 70,010 | 19.7 |
| 45-54 Years | 22,222 | 14.0 |
| 55-64 Years | 22,057 | 8.5 |
| Over 64 Years | 26,331 | 3.3 |
| **Race and Ethnicity:** | | |
| White | 139,777 | 14.6 |
| Black | 18,628 | 8.1 |
| Hispanic | 9,706 | 8.2 |
| Other | 4,472 | 12.8 |
| **Primary Activity:** | | |
| Employed | 104,464 | 18.1 |
| Unemployed | 7,977 | 10.8 |
| Keeping House | 1,131 | 7.0 |
| **Regions:** | | |
| Northeast | 37,357 | 10.7 |
| North Central | 43,151 | 15.0 |
| South | 58,348 | 12.5 |
| West | 33,726 | 16.3 |

*Source: Bulletin OERA*, U.S. Department of Education, Office of Educational Research and Improvement, October 1986. Report of U.S. Bureau of the Census, Triennial Survey of Adult Education, Current Population Survey, May 1984.

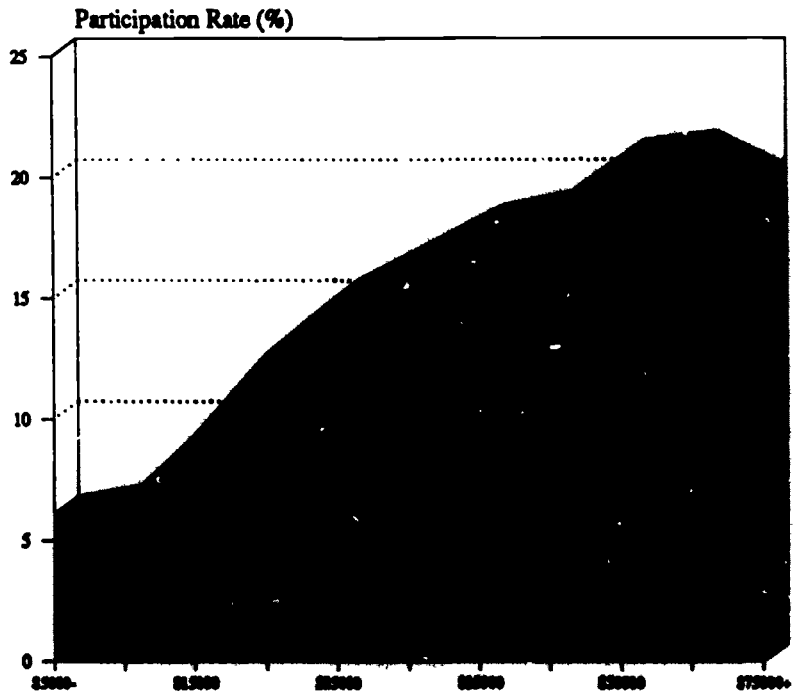
This survey defines adult education as any course or educational activity taken part-time by respondents 17 years old and over.[1]

Almost 14 percent of the Nation's adult population participated in adult education. Over 55 percent were women. Blacks and Hispanics had lower participation rates (8 percent) than whites (15 percent). Among age groups the highest participation rates were in the 25-to-44-year-old range. Employed individuals were more likely to participate in adult education than unemployed individuals. People in the West had the highest participation rates, almost three percent above the national average (See Exhibit 1).

Participation in adult education increases with income and educational attainment. In 1984, persons with household incomes over $50,000 were almost four times more likely to participate in adult education as a person with a household income under $10,000 (See Exhibit 2).

**Exhibit 2**

**PARTICIPATION IN ADULT EDUCATION BY FAMILY INCOME, 1984**



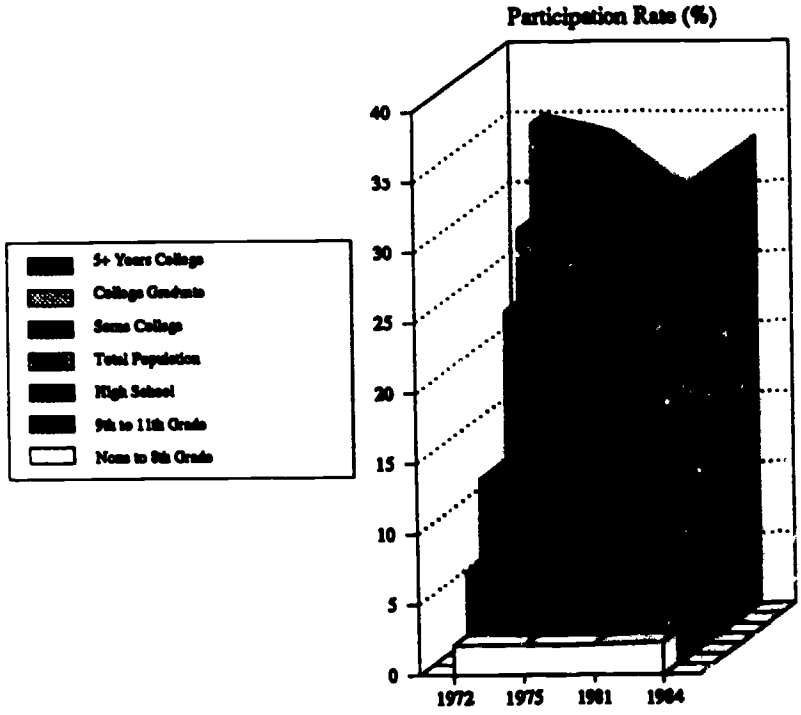

*Source:* U.S. Bureau of the Census, Triennial Survey of Adult Education, Current Population Survey, May 1984.

[1] These data are from the 6th triennial survey of adult education that was conducted as part of the May 1984 Current Population Survey. Comparable data are not available for California. The sample of 58,000 households for the Triennial Survey of Adult Education that is conducted by the U.S. Bureau of the Census is not large enough to generalize to the California population.

Correspondingly, over the last two decades, the adult education participation rate for persons with college degrees has been five times greater than those with less than a high school degree (See Exhibit 3).

**Exhibit 3**

**PARTICIPATION IN ADULT EDUCATION BY EDUCATIONAL ATTAINMENT, 1972, 1975, 1981, AND 1983**

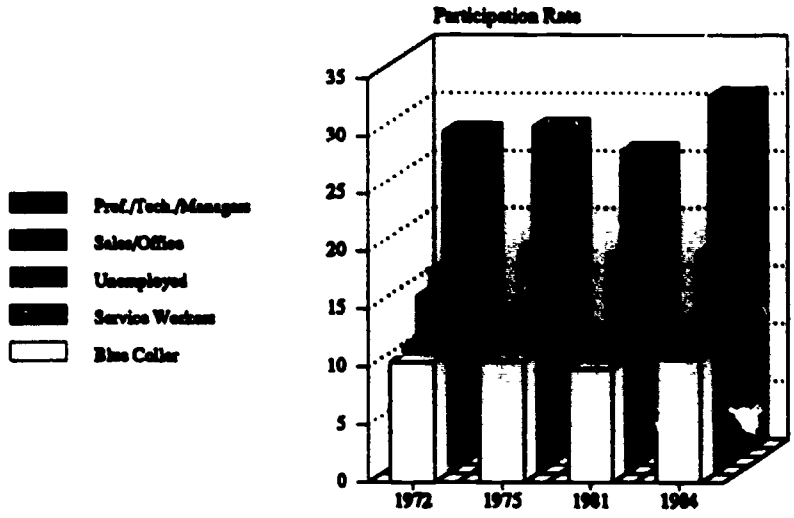



*Source:* U.S. Bureau of the Census, Triennial Survey of Adult Education, Current Population Survey, May 1984.

Individuals who work in occupations requiring continual training and retraining, such as professional-technical and managerial occupations, are more likely to participate in adult education than individuals who work in occupations requiring less training. Most notably, the participation rates of professional and technical workers are almost double those of workers in other occupations. It is also noteworthy that adult education participation has declined for the unemployed despite a widely acknowledged increase in worker dislocation and plant closure (See Exhibit 4).

**Exhibit 4**

**PARTICIPATION IN ADULT EDUCATION BY OCCUPATION, 1972, 1975, 1981, 1984**




| | 1972 | 1975 | 1981 | 1984 |
|---|---|---|---|---|
| Prof./Tech./Managers | 27.4 | 27.8 | 25.7 | 30.5 |
| Sales/Office | 16.1 | 17.6 | 17.3 | 17.5 |
| Unemployed | 14.6 | 12.5 | 10.2 | 10.8 |
| Service Workers | 11 | 11.8 | 11.9 | 13 |
| Blue Collar | 10.4 | 10.5 | 9.8 | 10.7 |

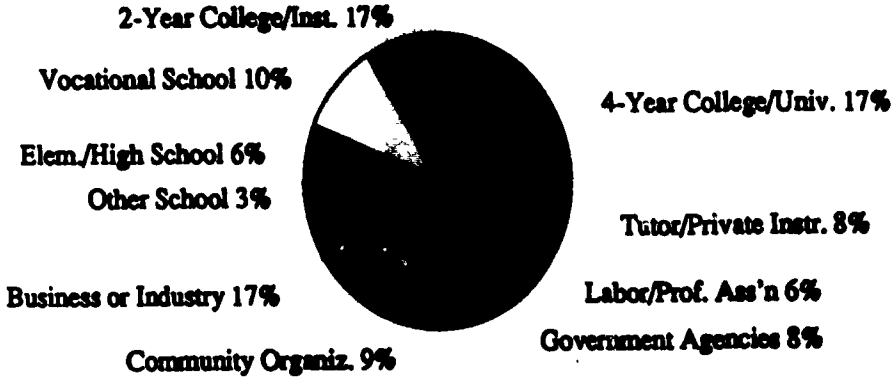
*Note:* Blue collar workers include operatives, craftsmen and kindred workers. The "Prof./Tech./Managers" category includes, professionals (*e.g.* doctors, lawyers, engineers), technicians (*e.g.* electronic technicians), and managers and administrators.

*Source:* U.S. Bureau of the Census, Triennial Survey of Adult Education, Current Population Survey, 1972, 1975, 1981, 1984.

The most popular adult education courses in the year ending May 1984 were business courses, followed by engineering and health care. These three fields accounted for about half of all courses taken. Most courses were taken at traditional education institutions such as two-year colleges (17 percent) and four-year colleges and universities (17 percent). About the same number (17 percent) were provided by business and industry (See Exhibit 5). Nationwide only six percent of courses were offered by public elementary and secondary schools; undoubtedly this proportion would be higher in California where the public schools have long had an active adult education program.

Almost two-thirds of adult education courses were taken for job-related reasons, such as career advancement. This was more likely for men than for women (See Exhibit 6).

## Exhibit 5
## PROVIDERS OF INSTRUCTION TAKEN BY ADULT EDUCATION PARTICIPANTS, MAY 1984 (PERCENT)




*Source:* U.S. Bureau of the Census, Triennial Survey of Adult Education, Current Population Survey, 1972, 1975, 1981, 1984.

## Exhibit 6
## REASON FOR TAKING ADULT EDUCATION COURSES AND SOURCE OF PAYMENT BY SEX OF PARTICIPANT, YEAR ENDING MAY 1984 (Numbers in Thousands)

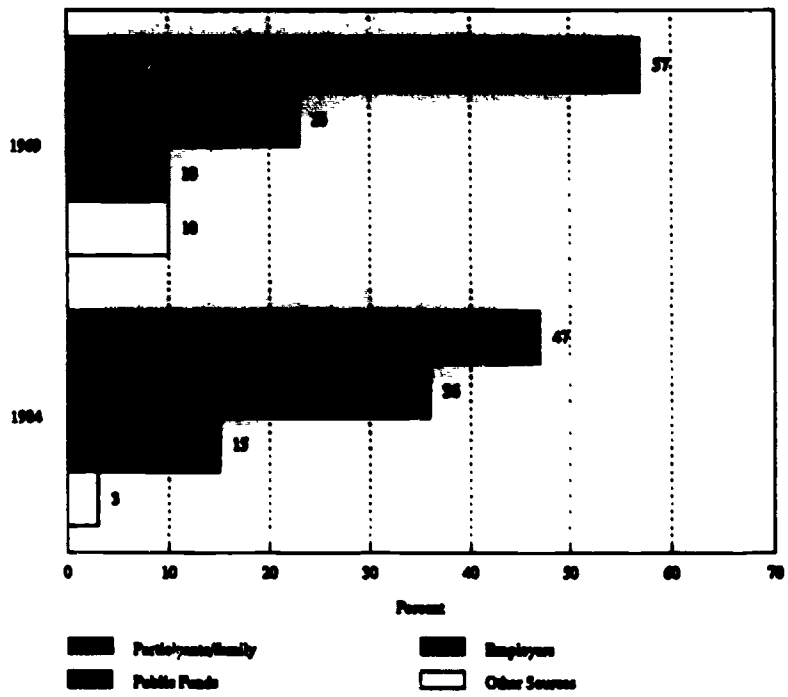
| Category: | Total: | | Men: | | Women: | |
|---|---|---|---|---|---|---|
| | N | % | N | % | N | % |
| **Reason for taking course:** | | | | | | |
| Job-related Reasons: | | | | | | |
| Get New Job | 4,802 | 12 | 1,823 | 10 | 2,978 | 13 |
| Advance in Job | 19,703 | 48 | 10,004 | 56 | 9,699 | 42 |
| Other | 1,654 | 4 | 779 | 4 | 875 | 4 |
| Non-job-related Reasons | 14,447 | 35 | 5,117 | 29 | 9,330 | 41 |
| **Source of Payment:** | | | | | | |
| Self or Family | 19,018 | 47 | 6,940 | 39 | 12,078 | 53 |
| Public Funding | 5,914 | 15 | 2,798 | 16 | 3,116 | 14 |
| Employer | 14,800 | 36 | 7,891 | 44 | 6,909 | 30 |
| Other sources | 7,153 | 18 | 2,783 | 16 | 4,369 | 19 |
| Total | 40,752 | 100 | 17,770 | 100 | 22,981 | 100 |

*Source:* *Bulletin OERA*, U.S. Department of Education, Office of Educational Research and Improvement, October 1986. Report of U.S. Bureau of the Census, Triennial Survey of Adult Education, Current Population Survey, May 1984.

Most adult education courses are paid for by the participant or their family (See Exhibit 6).[2] From 1969 to 1984, however, the proportion of adult education courses that were paid for by participants declined from 57 percent to 47 percent. In 1984, employers paid for 36 percent, while 15 percent were supported by public funding (See Exhibit 7).

**Exhibit 7**

**SOURCES OF PAYMENT FOR ADULT EDUCATION COURSES: YEARS ENDING MAY 1969 AND MAY 1984**



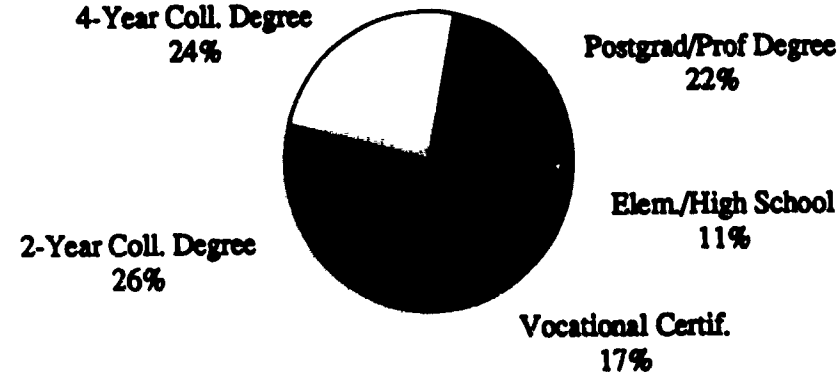

*Source:* Susan Hill, *Trends in Adult Education* 1969-1984, Center for Education Statistics, U.S. Department of Education, Washington, D.C. 1984.

Only one in five courses in 1984 were taken for credit. Of these, most were taken for a college degree; 17 percent for a vocational certificate/diploma, and 11 percent for high school completion or 8th grade certificate (See Exhibit 8).

[2] The following observations should be made about these data: (a) Participants reported taking 43.1 million adult education courses. However, because of the survey form design, detailed information was obtained on only 40.8 million courses. Though participants could report the total number of courses taken the year ending May 1984, the survey form was designed to obtain detailed information on up to 4 courses taken per participant. If a participant took 5 or more courses (as 5 percent did), there was no way to collect detailed information on the 5th, 6th, or 7th course. So, course information is based on the 40.8 million courses for which detailed data are available. (b) The payments made by participants or their families totaled to nearly $3 billion during the year ending May 1984, at an average course cost of $152. (c) Includes any combination of above, private sources, or sources not specified. Note also that details may not add to totals because of possible multiple answers.

**Exhibit 8**

**SCHOOL CREDIT GOALS OF ADULT EDUCATION PARTICIPANTS, YEAR ENDING MAY 1984**




*Source:* *Bulletin OERA*, U.S. Department of Education, Office of Educational Research and Improvement, October 1986. Report of U.S. Bureau of the Census, Triennial Survey of Adult Education, Current Population Survey, May 1984.

It is unlikely that national participation in adult education can be extrapolated to California. In some cases, participation among Californians parallel national levels. In other cases, there are likely to be sharp differences. The differences most likely result from California's long history of funding a substantial public program of adult education. California's level of effort in providing adult education over the last several years will be summarized in the next chapter.

## Major Findings

Followings are the major findings of *national* data collected on adult education.

(1) **Those Who Have Education Get More.** The more education you have or need to do your job, and the more you earn, the more education you get. There is a very strong positive relationship between participation in adult education and family income, education, and occupation. The data in the following chapters, however, suggest that these relationships may not be as strong in California. The Limited English Proficiency (LEP) population in the State, which is generally low income and poorly educated, is large and appears to have significant participation in adult education, particularly in English-as-a-Second Language (ESL).

(2) **Programs Serve Employed Persons during Mid-Life.** The highest participation rates in adult education in the U.S. are among women, whites, 25 to 44 year olds, employed individuals, and people who live in the West.

(3) **Large Providers are Colleges and Business.** The largest three providers of adult education nationwide are two- and four-year colleges and business and industry (each provides 17 percent of the total).

(4) **Most Programs are Job-Related.** Almost two-thirds of participants take adult education for job-related reasons.

(5) **Most Adult Education is Paid For by Students.** Publicly supported adult education is only a fraction of the total (15%), whereas the individual or family pays for almost half (47%), and the employer pays for 36 percent of adult education courses. Between 1969 and 1984, employers and government started picking up more of the tab (an additional 13% and 5%, respectively), while participants or their families were paying less (10% less).

(6) **Most Adult Education is Noncredit.** Only one of five courses in 1984 were taken for credit; of these, almost half were taken for either a four-year or post-graduate degree.

National adult education participation trends provide a valuable context for assessing California programs. However, conditions unique to California have created patterns of participation which are distinct from national trends.

# CALIFORNIA'S LEVEL OF EFFORT IN PUBLIC ADULT EDUCATION

*California's level of effort in supporting public adult education programs is extensive. Instructional programs provided by adult schools and community colleges dropped substantially following Proposition 13. However, since the mid-1980's, these programs have received greater financial support.*

Californians can avail themselves of a vast array of adult educational programs. These programs are provided by a range of institutions including four year colleges and universities, proprietary schools, training centers within businesses, and numerous public programs.

This chapter provides a broad analysis of the extent to which public funds support adult and noncredit education below the four year college and university level. First is an overview of the adult education expenditures by major provider. Second is a more detailed analysis of the level of effort provided by adult schools and community colleges. Finally, this chapter will summarize the adult education efforts of other providers that work cooperatively with adult schools and community colleges.

## Overview of Public Adult Education Providers

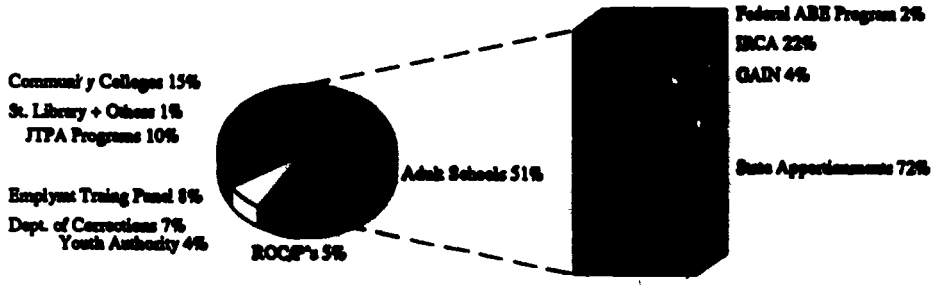
Adult schools and community colleges are the largest providers of public adult education in California. Yet there are many other providers that are supported by public funds. These include state correctional facilities, county jails, libraries, colleges and universities, community care facilities, and employment and training organizations. Other organizations such as volunteer and community-based organizations frequently have contracts with public agencies to provide adult education services.

Of the agencies for which data were available at the time of this report, almost $730 million of state and federal funds will

be available for adult education during Fiscal Year (FY) 1989.[3] Adult schools will receive about 51 percent of this figure. Community colleges will receive 15 percent; the Department of Corrections will receive 7 percent; the Job Training Partnership Act (JTPA) program will receive 10 percent; Employment Training Panel will receive 8 percent; the Regional Occupational Centers/Programs *(ROC/P's)* will receive 5 percent, the California Youth Authority *(CYA)* will receive 4 percent; the State Library will receive 0.7 percent, the County Jails 0.3 percent; and the California Conservation Corps 0.2 percent (See Exhibit 9). Many of these agencies transfer funds to (or contract with) community-based organizations and other institutions that provide instructional services.

**Exhibit 9**

**DISTRIBUTION OF CALIFORNIA ADULT EDUCATION AND TRAINING FUNDS BY PROGRAM**




Adult Education Allocations by Provider, FY 1989

Adult School Allocations by Source, FY 1989

Adult education funding in the 1980's has been impacted most by four major factors. First, the *Immigration Reform and Control Act* of 1986 (IRCA) has quickly swelled the number of those seeking instruction in English and citizenship. Second, the *Greater Avenues for Independence* (GAIN) program, which helps welfare recipients obtain occupational skills leading to self-sufficiency, has been a significant initiative. Third, a great jump in the prison population has resulted in enormously increased funding for academic and vocational education in the prisons. Fourth, the federal *Adult Education Act and Library Services Act* have devoted increasing resources to combating illiteracy.

