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Educational Opportunities for Adults in California

By Patricia L. de Cos

Requested by Assemblymember Carol Liu

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INTRODUCTION

Assemblymember Carol Liu, Chair of the Assembly Select Committee on Adult Education, requested that the California Research Bureau prepare a report on adult education. The legislative request specified that the following topics be covered, including:

a) A definition of adult education,

b) Recent information on student enrollment, funding sources and structure, and student assessment, and

c) Current issues facing the adult education system including: an assessment of the need for adult education programs, the inequities among services providers, lack of counseling, and funding challenges.

This report addresses each of these items.

The Assembly Select Committee on Adult Education was created in response to concerns expressed by providers and participants of adult education about preliminary recommendations regarding the governance structure of the adult education system that were proposed by the Joint Legislative Committee to Develop a Master Plan for Education – Preschool Through University. Because of the breath and multitude of topics covered by the Master Plan, many adult education issues were not fully and adequately addressed.

Given the complex and interrelated nature of issues facing the adult education system, Assemblymember Liu has convened the Assembly Select Committee to provide a forum to further explore and gain a better understanding of how the system works. The Select Committee will then have the basis to recommend improvements, where necessary, for providing educational opportunities to adults in California.

Ultimately, the Master Plan recommended that a task force be convened to further analyze issues facing adult education. This recommendation came on the heels of other legislative proposals that have attempted to address California's antiquated method for distributing the state's general apportionment to adult schools, which is based on a revenue limit established in the wake of Proposition 13. The existing revenue limit has been essentially locked in for the past 25 years based on service outputs existing at that time, without any regard to the changing needs in communities throughout California. These legislative proposals have not been successful, in part because of some outstanding audit issues relating to current enrollments of high school students in adult schools. Until these and other issues are addressed it will be difficult to resolve the current funding challenges, as well as to propose other improvements in order to better serve adults in need of education.

WHAT DO WE MEAN BY EDUCATION FOR ADULTS?

1. A BRIEF HISTORY

The importance of educating adults in California has been repeatedly expressed over time, beginning with the first constitutional convention, held in Monterey in 1849. One of the delegates, Mr. Botts,[1] stated that "grown-up men wanted education as much as children" and therefore should be allowed the opportunity.[2]

Providing educational opportunities to adults has been an integral part of California's education and training system since 1856, when the first evening school was established in San Francisco. Other evening schools appeared in cities across the state such as in Oakland in 1871, Sacramento in 1872, and Los Angeles in 1887.

The first evening schools for adults in California provided elementary basic skills, vocational subjects, and English to immigrants who had arrived in search of their golden fortunes and to create the American dream. This was at a time when universal schooling for children had not yet become the norm. There was a large population of adults who needed to acquire basic skills to enhance their life circumstances. The essence of providing educational opportunities to adults has remained the same, even though California has both added and taken away other functions as a way to address priorities and concerns of the state over the course of the past 150 years.

The revision to the state's constitution in 1879 allowed evening elementary schools to be included as part of the public school system. A constitutional amendment enacted in 1902 allowed for some state support for high schools.

In 1907, the State Supreme Court ruled that evening high schools had the right to exist as a distinct legal entity, had the status of regularly established high schools, and could receive state funds.[3] In order to receive the benefits of a high school, evening schools were required to maintain "grades of instruction," meaning courses that would prepare the graduates for admission into a state university.[4] Evening high schools were also required to comply with the State Board of Education regulations regarding the number of teachers, pupils, and courses of study. The 1907 decision did not specify the minimum number of hours per day that would be permissible to be counted towards attendance and qualify for funding. In 1912, the State Supreme Court upheld a decision made by the State Superintendent and the State Board of Education that four hours per day would constitute a minimum day. Students with fewer hours would not be eligible for state funding.[5] This ruling helped to further shape the structure of evening schools in the state.

Also in 1907, the Legislature authorized all city and high school districts' boards of education to extend secondary education beyond the twelfth grade, thereby formally establishing the first "junior colleges" in California. The new junior colleges, constituting grades 13 and 14, were initially constructed and continued to be an integral part of secondary

education.[6] Later, in 1915, at the semi-annual California Teacher's Association meeting in San Diego, Dr. Alexis F. Lange reported on the "Reorganization of the School System," which included the intermediate school, high school, and the junior college. As he conceived it, Dr. Lange described the junior college as an integral part of secondary education, constituting the capstone, while the junior high school was considered the base.[7]

In 1917, a state law was enacted permitting high school districts to establish special day and evening classes for persons not attending regular day schools. Prior to that time, high schools and separate evening high schools (with less than 10 hours of average daily attendance) were not permitted to receive state funds for classes outside of regular school hours. Also in 1917, the Ballard Act was enacted, which authorized state support for junior colleges.[8]

In 1919, the Part-time Education Act became law, which provided for continuation education for persons between the ages of 14 and 18 who had not completed high school and were not currently enrolled in a regular day program. This law also required that high schools maintain special evening classes for individuals between the ages of 18 and 21 who did not have the ability to read, write, or speak in the English language comparable to proficiency at the end of the sixth grade.[9]

In the 1920s, there was a focus on vocational classes to support the industrial economy of the post-World War I era. Agricultural evening schools also appeared, and parent education became a prominent area of study.