Funding statistics demonstrate the impacts of these four factors. For the combined fiscal years 1988 and 1989, IRCA is expected to add $110 million to the budgets of the adult schools - an increase of 20 percent for this period. For the same period, GAIN is expected to add $52 million, or roughly

[3] FY 1989 estimated figures were used rather than FY 1988 allocations because of the significant additions of IRCA and GAIN in FY 1989.

7 percent to the combined budgets of the adult schools and community colleges. Prison program funding has also grown rapidly. Between 1982 and 1988, funding for academic and vocational education in California state prisons has more than quadrupled; and more than doubled between 1984 and 1988 (See Exhibit 10)[4]. Finally, federal *Adult Education Act* funding between 1985 and 1989 has increased by 26 percent, or 9 percent more than the rate of inflation.

Because of non-comparable funding and participant eligibility categories, the extent of publicly funded adult education presented here is an approximation. It is also undoubtedly understated. For example:

- The California Department of Corrections does not distinguish between credit and noncredit education (academic and vocational), yet they state that very few of their education dollars support accredited postsecondary education.

- Educational activities such as lectures, forums, and discussion groups frequently take place in libraries, but these are subsumed under the general library budget and are not counted as adult education programs.

- The Employment Development Department, which administers the federal Job Training Partnership Act (JTPA) does not collect data on the amount and mix of education and training activities offered by each Service Delivery Area (SDA) or Private Industry Council (PIC). Although a recent study of six SDA's serving 16 percent of JTPA participants statewide showed that 28 percent of participants received classroom training, the study did not indicate the amount (*i.e.* number of student training hours), cost, or types of such training. Moreover, absolutely no information is available on whether these courses were credit or noncredit.[5]

[4] Over the next few years, funding for IRCA is expected to level off as newly legalized individuals obtain permanent resident status; GAIN funding is expected to increase as the program becomes institutionalized, and funding for prison education is expected to grow more slowly as the rate of incarceration levels off.

[5] *A Review of the Job Training Partnership Act in California*, Office of the Legislative Analyst, Sacramento, March 1987, pages 8-9.

## Exhibit 10
## CALIFORNIA EXPENDITURES FOR ADULT EDUCATION BY DIFFERENT PROVIDER SECTORS, 1978-1989

| Provider: | 1978 (000's): | 1980 (000's): | 1982 (000's): | 1984 (000's): | 1986 (000's): | 1988 (000's): | 1989 (000's): |
|---|---|---|---|---|---|---|---|
| **Adult Schools:** | | | | | | | |
| State Funds[a] | $194,045 | $140,005 | $159,453 | $161,067 | $197,649 | $240,855 | $261,556 |
| Federal Funds[b] | 5,955 | 7,142 | 7,465 | 7,220 | 7,725 | 8,651 | 9,126 |
| GAIN[c] | NA | NA | NA | NA | NA | c17,000 | 15,000 |
| IRCA (SLIAG) | NA | NA | NA | NA | NA | 30,000 | 80,000 |
| Sub-Total | NA | NA | NA | NA | NA | $296,506 | $365,682 |
| Adult ROC/P's[d] | NA | NA | NA | NA | $28,642 | $33,589 | $34,429 |
| **Comm. Colleges:** | | | | | | | |
| State Funds[e] | $104,119 | $99,911 | $69,560 | $61,145 | $74,829 | $66,702 | e$98,352 |
| GAIN[f] | NA | NA | NA | NA | NA | 10,000 | 10,000 |
| Sub-Total | NA | NA | NA | NA | NA | $96,702 | $108,352 |
| **Correctional:** | | | | | | | |
| CYA[g] | NA | NA | 19,278 | 20,380 | 20,100 | 28,290 | 28,641 |
| County Jails[h] | NA | NA | NA | NA | $1,685 | $2,028 | $2,236 |
| State Corrections[i] | NA | 12,316 | 17,335 | 24,416 | 42,647 | 53,565 | 58,573 |
| Sub-Total | NA | NA | NA | NA | $64,432 | $83,883 | $89,450 |
| State Library[j] | NA | NA | NA | NA | $3,500 | $4,535 | $5,635 |
| **Job Training:** | | | | | | | |
| JTPA[k] | NA | NA | NA | NA | NA | NA | $70,200 |
| ETP[l] | NA | NA | NA | 55,000 | 55,000 | 55,000 | 55,000 |
| Conserv. Corps[m] | NA | NA | NA | NA | NA | 1,204 | 1,204 |
| Sub-Total | NA | NA | NA | NA | NA | NA | $126,404 |
| TOTAL | NA | NA | NA | NA | NA | NA | 729,952 |

[a] The figures for FY 1978 includes state, federal and local funds spend on adult education, with almost half from local sources. Also, one-third of courses funded in 1978 were not in today's 10 authorized areas. For the fiscal year 1980-1989, the amounts do *not* include adult education supported by local taxes, which are estimated to be no more than 5-10 percent of the amount from state and federal sources.

[b] Federal funds are from the *Adult Basic Education Act*.

[c] Of the amounts allocated to GAIN in the adult schools, in FY 1988, only $4.2 million was spent.

[d] ROC/P figures based on assumption that 40 percent of enrollments and ADA are adults.

[e] The Fiscal Services Unit of the Chancellor's Office estimates that between 1978 and 1987, the proportion of community college education supported by state and federal sources ranged between 63 and 78 percent, with the remainder supported by local taxes. The exact proportion of support for noncredit instruction cannot be obtained, however, since no fiscal differentiation is made between credit and noncredit instruction. The FY 1989 figure is an estimate from CCCC budget request worksheets developed for the Department of Finance.

[f] These are amounts from the General Fund (in Control Section 22.00) for remedial education provided to welfare recipients participating in GAIN. The amounts are subsumed in the allocations for the adult schools and community colleges respectively. Also subsumed in the 1989 budget for adult schools is $5.6 million for a 2.5 percent increase in enrollments in ESL, basic skills instruction, and the GAIN program.

[g] Figures include State funds and federal vocational education and special education grant monies.

[h] This is a budget line item (Line 6100-158-001) for education in county jails provided by 10 school districts in 9 counties. In addition to these amounts, another $500,000 or so ($490,000 in 1986-87 and 421,000 in 1984-85) from Section A of the State School Fund is allocated to three county offices of education (62% to Contra Costa) for services to inmates in county jails.

[i] Includes funds for academic and vocational education. The Department of Corrections estimates that no more than 5-10% of these funds support college accredited instruction.

[j] Funds from *Library Services Act* for the "California Literacy Campaign" and Families for Literacy".

[k] These figures are very rough and are based on the following assumptions: (1) the JTPA allocation for FY 1989 is $272,500,000; (2) half of the Title II-A 8 percent setaside for educational linkages ($14.5 million) will be spent on remedial and noncredit education; (3) 70 percent of the remaining $166.5 million under Title IIA is obligated for training, half of that is for classroom training, and half again is for noncredit instruction; (4) half of the $19.9 million for displaced workers under Title III is for classroom training and half of that is for noncredit instruction; and (5) one-third of the Summer Youth Program funds under Title II ($71.6 million) is for remedial instruction and noncredit training.

[l] All Employment Training Panel (ETP) funds support noncredit job training in the private sector.

[m] Includes (1) $400,000 for education services within General Fund operating expenses category and (2) an estimate of the cost of delivering 385,280 student hours of instruction, of which 80 percent were estimated to be noncredit. Since CCC has no formula to calculate the cost of providing this instruction, the formula to calculate adult education ADA was used, *i.e.*, 525 student hours per ADA, as well as the current State reimbursement rate of $1,370 per ADA. Hence, the formula for calculating the instructional costs is .8(385,280)/525 * ($1,370) = $804,318.

- The Department of Developmental Services through its state hospitals and community care facilities offers more education than the 27,000 ADA provided through the Department of Education, yet these learning activities for the substantially handicapped are considered as part of their therapy and not as education.

- Public universities offer a fair number of extension courses and other courses not taken for credit. For example, in 1986-87 the California State University System enrolled 34,000 students in noncredit continuing education courses, and the University of California system in 1985-86 enrolled 173,000. Since almost all continuing and extension education is supported by user fees, it is not included in this report as publicly funded adult education.

- Public health, law enforcement, and transportation agencies provide a fair amount of noncredit education in health and safety. Sufficient time was not available to include their educational activities in this report.

## Adult Schools and Community Colleges

Adult schools and community colleges are clearly the two largest providers of public adult education. Those two providers combined use about two-thirds of identified public adult education funds. Since they are the largest providers, and they have more accurate data on adult education than the other providers, analysis of their combined funding gives us a solid foundation for reviewing California's level of response.

Analysis shows that adult education revenues for these two providers dropped from 1.3 percent of total General Fund expenditures in FY 1980 to approximately 1.0 percent during the remainder of this decade. As a percentage of total *educational* expenditures, adult education dropped from 2.5 percent in FY 1980 to 1.9 percent during the mid-1980's. However, this figure was increased to 2.1 percent in FY 1988 (See Exhibit 11).

**Exhibit 11**

**COMBINED FUNDS FOR ADULT AND NONCREDIT EDUCATION AS PERCENTAGE OF TOTAL FUND AND EDUCATION EXPENDITURES IN CALIFORNIA, 1980-1988 (ADULT SCHOOLS AND COMMUNITY COLLEGES)**

| Year: | Adult Ed. Funding[a] ($000's) | Total General Fund Expenditures ($000's) | Total Education Expenditures[b] ($000's) | Adult Ed. as Percent of Total General Fund Expenditures | Adult Ed. as Percent of All Education Expenditures |
|---|---|---|---|---|---|
| 1980 | $245,058 | $18,519,700 | $9,939,600 | 1.3% | 2.5% |
| 1982 | $236,478 | $21,606,300 | $11,070,000 | 1.1% | 2.1% |
| 1984 | $233,100 | $22,834,800 | $12,450,400 | 1.0% | 1.9% |
| 1986 | $294,691 | $28,841,300 | $15,590,300 | 1.0% | 1.9% |
| 1987 | $322,361 | $31,487,000 | $17,037,100 | 1.0% | 1.9% |
| 1988 | $368,556 | $32,772,100 | $17,697,400 | 1.1% | 2.1% |

[a] Includes state and federal funds for Adult Schools and Community Colleges Noncredit Education; excludes special funding for IRCA and GAIN.

[b] Includes State General Funds for elementary, secondary and higher education.

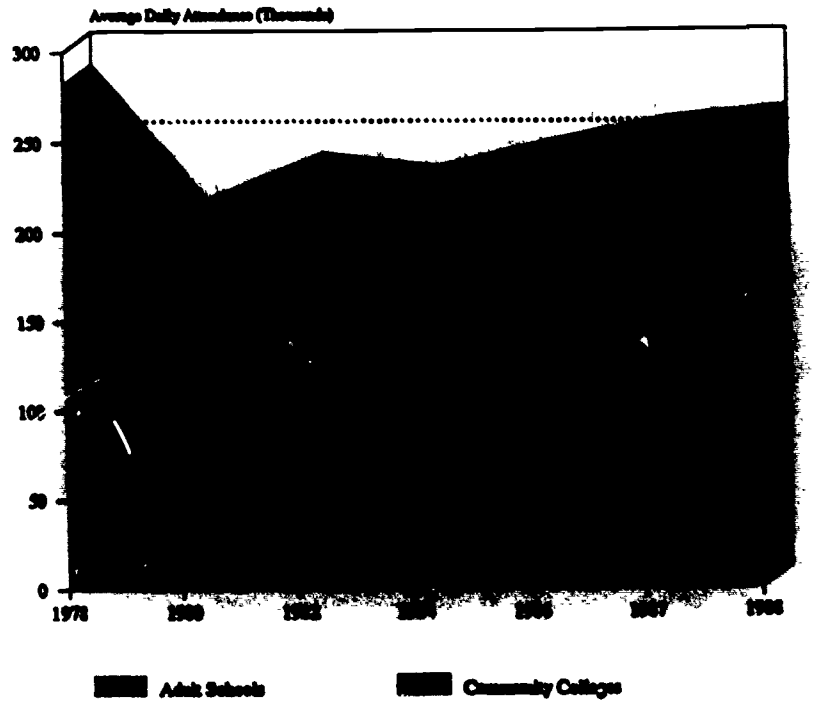
*Note:* Funds are "combined" for the purposes of this table only, *i.e.*, to show a changing level of effort. It should be emphasized that no common pool of funds exists for adult schools and community colleges. Each has a separate line item in the State budget. Since the community colleges have no separate budget for credit and noncredit instruction, the amounts for noncredit education were estimated in a special study conducted by the Chancellor's Office.

*Source:* Department of Finance. Adult Schools: *Budget Analysis: Office of Legislative Analyst* 1983, 1984, 1985, 1986, 1987, and 1988. Community Colleges: Fiscal Services, Chancellor's Office, California Community Colleges.

In the decade since 1978, state policy has gradually rebuilt adult education enrollments and funding in the adult schools from their post-Proposition 13 ADA low of 147,069 in 1978-79. However, despite a 23 percent increase in California's population over age 16, the 1987-88 Average Daily Attendance (ADA) of 186,650 was still 15 percent below the 218,944 ADA reported in 1977-78 (See Exhibit 12). In the community colleges, however, the 1987-88 ADA of 71,020 was 12.5 percent higher than the 63,103 reported for noncredit courses in 1977-78.

**Exhibit 12**

**AVERAGE DAILY ATTENDANCE FOR ADULT AND NONCREDIT EDUCATION, 1978-88**




*Source:* Adult Schools: State Department of Education, Local Assistance Bureau. Community Colleges: Fiscal Services, Chancellor's Office, California Community Colleges.

*Note:* The Adult Schools and Community Colleges have separate line items in the State Budget.

Despite the fact that total ADA levels for adult and noncredit education are now approaching the levels of 10 years ago (See Exhibit 13), it should be kept in mind that inflation-adjusted expenditures remain considerably below 1977-78 levels (See Exhibit 14). Over the last decade total inflation-adjusted expenditures for adult and noncredit education have decreased by 34 percent.

When expressed in terms of per capita expenditures (*i.e.* public investment in adult education for each Californian over 16 years of age), the decline over the last decade is more evident. Specifically, the per capita investment in FY 1988 dollars was $32.43 in 1977-78 compared to $17.40 in 1987-88, for a decade-long decline of 46 percent (See Exhibit 14). Since FY 1984, however, there has been almost a $2 (inflation-adjusted) per capita increase (26 percent) in adult and noncredit education expenditures, as well as a 35 percent real increase in total expenditures (See Exhibit 15).

## Exhibit 13

## NONCREDIT FUNDING AND AVERAGE DAILY ATTENDANCE FOR ADULT EDUCATION, 1977-78 TO 1987-88 (Dollars in Thousands)

| Providers & Source: | 1978 | 1980 | 1982 | 1984 | 1986 | 1987 | 1988 |
|---|---|---|---|---|---|---|---|
| **Adult Schools:** | | | | | | | |
| **State Operations:** | | | | | | | |
| General Funds | $ 368 | $ 281 | $ 322 | $ 226 | $ 182 | $ 195 | $. 217 |
| Federal Funds | 1,614 | 679 | 644 | 642 | 867 | 944 | 891 |
| Reimbursements | 401 | 68 | 154 | 115 | 153 | 176 | 259 |
| Subtotal | $ 2,383 | $ 1,028 | $ 1,130 | $ 983 | $ 1,202 | $ 1,315 | $ 1,367 |
| **Local Assistance:** | | | | | | | |
| General Funds | $ 92,990 | $141,700 | $158,236 | $159,993 | $196,447 | $217,869 | $256,488 |
| Federal Funds | 5,955 | 7,142 | 7,465 | 7,220 | 7,725 | 8,088 | 8,651 |
| Reimbursements | 0 | 375 | 87 | 91 | 0 | 0 | 0 |
| Subtotal | $ 98,945 | $149,217 | $165,788 | $167,304 | $204,172 | $225,957 | $265,139 |
| TOTAL | $200,000[c] | $150,245 | $166,918 | $168,287 | $205,374 | $227,272 | $266,506 |
| *A.D.A.* | *218,944* | *151,430* | *168,876* | *168,858* | *175,558* | *183,516* | *186,650* |
| **Community Colleges[a]:** | | | | | | | |
| **State Operations:** | | | | | | | |
| General Fund | $104,119[d] | $ 99,811[d] | $ 69,560 | $ 64,813 | $ 89,317 | $ 95,089 | $102,050 |
| *Noncredit ADA[b]* | *63,103* | *55,414* | *63,236* | *55,586* | *64,176* | *68,434* | *71,021* |

*Notes:* (a) Does not include federal Adult Basic Education, GAIN, or IRCA funding. (b) Fundable A.D.A., not including A.D.A. provided that was over the CAP limit. (c) Slightly over $100 million of this amount is from state and federal sources. The remainder is from local sources. (d) Approximately 65% of this amount is from the General Fund. The remainder is from local sources.

*Source: Adult Schools: Budget Analysis: Office of Legislative Analyst* 1981, 1983, 1984, 1985, 1986, 1987, 1988; 1978 General Fund figures estimated by Local Assistance Bureau (Adult Education was not a separate budget item in 1978), total Adult School expenditures in 1978 estimated in Adult Education Committee Newsletter, Jean Estes, Chairman, January 18, 1979.
*Community Colleges: Fiscal Services: Third Apportionment Recalculation*, Chancellor's Office, California Community Colleges.

## Exhibit 14

## PER CAPITA EXPENDITURES FOR ADULT AND NONCREDIT EDUCATION, 1978-1988

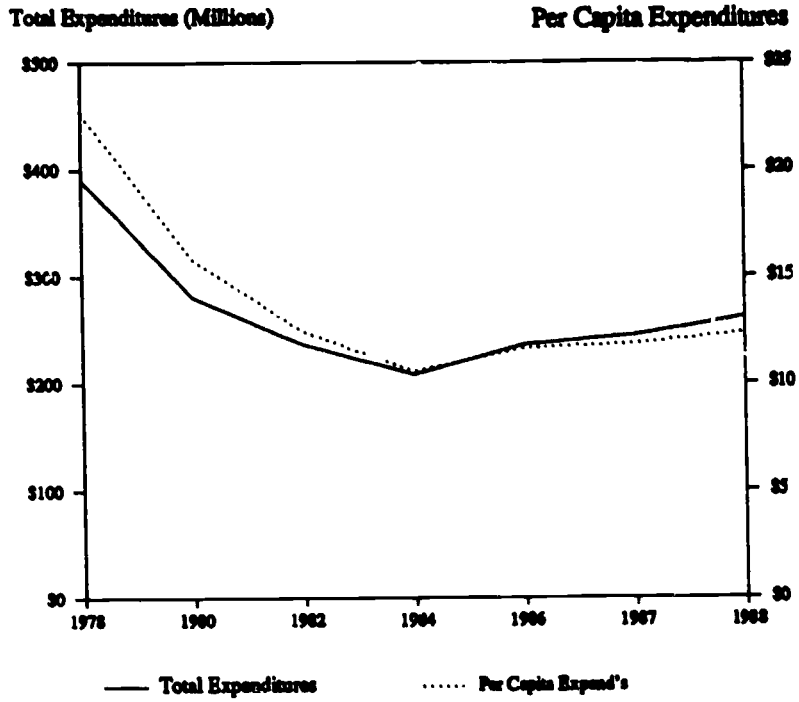
| Year: | Population Over 16 Years Old (000's)[a] | Adult Ed. Expenditures[a] ($000's) | Adult Ed. Expenditures ($000's, FY 1988 Dollars)[b] | Expenditures Per Capita | Per Capita (FY 1988 Dollars)[b] |
|---|---|---|---|---|---|
| 1978 | 17,245 | $304,119[c] | $559,275 | $17.64 | $32.43 |
| 1980 | 17,765 | $245,058 | $383,308 | $13.79 | $21.58 |
| 1982 | 19,004 | $236,478 | $307,324 | $12.44 | $16.17 |
| 1984 | 19,732 | $233,100 | $273,290 | $11.81 | $13.85 |
| 1986 | 20,253 | $294,691 | $317,670 | $14.53 | $15.66 |
| 1987 | 20,869 | $322,361 | $337,099 | $15.45 | $16.15 |
| 1988 | 21,184 | $368,556 | $368,556 | $17.40 | $17.40 |
| Cumulative Change: | +3,939 (+22.8%) | | -$190,719 (-34.0%) | | -$15.03 (-46.3%) |

*Notes:* (a) The sum of two separate line items of the State Budget outlays for adult schools and community college noncredit education, including general funds, federal Adult Basic Education funds, and reimbursements. (b) Adjusted by the fiscal year GNP deflator for state and local government purchases. (c) Of this amount, $169,005,000 was appropriated from state and federal sources, (approximately $101.3 million was allocated to the public schools and $67.7 million to the community colleges). The remaining $135 million was estimated to have come from local taxes.

*Source:* State Department of Education; Office of the Legislative Analyst, Budget Analysis, 1979, 1983-1988; Chancellor's Office, California Community Colleges.

**Exhibit 15**

**TOTAL AND PER CAPITA EXPENDITURES FOR ADULT EDUCATION, 1978-1988 (FY 1982 dollars)**




*Source:* State Department of Education: Local Assistance Bureau; Budget Analyst Office of the Legislative Analyst 1979, 1983, 1984, 1985, 1986, 1987, and 1988. Community Colleges: Fiscal Services, Chancellor's Office, California Community Colleges.

The enrollment and expenditure patterns of the adult schools, of course, parallel the combined agency patterns. Adult school enrollments are growing but are still down a third since 1978. ADA is down 15 percent. On an inflation-adjusted per capita basis, spending for adult education has increased 26 percent since 1984 but is still 41 percent lower than the FY 1978 level. In FY 1988 dollars, California's per capita expenditure declined from $21.33 in 1978 to $12.58 per adult in 1988 (See Exhibit 16).

## Exhibit 16

## GROWTH IN CALIFORNIA PUBLIC SCHOOL ADULT EDUCATION ENROLLMENTS AND A.D.A. RELATIVE TO GROWTH IN POPULATION OVER 16 YEAR OLDS AND PER CAPITA EXPENDITURES

| Year | Enrollment (000's) | Percent Change | A.D.A. | Percent Change | Population Over 16 (000's) | Percent Change (over 16) | Cost Per Adult | Cost/Adult FY '88 Dollars[a] | Percent Change (1988 $) |
|---|---|---|---|---|---|---|---|---|---|
| 1978 | 2,610 | NA | 218,944 | NA | 17,245 | NA | $11.60 | $21.33 | NA |
| 1980 | 912 | - 65.1% | 151,430 | - 30.8% | 17,765 | + 3.0% | 8.46 | 12.96 | - 39.2 |
| 1982 | 1,526 | + 67.3% | 168,876 | + 11.5% | 19,004 | + 7.0% | 8.78 | 11.41 | - 8.9 |
| 1984 | 1,509 | - 1.1% | 168,858 | 0.0% | 19,732 | + 3.8% | 8.53 | 10.00 | - 12.4 |
| 1986 | 1,638 | + 8.5% | 175,550 | + 4.0% | 20,283 | + 2.8% | 10.12 | 10.91 | + 9.1 |
| 1987 | 1,724 | + 5.3% | 183,518 | + 4.5% | 20,869 | + 2.9% | 10.89 | 11.39 | + 4.4 |
| 1988 | NA | NA | 186,650 | + 1.6% | 21,184 | + 1.5% | 12.58 | 12.58 | + 10.4 |
| Cumulative Change | - 885 | (1978-87) -33% | -32,294 | (1978-88) - 14.7% | + 3,939 | (1978-88) + 22.8% | | - $8.75 | (1978-88) - 41.0% |

[a] Adjusted by the fiscal year GNP deflator for state and local government purchases.

*Source:* State Department of Education Adult Education Unit; State Department of Education, Local Assistance Bureau; Department of Finance, Population Unit. 1978 enrollment figure is estimate provided by "Adult Education Committee Newsletter," Jean Estes, Chairman, January 18, 1979.

Recent growth in enrollment and funding has been due to a number of factors. Four key factors includes (1) growth funds allocated to districts participating in the *Greater Avenues for Independence* (GAIN) program, (2) growth funding to districts with excess demand for *English-as-a-Second Language* (ESL), (3) actual rates of inflation that have been less than the statutory six percent program cost of living adjustment, and (4) increased legislative interest in issues that adult education addresses (*i.e.*, adult illiteracy and economic development.)[6]

Changes in the source of funding are perhaps as significant as changes in the amount. Prior to Proposition 13, local taxes supported almost half of adult and noncredit education (44 percent in 1977-78). Today more than 90 percent of funding for ten authorized areas of instruction comes from ADA provided through State Adult Education Funds.

No financial data are kept by the State on the extent to which local school districts attract adult learners to fee-based courses that are outside of the ten authorized areas of instruction. However, enrollment data in these non-mandated courses are kept: Since 1981 these enrollments have ranged between 12 to 14 percent of total yearly enrollment per year, (the average has been 205,000 enrollments per year).[7]

[6] *Adult Education in California Public Schools: A Sunset Review*, Office of the Legislative Analyst, Sacramento, August 1988, page 14.

[7] *CBEDS Adult Education Enrollment Data, unpublished data*, May 3, 1988.

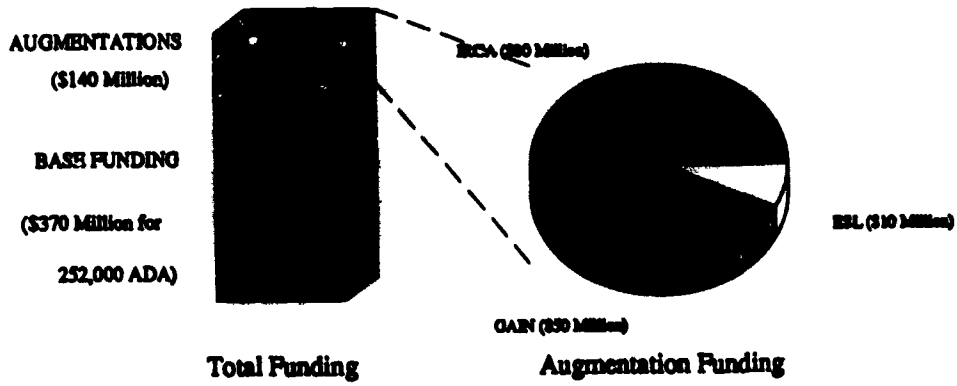
## Expansion due to GAIN and IRCA

While the state adult education system has remained fairly stable in the 1980's, new welfare reform and immigration legislation is likely to significantly expand demands upon the system. Specifically, the *Greater Avenues for Independence* (GAIN) program requires that welfare participants have opportunities to remedy basic skill deficiencies and earn a high school diploma or General Education Development (GED) certificate. Two recent studies indicated that between one-fourth to half of GAIN-eligible individuals will need either elementary or high school basic skills instruction.[8] Similarly, implementation of the federal *Immigration Reform and Control Act of 1986* (IRCA) is expected to swell the demand for English-as-a-Second Language (ESL) and citizenship classes, as individuals who obtain temporary legal status must learn or study a certain amount of English and civics in order to become permanent residents.

Together these programs are expected in FY 1989 to swell ADA in the adult schools and community colleges by 137,000, an increase of 54 percent over the base program (See Exhibit 17). It should be noted , however, that these augmentations are not expected to become part of the base program in subsequent years, but they are expected to place increased demand on the system.

**Exhibit 17**

**1988-89 ADULT EDUCATION FUNDING BASE AND AUGMENTATIONS, ADULT SCHOOLS AND COMMUNITY COLLEGES (Dollars in Millions)**




*Source: Budget Analysis 1988-89.* Office of the Legislative Analyst, Sacramento, 1988.

[8] *Sunset Review Report on Adult Education in California*, 1987, p. 37. *GAIN Appraisal Program II*: Second Report, San Diego, California Adult Student Assessment System (CASAS), November 1987, pages 13-14. Average scores were much higher in reading than in math. Also, this report does not include some of the larger counties (*e.g.*, Los Angeles, Alameda, San Francisco) which had not yet implemented GAIN at the time of this report.

## THE GAIN PROGRAM

In the adult schools, the GAIN program doubled in size from 1,698 ADA in 1986-87 to 3,374 ADA in 1987-88. The FY 1988 GAIN expenditure of $4.2 million in the adult schools, however, was far below the amount available. Nevertheless, with more and more districts coming on line, particularly in Los Angeles, ADA and expenditures could easily triple or quadruple in 1988-89.

State Department of Education staff estimate that more than $25 million will be available for adult school GAIN programs in FY 1989, including growth funds for districts participating in GAIN, carryover unspent funds from the previous year, and a $15 million reserve held for these purposes by the Department of Finance. In addition, GAIN may draw up to $7 million of the $14 million appropriated in FY 1989 for the 8 percent setaside of the Job Training Partnership Act (JTPA); the Department of Finance will match each dollar of eight percent setaside funds used for GAIN (See Exhibit 18).

**Exhibit 18**

**GAIN BUDGET BY FUNDING SOURCE, 1988-89**

| Source of Funds for GAIN: | Amount (millions) (000,000's): |
|---|---|
| Department of Social Services (Case Management, Transportation, Services) . . . . . | $125.4 |
| Adult Education ADA . . . . . | $ 14.1 |
| Community College ADA . . . . . | $ 9.0 |
| Job Training Partnership Act (JTPA) . . . . . | $ 7.0 |
| Refugee Assistance . . . . . | $ 3.4 |
| State General Fund: | |
| JTPA (8% Setaside) . . . . . | $ 7.2 |
| New Adult Education Growth . . . . . | $ 4.2 |
| TOTAL . . . . . | $170.3 |

*Source:* Courtesy of Office of the Legislative Analyst, Sacramento, December 1988.

## THE IRCA PROGRAM

The Immigration and Naturalization Service (INS) requires temporary residents under IRCA to learn basic English and citizenship in order to qualify for permanent residency (*i.e.*, the "Green Card"). These requirements may be satisfied either by passing a 15-item test or by taking a minimum of 40 hours of instruction in English and citizenship; the classes or test must be completed between the 19th and 30th month of temporary residency.[9] These requirements have quickly swelled the ranks of those receiving ESL instruction. In 1987-88, some 6,000 ADA and $7.8 million were generated by 83,000 IRCA enrollees. Some $80 million in federal funds (*State Legalization Impact Assistance Grants)* have been budgeted for 1988-89.[10] The State Department of Education (SDE) estimates that in the first quarter of 1988-89, approximately $28.3 million in IRCA funds were expended, thereby indicating the rapid growth of these programs.[11]

# Related Adult Education Programs and Providers

In addition to the adult schools and community colleges, there are other significant providers and funders of publicly supported adult education services in California. Information on agency funding for adult and noncredit education was summarized in the first part of this chapter. This section describes the kinds of programs offered in each agency which fit the broad definition of adult education, noncredit education for individuals over 16 years of age.

## REGIONAL OCCUPATION PROGRAMS

The Regional Occupational Centers and Programs (ROC/P's) are state programs established to optimize the use of equipment, faculty and other resources in providing centralized vocational training to high school students and adults. These programs have most commonly been established under the auspices of County Offices of Education. However, a number of ROC/P's have also been created through *Joint Powers Agreements* between two or more school districts.

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9 If a person fails his test on the last day of eligibility at the end of 30 months, an additional six months must be given for remediation.

10 *Analysis of the 1988-89 Budget Bill*, Legislative Analyst, Sacramento, 1988, page 910.

11 *IRCA End-of-Year Report for Federal FY 1988*, unpublished memorandum, State Department of Education, IRCA Unit, December 9, 1988.

Adult ROC/P students are interested in obtaining vocational training that will qualify them for immediate entry into employment, and as a rule, do not take courses for credit. Although SDE changes in data collection procedures make trend analysis problematic, it appears that the proportion of adults in ROC/P's is increasing. Recent analysis by SDE's Career Vocational Preparation Division showed that for 1986-87, adults constituted more than 40 percent of ROC/P enrollment, whereas an analysis conducted with CBEDS data only two years before (*i.e.*, 1984-85) indicated that adults were only 17 percent of enrollment.[12]

Assuming that enrollment proportions by age group can be extrapolated to ADA (ADA cannot be broken down by age group), in 1986-87 some 16,820 ADA and $33.6 million in revenues were generated by adult students in ROC/P's. This ADA is 6.7 percent of the combined 251,950 ADA generated by adult and noncredit education in the adult schools and community colleges in 1986-87.[13]

## CALIFORNIA DEPARTMENT OF CORRECTIONS

Section 2054 of the Penal Code authorizes the Director of Corrections to establish classes for inmates by utilizing California Department of Corrections (CDC) personnel or by entering into an agreement with school districts or other educational entities. The purpose of these classes is to help inmates improve their skills in order to function better in the institution, compete in the community, or return to a useful life.

Both academic and vocational education are included as line items in the CDC budget. In recent years these budgets have enjoyed healthy increases, yet after adjusting for inflation, they are not increasing as fast as the prison population. Between 1985 and 1988, for example, the prison population increased by 60 percent, compared to a 38 percent increase in educational expenditures (See Exhibit 19). This translates to a 9.2 percent drop in real educational expenditures per inmate between 1985 and 1988 (from $694 to $630 in 1985 dollars).

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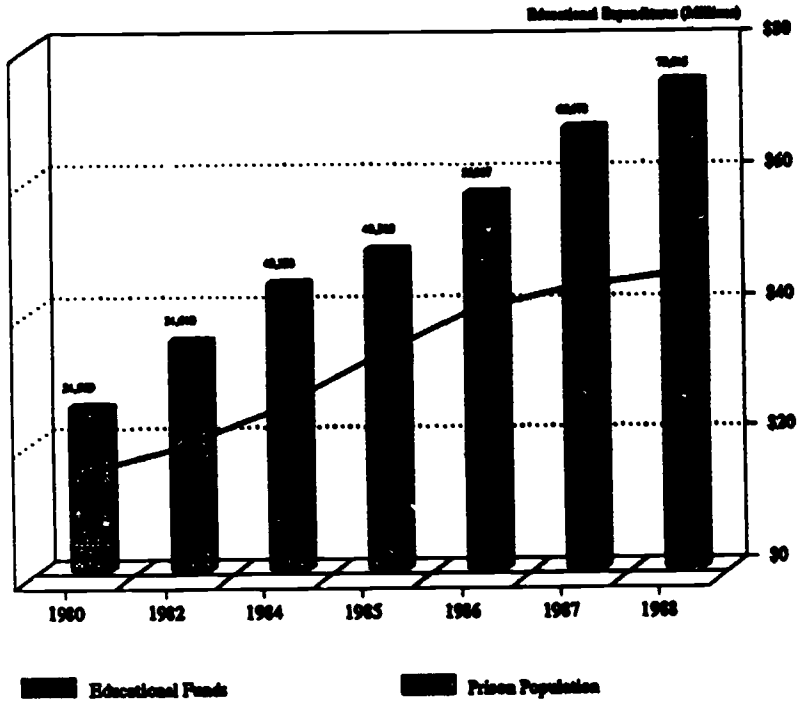
12 1986-87 figures reported by Career Vocational Preparation Division, Report of ROC/P Course Enrollment Status, Form VE80-B. Figures for 1984-85 were obtained from SDE's Vocational Education Trends Report (1986) and cited in Fred Best, *Review of Training Delivery and Funding Systems for GAIN Evaluation*, Sacramento. Prepared for Manpower Demonstration and Research Associates, September 1986, page 16.

13 Enrollment figures provided by Career Vocational Preparation Division; ADA provided by Local Assistance Bureau, State Department of Education.

**Exhibit 19**

**STATE PRISON POPULATION AND EDUCATIONAL FUNDS, 1980 TO 1988**




*Source:* Educational Funds, *Governor's Budget*, fiscal years 1982, 1984, 1986, 1987, 1988, 1989. Prison Population: 1985-1988 figures: Wanda Bristow, *Education and Inmate Programs Briefing*, Sacramento, California Department of Corrections, October 1988. 1980-1984 figures: *California Prisoners and Parolees, 1986*, Sacramento, California Department of Corrections, 1988, Table 1, page 66.

On September 19, 1988 some 18 percent of the institutional population of 73,645 were on educational assignment.[14] The academic programs in which they participated included ESL, Adult Basic Education, General Education Development Diploma (GED) certificate preparation, high school diploma, pre-release training, college programs, and what CDC calls "unique" programs (*e.g.*, special education, music, health and fitness, parenting, TV production, victim rights). Vocational programs included training in 56 occupational areas, apprenticeship training, licensure training, and job development and placement.

CDC educational personnel estimate that less than 10 percent of the academic and vocational instruction is accredited. While statistics on credit versus noncredit participation are not kept, the CDC estimate seems reasonable in light of the following 1987-88 data:

14 Presentation by Edda Browne, Youth, Adult and Alternative Education Services Division, State Department of Education, November 1988.

- One-third of inmates were non-English speaking.
- 57 percent did not graduate from high school.
- 54 percent read below the 9th grade level.
- 52 percent were either unemployed or employed less than six consecutive months before being committed to prison.
- In 1987-88, some 4,616 inmates obtained elementary, high school or literacy diplomas compared to 71 inmates who received an associate of arts or science degree.
- Average enrollment (at any one time) in vocational programs in 1987-88 equaled 5,127, yet only 2,960 in the course of the year achieved vocational certificates of completion/achievement, which may or may not have been obtained through accredited courses.[15]

In the course of conducting this inquiry, no formal studies were found on the effectiveness of inmate education programs in State prisons. Informal discussions with correctional educators, however, suggests that many are concerned with staff burnout and the need for staff training in modern instructional techniques. Curriculum is frequently perceived as stale and cumbersome and unrelated to contexts which inmates find meaningful. As a result the learning rate in subjects like ESL and Basic Education is much slower than officials would like.[16]

## COUNTY JAILS

County jails house long-term pre-trial adults (Class 2) and sentenced prisoners (Class 3). Many are undereducated, homeless, or previously institutionalized in jails, mental hospitals, halfway houses, and other community care facilities.

County jails are directed by Title 15, Section 1061 of the *California Administrative Code* to provide inmates with educational services. Although compliance with this directive is one of the many items reviewed in a jail's annual inspection, the amount of education and training provided is in reality at the discretion of the jail administrator.

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15 Inmate profile data provided by Edda Browne, *op. cit.* and by *California Prisoners and Parolees*, 1986, Youth and Adult Correctional Agency, Sacramento, 1988, pages 24 and 26. Program statistics data cited in Wanda Briscoe, *Education and Inmate Programs Briefing*, California Department of Corrections, Sacramento, October 1988.

16 Perceptions of several correctional educators attending recent conference in Sacramento.

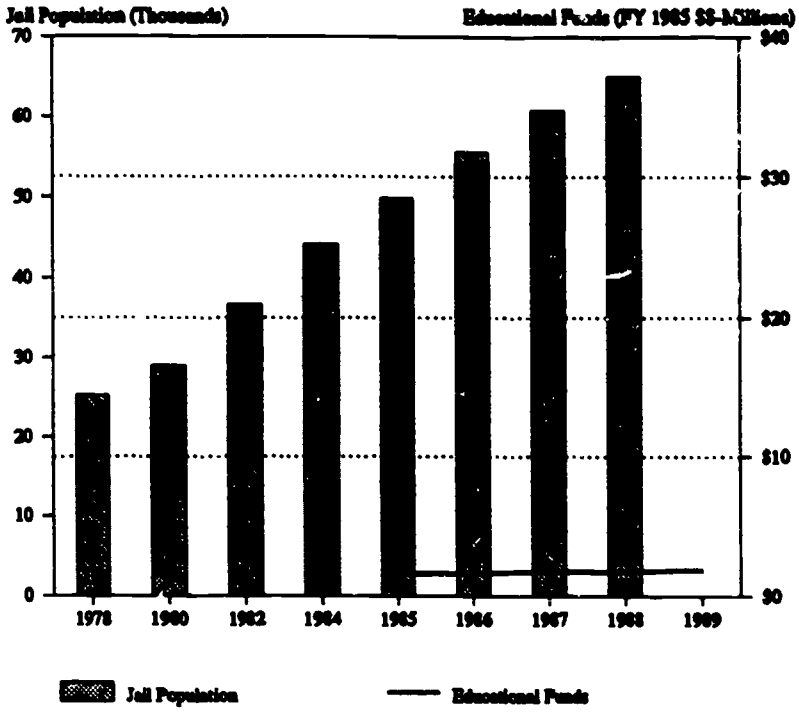
For inmates in most county jails, no educational programs are available. Although programs could be funded through the jail's general operating budget, most jails use their limited resources for other priorities. However, a line item in Section A of the *State School Fund* (Legislative Analyst Line No. 6100-158-001) provides more than $2 million to nine school districts for inmate education. Almost three-fourths of this amount goes to the Hacienda La Puente School District to provide educational services to the Los Angeles County jails. It should be noted that these funds reimburse districts for expenses already incurred; other districts with large county jails don't apply for these funds because they choose not to allocate school district funds in advance to get an inmate education program started.

Another budget line item (Line 6100-106-001) of about $0.5 million provides correctional education funds to three county offices of education, namely, Contra Costa, Marin and Riverside. Approximately 60 percent of this amount goes to the Contra Costa County Office of Education.

Like the educational budget for the Department of Corrections, which has increased along with the rise in the State prison population, dedicated educational funds for inmates in county jails have risen along with the increase in the number incarcerated . However, the rate of increase in real (inflation-adjusted) educational spending has been much less than the rate of increase in the jail population (See Exhibit 20). Also, it should be noted that the educational investment in state prison inmates is much greater than the investment in county jail inmates. In 1987-88, for example, educational spending per inmate in the state prisons was approximately $727, whereas for the county jails the annual investment by the State was roughly $42 per capita.[17] Of course, county funds probably add a little to this total, but it would be safe to say that the state prisons more generously fund inmate educational programs.

[17] Includes only the line items mentioned above for 10 school districts and 3 county offices of education.

**Exhibit 20**
**COUNTY JAIL POPULATION AND EDUCATION $**




*Source:* Educational Funds: *Budget Analysis 1986, 1987, 1988, 1989*, Office of the Legislative Analyst, Sacramento (Line 6100-158-001 of Budget plus line 6100-106-001, which funds three county offices of education for correctional education). Jail Population: *1988 Report to Legislature*, California Board of Corrections, Sacramento, 1988.

Funds for correctional education within County Jails support a wide variety of programs, such as tutoring, literacy or basic skills, career development and employability skills, ESL (this is growing), fine arts, parenting, GED preparation and testing, substance abuse education and college-level courses. As will be discussed in the chapter on Literacy, several correctional education programs use the California Adult Student Assessment System's (CASAS) Employment Competency System (ECS) test to assess progress in acquiring employability competencies.

The challenge of providing education to county jail inmates is somewhat different than the challenge in the state prisons. In the county jails, the length of stay is varied, frequently short, and unpredictable. Inmates are younger and frequently accord less value to education than older inmates. As jails become more crowded, there is also the issue about where to conduct educational activities. There are space problems even in new jails, where reserved space for education had not been set

aside. Cumulatively, these factors make it difficult to plan and budget meaningful educational activities in the county jails.[18]

In contrast to the Department of Corrections which can advocate for funds directly to the Governor, County Jails do not have central advocacy with a common spokesperson. The Board of Corrections has no vested interest in education for County Jail inmates and represent Sheriffs who generally have other priorities.

## CALIFORNIA YOUTH AUTHORITY

Juvenile offenders, 96 percent of whom are 16 years and older, have opportunities for education at all California Youth Authority (CYA) institutions. Enrollments in educational activities in 1987-88 were 6,918, up one percent from the previous year.[19] The average daily population of youths 16 years and over during the same year was 8,402, suggesting that a majority participate in some form of schooling.

In 1986-87, available educational funds jumped from an estimated $20 million to $28 million. In part, this increase was in response to the sharp 31 percent rise in the institutionalized population between 1984-85 and 1986-87 (See Exhibit 21).

CYA educational programs include many of the programs that would be found in a typical high school, including academic, vocational and special education (special education includes programs for the Limited English Proficient and the mentally handicapped). Students are encouraged either to complete their high school diploma or obtain a GED certificate. There are also college-level courses and vocational education for high school graduates. No statistics are kept on whether courses are credit or noncredit.