Americanization classes encouraged the cohesion of a diverse population as well as provided adults an orientation to the American form of government, American history, and taught English literacy. In 1920, federal laws allowed for a woman's citizenship to be independent of her husband's. These laws encouraged an active interest in women to meet the requirements of citizenship. Furthermore, existing state law regarding citizenship classes dates back to 1921, when it required school districts operating high schools to establish Americanization classes if 25 persons or more requested such a class. This law required the county clerk to furnish the names of applicants for citizenship to schools that offered Americanization classes.[10]

The State Superintendent of Public Instruction was named the administrative officer for the newly created State Department of Education in 1921. The first chief of the Division of Adult Education, Ethel Richardson, presented a "State Plan for Adult Education" in 1926, which caused a shift in thinking about adult education from merely removing educational handicaps to organizing community resources to improve communities across the state.[11] In 1927, many areas were administratively combined at the State Department of Education when reorganization brought the Bureau of Immigrant Education, the Bureau of Child Study and Parental Education, and the Bureau of Avocational Education under the auspices of the Division of Adult Education.[12]

The Depression of the 1930s brought a period of financial stringency. Lawmakers began questioning the wide array of categories and courses offered to adults as well as the number

of working adults taking advantage of free schooling, as a means to control state spending. In 1933, Senate Bill (SB) 124 was proposed to charge tuition for certain courses for adults.[13] The Governor vetoed this legislation, and the Senate voted to not sustain the Governor's veto, but the bill failed to secure the necessary votes to override the Governor's veto in the Assembly.

As questions regarding adult education continued, a few years later in 1936, an economics professor from U.C. Berkeley, Dr. Paul Cadman, raised an important policy question before the California Chamber of Commerce: "Where does the social responsibility to be borne by the state cease?" While Professor Cadman recommended that the state discontinue public support for parenting education, recreational, physical, health or avocational education, his proposals did not lead to any legislation. In response to these questions, the Division of Adult Education in the State Department of Education responded by adopting a regulation that required each adult education class to have an educational purpose and that the class period be devoted to instruction.[14]

The federal government inaugurated an educational training program for adults in 1933 as a way to provide jobs for teachers who were unemployed. It was specifically designed to reach areas where no state program had existed.[15] In 1940, the federal government focused its efforts to reimburse schools for training workers in selected defense industries.

During World War II, many changes occurred in adult education in California. In 1941, the Legislature authorized evening junior colleges as a way to accommodate the demand imposed by the national defense job training. If an evening school met all the requirements, it could be considered as both a high school and junior college.

Beginning in 1941, the State Board of Education adopted a series of regulations. These included restrictions on the maximum hours of attendance at "forums" (which were similar to seminars), and required that only persons attending at least half of the series could be counted for state reimbursement purposes.[16] Other regulations focused on ensuring the appropriate level of supervision by principals at evening schools based on the units of average daily attendance (ADA) provided.

While day enrollments at junior colleges experienced a drop during the war years, evening junior colleges did not. Since the number of hours needed to qualify for "a day of attendance" was less at the junior colleges than in high schools, many school districts transferred their evening high school programs to the evening junior college programs.[17]

In May 1942, then Attorney General Warren opined that special day and evening schools and junior college courses could be offered during the summer to accelerate pupils' progress through high school and junior college during the war.[18] This opinion was in conjunction with one of the extraordinary sessions of the Legislature, in which a law was passed allowing the use of district facilities in cases where national defense would be assisted.[19] There were nearly one million workers in California who were trained for working in defense plants from 1940-1945.

In 1943, the Governor enacted legislation that provided a minimum guarantee, of not less than 80 percent of credited average daily attendance for the 1941-42 year, to high school districts that had been adversely affected by low attendance rates, from 1942 to 1946, due to the war.[20] This was followed by a constitutional amendment approved by California voters in 1946, known as Proposition 3, which provided more financial support than ever before to the public schools.[21]

One direct result of the passage of Proposition 3 in 1946 was a law enacted in 1947 providing for the establishment of three "foundation programs."[22] Two of these foundation programs directly affected the state reimbursement to high schools and junior colleges. This law depended entirely on the amount of mandatory taxes raised at the local level, and its objective was to balance the locally generated revenues with a State allocation. The overall effect of this program was that:

- As the assessed wealth in a district behind each child decreased, the State allocation increased; and
- Conversely, as the assessed value behind each child increased, the State allocation decreased.