[18] In its 1988 Report to the Legislature, the California Board of Corrections reported that in FY 1987, the county jail inmate population (in Class 2 and 3 jails) numbered 60,802 at any one time. The average length of stay in these jails was 16.7 days, but the range was enormous (from a weekend to a couple of years). The average length of stay goes to up to more than 100 days if inmates who stay for less than three days are removed from the count.

[19] Executive Fact Card, California Youth Authority, 1988.

**Exhibit 21**

**ESTIMATED EDUCATIONAL EXPENDITURES AND AVERAGE DAILY POPULATION FOR CALIFORNIA YOUTH AUTHORITY, FY 1981-1989**

| Fiscal Year | Estimated Educational Expenditures ($000's):[a] | Av. Daily Pop. (ADP) 16 years and over[b] | Educ. Funds Avail. per ADP | Ed. Funds Available (FY 1987 dollars) |
|---|---|---|---|---|
| 1980-81 | 17,043 | 5,039 | $3,382 | $4,406 |
| 1981-82 | 19,278 | 5,502 | $3,504 | $4,327 |
| 1982-83 | 20,190 | 5,512 | $3,663 | $4,311 |
| 1983-84 | 20,380 | 5,621 | $3,626 | $4,097 |
| 1985-86 | 20,100 | 6,813 | $2,950 | $3,056 |
| 1986-87 | 27,938 | 7,848 | $3,701 | $3,701 |
| 1988-89 | 28,641 | 8,595 | $3,332 | NA |

[a] Figures include State funds and federal grant monies: BCIA, Chapter I and II; *Carl D. Perkins Vocational Education Act* funds and *Special Education P.L. 94-142*.

[b] These figures represent the 93 to 96 percent of ADP who were 16 years and over each year during the 1981-1989 period.

*Source:* California Youth Authority Budget Office and Information Systems Bureau.

## THE JTPA PROGRAM

The *Job Training Partnership Act* (JTPA) was established as a federally-funded program to provide employment and training services to disadvantaged youths and adults, older workers, and displaced workers. The Employment Development Department administers the program at the State level in accord with policy established by the State Job Training Coordinating Council (SJTCC). These programs are operated at the local level by 51 Service Delivery Areas (SDA's) and Private Industry Councils (PIC's).

The largest fiscal component is Title II-A funds, which provide basic job training and employment services. Under Title II-A, 78 percent of the funds are allocated to the SDA's; of the remaining 22 percent, 3 percent go to train older workers, 8 percent to provide basic literacy services to adults, as well as educational services for participants in the GAIN (welfare reform) program; 6 percent for incentive awards and technical assistance to SDA's; and 5 percent for state administration.

JTPA funds the usual types of classroom training that have been characteristic of public employment and training programs over the last 20 years, such as adult basic education, GED preparation, vocational training, and career guidance and development. Although no statistics are kept by the State on the number, types, and mix of training programs, and whether

they are credit or noncredit, it is estimated (with the help of some heroic assumptions) that in FY 1989 SDA's are expected to spend approximately $70 million of their $272 million (local assistance) appropriation on noncredit education.[20]

## EMPLOYMENT TRAINING PANEL

The Employment Training Panel (ETP) uses a 0.1 percent payroll tax to fund companies to hire and train workers who are drawing unemployment insurance or retrain company employees who are likely to lose their jobs because of technological obsolescence. This program commonly contracts directly with employers, who provide training on-the-job or thru chosen contractors. Employers are paid for training costs at a pre-arranged rate if trainees are employed and retained for 90 days after completion of training. Emphasis is placed on training only for existing job openings and paying only when trainees are placed on a job. Training is focused tightly on job-specific skills.

Since 1983, the ETP program has trained and placed almost 50,000 people at costs averaging about $2,500 per trainee. Approximately 50,000 additional trainees are now in the "pipeline". So far, ETP has spent about $277 million at a rate of about $55 million a year. Under its current funding level, this program is expected to train approximately 20,000 workers a year.

## CALIFORNIA CONSERVATION CORPS

The California Conservation Corps *(CCC)* provides California youth ages 18-23 with opportunities to acquire employable skills and contribute to the conservation of California's public lands through work experience. At present there are approximately 2,100 Corps members enrolled. The CCC annual budget has remained at about $55 million over the last few years.

At a cost of approximately $1.2 million a year, CCC provides a wide variety of education and training activities. CCC characterizes these as being either contracted training or Corps training. Contracted training costs about $400,000 a year and is provided either by outside agencies (community colleges used 47 percent of these funds in 1986-87) or by CCC staff. Contracted training includes basic skills, ESL, GED

[20] See footnote "k" in Exhibit 10 for an explanation of how this figure was calculated.

preparation, vocational education and general academic education. A small percentage is for college classes.[21]

Corps training is conducted as part of ongoing operations and includes remediation, career guidance and assessment, vocational training, and volunteer community service. In 1987-88 some 385,280 student hours of Corps training were provided training at an estimated cost of $804,000.[22] Though statistics are not kept on whether CCC provided training is credit or noncredit, analysis of the types and amounts of training suggests that only one-fifth is for credit leading to a postsecondary degree or vocational certificate.

In addition to contracted and Corps training, CCC has a small scale "barter" arrangement with a few colleges and universities in which university personnel provide instruction in basic skills in exchange for conservation work on the campuses.

## CALIFORNIA STATE LIBRARY AND PUBLIC LIBRARIES

The State Library and local public libraries provide a number of adult learning services. Since 1985 the California State Library has received State funds to operate the California Literacy Campaign (CLC), which has recently been augmented by the new Families for Literacy Program. In 1987-88, the Library provided $4.5 million in grants, or approximately 38 percent of its local assistance allocation, to approximately 60 of the State's 169 public libraries to conduct local CLC programs (See Exhibit 22).

[21] See footnote "k" in Exhibit 10 for methodology about how the estimated cost of Corps training was calculated.

[22] *Ibid.*

**Exhibit 22**

**CALIFORNIA LITERACY CAMPAIGN PROGRAM STATISTICS 1985-1988 (Dollars in Thousands)**

| Category: | 1985: | 1986: | 1987: | 1988: | Proposed 1989: |
|---|---|---|---|---|---|
| Total Funding: | $2,635 | $3,500 | $4,035 | $4,535 | $5,635 |
| CLC Funding as % of Library Local Assistance Budget: | 26.8% | 31.8% | 34.8% | 37.5% | 42.4% |
| Number of Participating Libraries: | 46 | 46 | 50 | 60 | NA |
| Number of Participating Learners: | 5,000 | 6,700 | 8,100 | 9,700 | NA |
| Number. of Literacy Tutors | 3,000 | 4,800 | 6,300 | 8,300 | NA |
| Number Referrals | 3,000 | 3,000 | 4,150 | 6,100 | NA |

*Source: California State Library, Annual Special Services Program Statistics*, 1985, 1986, 1987, 1988 (November Report).

CLC attempts to provide literacy training to "hardcore" illiterates, that is, to the one-fourth of the functionally illiterate population who speak English as their primary language and are the hardest to reach. Local CLC programs employ a community-based approach in which they assess the levels of literacy and literacy providers in the target neighborhoods and then design a program that fills a delivery system gap. CLC is primarily a one-to-one delivery system with a heavy reliance on trained volunteers. This is suggested by the Library's program statistics which show that in 1987-88, some 8,300 volunteer tutors served 9,700 adult learners, and made 6,100 referrals to other agencies providing literacy training (See Exhibit 22).

## Major Findings

Following are the major findings on California's level of effort in adult education.

(1) **Public Adult Education Costs About $730 Million.** Almost $730 million of state and federal funds are spent each year on adult and noncredit education in California. The adult schools receive about 51 percent

of this amount, the community colleges 15 percent, the Job Training Partnership Program 10 percent, the Department of Corrections 7 percent, the Regional Occupational Centers/Programs 5 percent, and other providers about 12 percent.

(2) **Welfare Reform, Immigration and Prison Education are Increasing Expenditures.** General adult education funding in recent years has been impacted most by new immigration and welfare reform legislation, as well as a huge jump in the prison population.

(3) **Public Funds for Adult Education have Declined.** Adult education revenues for the adult schools and community colleges dropped from 1.3 percent of total General Fund expenditures in FY 1980 to approximately one percent during the remainder of this decade. As a percentage of total spending for education, adult education dropped from 2.5 percent in FY 1980 to 1.9 percent during the mid-1980's. However, this figure was increased to 2.1 percent in FY 1988.

(4) **Adult Education Funding and Participation Increasing in Recent Years, But Still Significantly Below 1978 Levels.** Over the last decade total inflation-adjusted expenditures for adult and noncredit education have decreased by 34 percent, while per capita expenditures declined by 46 percent. However, since 1984, total real expenditures have increased by 35 percent, and per capita expenditures are up 26 percent. This growth in recent years is due to GAIN and IRCA and the excess demand for English-as-a-Second Language. Taken together, the GAIN and IRCA programs are expected to swell ADA in the adult schools and community colleges by 137,000, for an increase of 54 percent over the base program.

Adult education within California is provided by a variety of public and private institutions. Adult schools and community colleges command two-thirds of public adult education funds. A better picture of adult education within these two providers can be gained by reviewing the number of participants and the types of instruction they utilize.

# PUBLIC ADULT EDUCATION PROGRAMS AND PARTICIPANTS

*Since 1978 enrollments and ADA have shifted markedly toward English-as-a-Second Language (ESL) and programs for Older Adults and away from Vocational Education.*

This chapter describes the mix of adult education programs and participants in California adult schools. It will cover:

- Overview of Authorized Areas of Instruction
- Participation in ABE and ESL Programs
- Geographic Distribution of Programs
- Concurrent Enrollment

Review of these issues demonstrates a diverse educational program that is being progressively dominated by English-as-a-Second Language and Adult Basic Education.

## Overview of Ten Authorized Areas of Instruction

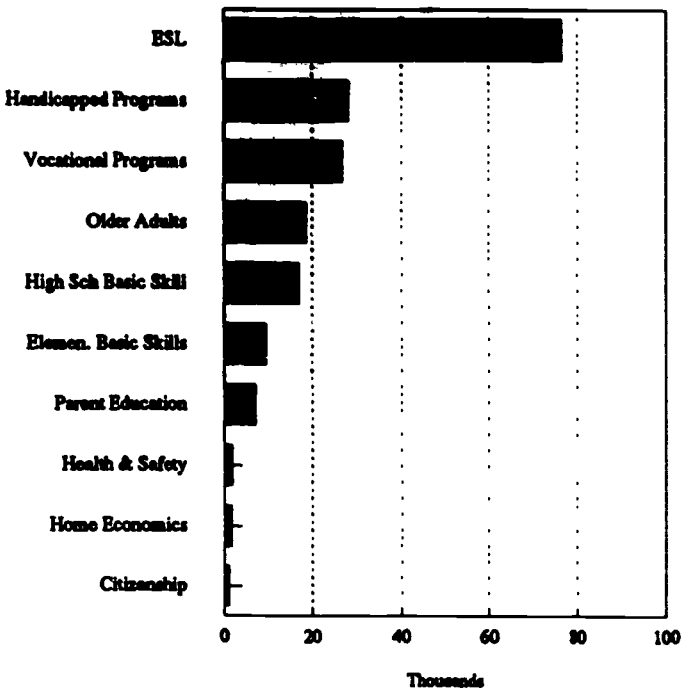
Currently, 228 out of 388 school districts operate state funded adult education programs. These districts provide instruction in ten specified areas. These ten authorized instructional areas include:

(1) English-as-a-Second Language
(2) Handicapped Programs
(3) Vocational Training
(4) Programs for Older Adults
(5) High School Level Basic Skills
(6) Elementary School Level Basic Skills
(7) Parent Education
(8) Citizenship Education
(9) Health and Safety Instruction
(10) Home Economics

Participation in these ten areas, as measured by Average Daily Attendance (ADA) varies greatly (See Exhibit 23).

**Exhibit 23**

**ADULT EDUCATION INSTRUCTION AREAS AVERAGE DAILY ATTENDANCE (ADA), 1987-88**




Since the ten authorized instructional areas of the adult education program are state-supported, districts usually offer them free of charge, although they may elect to charge fees for registration and materials. Districts that provide courses beyond these ten areas, however, charge student fees to support the additional costs of such instruction.[23]

## ENROLLMENT TRENDS

The mix of programs offered through public school adult education shifted abruptly following the passage of Proposition 13 and has changed steadily since then. In 1978 one-third of California's 2.6 million enrollments were in courses that would *not* be authorized by today's adult education legislation. These included courses in foreign languages, fine arts, arts and crafts, driver education, dance and physical education (See Exhibit 24).

[23] *Adult Education in California Public Schools*, Office of the Legislative Analyst, Sacramento, August 1988, Page 6.

## Exhibit 24

## ENROLLMENT IN ADULT EDUCATION PROGRAMS IN UNIFIED AND HIGH SCHOOL DISTRICTS, 1977-78

| Program Segment: | Enrollment: | % of Total Program: | Approximate Cost (millions) |
|---|---|---|---|
| **Current Mandated Instructional Areas:** | | | |
| *Adult Basic Education | 339,766 | 13.0% | $ 26.0 |
| *High School Diploma/GED: | | | |
| *English/Speech (ESL) | 106,332 | 4.0% | 8.0 |
| *Math | 46,076 | 2.0% | 4.0 |
| *Science | 38,597 | 1.4% | 2.8 |
| *Social Studies | 81,794 | 3.0% | 6.0 |
| Sub-Total | 272,799 | 10.4% | 20.8 |
| *Citizenship | 17,672 | .7% | 1.4 |
| *Vocational Ed & Business | 459,773 | 17.6% | 35.2 |
| *Substantially Handicapped | 104,068 | 4.0% | 8.0 |
| *Parent Education | 128,200 | 5.0% | 10.0 |
| **Health & Safety | 142,378 | 5.5% | 11.0 |
| **Older Adults/Gerontology | 96,613 | 3.7% | 7.4 |
| **Homemaking/Home Economics | 182,622 | 7.0% | 14.0 |
| TOTAL: | 1,743,891 | 67.0% | $ 133.8 |
| **Current Non-Mandated Instructional Areas:** | | | |
| **Foreign Languages | 84,531 | 3.0% | $ 6.0 |
| **Fine Arts & Music | 197,546 | 7.6% | 15.2 |
| **Driver Education | 48,015 | 2.0% | 4.0 |
| **Forums & Lecture | 121,975 | 4.7% | 9.4 |
| **Decorative Arts & Crafts | 183,473 | 7.0% | 14.0 |
| **Health & Physical Education | 170,353 | 6.5% | 13.0 |
| **Civic Education | 59,969 | 2.3% | 4.6 |
| TOTAL: | 865,862 | 33.1% | $ 66.2 |

*Instruction mandated by SB 154 and AB 2190 for 1978-79 School Year.

**Instruction not mandated by State Law for 1978-79 School Year.

*Source:* Adult Education Committee Newsletter, Jean Estes, Chairman, January 18, 1979. Information supplied by California State Department of Education.

Since 1978 enrollments and ADA have shifted markedly toward English-as-a-Second Language (ESL) and programs for Older Adults. ESL as a percentage of total enrollments has remained at about 25 percent since 1981. However, as a percent of total ADA, ESL has risen from 33 to 41 percent between 1985 and 1988 **(See Exhibits 25 and 26).**

Reductions in relative enrollment have come primarily in the area of vocational education. Whereas enrollments in vocational and business courses decreased from 16 to 13 percent of the total between 1981 and 1987 **(See Exhibit 25)**, the proportion of total ADA in vocational programs declined from 23 to 14 percent **(See Exhibit 26)**. Total vocational ADA declined by 35 percent, between 1985 and 1988 **(See Exhibit 27)**.

Other trends show slight ADA increases in citizenship and high school and elementary basic skills. Data also show an ADA decline, despite an enrollment increase, in health and safety programs **(See Exhibits 25 and 27)**.

**Exhibit 25**

**PERCENT OF ANNUAL ENROLLMENTS IN ADULT EDUCATION BY SUBJECT AREA**

| Area of Study: | 1980-81: | 1983-84: | 1986-87: |
|---|---|---|---|
| Elementary Basic Skills | 3.8 | 3.3 | 3.2 |
| Secondary Basic Skills | 12.2 | 12.1 | 13.9 |
| ESL | 24.7 | 24.9 | 25.1 |
| Citizenship Training | 0.5 | 0.5 | 0.5 |
| Vocational Programs | 16.5 | 15.0 | 12.9 |
| Homemaking | 2.6 | 1.4 | 1.3 |
| Parent Education | 5.6 | 5.4 | 5.1 |
| Older Adults | 6.9 | 9.8 | 9.3 |
| Health and Safety | 5.6 | 6.4 | 10.5 |
| Apprenticeship Programs | 0.9 | 0.5 | 0.7 |
| Handicapped Programs | 6.9 | 6.7 | 5.4 |
| All Other Programs | 13.8 | 14.0 | 12.1 |

*Source: CBEDS Adult Education Enrollment Data*, State Department of Education, Sacramento, October 1988.

*Note:* Percents may not total 100 due to rounding.

## Exhibit 26

## PERCENT OF ANNUAL AVERAGE DAILY ATTENDANCE (ADA) IN ADULT EDUCATION BY INSTRUCTIONAL AREA, 1985-1988

| Instructional Area: | Percent of all ADA: | | | |
|---|---|---|---|---|
| | 1985: | 1986: | 1987: | 1988: |
| **Adult Schools:** | | | | |
| Elementary Basic Skills | 5.0 | 4.6 | 4.8 | 5.1 |
| High School Basic Skills | 8.3 | 9.6 | 8.9 | 8.9 |
| ESL | 32.8 | 37.6 | 39.9 | 40.9 |
| Citizenship | 0.4 | 0.4 | 0.4 | 0.5 |
| Substantially Handicapped | 15.5 | 15.6 | 15.0 | 14.9 |
| Vocational Education* | 23.2 | 16.6 | 15.3 | 14.2 |
| Parent Education | 4.3 | 4.2 | 4.0 | 3.8 |
| Older Adults | 8.5 | 9.5 | 9.7 | 10.0 |
| Health & Safety | 1.1 | 0.9 | 0.9 | 0.9 |
| Home Economics | 0.9 | 0.9 | 0.9 | 0.8 |
| **Total:** | 100.0 | 100.0 | 100.0 | 100.0 |
| **Community Colleges:** | | | | |
| Basic Skills | 9.9 | 8.3 | 8.5 | NA |
| High School Diploma/G.E.D. | 4.4 | 5.1 | 4.4 | NA |
| ESL | 35.2 | 37.1 | 37.3 | NA |
| Citizenship | 0.2 | 0.2 | 0.2 | NA |
| Substantially Handicapped | 11.3 | 10.7 | 9.8 | NA |
| Vocational Education* | 23.8 | 23.9 | 23.4 | NA |
| Parent Education | 2.0 | 1.8 | 1.9 | NA |
| Older Adults | 8.9 | 8.2 | 9.3 | NA |
| Health & Safety | 2.1 | 2.1 | 2.3 | NA |
| Home Economics | 2.4 | 2.6 | 2.9 | NA |
| **Total:** | 100.0 | 100.0 | 100.0 | NA |

* Includes Apprenticeship

*Source:* Adult School ADA: Adult Education Unit, State Department of Education (Form J-19-A). Community College ADA: Educational Standards and Evaluation Unit, Chancellor's Office, California Community Colleges (Note: Figures are calculated ADA, not reported.)

## Exhibit 27

## ADULT EDUCATION AVERAGE DAILY ATTENDANCE BY INSTRUCTIONAL AREA RANKED BY PERCENTAGE CHANGE, 1984-85 TO 1987-88

| Instructional Area: | ADA by Year: | | | | |
|---|---|---|---|---|---|
| | 1985: | 1986: | 1987: | 1988: | Percent Change 1985 to Most Recent Year: |
| **Adult Schools:** | | | | | |
| English-as-a-Second Language | 57,531 | 66,055 | 73,312 | 76,269 | +32.6% |
| Older Adults | 14,860 | 16,609 | 17,867 | 18,589 | +25.1% |
| Citizenship | 777 | 787 | 801 | 948 | +22.0% |
| High School Basic Skills | 14,519 | 16,775 | 16,417 | 16,673 | +14.8% |
| Elementary Basic Skills | 8,828 | 8,164 | 8,768 | 9,581 | +8.5% |
| Substantially Handicapped | 27,245 | 27,402 | 27,669 | 27,830 | +2.1% |
| Home Economics | 1,495 | 1,532 | 1,563 | 1,514 | +1.3% |
| Parent Education | 7,492 | 7,427 | 7,353 | 7,092 | -5.3 |
| Health & Safety | 1,916 | 1,597 | 1,690 | 1,616 | -15.7% |
| Vocational Education* | 40,611 | 29,210 | 28,076 | 26,539 | -34.6% |
| Total: | 175,274 | 175,558 | 183,516 | 186,650 | |
| **Community Colleges:** | | | | | |
| Home Economics | 1,381 | 1,616 | 1,940 | NA | +40.5% |
| Health & Safety | 1,227 | 1,303 | 1,572 | NA | +28.1% |
| Older Adults | 4,917 | 5,119 | 6,293 | NA | +28.0% |
| English-as-a-Second Language | 20,175 | 23,083 | 25,187 | NA | +25.0% |
| Vocational Education* | 13,646 | 14,901 | 15,800 | NA | +15.8% |
| High School Diploma/G.E.D. | 2,563 | 3,189 | 2,956 | NA | +15.3% |
| Parent Education | 1,124 | 1,134 | 1,261 | NA | +12.2% |
| Citizenship | 115 | 120 | 119 | NA | +3.5% |
| Substantially Handicapped | 6,464 | 6,648 | 6,602 | NA | +2.1% |
| Basic Skills | 5,695 | 5,175 | 5,761 | NA | +1.2% |
| Total: | 57,307 | 52,288 | 67,491 | NA | |

* Includes Apprenticeship

*Sources:* Adult School ADA: State Department of Education Adult Education; Community College ADA: Chancellor's Office, California Community Colleges, Educational Standards and Evaluation Unit.

*Note:* Community College ADA were calculated for the California Postsecondary Education Commission *Report on Adult and Noncredit Education*, October 1988. These calculations were made for 1985-1987 only.

## REASONS FOR TRENDS

The Office of the Legislative Analyst suggests these trends can be explained by demographic changes, as well as other factors:

- **Immigration and IRCA.** Demand for ESL instruction, which comprises 41 percent of the program's ADA, is increasing, primarily because of high rates of foreign immigration into California. Demand for ESL instruction is expected to increase further due to the federal *Immigration Reform and Control Act* (IRCA) of 1986, which requires aliens applying for legalization to either (1) demonstrate their proficiency in English, U.S. history, and government, or (2) be enrolled in courses leading to such proficiency.

- **Increasing Size of Older Population.** Demand for courses serving older adults is increasing due to the general aging of the State's population and to more aggressive marketing of these courses by school districts in senior centers and nursing homes.

- **Increased Importance of High School Education.** Demand for high school basic skills instruction is increasing because (1) today's adults place a high value on high school diplomas and (2) high school students are enrolling in adult education programs to meet increased graduation requirements.[24]

- **AIDS and Concern Over Public Health.** Increasing enrollments in health and safety along with a declining ADA is probably due to shorter self-contained courses that address immediate community health needs such as AIDS.

- **Educational Requirements of GAIN Welfare Reform.** Demand for high school and elementary basic skill instruction, as well as ESL, is expected to increase in the future due to the educational requirements of the *Greater Avenues for Independence* (GAIN) program. This measure requires all welfare recipients who are deficient in basic skills or who lack a high school diploma (or its equivalent), to work toward a general education development (GED) certificate. As a result, it is projected that an estimated 75,000 GAIN participants will be referred to adult education programs for services in 1988-89, at a cost of $170 million (See Exhibit 18).

[24] *Ibid.*, page 8.

- **Higher Costs of Vocational Programs.** Many districts report that vocational enrollments have declined because the unit rate (revenue limit) does not support occupational training classes. Rather than lose money on these classes, some districts decide to close them.[25]

Additional forces may also impact these participation trends. Specifically, high drop out rates at the secondary level have undoubtably increased the need for remedial basic education for many adults. Further, demographic shifts increasing the average age of the California population are likely to cause greater demand for programs dealing with health and topics pertinent to the elderly.[26]

## FUNDING SOURCES

The approved 1988-89 budget for public school adult education totals $366 million. Of this amount, $276.9 million (76 percent) is from the state's General Fund and $89.1 million (24 percent) is from federal funds, including $80 million from IRCA.

State financial support is provided in the form of ADA for each district's adult education program. For each district, current law limits the amount of adult ADA that the state will fund to a pre-specified amount (known as its "allowable" ADA level) based on the level of adult ADA funded by the state in 1979-80 (the base year). Each district's state apportionment is then determined by multiplying its actual or allowable level of ADA (whichever is *less*) by a funding rate known as the "revenue limit." In 1988-89, the limit will average $1,370 per unit of ADA. Current law further provides for a 2.5 percent "growth" adjustment to each district's allowable level of ADA and a 6.0 percent annual cost-of-living adjustment (COLA) to each district's revenue limit.[27]

Federal funding, authorized by the *Adult Basic Education Act* (ABE), is allocated among qualifying districts based on each district's level of adult ADA. Federal law requires districts to use these funds to supplement and not supplant State and local programs. The California State Plan allows districts to apply for ABE funds to meet the priorities of elementary basic skills, ESL, and workplace literacy and employability skills. The total amount of money available is

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25 For example, one district reports an average cost of $2,200 per vocational ADA, yet receives only $1,362 per ADA for adult vocational education and $1,659 per ADA for ROC/P vocational education.

26 Fred Best, *Adult Education Needs for a Changing State*, Background Paper, Adult Education Unit, State Department of Education, Sacramento, November 18, 1988.

27 The State, however, has not granted the 2.5 percent growth adjustment for the last 3-4 years. Instead, districts have had to apply for "targeted growth" to accommodate increased ESL and GAIN enrollments. Also, the State does not necessarily grant the full six percent cost-of-living adjustment (COLA). In 1988-89, the COLA was closer to four percent.

divided by the number of approved ADA in the priority areas. This amount is currently $45 per ADA, and it is used primarily to purchase supplementary materials and tutoring services for elementary subjects, as well as for program evaluation. Currently, 120 of the 228 districts with a base program qualify for and receive federal funds; the remaining 108 districts do not apply for funds because they chose not to participate in the federal program. Another 160 districts do not apply because they don't have a base program.

## Participants in Adult Basic Education and ESL Programs

Unfortunately, data are not routinely collected on the characteristics of participants in all the 10 authorized areas of instruction. However, because of federal reporting requirements, demographic data are routinely collected on participants in ESL and Adult Basic Education (ABE) programs, at least in those districts which receive federal funds. Approximately 40 percent of all adult education participants are in these federally supported ESL and ABE programs. An analysis of their demographic characteristics follows.

Over half of ESL and ABE participants are Hispanic, while almost 30 percent are Asian or Pacific Islander. In 1986-87, Caucasian participants constituted 12 percent of the total, while Black, Filipino and Native American participants were the remainder (See Exhibit 28).

When ESL and ABE enrollments are analyzed by linguistic group, a similar distribution emerges. Fifty-five percent of 1987 participants have Spanish as their primary language, up from 42 percent only four years earlier (See Exhibit 29). In contrast, the percentage of those who speak primarily one of 10 languages spoken in Asia declined from 38 percent in 1982-83 to 28 percent in 1986-87.[28] Only 10 percent have English as their primary language.[29]

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28 The major reason for this decline was a decrease in the proportion of Vietnamese speaking participants (from 12 percent of the total in 1982-83 to only 5 percent in 1986-87).

29 The 1988 CPEC report on adult education cites two additional sources that provide demographic data on participants, but these may not reflect the State's profile of students attending classes in adult and noncredit education. One is a 1986 survey conducted for the Chancellor's Office of the California Community Colleges. The other is 1987 data from 33 adult schools accredited by the Western Association of Schools and Colleges (WASC). These data sources show that students enrolled in adult schools and community colleges are overwhelmingly women and married and between the ages of 20 and 40. The majority work while enrolled -- 47 percent of those enrolled in adult schools and 58 percent in community colleges. In the adult schools, 40 percent of the students were White, 36 percent Hispanic, 11 percent Asian, 9 percent Black and less than 1 percent Native American. In the community colleges, enrollees were 50 percent White, 20 percent Asian, 20 percent Hispanic, and the remaining 10 percent Black, Filipino, and Native American combined. These figures include all adult education students, not just those in ESL and ABE (Roslyn Elms and Kathy Warriner, ***Meeting California's Adult Education Needs: Recommendations to the Legislature***, California Post-secondary Education Commission (CPEC), Sacramento, October 1988, page 7).

## Exhibit 28

## PERCENT OF ENROLLMENT IN ESL AND ADULT BASIC EDUCATION BY ETHNIC GROUP, 1 WEEK SAMPLE, 1983-1987

| Ethnic Group: | 1983: | 1984: | 1986: | 1987: |
|---|---|---|---|---|
| Hispanic | 43 | 46 | 53 | 51 |
| Asian or Pacific Islander | 40 | 35 | 32 | 29 |
| Caucasian | 12 | 15 | 11 | 12 |
| Black | 4 | 4 | 3 | 3 |
| Filipino | 1 | 1 | 1 | 2 |
| Native American | 0 | 0 | 0 | 2 |
| Total Percent | 100 | 100 | 100 | 100 |

*Note:* These data are collected during the first week of March of each year. In 1987, 120,307 California adults were enrolled in adult basic education or English-as-a-Second Language.

*Source:* Final Adult Basic Education Enrollment Report, 1983-84, 1985-86, 1986-87.

## Exhibit 29

## PERCENT ENROLLMENT IN ESL AND ADULT BASIC EDUCATION BY LINGUISTIC GROUP, 1983-1987

| Native Language: | 1983: | 1984: | 1986: | 1987: |
|---|---|---|---|---|
| Spanish | 42 | 47 | 52 | 55 |
| English | 9 | 10 | 9 | 10 |
| Cantonese | 8 | 8 | 7 | 9 |
| Vietnamese | 12 | 8 | 6 | 5 |
| Mandarin | 3 | 3 | 4 | 3 |
| Chinese | 4 | 4 | 4 | 2 |
| Cambodian | 1 | 3 | 3 | 2 |
| Korean | 2 | 2 | 2 | 2 |
| Lao | 3 | 3 | 2 | 2 |
| Other European | 3 | 2 | 2 | 2 |
| Japanese | 2 | 2 | 2 | 1 |
| Farsi | 1 | 1 | 2 | 2 |
| Hmong | 2 | 2 | 1 | 1 |
| Arabic | 1 | 1 | 1 | 1 |
| Filipino/Tagalog | 1 | 1 | 1 | 1 |
| Other | 3 | 5 | 4 | 4 |
| Total Percent | 100 | 100 | 100 | 100 |

*Note:* Totals may not add to 100% due to rounding.

*Source:* Final Adult Basic Education Enrollment Report, 1983-84, 1985-86, 1986-87.

## Geographical Distribution of Adult Education Programs

The distribution of adult education resources by geographical area is the result of a historical accident -- Proposition 13 -- not by any attempt to distribute funds according to need or population. Programs that were in place in 1978 were "grandfathered" into the present legislation. School districts without programs at that time were prohibited from receiving state funds to start new programs.[30]

As a result, approximately 160 school districts are now prohibited by law from initiating programs, and growth restrictions in present statute also restrict access in both the public schools and community colleges. Waiting lists, large classes, and enrollments that exceed the "growth cap" indicate that demand is exceeding the available services in some parts of the State and in some categories of instruction.

This uneven access to adult education is exacerbated by the concentration of ADA in just a few school districts. In 1986-87, 50 percent of all adult ADA was offered by only 20 adult schools. Many schools operate very limited programs. For example, 87 of them offer programs that generate less than 100 ADA, and 26 have programs with less than 10 ADA.[31]

In addition to assessing the relative concentration of adult education by school districts, it is instructive to view this issue by assessing the relative availability of adult education in different geographical areas. This will help determine the extent to which there is a mismatch between adult education resources and where potential participants live.

When the percent of total ADA distribution in California's 58 counties in 1987 is compared with their share of the total population, a clear mismatch appears between adult education resources and population. Using the criterion of a 20 percent difference between these two figures to signal a mismatch, it appears that adult education resources and population size are well matched in only 15 counties. Some 4 counties on the basis of population appear to receive disproportionately high

30 Inequities were perpetuated further by school districts which diverted adult education funds into youth programs in 1977-78. These districts now have permanently smaller adult education programs, since the Legislature decided to count only adult ADA in determining the funding base.

31 Roslyn Elms and Kathy Warriner, *Meeting California's Adult Education Needs: Recommendations to the Legislature*, California Post-secondary Education Commission (CPEC), Sacramento, October 1988, page 7.

shares of adult education funds, while the remaining 39 counties appear to be under-funded (See Exhibit 30).[32]

Dominating this analysis by geographical area is the fact that in 1987 Los Angeles County received over half of the State's adult education ADA. Yet it had only 30.6 percent of the population. Over the next 10 years Los Angeles is also expected to be the sixth slowest growing county.

Projected distribution of California's population into counties for 1987 suggests that the above mismatch of funds to population will be exacerbated in the future. In addition to population shifts, a factor leading to the disproportionate distribution of adult education services is that rural counties are becoming more impacted with refugees and immigrants.

Population, of course, is a very crude measure of need. Some have suggested a formula with several factors to distribute adult education funds, including (by county or school district) the adult population (over 16 years of age), the percent who have less than a high school education, the percent who are from low income households, the percent who do not speak English as their first language, and the unemployment rate. Others are concerned that programs might get spread too thin and well-functioning programs might be weakened if limited funds are distributed by formula.

Many adult schools with enrollments that underrepresent their share of the State's total population are handling enrollments over their growth limitation or funding cap by providing services for which they are not receiving State appropriations. Sometimes this is done through enrolling larger classes or enrolling a greater proportion of students in lower cost (per capita) programs. Since public schools are not permitted to use K-12 funds to subsidize adult education, many districts economize by hiring part-time teachers without benefits.[33]

While geographical inequities of access continue to exist, the Legislature has attempted to remedy inequities in the unit costs of adult education between districts. This equalization is almost complete and has been achieved by allowing low unit cost programs to rise with inflation while capping unit costs in high cost programs.

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[32] Of course, this analysis begs the question about whether or not other agencies provide adult education services in the underrepresented counties. For example, several community colleges, libraries and volunteer agencies are servicing the areas where the adult schools aren't. For example, in San Diego City, Santa Barbara, San Francisco, Fullerton, Chico, and other cities, the community colleges provide adult education through a mutual agreement with the high school districts. This issue warrant further inquiry.

[33] It should be noted that the rate of ADA reimbursement for grades K-12 is approximately twice that of the unit rate for adults. To the extent that the adult rate is not sufficient in a district or geographic area to support a quality program, a district might decide to trade off employee benefits for more instructors and materials.

## Exhibit 30

## POPULATION GROWTH RATES AND ADULT EDUCATION ADA BY CALIFORNIA COUNTIES, 1978-87 AND 1988-97

| County: | Projected 1997 Population: | Percent of Total Population: 1997: | Actual 1987 Population: | Percent of Total Population 1987: | Total 1986-87 ADA: | Percent of Total 1986-87 ADA: |
|---|---|---|---|---|---|---|
| Alameda | 1,340,000 | 4.2 | 1,227,400 | 4.42 | 12,714 | 6.93 |
| ***Alpine*** | 1,500 | 0.0 | 1,200 | .00 | 0 | None |
| ***Amador*** | 34,700 | 0.1 | 25,400 | .09 | 23 | 0.01 |
| ***Butte*** | 210,300 | 0.7 | 169,300 | .61 | 448 | .24 |
| ***Calaveras*** | 39,800 | 0.1 | 29,600 | .11 | 18 | 0.01 |
| ***Colusa*** | 18,500 | 0.1 | 14,800 | .05 | 0 | None |
| Contra Costa | 843,900 | 2.7 | 743,900 | 2.68 | 4,846 | 2.64 |
| ***Del Norte*** | 20,600 | 0.1 | 19,400 | .06 | 0 | None |
| ***El Dorado*** | 148,100 | 0.5 | 113,200 | .41 | 141 | 0.08 |
| Fresno | 703,400 | 2.2 | 596,800 | 2.15 | 4,621 | 2.52 |
| ***Glenn*** | 27,100 | 0.1 | 23,000 | .08 | 0 | None |
| Humboldt | 119,500 | 0.4 | 113,700 | .41 | 848 | 0.46 |
| ***Imperial*** | 136,200 | 0.4 | 109,200 | .39 | 249 | .14 |
| ***Inyo*** | 18,800 | 0.1 | 18,000 | .06 | 0 | None |
| Kern | 626,400 | 2.0 | 504,800 | 1.82 | 3,009 | 1.64 |
| Kings | 112,400 | 0.4 | 87,900 | .32 | 468 | .26 |
| ***Lake*** | 74,800 | 0.2 | 50,800 | .18 | 0 | None |
| ***Lassen*** | 28,500 | 0.1 | 26,500 | .10 | 0 | None |
| Los Angeles | 8,990,400 | 28.3 | 8,484,500 | 30.57 | 92,507 | 50.42 |
| Madera | 107,800 | 0.3 | 80,100 | .29 | 521 | 0.28 |
| ***Marin*** | 235,500 | 0.7 | 227,700 | .82 | 651 | 0.35 |
| ***Mariposa*** | 19,000 | 0.1 | 14,000 | .00 | 0 | None |
| Mendocino | 88,800 | 0.3 | 75,000 | .27 | 522 | 0.28 |
| ***Merced*** | 222,200 | 0.7 | 166,200 | .60 | 434 | 0.24 |
| ***Modoc*** | 11,200 | 0.0 | 9,300 | .03 | 0 | None |
| ***Mono*** | 10,300 | 0.0 | 9,200 | .03 | 2 | None |
| Monterey | 407,700 | 1.3 | 343,100 | 1.24 | 3,425 | 1.87 |
| Napa | 119,300 | 0.4 | 105,200 | .38 | 671 | 0.37 |
| ***Nevada*** | 104,900 | 0.3 | 73,800 | .26 | 99 | 0.05 |
| ***Orange*** | 2,520,300 | 7.9 | 2,216,800 | 8.00 | 5,971 | 3.25 |
| Placer | 190,800 | 0.6 | 148,400 | .53 | 970 | 0.53 |
| ***Plumas*** | 22,900 | 0.1 | 19,800 | .07 | 0 | None |
| ***Riverside*** | 1,246,500 | 3.9 | 915,400 | 3.30 | 2554 | 1.39 |
| Sacramento | 1,128,800 | 3.6 | 947,400 | 3.41 | 7706 | 4.20 |
| ***San Benito*** | 45,300 | 0.1 | 33,200 | .12 | 41 | 0.02 |
| ***San Bernardino*** | 1,549,900 | 4.9 | 1,292,000 | 4.66 | 4,018 | 2.19 |
| ***San Diego*** | 2,720,600 | 8.6 | 2,288,300 | 8.25 | 7292 | 3.97 |
| ***San Francisco*** | 776,300 | 2.4 | 741,600 | 2.67 | 0 | None |
| San Joaquin | 575,000 | 1.8 | 444,300 | 1.60 | 2,381 | 1.3 |
| ***San Luis Obispo*** | 281,200 | 0.9 | 201,900 | .73 | 748 | 0.40 |
| San Mateo | 653,900 | 2.1 | 623,500 | 2.25 | 4,011 | 2.19 |
| ***Santa Barbara*** | 397,300 | 1.3 | 342,900 | 1.24 | 247 | 0.13 |
| ***Santa Clara*** | 1,599,300 | 5.0 | 1,421,600 | 5.12 | 7,201 | 3.92 |
| Santa Cruz | 272,800 | 0.9 | 222,900 | .80 | 1,369 | 0.75 |
| ***Shasta*** | 170,600 | 0.5 | 135,400 | .49 | 0 | None |
| ***Sierra*** | 4,000 | 0.0 | 3,400 | .01 | 0 | None |
| ***Siskiyou*** | 46,400 | 0.1 | 42,900 | .15 | 0 | None |
| Solano | 368,900 | 1.2 | 298,000 | 1.07 | 2,020 | 1.10 |
| ***Sonoma*** | 412,700 | 1.3 | 354,000 | 1.28 | 1,052 | 0.57 |
| ***Stanislaus*** | 395,600 | 1.2 | 326,800 | 1.18 | 344 | 0.19 |
| ***Sutter*** | 69,800 | 0.2 | 60,300 | .22 | 0 | None |
| ***Tehama*** | 56,800 | 0.2 | 45,900 | .17 | 0 | None |
| ***Trinity*** | 16,300 | 0.1 | 13,600 | .05 | 0 | None |
| Tulare | 370,100 | 1.2 | 291,500 | 1.05 | 2,876 | 1.57 |
| ***Tuolumne*** | 60,500 | 0.2 | 44,800 | .16 | 50 | 0.03 |
| Ventura | 750,100 | 2.4 | 628,100 | 2.26 | 5,676 | 3.09 |
| ***Yolo*** | 147,100 | 0.5 | 129,000 | .46 | 462 | 0.25 |
| ***Yuba*** | 61,700 | 0.2 | 55,700 | .20 | 273 | 0.15 |
| **Total State:** | 31,733,100 | 99.9 | 27,752,400 | 99.93 | 183,479 | 99.98 |

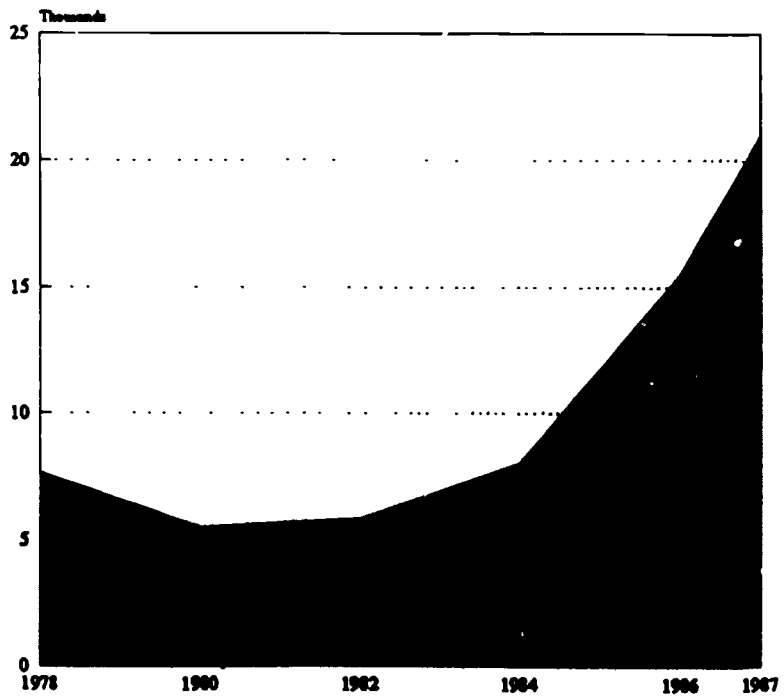
***Note:*** ***Italicized bold county names*** designate counties that have percentages of total state ADA that are 20 percent lower than their percentage of total state population.

## Concurrent Enrollment

Since 1983, increased high school graduation requirements, coupled with the desire of students to graduate with their class, has dramatically increased the number of high school students who concurrently enroll in adult education courses for individuals seeking a high school diploma.[34] Between 1980 and 1987, there was a 282 percent increase in adult education ADA of concurrently enrolled high school students (See Exhibit 31). Lately, this has become an issue since the State reimburses concurrently enrolled high school students at the K-12 rate of ADA reimbursement, which is twice the rate of reimbursement for adult ADA. The Legislature has raised the question about the proper rate of reimbursement for these students, and directed the State Department of Education to conduct a study of the actual costs of providing instruction to concurrently enrolled students. This study will be completed by February 1989.

**Exhibit 31**

**AVERAGE DAILY ATTENDANCE OF CONCURRENTLY ENROLLED STUDENTS 1978-1987**




*Source:* State Department of Education.

[34] This was largely due to the participation of students in large urban districts, where adult school courses are supplementing the high school curriculum for students unable to meet graduation requirements.

## Major Findings

Following are the major findings on public school adult education programs and participants:

(1) **Growth of ESL Programs.** Since 1978 enrollments and ADA have shifted markedly toward English-as-a-Second Language (ESL) and programs for Older Adults and away from vocational education.

(2) **Increase of Hispanics in ESL Programs.** Though data are not routinely collected on participant characteristics in all 10 authorized areas of instruction, data collected on ESL and ABE participants show that between 1982-83 and 1986-87, participants speaking Spanish as their primary language increased from 42 to 55 percent, while those speaking primarily one of ten languages spoken in Asia decreased from 38 to 28 percent. The principal reason for this trend was a decline in the number of Vietnamese participants.

(3) **Uneven Distribution of Funding Among Counties.** There is little relationship between population trends in different geographical areas and the availability of adult education. Adult education funding and population size in 1987 are well matched in only 15 of California's 58 counties. Some 4 counties appear to be over-funded relative to their population size, while the remaining 39 counties appear to be under-funded.

(4) **Expansion of Concurrent Enrollment.** Between 1980 and 1987, the average daily attendance of concurrently enrolled high school students in adult education almost tripled. This has been due to increasing high school graduation standards and the desire of students to graduate with their class.

Trends in participation and funding for adult education have moved progressively toward more basic skills and literacy training for increasing portions of California's population. This ongoing shift in emphasis raises questions about the balance among different types of programs and the importance of literacy training.

# LITERACY PROGRAMS

*Despite the fact that literacy programs consume the greatest proportion of public resources for California adult and noncredit education, there is little evidence that the problem of functional illiteracy is declining.*

All California agencies that provide adult and noncredit education include literacy training as a major area of instruction. In addition to the adult schools and community colleges, literacy training is provided by libraries, correctional agencies (Department of Corrections, Youth Authority, and County Jails), and employment and training agencies (JTPA and Conservation Corps). In addition, hundreds of volunteer and community-based organizations provide literacy training, frequently with the help of tax dollars channeled through the agencies mentioned above.

This chapter will focus on the same four major groups of literacy service providers that are included in the recent SRA Associates study of literacy in California, namely, the adult schools, community colleges, public libraries, and volunteer and community-based organizations.[35]

## Overview of Programs and Providers

In 1985-86 there were about 1100 literacy service providers in California serving about 880,000 adults. Some 13 percent were enrollees in elementary basic education, 33 percent in secondary basic education, and 54 percent in English-as-a-Second Language programs. Some 75 percent of these participants were served by adult schools, 21 percent by community colleges, and the remainder by library programs and community-based organizations (See **Exhibit 32**).[36] When high school level courses are excluded, almost 600,000 were enrolled, 79 percent of whom were enrolled in ESL.[37]

[35] Donald Dixon, Merrill Vargo and Davis Campbell, *Literacy in California: Needs, Services, and Prospects*, SRA Associates, Sacramento, July 1987 (conducted under a grant from the California State Department of Education).

[36] Note that these percent figures refer to enrollments, not ADA (*Ibid.*, page 38).

[37] *Ibid.*, pages 39-41.

**Exhibit 32**

**NUMBERS SERVED PER YEAR BY LITERACY PROVIDERS IN CALIFORNIA, 1985-86**

| Instructional Provider: | Numbers Served Per Year: | |
|---|---|---|
| | Including High School Level Courses: | Excluding High School Level Courses: |
| **Adult Schools:** | 682,787 | 458,093 |
| **Community Colleges:** | 187,400 | 127,762 |
| **State Library (CLC) Programs:*** | 12,770 | 12,770 |
| **Community Based Organizations:** | | |
| * California Literacy, Inc.: | 13,787 | 13,787 |
| Literacy Volunteers of America: | 330 | 330 |
| * *Adjustment for Double Counting (Library/Laubach):* | - 4,000 | - 4,000 |
| *Adjustment for Other Double Counting (2 Percent)* | - 12,168 | - 12,168 |
| **Adjusted Total** | **880,306** | **596,244** |

*Sources:* Adapted from Donald Dixon, Merrill Vargo, Davis Campbell, *Illiteracy in California: Needs, Services and Prospects*, SRA Associates, Sacramento, July 1987, p. 39.

Literacy constitutes the largest share of the overall adult education program of the State's major providers. In the adult schools, for example, literacy and basic skills programs in the adult schools account for more than half (54%) of all ADA generated in 1987-88 when high school basic skills programs are included and slightly less than half (45%) when these programs are excluded (See Exhibit 26). In the community colleges, half of their total noncredit ADA is in literacy programs (46 percent when high school diploma/GED courses are excluded).[38]

By far the largest demand for literacy services comes from California's large immigrant and refugee population who enroll in English-as-a-Second Language (ESL) courses. Excluding enrollees in high school level courses, four-fifths of all literacy enrollees are in ESL courses. This figure varies from a 1985-86 and 1986-87 high of 89 percent for adult schools, which serve the largest fraction of the ESL population, to 16 percent among the California State Library programs,

[38] Community Colleges do not use the term "literacy" to describe any of their educational offerings. However, community colleges have, historically, always offered a variety of courses which are termed "remedial," and which fall within the definition of literacy used in this report. These courses fall into one of three categories: precollege basic skills courses, which are offered for non-degree credit; adult basic education courses, which are offered on a noncredit basis; and ESL courses, which are either noncredit or non-degree credit depending on their level.

which do their best to focus efforts on providing services to hard-to-reach native English speakers.[39]

As a portion of total literacy-related ADA, ESL programs in adult schools generate 89 percent of the total, while in the community colleges ESL generates 81 percent of the total. As a portion of all adult and noncredit education, ESL is 40 percent of the total adult school program and 37 percent of the community college program. In both systems ESL is the fastest growing area, growing by 27 percent in 3 years within the adult schools and 25 percent within the community colleges.[40]

Among California Literacy Campaign (CLC) programs led by the State Library, three of their 50 or so programs serve a significant number of ESL students, because of the needs of refugee populations in their areas. The others are encouraged not to do so, or at least not to do so with State funding.

The ethnic backgrounds of participants in literacy programs clearly reflect the overwhelming number who are in ESL programs. The SRA study found that 51 percent are Hispanic, 23 percent Asian, 19 percent White, 5 percent Black, and two percent other ethnic groups.[41]

## DESCRIPTION OF PROGRAMS

Following is a brief description of the three major types of literacy programs, namely ESL, elementary basic skills, and high school basic skills.

### English-as-a-Second Language (ESL)

The focus and goal for ESL programs is basic literacy and rapid assimilation of immigrant populations into the mainstream of society. This includes not only language, but cultural skills and employment. In California the curriculum is based on life skills competence ranging from English for daily living to language required for entry into academic and vocational programs. ESL programs are offered in day, evening and weekend formats; as well as via cable television in some locations. Vocational ESL classes (VESL), designed with a vocational emphasis, are a refinement of ESL.

Students are typically placed in appropriate skill-level classes on the basis of an entry-level test of oral and written

39 *Ibid.*, page 42.

40 Elms and Warriner, *op. cit.*, page 8.

41 *Ibid.*, page 41. Community colleges data are not part of this count, since the colleges do not keep data on characteristics of students enrolled in literacy programs.

English proficiency. Many of these tests in the adult schools and community colleges have been developed through the *Comprehensive Adult Student Assessment System* (CASAS), which has been used by many districts to develop and maintain competency-based programs since 1981.

The major issue in California ESL today is the one of demand exceeding supply. Roughly two thirds of adult schools and 80 percent of community colleges don't recruit for ESL courses. Rather they are concerned with providing instruction to those who show up. Community colleges averaged 170 persons on their ESL waiting list, compared to only 30 for remedial courses. Adult schools exhibited a similar pattern. Compared to ABE, ESL classes confronting excess demand had more than four times the number on waiting lists.[42]

### Elementary and Secondary Basic Skills

Basic Skills includes literacy (reading and writing) and computational skills necessary for functioning at levels comparable to students in the public schools system. Courses may be remedial for students who have failed in the schools, or they may provide initial educational opportunity for new immigrants. These programs are competency-based literacy and high school diploma programs designed to teach the basic academic and life skills necessary for success in today's world.

Students have the opportunity to earn an adult high school diploma, which requires specified numbers of credits in basic subjects, or select among a variety of competency-based modules which culminate in the GED certificate or preparation for job training. Personalized programs of instruction and assessment based on each student's abilities, interests, and goals are utilized, with open enrollment entry into programs at any time during the school year. Basic subject classes are located in adult schools, community colleges, regional occupational centers, and skills centers. The curricula are aligned with the educational objectives of the students. Course offerings have expanded to meet the needs of high-risk youth and concurrently enrolled high school students.

In the adult schools and community colleges, enrollments and ADA in elementary basic skills have remained fairly steady, while secondary skills in the adult schools have grown a healthy 25 percent since 1985. Like ESL, basic skills are expected to experience greater demand and growth as the GAIN and IRCA programs are implemented. Despite this expectation, growth in elementary basic skills enrollment may be a long time coming. The clients of the elementary basic skills program are generally perceived as hard-to-reach. Half the of adult schools and community colleges have to recruit to

[42] Dixon, et.al., *op.cit.*, pages 76-81.

fill basic skills classes. Among community-based organizations (CBO's), two-thirds have to recruit.[43] These statistics probably understate the difficulty in recruiting native speakers of English to basic skills programs, since many basic skills classes in urban areas are attended by people who started in ESL.

## DESCRIPTION OF PROVIDERS

Following is a brief description of providers of literacy instruction for California's adult population. They include adult schools, Community Colleges, California Literacy, Inc., Literacy Volunteers of America, and Project Literacy U.S.

### Adult Schools

Since over half of the adult school delivery system is related to literacy training and basic skills, the very same constraints facing the entire program are true for the literacy components as well:

- **Capping of Funds.** The capping of State Adult Education Funds since 1978-79, in connection with program cuts following the passage of Proposition 13.
- **Allowance for Growth and Inflation.** Allowances of small annual growth and a cost of living increase.
- **Exclusion of Funding for Some Districts.** Prohibition of establishing adult education programs in districts which did not have programs in 1978.

One impact of these constraints in the face of expanding ESL and Secondary Basic Skills enrollment has been their substitution for other authorized areas of instruction, particularly vocational education. This has already begun to promote competition for funds among the various groups that traditionally have been served by adult education. Some administrators have handled this by enlarging the lower unit cost ESL classes to cross-subsidize the more expensive classes in other areas.[44]

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[43] *Ibid.*

[44] Attenuating this competition for funds has been the availability of federal Adult Basic Education (ABE) funds, but this amounted to only 7 percent of the total of $116 million spent on literacy instruction (for 83,560 ADA in ESL and Elementary Basic Skills) in 1987-88. In California federal ABE funds (referred to as "321" funds) are used to supplement the unit costs for State apportioned ADA. In 1987-88 this amounted to $45 per ADA. These funds are primarily used to purchase supplementary materials, tutoring services, and staff development services, as well as program evaluation.

In 1987-88 120 districts out of 228 (with state-supported adult education programs) received federal ABE funds, as did some 20 other providers, including community colleges and community-based organizations. Approximately, 567,000 adults enrolled in these ESL and Basic Skills programs that received supplementary federal funds. The SRA study showed that for 1985-86 three-fourths of the students in federally augmented literacy programs were enrolled in adult schools (See Dixon, *et. al.*, page 60).

Another factor affecting the quality of literacy education in the adult schools has been the growing teacher shortage. Skilled ESL adult teachers are leaving for the K-12 and community college systems to obtain full-time positions with higher salaries and benefits. Given that adult student reimbursement rates are half that for K-12 students (amounting to $2.60 per student hour), it would be difficult for adult schools to offer benefits to part-timers or make them full-time.

## Community Colleges

The open admission policy of the Community Colleges makes them available to students who may have completed high school but may have skill deficiencies, and to adults who have dropped out of school. Sixteen community college districts have assumed sole responsibility for federally augmented adult basic education services, while others share this responsibility with a variety of other providers, including private colleges, adult schools, and CBO's.

Remedial courses in the non-degree credit mode are available for those students who are assessed as not meeting the skills requisite for certificate and degree applicable courses. As required assessment levels rise in response to higher academic standards, and as the GAIN program enrolls more welfare clients in the colleges, it is likely that enrollments in remedial courses will continue to rise. However, it should be noted that remedial education constitutes only a small proportion of total Community College enrollments (See Exhibit 33).

**Exhibit 33**

**ENROLLMENTS IN LITERACY COURSES IN COMMUNITY COLLEGES**

| Type of Course: | Estimated Percent of Total Enrollment: |
|---|---|
| Regular Program Noncredit: | |
| College Prep High School | 4.7 |
| High School Diploma | 1.7 |
| Junior High | 0.9 |
| Elementary | 0.7 |
| Adult Education Noncredit: | |
| Elementary/Secondary Basic Skills | 1.5 |
| English-as-a-Second Language | 6.2 |

*Source:* Dixon, *et. al. Illiteracy in California*, SRA Associates, Sacramento, July 1987, page 57.

## California State Library, California Literacy Campaign

The State Library literacy efforts -- called the *California Literacy Campaign* (CLC) -- began in 1983 with the initial commitment of $2.5 million in *Federal Library Services and Construction Act* funds.[45] The program received an infusion of $2.6 million in state general funds in 1984 and has steadily grown to a $5.6 million appropriation in FY 1989. Currently, about 60 libraries and other grantees that applied for project funds are operating CLC programs (See Exhibit 34).

The purpose of CLC programs is to develop community-based programs for English-speaking adults in California. The library-based programs were intended to supplement other literacy programs available in the state and serve as referral agencies as well. CLC is primarily a one-to-one delivery system with a heavy reliance on trained volunteers. This is suggested by the Library's program statistics which show that in 1987-88, some 8,300 volunteer tutors served 9,700 adult learners, and made 6,100 referrals to other agencies providing literacy training (See Exhibit 34).

**Exhibit 34**
**CALIFORNIA LITERACY CAMPAIGN PROGRAM STATISTICS 1985-1988**
**(Dollars in Thousands)**

| Category: | 1985: | 1986: | 1987: | 1988: | Proposed 1989: |
|---|---|---|---|---|---|
| Funding Level | $2,635 | $3,500 | $4,035 | $4,535 | $5,635 |
| CLC Funding as % of Library Local Assistance Budget | 26.8% | 31.8% | 34.8% | 37.5% | 42.4% |
| Number of Participating Libraries | 46 | 46 | Ca. 50 | Ca. 60 | NA |
| Number of Participating Learners | 5,000 | 6,700 | 8,100 | 9,700 | NA |
| Number of Literacy Tutors | 3,000 | 4,800 | 6,300 | 8,300 | NA |
| Number of Referrals | 3,000 | 3,000 | 4,150 | 6,100 | NA |

*Source: California State Library, Annual Special Services Program Statistics*, 1985, 1986, 1987, 1988 (November Report).

[45] Dixon, *et al.*, *op.cit.*, page 60.

SRA reports that the library programs, from their inception, have been designed to phase out state funds and gradually become self-sustaining. Although substantial support of many kinds has been received by many of these programs, it remains to be seen whether the libraries will have the time, energy and expertise to develop a community fund-raising base of the type which will be needed for these programs to become self-sufficient. Thus, the future of these programs, if and when state funding is reduced, is unclear.[46]

### California Literacy, Inc.

The largest of the literacy-related community-based organizations in the state is *California Literacy, Inc.* (CLI). CLI recruits and trains tutors and sells materials for use in one-on-one tutoring of adults. It has a paid staff of over a dozen people. Its tutors, counselors and governing board members are all volunteers.

CLI is associated with Laubach Literacy, Inc. which is the largest volunteer tutoring program for literacy in the Nation. Although the organization was formed to serve non-literate native English speakers, the demand in California has been such that approximately 75 percent of students served by CLI are ESL students. In total, 13,787 adult students were served by CLI in 1985-86, and over 5000 tutors were trained.[47]

SRA reports that there is a good deal of cooperation between library and Laubach programs in the State. CLI tutor trainers are often involved in training library volunteers. In 1985-86, 25 library programs identified themselves as "Laubach" programs and reported to have served 4,222 students.[48]

### Literacy Volunteers of America

The *Literacy Volunteers of America* (LVA), is a national volunteer tutoring organization. Like the Laubach program, it has its own method for training tutors to work with adults in one-on-one situations. Since opening the California office in 1986, LVA has grown from 9 affiliated programs serving 400 students to 25 serving 4,500 students. LVA has conducted literacy programs in libraries, adult schools, refugee centers, churches, companies, community colleges, state universities, and other community organizations.

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[46] *Ibid.*, page 61.

[47] *Ibid.*, page 62.

[48] *Ibid.*

## Project Literacy U.S. (PLUS) and California Alliance for Literacy

In addition to federal and state "mainstream" adult literacy education programs and the major literacy-oriented volunteer programs that supplement them, there are two notable literacy initiatives that seek to integrate the services of several agencies. The California Alliance for Literacy was started in the mid-1980's as a joint effort among the State Department of Education, State Library, and several volunteer groups. This effort seeks to coordinate efforts from literacy training providers. *Project Literacy U.S.* (PLUS), is another initiative that publicizes literacy programs and provides literacy instruction via television. PLUS was the creation of the Corporation for Public Broadcasting (CPB), the Public Broadcasting Service (PBS), and Capital Cities/American Broadcasting Company (ABC). As such, this was the first ever joint project between public and commercial television networks.

PLUS raises public awareness about the literacy crisis in the U.S. and addresses it through the development of multi-sector community task forces that help design or coordinate literacy delivery systems in particular service areas.

A recent study conducted for CPB has chronicled the development of PLUS and its accomplishments during its early years.[49] Fifteen PLUS efforts have been organized in California during the campaign's first years. PBS Station task forces established a forum of networking and referral for local literacy providers and others as well as undertaking activities that supported literacy. ABC affiliates broadcast awareness announcements and programmed PBS documentaries and teleconferences. Initial support came from the State Library's Literacy Campaign, which urged its grantees and library literacy programs to join with ABC affiliates, PBS stations, and other organizations to form local task forces. The result was a comprehensive effort which built upon the strengths of the State's adult basic education system, and broadened the base of literacy service providers.[50]

Efforts catalyzed by PLUS in California are too numerous to mention here. One of the more notable efforts was the KCET *American Ticket Project*, a national television series consisting of 26 half-hour programs designed to motivate adults as well as teach basic skills and ESL.

The *Contra Costa Literacy Alliance* is an example of the kind of cooperative venture that maximizes the effectiveness of literacy resources. Residents may contact the Alliance for

[49] Judith Alamprese, Rhonda Leach Schaf, and Nancy Brigham. *Project Literacy U.S. (PLUS): Impact of the First Year's Task Forces*, Washington, D.C.: Cosmos Corp., December 1987.

[50] *Ibid.*, page 123.

referrals to adult school and community college programs (ABE, ESL, and programs for Learning Disabled Adults), or to one-on-one tutoring provided by a variety of community organizations. Incarcerated adults are referred to the County Detention Facilities. In addition to simple referrals, some programs coordinate the resources of several agencies. *Project Second Chance*, for example, provides a Computer-Assisted Instruction (CAI) learning center, while a Laubach-affiliated volunteer organization provides trained tutors to work on one-on-one with the CAI-assisted students. Awards are given to exemplary learners and teachers.

In addition, community-based programs that coordinate the resources of several agencies, PLUS has also spawned a number of workplace literacy programs that are sponsored and conducted by private companies. In the Los Angeles area, for example, both the *Los Angeles Times* and the *Herald Examiner* conducted literacy programs for employees and their families. Both newspapers have been very successful in attracting ESL students to these programs, yet they have not been terribly successful in attracting native English-speakers to the ABE programs. The *Herald Examiner* program is taught by in-house employees who were trained in literacy instruction by California Literacy, Inc. The *Times* Adult Reading Program uses the IBM computer PALS program to help employees as well as others.

Other workplace literacy programs are run through public adult education agencies. For example, Tri-Lite Manufacturing Company in Torrance and Budget Rent-a-Car at the Los Angles airport conduct their programs through the Adult Education Division of the South Bay Union High School District in Redondo Beach.

## Program Effectiveness and Measurement Issues

California and agencies in other states are using tests developed by the *California Adult Student Assessment System* (CASAS) to assess both student and program outcomes. In California, the adult schools use these tests to place students at the appropriate level in ESL, ABE, and adult special education classes, as well as to measure and monitor their progress in attaining particular life skill competencies.[51]

[51] These goals are achieved through the cooperative planning and development activities of CASAS, which is a consortium of agencies that provide educational services to adult, and alternative educational programs. It is coordinated by the CASAS Staff under the auspices of the San Diego Community College District Foundation in cooperation with the California State Department of Education's, Youth, Adult, Alternative Educational Services Division. The Consortium includes representatives from adult education agencies, community colleges, community based organizations, correctional institutions, special education, JTPA and alternative education programs.

More than 200 agencies in California use CASAS, including adult schools, community co ges, correctional institutions, JTPA programs and community-based organizations. CASAS also provides the initial basic skills appraisal for GAIN, California's welfare reform program, as well as for IRCA, the national immigration reform program that requires newly legalized temporary residents to demonstrate minimum competency levels or instruction received in English prior to obtaining permanent residency.

## OVERVIEW OF CASAS

The core of the CASAS assessment system is a bank of 4,000 test items which measure whether or not an individual can perform 247 different life skills. These life skills are expressed as competency statements; 203 are within the general life skills content areas of Consumer Economics, Community Resources, Health, Occupational Knowledge, Government and Law, and Domestic Skills, while 44 are in the area of computational skills.

Competencies to be measured are nominated by members of the CASAS Consortium. Eighty percent of the member organizations (now 48 in number) must agree on the competencies to be added or deleted. For each new competency, CASAS generates, field tests and validates test items through its CASAS Consortium members. Test items each relate to a specified CASAS competency, a level of difficulty, and a reading or listening task.

Tests are given to ESL and ABE students (*e.g.* life skills, listening, or math test) to place students or monitor and evaluate progress. Items are selected from the bank and put into a test of between 24 and 40 items, depending on the level of skill (beginning, intermediate, advanced). Typically, a CASAS (program) placement test lasts 15-20 minutes; a listening test takes 30-40 minutes, while a life skills (written) test can last up to an hour, depending on the speed of the test-taker. There are equivalent versions of the test. This reduces the potential problem of higher scores due to test practice or learning the test items beforehand.[52]

The CASAS Curriculum Index and Matrix link the competency statements and test items with curriculum

[52] Special tests are also available for special education students and for those in pre-employment programs. The latter is called the Employability Competency System (ECS) and includes work-related test items in reading, math, and work maturity (e.g. resume, application, job search, interview, cover letter, etc.). Under development are pre-employment and work maturity items across a continuum of vocational program levels. ECS is being developed by CASAS under contract to SDE and the State Job Training Coordinating Council (SJTCC).

materials, which, in turn, are selected by teachers according to the skill needs and interests of the adult learner.[53]

CASAS has been testing samples of ESL and ABE students in most school districts and agencies receiving federal *Adult Education Act* (AEA) funds. CASAS tests place students in levels of achievement. The basic ranges are as follows (See Exhibit 35):

**Exhibit 35**
**CASAS SCALE SCORE INTERPRETATION**

| CASAS Score: | Level of Achievement: |
|---|---|
| 225 or Above . . . . | Functions at High School ENTRY Level |
| 215 - 224 . . . . . | Basic Literacy Level-Intermediate ABE/ESL |
| 200 - 214 . . . . . | Low Literacy Skills. Beginning ESL/ABE |
| Below 200 . . . . . | Little or No Proficiency in English or in Functional Literacy. Orientation ESL or Preliterate ABE |

Thus, test results can be used to place students in the appropriate level of instruction, and to measure educational attainment resulting from instruction.

## CASAS AS A MEASURE OF EFFECTIVENESS

Since 1984, between one and two percent of ESL students have taken both the reading pre- and post-tests, while the range for ABE students has been between two and five percent. ESL students have gained between 6.1 and 7.3 CASAS scale points per year, while ABE students have gained on the average between 5.7 and 7.0 points per year (See Exhibit 36)[54]. In 1987-88 some 8,303 ESL and ABE students completed both the CASAS pre- and post-tests in life skills; overall, some 18,361 students in 1,312 classrooms completed CASAS pre and post-tests.[55]

Since 1984-85, productivity in teaching reading, as expressed by demonstrated learning per dollar spent, *i.e.*, CASAS scale points per unit of cost ($1,000 inflation adjusted)

[53] A survey of ABE and ESL teachers conducted by the State Department of Education showed that in 1987-88 45 percent of instructional time was spent on teaching language skills, 40 percent on life skills, 6 percent on computational skills, and 9 percent on other skills.

[54] *Ibid.*, page 44.

[55] CASAS staff report that most of these students took the life skills test, while others took the listening and computation tests. Some who took the tests were given a test at the wrong ability level and hence scored either too high or too low for their reading test scores to be included in the analysis.

has remained fairly constant, although it has been somewhat higher for ESL than ABE students (See Exhibit 36). The accuracy and year to year comparability of this productivity measure, however, may be suspect since the assumptions have not been tested.[56] Also, the CASAS sample may not be representative of the entire ESL and ABE participant population because (1) half of the students leave the program before taking the post-test (leavers may have different learning rates than completers of both tests) and (2) sample size and sampling and test administration procedures are not uniform across programs (nor is sampling uniformity required by the State Department of Education).[57] In addition to addressing these limitations, the State Department of Education could help make this productivity measure become more valid and useful by linking analytically the number of hours a student attended the ABE/ESL program with his/her CASAS test scores. In this way the exact cost of serving each student could be calculated and related (by means of a productiv y statistic) to a demonstrated level of achievement.

[56] See footnote "b" of Exhibit 36 for assumptions. One assumption that may be erroneous, for example, is that the cost of providing services to ABE and ESL students is the same. If indeed the commonly held belief is true that ABE students need comparatively more resources, this would at least partially explain the lower productivity in educating ABE than ESL students.

[57] When evaluating a program, school districts are required to select a "representative sample of students; current law does not, however, specify the number of students or the manner in which the sample is to be selected. For example, some districts sample students, while others sample classrooms. No controls are applied by the State Department of Education to ensure that samples are drawn randomly, so that, for example, both day and evening students, and both high and low performing students within each level of achievement, are accurately represented in the sample.

## Exhibit 36
## COST EFFECTIVENESS OF ESL AND ABE PROGRAMS FY 1985-FY 1988

| Category: | 1984-85 | 1985-86 | 1986-87 | 1987-88 |
|---|---|---|---|---|
| **English-as-Second Language (ESL):** | | | | |
| Number of Enrollees | 420,966 | 408,105 | 432,441 | 436,375[a] |
| Average Daily Attendance (ADA) | 57,531 | 66,055 | 73,312 | 73,979 |
| Total taking CASAS Reading Pre- and Post-Test | 3,882 | 4,201 | 5,117 | 7,210 |
| Percent taking CASAS Reading Test | 0.9 | 1.0 | 1.2 | 1.7 |
| Average CASAS Score Improvement | 7.0 | 6.1 | 7.3 | 6.8 |
| Average Unit Cost per ADA (525 Hours of Instruction) | $1,071 | $1,160 | $1,234 | $1,312 |
| Adjusted Unit Cost Per ADA (FY 1988 dollars) | $1,215 | $1,266 | $1,301 | $1,312 |
| CASAS Student Unit Cost (100 Hours Instruction, FY 1988 Dollars) | $231 | $241 | $247 | $249 |
| CASAS Test Point Gain Per $1,000[b] | 30.3 | 25.3 | 29.6 | 27.3 |
| **Adult Basic Education (ABE):** | | | | |
| Number of Enrollees | 57,365 | 49,988 | 55,940 | 61,127[a] |
| Average Daily Attendance (ADA) | 8,828 | 8,164 | 8,768 | 9,581 |
| Total Taking CASAS Reading Pre- and Post-Test | 2,531 | 2,470 | 2,631 | 1,093 |
| Percent Taking CASAS Reading Test | 4.4 | 4.9 | 4.7 | 1.9 |
| Average CASAS Score Improvement | 7.0 | 6.0 | 5.7 | 6.0 |
| CASAS Student Unit Cost (100 Hours Instruction, FY 1988 Dollars) | $231 | $241 | $247 | $249 |
| CASAS Test Point Gain Per $1,000[b] | 30.3 | 24.9 | 23.1 | 24.1 |

[a] Enrollment estimate based on the ADA percentage increase from 1986-87 to 1987-88.

[b] The productivity calculation formula is: $\frac{\text{Average CASAS Improvement of Student}}{\text{(Adjustment Unit Cost/ADA)} * (100/525)}$

The formula assumes that (1) students taking the CASAS pre-and post-test received an average of 100 hours of instruction; (2) the actual unit cost of educating an ESL or Basic Skills student is the same as the average unit cost for all authorized areas of instruction; and (3) the average cost of educating a student in the whole state (*i.e.*, average reimbursement/ADA) was the same as the average cost in the districts which used CASAS. The latter assumption is more likely to hold time in recent years as the revenue limits per ADA across districts have become more equal. The generalizability of the CASAS sample to all California ESL and ABE students is contingent upon the representativeness of the students and classrooms sampled.

*Source:* CASAS achievement data from Progress Report 1987-88, unpublished paper, San Diego, CASAS, October 24, 1988, page 44.

# EVALUATION AND MEASUREMENT ISSUES

California is one of the few states that has a system, CASAS, for assessing how much adults learn through literacy instruction. The system has become widely regarded and is now being used to assess the literacy competence of welfare recipients[58] and more recently entrants into vocational programs supported by the *Job Training Partnership Act* (JTPA). However, before it can become an accountability or

[58] In preliminary findings for over 2,200 high school graduates, it was found that 6 percent scored low enough in reading to be referred to basic education, while almost 30 percent scored low enough in mathematics for referral to basic education. (See GAIN Appraisal Program: Field Test Report, San Diego, CASAS, San Diego Community College District Foundation, 1987.

management information system, steps have to be taken to determine whether or not and the extent to which the sample of test-takers is representative of the population of students receiving literacy-related instruction. For example:

- **Need Comparison Data on Non-Completers.** More would have to be known about the 40-50 percent of participants (41 percent in 1987-88) who typically leave ESL or ABE programs before completing 100 hours of instruction. Although a *GOAL Attainment Survey* provides information on why these students leave, the State Department of Education has not required nor funded local providers to recapture program leavers and give samples of them the post-test to see how their achievement scores compare with the scores of the test completers. Without such a comparison, the representativeness of the sample with respect to the entire population of students cannot be estimated.

- **Need Representative Sampling Procedures.** Uniform sampling methodology for collecting evaluation data needs to be applied to all or a representative cross-section of adult education programs.[60]

In addition to the issue of representative samples is then one of using CASAS test data for accountability purposes. These data would have greater policy relevance if there were achievement performance standards and consequences both for meeting or not meeting them.

## Trends and New Directions

Several trends and new directions have emerged for California adult literacy education in the 1980's. These include competency-based education, intergenerational literacy, workplace literacy, literacy consortiums, and computer assisted instruction.

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59 Thirty percent of the sample of 7,359 leavers said they attained their goal (*e.g.*, progress to higher level skill program, enter training or get a job), while only 16 percent cited barriers to education, such as health/family problems or changed work time. Only 8 percent of the leavers cited child care as one of their barriers. It is also useful to observe that the largest category for leaving (45 percent) was "other", leaving a high degree of uncertainty regarding reasons for attrition. Sticht cites a national study of 400,000 ESL/ABE dropouts in 42 states which shows the same pattern of reasons for leaving. Thomas Sticht, "Adult Literacy Education", in E.Z. Roth opt. (Ed.), *Review of Research in Education*, 15. Washington, D.C.: American Educational Research Association, 1988.

60 The Legislative Analyst concluded that CASAS data do not reflect a uniform sample size or sampling methodology among programs. Because districts have an incentive to survey their most able students in order to maximize the appearance of effectiveness, the Legislative Analyst recommended that sampling methodologies should be based on standards developed by SDE rather than left to district discretion. The Legislative Analyst was also concerned that CASAS data measure only a portion of the adult education program. Specifically, CASAS collects data only from the 120 programs receiving federal ABE funds. Consequently the remaining 108 programs which constitute 47 percent of all providers are not evaluated. (See *Adult Education in California Public Schools: A Sunset Review*, Office of the Legislative Analyst, Sacramento, August 1988, page 11.

## Competency-Based Adult Literacy Education

Competency-based Adult Education (CBAE) has become widely adopted in California over the last 10 years. In 1982 the practice of CBAE became more focused when California became the first state to mandate the use of CBAE in its federally supported adult basic education programs. In the mandate, CBAE was defined as a performance-based process leading to demonstrated mastery of basic and life skills necessary for the individual to function proficiently in society.[61]

SDE has taken this mandate seriously and has supported the development and implementation of CASAS since its inception. Since 1987, SDE has devoted almost 40 percent of its federal (adult education) discretionary money (now under Section 353 of the *Adult Basic Education Act*) to implement CBAE throughout the State.

When a recent study investigated the relative retention rates and achievement levels of students in programs with a high degree versus a low degree of CBAE implementation, CBAE appeared to help retain ESL students who function at the beginning level, while not affecting the retention of more advanced students. Conversely, it appeared to help the advanced ESL students to progress and not the lesser skilled.

While results on the effectiveness of CBAE in improving achievement and retention are mixed (and certainly not definitive since they were drawn from a single study), the program does appear to be promoting good teaching principles. Moreover, CBAE is popular with those who do the work (*i.e.* the teachers), once they have had the proper training.

## Intergenerational Literacy Education Programs

The positive relationship between parents' (and especially mother's) education level and the performance of their children on literacy tests (for all ethnic groups) has encouraged the movement toward adult literacy programs improve the literacy skills of both. In California a few Parent Education programs include intergenerational instruction, but little research, if any, has been conducted thus far to determine either the extent or the effectiveness of this approach. Though it is too early for reliable results to be available, Sticht cites preliminary findings that suggest that the literacy skills of parents can be modified to a moderate degree, and parents' and teachers report changed attitudes and school performance on the part of the adult's children. Yet no quantitative data were available on the effects of these programs on childrens' test scores.

[61] Judy Alamprese and Associates, *CBAE Evaluation Study Report: Investing in Change, Competency-based Education in California, San Diego: CASAS, San Diego Community College District Foundation, March 1987, page 1.*

Despite the paucity of evaluation information, the U.S. Congress passed legislation to create the Even Start program. This program will provide some $50 million a year for parent-child literacy programs in fiscal years 1988-1993.

### Workplace Literacy

With the need to improve productivity and competitiveness, California and the rest of the Nation have witnessed increased attention to the role of literacy in the workplace and how adult literacy education can be made cost-effective to management and attractive to labor.

Research is showing that reading programs that are geared to the competencies that pay off at work produce better results for employers than adult literacy programs that have a more general audience. At the same time, the higher a person's general reading ability, the better adults perform on job-related reading tasks. Either research conclusion is typically cited by practitioners who wish to emphasize either general or workplace literacy. Whichever approach is utilized, the major generalization from research is that adults learn to read when they want to learn and when the activities take place in a context that is meaningful to them. Since several jobs typically share a core of reading skills, most workplace literacy programs would be well-advised to teach reading skills that cut across the skill needs of related occupations. There is also a core of work maturity skills that are common to several occupations and which more and more are being included in the definition of workplace literacy.

An emerging issue with respect to workplace literacy is the extent to which employers should pay for this type of competency-based instruction, particularly when the competencies are geared to a particular company or industry. This issue is particularly salient in those districts with great demand for adult programs and relatively limited resources.

### Literacy Consortiums

Communities all over the State and Nation are discovering that more gets done for less money when people with different literacy specialties share their expertise, when agencies collaborate rather than compete and when the private sector enters into a partnership with the public sector in delivering literacy-related services. Literacy programs appear to be the most effective when the following are working in harmony:

- The outstanding teacher and resource specialist
- Trained and motivated volunteers who can provide one-on one tutoring

- A proven curriculum, with appropriate materials and delivery methods, including computers
- A referral system which includes all the legitimate literacy providers, and
- Publicity and outreach to people who can benefit from literacy instruction.

SRA identified several trends among literacy programs in its examination of 250 literacy providers in California. Some of the principal findings with respect to private providers of literacy services are as follows:

- An increasing number of private providers are delivering literacy services on a contractual basis.
- CBO's tend to be very fluid in terms of their organizational structure, personnel and very existence. Of the 134 agencies selected at random from the most recent referral lists available, only 36 had operating telephones or message numbers.
- Community-based organizations and libraries tend to use the Laubach and LVA methods most frequently (80 percent and 12 percent, respectively), while only 6 adult schools and one community college (with much higher pupil-teacher ratios than the libraries and CBO's) used Laubach materials.

PLUS, the California Alliance for Literacy, and the California Literacy Campaign are but a few of the community-based programs that exemplify these principles.

### Computer-Assisted Instruction

There are several computer-assisted (CAI) or computer-managed literacy programs on the market today. Companies which produce and market them claim that in just a few hours their product can produce gains in reading ability equal to 1 to 3 years of other types of learning. These claims should be viewed with caution, however. Most of the studies using CAI fail to control for or adjust gain scores resulting from regression to the mean and test-taking practice. Sticht observes, "Failure to understand these characteristics of standardized testing and psychometrics may lead program operators to expect and promise more than they should."[62]

Despite these cautions, it appears obvious that as CAI, interactive video disks, television, and other modern technologies become more cost-effective, and as evaluation

62 Sticht, *op. cit.*, page 4.

methods improve, the computer and other technologies will be used increasingly to deliver literacy instruction, and test for achievement as well.

### Program Accountability

The proliferating interest and increased investment in literacy education in recent years has led to increased interest in accountability as well. There is growing agreement that acceptable systems must be found for measuring the performance of state and local programs in helping undereducated adults to achieve their individual goals.[63] A pre-condition for accountability, of course, is data--data that is based on standard definitions of both inputs (*e.g.* costs) and outputs (*e.g.* scores on achievement tests), and data that is obtained using acceptable collection procedures. Although the measurement issue is complicated by the nature of the client group consensus must be found on how to take these factors into account.[64]

## Major Findings

Following are the major findings for literacy programs in California:

(1) **Literacy is Most Important Program.** Literacy training programs consume the greatest proportion of public resources (45 percent) for California adult and noncredit education.

(2) **Adult Schools Serve Three-fourths of Literacy Enrollees.** Approximately 1100 California literacy service providers served about 880,000 adults in 1986-87, including enrollees in both basic education and ESL programs. Some 75 percent were served by adult schools, and 21 percent by the community colleges. When high school level courses are excluded, almost 600,000 were enrolled, 79 percent of whom were enrolled in English-as-a-Second Language (ESL).

(3) **Great Demand for ESL, But Recruitment is Necessary to Fill ABE Classes.** There is great demand for ESL yet not very much demand for basic skills classes in California today. Roughly two-thirds of adult schools and 80 percent of community colleges

63 See, for example, Richard Mendel, Workforce Literacy in the South: A Report for the Sunbelt Institute, Chapel Hill, N.C.: MDC, Inc. September 1988, pages 32-33.

64 These factors include the high program attrition rates and the diverse cultures and native languages represented in this population.

don't recruit for ESL classes. In contrast, half of the adult schools and community colleges recruit to fill elementary basic skills classes; among community-based organizations, two-thirds have to recruit.

(4) **Large ESL Classes Cross-Subsidize More Costly Classes.** Low unit cost ESL classes frequently are large enough to generate excess revenues that cross-subsidize more expensive classes in other Adult Education areas, such as vocational education. The competition for funds among the 10 authorized areas of instruction is attenuated somewhat by the federal adult basic education grant, but this amounted to only seven percent of the total spent by adult schools on literacy instruction.

(5) **CLC Has Growing Community-Based Literacy Program.** The California Literacy Campaign (CLC) with primary funding from the State Library and joint sponsorship with the State Department of Education uses a community-based approach with heavy reliance on volunteers to attract illiterate individuals who are native speakers of English. With a 1987-88 allocation of $4.5 million, CLC served 9,700 learners, compared to an estimated 61,000 served by the adult schools with an allocation of $12.6 million. There are several reasons, however, why the effectiveness and efficiency of these two programs cannot be compared: (a) the CLC program does not track number of student hours or full-time equivalency; (b) the adult school program does not track actual cost of providing ABE services, only the average cost for all 10 authorized instructional areas; and (c) neither program draws a representative sample of its clients to determine learning progress; and (d) when learning rates are assessed, the two programs use different tests.

(6) **PLUS Raises Literacy Awareness and Fosters Coordination and Cooperation.** Since 1984 Project Literacy U.S. (PLUS) has been galvanizing dozens of community-based literacy programs that at once raise awareness about illiteracy and coordinate public and private resources to do something about it. PLUS-type programs have demonstrated the value of a consortium approach to maximize the effectiveness of resources, and workplace literacy as a methodology for improving the literacy skills of workers on the job.

(7) **Volunteer Agencies Making a Significant Contribution to Combatting Illiteracy.** With private funds only, California Literacy, Inc. provided literacy instruction to 14,000 adults in 1985-86. Since opening its California office in 1986, *Literacy Volunteers of*

*America* (LVA) has grown from 9 affiliated programs to 25 serving more than 4,500 students.

(8) **Competency-Based Adult Education has Mixed Results.** For its ESL and elementary ABE programs receiving federal funds, California mandates the use of *Competency-based Adult Education* (CBAE) in the delivery of literacy-related instruction. While the results are mixed on the effectiveness of CBAE in improving literacy achievement and program retention, CBAE does appear to be promoting good teaching principles, and it is popular with teachers once they have had the proper training.

(9) **CASAS Tests Show Life Skills Improvement, But Results Possibly Not Representative.** Since 1984, samples of ESL and ABE students typically show an improvement of 6-7 scale score points on the CASAS life skills test after taking an average of 100 hours of instruction. When these scores are linked to unit costs in order to determine instructional productivity, the productivity of literacy instruction has remained fairly constant as well. However, these results cannot be used to infer either the quality of instruction or program productivity because the samples of test-takers may not be representative of the hundreds of thousands who take ESL and ABE courses each year. This is so because of the variation in sampling procedures among school districts, and because of the high non-completion rate (*i.e.*, many leave before completing 100 hours of instruction and the post-test) and the probability (unfortunately untested) of poorer performance among the non-completers (see next item).

(10) **High Non-Completion Rates Pose Problem for Evaluating Effectiveness.** Attrition or dropout rates of 40-50 percent characterize California literacy programs, as well as programs throughout the United States. Most studies show that more than half of those who leave (before completing 100 hours of instruction) have not achieved their objectives. Further, the largest category of reasons for leaving is "other", an undefined cause that leaves a high degree of uncertainty regarding reasons for attrition from programs. Since little is known about the achievement of program leavers, the attrition factor poses a major problem in evaluating the effectiveness of the program.

(11) **Workplace Literacy is Paying Off.** The higher a person's general reading ability, the better adults perform on job-related reading tasks. For those with low reading skills, reading programs that are geared to competencies required at work produce better results

for employers than non-work related adult literacy programs for a general audience.

(12) **Consortium Approaches May Be Cost-Effective.** There is general agreement that more literacy gets taught for a lower cost when people with different literacy specialties share their expertise, when agencies collaborate rather than compete, and when the private sector enters into a partnership with public sector in delivering literacy-related services.

(13) **New Trends Promising, But Need to be Assessed.** Continued trends in adult literacy education are likely to include competency-based education, intergenerational literacy, workplace literacy, literacy consortiums which supplement public resources with broadcast media and volunteers, and modern technology to assist with instruction. An accountability system with widely agreed upon measures is essential to compare the effectiveness of these approaches with one another.

Review of California literacy programs shows a massive effort undertaken by schools, business and concerned individuals to combat the problem of illiteracy. Available evidence indicates that much is being accomplished, but this evidence is far from comprehensive. More important, despite these efforts, there is cause to believe that we have not reached the turning point in the battle to reduce illiteracy.

# OTHER STATE AUTHORIZED PROGRAMS

*Seven non-literacy programs are authorized by statutes governing adult and noncredit education, including education for the Substantially Handicapped, Older Adults, Vocational Education, Parent Education, Citizenship, Health and Safety and Home Economics.*

Ten adult education programs are authorized for California adult schools and community colleges. Three of these, which have already been discussed deal with literacy and adult basic education. The remaining seven include programs dealing with the following:

(1) Substantially Handicapped Adults
(2) Vocational Training
(3) Older Adults
(4) Parent Education
(5) Citizenship
(6) Health and Safety
(7) Home Economics

In the adult schools, the most ADA (for non-literacy programs), are generated by programs for the Substantially Handicapped, Vocational Education, and Older Adults. The only programs between 1985 and 1988 however, that have achieved significant growth have been programs for Older Adults - specifically 25 percent over three years.

Vocational Education programs have declined significantly, with 35 percent fewer ADA in 1987-88 than three years earlier (See Exhibit 25). In the community colleges, vocational education is the largest non-literacy adult program, and (unlike the adult schools) it is growing. Specifically, vocational programs received 15 percent more ADA in 1986-87 than in 1984-85.

Home Economics and Older Adults programs are the fastest growing, with 40 and 28 percent growth over three years (See Exhibit 25). However, despite rapid growth, participation in these programs is still relatively quite small.

Following are descriptions of the kinds of non-literacy courses provided, as well as a brief analysis of some of the

issues in each program area. These appear in order of the amount of ADA in each program area in the adult schools.

## Programs for the Substantially Handicapped

Programs and classes for the Substantially handicapped account for 15 percent of adult school ADA and about 10 percent of community college noncredit ADA. Since 1984-85 ADA for these programs have remained fairly steady.

These services are designed to serve the educational needs of students with developmental learning disabilities. These students may also have physical disabilities, communication disabilities, and learning disabilities, as defined by Title 5 of the *Education Code*. Adult education also serves as a resource to special education students who have passed the age of 22 and are no longer eligible for secondary school services.

Legislative mandates at both the State and federal level have provided direction for programs in this area, requiring that students with disabilities be afforded a sequence of programs consisting of sheltered work sites, transitional training programs, and support and competitive employment. In addition, they require a wide spectrum of supportive services, such as vocational evaluation, work adjustment, career preparation and counseling, independent community living training, and direct job placement and follow-up services.

There are several arrangements by which services are delivered. The most common approach is when a special education teacher from the adult school is outstationed in a sheltered workshop or other community care facility. Some adult schools have their own sheltered workshop. In other cases the adult school contract with a convalescent or care facility.

Approximately 22 program categories for Substantially Handicapped programs have been approved by SDE's Adult Education Unit. Such classes are not subject to the "open to the public" provision that is required for all other adult classes.

The major new development in programs for the Substantially Handicapped has been the development and implementation of STRETCH, a curriculum which adapts the CASAS competency-based (instructional and testing) approach to a Life Skills instructional program for adults with special needs. Whereas CASAS initially was designed to help individuals progress from functional illiteracy to literacy, this new program "stretches" the CASAS scoring below the 180

level so that skill improvements might be logically ordered, taught and measured among those (slightly and moderately disabled) who may never progress to CASAS levels characteristic of the non-disabled population.

The three-year old STRETCH project has been jointly funded and undertaken by SDE and the Department of Development Services (DDS). SDE uses its discretionary federal research and development funds under Section 353 to support STRETCH, and DDS matches this amount. The STRETCH curriculum is being used in 15 sites. DDS is undertaking an extensive evaluation of STRETCH; preliminary evidence reported by DDS suggests that STRETCH is indeed enhancing the rate of learning among developmentally disabled adults. DDS appears to be moving in the direction putting all of its educational programs in the life skills, competency-based mode. SDE estimates that about half of the students in this category receive instruction in the competency-based mode.

## Vocational Education

• Short-term vocational programs account for about 14 percent of adult school ADA and 23 percent of the community colleges noncredit ADA.[65]

Its proportion is declining in the adult schools, largely because of high costs associated with occupational equipment and a lower student-faculty ratio than that possible in lecture classes. Courses in English-as-a-Second Language, Basic Skills, and those for older Adults are much less expensive to operate than vocational education courses, and when the need for both services exists, a district may be forced to make educational decisions based on available money. Community college programs continue to grow, possibly because they have the flexibility to generate funds for equipment and other resources from both credit and noncredit programs, and because their growth cap is population sensitive.[66]

Adult and noncredit Short-Term Vocational Education at both adult schools and community colleges are designed to provided entry-level job skills training. The curricula for these courses and programs are developed with input from Business/Industry Advisory Councils or the mandates of occupational licensing agencies. Students are provided support

[65] These figures include apprenticeship programs, which are growing, yet which still are only about 5 percent of vocational ADA. Apprentices work full-time and attend classes in their trade 1-2 nights a week for four years. They start working at half the journey wage and earn more each year until they graduate at full salary. As they are trained, they also rotate jobs in order to become skilled in all aspects of their respective trades.

[66] Elms and Warriner, *op cit.*, page 8.

services in job placement, vocational assessment, and attitudinal and motivational pre-vocation training. Programs range from office administration to health occupations and include electronics technology, the mechanical trades, and horticulture. Other vocational programs designed to prepare students for careers have similarities with adult and noncredit education courses, but are usually of longer duration, lead to certification, and are calculated as credit coursework.[67]

SDE's Adult Education Unit has approved more than 2,800 course titles for vocational education. Approval is based on the job preparation relatedness of the course.[68] Each year some courses are added and some deleted. Based on compliance reviews that are conducted every three years in each district, the Adult Education Unit estimates that in the course of a year students are enrolled statewide in as many as 80 percent of the approved courses, which makes for a tremendous variety of courses available (over 2,200).

Unlike requirements for vocational education in secondary schools and ROP/C's, local districts are not required to collect nor report to the State data on the adult school enrollments or ADA in each type of vocational course.[69] Such information would appear to be critical to determining whether or not programs are related to the needs of employers and the economy. Moreover, since statute does not require districts to place graduates or conduct follow-up studies of adult learners, in most districts there is no evidence to determine whether or not and the extent to which these vocational programs benefit the students.

This is not the case, however, for Adult Training and Retraining Projects under Section 202 of Title II-A of the *Carl Perkins Vocational Education Act* (VEA), which sets aside 12 percent of the basic state grant for individuals who have left school and are in the labor market. Since adult schools and Regional Occupational Programs/Centers (ROP/C's) receive these funds on a performance basis (*i.e.* reimbursement per successful placement), it is likely that students and the economy benefit from these programs.[70] Hence, as Tom Bauer, Adult Education Consultant noted in an internal SDE memorandum, ..."applicant agencies direct their training toward known employment opportunities. As the economy shifts so do the kinds of training proposed. Clerical type training including a wide range of computer related skills continued

[67] *Ibid.*, page 10.

[68] Courses without job prospects are purged from the lists. To determine this, evidence from a Business/Industry Advisory Council or a labor market survey is used, as well as an assessment of the reasons that students give for taking the course. Occasionally, "hobby courses" are shifted to programs for Older Adults.

[69] It is also interesting to note that different offices within SDE collect and report vocational education data. The Vocational Education Division collects data from the secondary schools and ROP/C's, while the Youth, Adult and Alternative Education Services Division collects vocational data from the adult schools.

[70] Since these are 60 day placements, a longer term follow-up study would be needed as well to seriously assess the benefits of these programs.

to be heavily represented in programs. Printing skills, off-set and desk top publishing appeared with increasing frequency while electronic assembly training virtually disappeared."

In 1987-88, SDE spent $3.2 million of these VEA setaside funds on 46 projects, seven going to ROP/C's and 39 going to adult schools. Training occurred in 59 different courses. At a cost per placement of $1500, 1,733 people were placed for 60 calendar days of employment. Typically, programs provide 100 hours of job training for unemployed individuals and several hours more of support services, such as counseling, job club and placement. Full reimbursement is not provided unless the trainee is placed thereafter for 60 days.

Workplace literacy is a major issue facing adult vocational education. Many people are not effective in their work because they lack literacy skills for particular aspects of their job. Some have suggested that "literacy audits" ought to be conducted to determine what proportion of product or service failure is due to literacy deficiencies. Such knowledge would help determine where to target workplace literacy efforts.

## Programs for Older Adults

Programs for Older Adults accounted for 10 percent of adult school ADA in 1987-88 and nine percent of community college noncredit ADA in 1986-87. This category has experienced a dramatic growth in both the adult schools (25 percent from 1985 to 1988) and the community colleges (28 percent from 1985 to 1987).

One reason for this rapid raise is the Department of Health Services' licensure requirement that residential treatment facilities (defined as retirement residences, convalescent hospitals, and nursing or board-and-care homes) offer "activities" and "educational programs" for the "confined elderly." Increasingly, adult and noncredit educators are being asked to help meet these requirements.[71]

Older Adult programs are designed to offer lifelong education, with the goals of improving the quality of life of older adults, assisting them in maintaining independent living, and helping them continue making meaningful contributions to their communities. SDE's Adult Education Unit has approved 14 program categories for Older Adults, with content in areas such as preparing for retirement, preparing for retirement; understanding the aging process; the role of nutrition and

[71] Elms and Warriner, *op. cit.*, page 11.

exercise in maintaining good health; applying principles of sound consumerism and financial management; building positive relationships and support systems, developing competencies, skills, and interests that assist in enhancing the quality of life. Courses are available at adult schools and on community college campuses, and, increasingly, at retirement residences, nursing homes, and convalescent hospitals.

The Older Adult category is perhaps the most controversial of the 10 authorized areas among many adult educators. Many contend it is a catch-all category in which the relationship of many courses to the public interest is questionable. Some contend that little learning takes place in these courses. In nursing homes and convalescent centers, for example, many courses are perceived to be therapeutic or "day care" for the confined elderly and not as educational with measurable learning outcomes. Other courses offered by several senior centers and other providers are perceived to be primarily recreational, (*e.g.*, dancing, arts and crafts), which is clearly not the intent of current legislation. Finally, some courses which had been denied status as Vocational programs have been transferred to the Older Adult category.

Despite issues with regard to the appropriateness of certain courses, the fast-growing population of older adults in California is likely to fuel a greater demand for older adult education programs. A major policy issue is how much should this demand be supported by taxpayers or by fees charged to the participants. Another is whether or not adult education funds should support institutionalized older adults (only 5 percent of the older adult population), when the institutions presumably are budgeted to meet their clients' various needs.

## Parent Education

Parent Education has consistently accounted for about four percent of adult school ADA and two percent of community college ADA. Adult school ADA for these courses has dropped about 5 percent between 1985 and 1988. However, the community college ADA has risen 12 percent between 1985-1987.

Parent Education uses a multi-disciplinary educational approach designed to facilitate parents role competence, children's growth and development, and family unity. It provides parents and adult family members with a variety of learning opportunities within a supportive educational environment, and it encourages them to acquire additional child guidance and decision-making skills that are congruent

with their values, children's developmental needs, and society's demands.

SDE reports some 19 program categories are approved for Parent Education. Though no data are collected on the enrollments and ADA in each category, SDE reports that classes are either parental participation classes, in which parents work with children in a classroom laboratory setting under the guidance of a teacher with expertise in both parenting and child development, or parental lecture-discussion classes covering diverse topics such as childbirth, parenting adolescents, and developing healthy family relationships.[72]

Several social and economic trends in California are no doubt having an impact on the kinds if not the quantity of Parent Education. These include increasing numbers of working mothers, increasing divorce rates and single parent households, increasing numbers of children living in poverty, high incidence of drug abuse and child abuse, continued high incidence of unmarried teenage parents, and advances in medical technology which have resulted in marked increases in longevity and placed more people in the role of "parenting" their own parents.

These trends point to the issues of expanded services and increased accessibility, particularly to parents who work. Many contend that these issues should be addressed in the context of providing increased child care services to working parents. Both child care and parent education need to be located in places that are accessible to work. Where possible, they should be integrated rather than separate programs.

## Citizenship

Citizenship ADA in the Adult Schools increased by 22 percent between 1985 and 1988, and is now 0.5 percent of total ADA (1987-1988 statistics not available for community colleges). This growth is probably due to Southeast Asian refugees who arrived in the early 1980's and are now eligible for citizenship.

Citizenship programs are designed for adults who wish to become naturalized citizens by preparing themselves for the naturalization examination administered by the federal government and learning about the rights and duties of citizens. Since many individuals in this situation have marginal English

[72] *Sunset Review Report on Adult Education in California*, State Department of Education Youth, Adult and Alternative Educational Services Division, Sacramento, 1987, page 14.

skills, they frequently enroll in ESL classes which include citizenship components. Hence citizenship education is probably a larger category than it first appears, since many prospective citizens obtain the needed information in ESL rather than citizenship classes.

Regardless of combined ESL/Citizenship programs, it still appears that over the next few years enrollments in citizenship education classes will continue to increase substantially, as individuals obtaining permanent residency under the amnesty provisions of IRCA will seek citizenship later on.

## Health and Safety

Health and Safety programs are attended by adults, parents, high school students, employees, health-care professionals, and the general public. Subjects include drug and alcohol abuse, child abuse, general health and safety, nutrition and exercise, first aid, cardiopulmonary resuscitation (CPR), and water safety. These programs consistently account for 1 percent of adult school ADA and about 2 percent of community college noncredit ADA. These programs, however, have almost 10 percent of (adult school) enrollments, suggesting a large number of programs of short duration.

SDE reports that most of the courses in this category are driver safety and first aid. First aid is usually a requirement for high school graduation or for vocational certification. Driver safety is conducted for those learning how to drive and also for those who are preparing for commercial driving jobs.

Although this category of instruction is one of the tiniest, the question might still be raised about whether the kinds of courses mentioned above address the most important gaps in the community with respect to health knowledge and personal and community hygiene.

[73] *Sunset Review Report of Adult Education in California, op. cit.*, page 17.

## Home Economics

Home Economics courses account for about 1 percent of the adult school ADA and about 3 percent of the community college noncredit ADA. These courses focus on the development of attitudes, knowledge and competencies that emphasize personal and family well-being. Adult school classes emphasize activities and applications basic to well-ordered home management and personal development though provision and conservation of personal, financial, nutritional, and material resources. Programs in employment preparation emphasize homemaking concepts and applications that are basic to paid employment. These programs also emphasize the development of positive work attitudes necessary for functioning as productive, efficient employees in home economics-related occupations. Home Economics classes are sometimes frequented by three or more generations of one family, serving as adjunct to English as a Second Language and Citizenship classes for the acculturation of immigrant families.

## Major Findings

Following are the major findings for non-literacy adult education programs.

(1) **"STRETCH" Adapts CASAS Competency-Based Approach to Substantially Handicapped.** The major new development in programs for the Substantially Handicapped has been the development and implementation of STRETCH, a curriculum which adapts the CASAS competency-based (instructional and testing) approach to a Life Skills instructional program for adults with special needs. The Departments of Education and Developmental Services have jointly undertaken the development of STRETCH. Although CASAS test data have been collected on handicapped adults, thus far the data have been used to validate the items and not to evaluate whether this client group is benefiting from instruction.

[74] Ilms and Warriner, *op cit.*, pages 11, 13.

(2) **Great Variety of Vocational Courses, But No Evaluation.** An estimated 80 percent of the 2,800 approved vocational courses are taught each year, but the State does not require districts conduct follow-up studies to determine whether the programs benefit either students or employers.

(3) **Older Adults Becoming a "Catch-All" Category.** The relationship of many courses in the older adults category to the public interest is questionable. Courses in several nursing homes and convalescent centers are therapeutic not educational; some of these, in fact, were transferred from the Substantially Handicapped category. Other courses, such as dancing and arts and crafts, are perceived to be recreational, as are some "hobby courses" that lost their status as vocational courses and were transferred to the Older Adults category.

(4) **Parent Education Should Grow.** Although Parent Education has consistently accounted for about four percent of adult school ADA, increased emphasis on child care and child protection along with new information on the potential effectiveness of intergenerational learning suggests that parent education will become more important in the future.

(5) **Citizenship Enrollments Pushed by IRCA.** Over the next decade, enrollments in citizenship classes are likely to increase due to the huge expansion of legalized residents under IRCA and the probable desire of many to become naturalized citizens.

Adult education provides a wide variety of programs to meet varied needs for different population groups. However, the types of programs offered are restricted by the ten authorized areas of instruction established by the California legislature in 1978. Many believe that these authorized areas of instruction are too confining. However, there has been little policy action to reallocate funds from existing programs to new areas of instruction.

# IMPLICATIONS FOR PLANNING

*California adult education must become more accessible, accountable, effective and efficient if it is to meet the demands of the 21st Century. The system has been responsive to change. Now it must become proactive.*

Adult schools provide most of the publicly funded adult education in California today. Although this part of the State's adult education system is smaller than it was a decade ago, it has grown faster than the State's population since the mid-1980's. The current expansion is due to immigration, welfare reform and increased federal commitment to combating illiteracy.

## Adult Education in Perspective

Public school adult education provides instruction in broad program areas which allow considerable flexibility in the types of courses offered. Over half of the instruction is literacy-related, and growth in the system in recent years has been due mostly to the influx of Hispanics into English-as-a-Second Language (ESL) courses. Although supplementary funding (through new immigration reform legislation) has helped meet the demand for ESL, it has not been sufficient to prevent competition for resources among groups which enroll in other program areas.

One effect of the demand for adult education increasing faster than the funding is that the delivery system has become more productive. More attendance (ADA) is being generated per inflation-adjusted dollar spent. In the absence of program effectiveness data, however, it cannot be determined whether the generation of more quantity is being achieved at the expense of quality.

Effectiveness data are available for some ESL and basic skills (ABE) programs that are supplemented with federal funds, but the data are of questionable value for policy purposes because (1) the population sampled may not be representative of the group which takes these courses; (2) it has not been determined how much of test score gains is due to instruction versus test-taking practice and maturation (*i.e.*,

living in an environment where English is spoken); and (3) no data are available for ESL and ABE programs in districts which do not receive federal funds. Overall adult education accountability is further weakened by the fact that no effectiveness measures are mandated nor exist for the remaining eight (out of ten) authorized areas of instruction, although a life skills test for the Substantially Handicapped is being developed and field tested.

California adult education must become more accessible, accountable, effective and efficient if it is to meet the demands of the 21st Century. Demographic trends clearly show that the groups traditionally served by this State's public adult education programs - the lesser educated, low income, limited English proficiency, immigrant, substantially handicapped, older adult, and prison populations - are all growing faster than the general population. Because of their increasing size, these groups undoubtedly will place greater demands on the adult education system. Since these groups (except the institutionalized populations) will also constitute a greater proportion of the workforce, the adult education system will be called upon to help them become more productive and internationally competitive. Yet large portions of tomorrow's workforce, many of whom are working today, will start out with less education and skill than today's workforce. Hence, they might well become less rather than more competitive unless their skill levels are substantially improved.

California adult education has been responsive to change. The system has helped the State respond to waves of immigration, war, and economic change. It has continually helped the less educated obtain skills to pursue jobs and a higher quality of life. Today, the system must become proactive as well as responsive. Waiting to respond to a turn-of-the-century crisis will be too little too late.

The system currently in place, though responsive to current needs, is unlikely to meet the demands of the 21st Century, particularly in an era of constrained financial resources. The very same groups traditionally served by adult education will demand many services in addition to education. Adult education will compete with pressures to provide resources to meet other social needs such as health care, long term care of the elderly, child care, education for the young, housing, public transportation, public safety, waste disposal, and environmental preservation.

In such a milieu, adult education, like any public service, needs more performance for the dollar. The number of new dollars in the system are unlikely to increase substantially. Funding increases, in turn, are likely to be contingent on performance. The public will want proof of a return on its investment.

The data suggest the following principles will help to make California adult education more accessible and accountable.

## The Growing Need for Accessibility

The adult education system of the future should continue the trend of bringing education to the people. Funding in the future should be devoted in part to providing adult education in the home, the workplace, libraries, shopping centers, near child care centers, and even in commuting vehicles. No doubt technology will continue to contribute to this trend, as it becomes more proficient and affordable in delivering educational services.

The issue of geographic accessibility also needs to be addressed. Several counties have no adult education program, and the majority of counties have less adult education funding than their share of the State population. Since population is a very crude measure of need, the State might wish to consider a needs-based formula to distribute funds, including income, education, and English proficiency measures.

The future user of adult education services also needs to take more responsibility for seeking out and benefiting from adult education services. One method that has been advanced for encouraging effective and efficient use of the system is the "education access card," such as the one being piloted in Michigan. The card would be given to eligible individuals with particular skill or educational deficiencies. It would entitle the cardholder to purchase up to prescribed amounts of educational services from certified providers. The card might contain educational achievement information to assure efficient, proper placement, as well as document particular competencies obtained from instruction. By providing such a mechanism to obtain training from multiple providers, the education credit card would foster consumer choice and marketplace competition. Hence, the card might jointly address the system goals of accessibility, quality, and accountability.

## Pressures for Accountability

An adult education system of the 21st Century will likely need performance and quality standards, and consequences for meeting or not meeting them. This means measures to assess the effectiveness and efficiency of programs, including

standardized measures of student achievement and the costs of instruction. These measures would allow the development of cost-effectiveness or productivity measures for adult education. Cross-agency data with standard definitions may also be necessary to prevent unnecessary duplication and provide essential consumer information to potential students. The accountability system of the future may also need a feedback loop --an adult education "report card"--to assure that the system is understood and monitored by the tax-paying public.

Management incentives to link pay and recognition to performance might also foster accountability. The advantages and disadvantages of using current tools such as performance-based contracting, bonuses, certificates and awards should be carefully thought out and weighed.

Another system component to enhance effectiveness and efficiency is the expansion of community-based, multi-sector or interagency coordination and cooperation in the delivery of services. Literacy "alliances" and PLUS-inspired consortia are examples of how resources can be maximized to serve people.

If consortia are to be developed and partnerships fostered, participants must be assured that they are being steered to programs and providers which are likely to advance their skills and otherwise meet their needs. The existing diversity of adult education providers suggests the need for regional, community-based assessment and placement centers. Such centers might be mutually funded and governed by participating agencies. They might be the glue to link accessibility with accountability, and providers with one another. In addition to providing recruitment, assessment and educational placement, such centers could provide "third party" evaluation of programs and use these to provide effectiveness information to potential consumers and the public alike.

California adult educators have perhaps their greatest opportunity in this half century to develop a system that is proactive, not only responsive. The groups that they serve most are the fastest growing; state legislation for adult education is about to be reauthorized; and a plan is about to be submitted for how to spend the system's largest chunk of discretionary money, namely, funds from the federal *Adult Basic Education Act.* In short, the spotlight is on!