In the post war period, other changes to adult education occurred. There was an increased renewed emphasis on parenting education and interest in homemaking education increased. The Americanization program experienced a decline in enrollment, and citizenship classes began to focus on intercultural understanding between people of different nationalities.[23] Homemaking Education gained in popularity as new technology such as electrical wiring, indoor plumbing, and appliances created demand for the craft skills required to install these systems, for architectural and design skills to plan them, and for the financial, legal, and business skills associated with them.[24] In 1950, approximately 231,000 adults were enrolled in homemaking classes.[25] Music appreciation was folded into the repertoire of the adult education programs, after a grant from the Carnegie Corporation secured funding for a turntable, amplifier and speaker, and a collection of 500 records at the San Jose Adult Center.[26]

There was a growing interest in California in the education of older persons, which was felt across the nation. The Governor convened a conference on problems concerning the growing aging population in 1951. Adult education providers responded to the discussions held at that conference and developed a variety of classes to meet the needs of the aging population.[27]

The expansion of course offerings for adults beyond the core areas of elementary and high school academic subjects, English as a second language (ESL), and citizenship came under scrutiny again in the early 1950s.[28] The State Advisory Commission on Adult Education surveyed high schools and junior colleges and found that more than 60 percent of enrollments were programs for adults. The Commission recommended that adult education focus on the development of a literate and productive society. Several laws were enacted in 1953, with the intent to curtail and control state spending for adult education.

- For the first time, the term "Defined Adult" was applied to limit state reimbursement to adults aged 21 or older and enrolled in less than 10 class hours in a community college or 10 periods of not less than 40 minutes each per week for high school districts. Thus, adults were viewed as individuals who were beyond ages of students who might proceed directly from high school into the 13th and 14th grades.
- While the notion of fee-based education had been introduced 20 years earlier (applying to classes other than the core classes of ESL, citizenship, and basic skills), the 1953 amendment limited the local governing board from charging tuition for such classes in excess of the cost of maintaining such classes.
- While the Legislature allowed school districts maintaining educational programs for adults to offer any special type of class and collect tuition for them (also known as community service classes), state funds were not to be used to support these special classes, and districts were not required to report on attendance for these classes.[29]

In 1954, the State Advisory Committee on Adult Education was charged to provide the state with guidance for coordinating the educational services provided to adults. The resulting document, *Guiding Principles for Adult Education in California Publicly Supported Institutions*, specified the responsibilities to *both* junior colleges and high school adult programs including: supplemental and cultural classes, short-term vocational and occupational training, citizenship, English language development, homemaking, parental education, civic affairs, gerontology, civil defense, and driver education.[30]

- Evening high schools and adult education divisions of school districts were given additional responsibilities of providing programs leading to diplomas of graduation at elementary and high school levels.
- Evening junior colleges were responsible for lower division courses in liberal arts and preprofessional training for students who intended to pursue a college education. If the local high school administration requested, then junior colleges were allowed to provide instruction leading to high school graduation.

As children born after World War II entered public schools (also referred to as the "baby boom" generation), the public school system experienced an explosion of growth in the enrollment of students. For their part, the junior colleges began to attract new attention as a means to accommodate the expected flood of students desiring to pursue four years of higher education.

In 1944, at a special legislative session, a bill passed that appropriated $20,000 to the California Commission for Post War Planning.[31] This commission, jointly appointed by the Board of Regents for the University of California and the State Superintendent of Public Instruction, was given the charge to survey and make recommendations for improving the public school system. Among the recommendations of the resulting "Strayer Report" was that the junior colleges be defined as a unique institution within the system of higher education.

The Strayer Report was influential in planting the seeds for recognizing the junior colleges among the institutions of higher education. This was among the recommendations in the *Master Plan for Higher Education in California 1960-75*, and was enacted by the landmark Donahoe Higher Education Act. The 1960 Master Plan discussed the inadequacy of the term "adult education" in the context of higher education by stating:

> In all segments of higher education most of the students are adult by one definition or another, and all have assumed a certain amount of responsibility for their own programs of education. Therefore the classification of 'adult' is inadequate as a description of the responsibility shared by all higher institutions to make learning a continuing process and to provide opportunities for intellectual development beyond the years of formal full-time college attendance. These opportunities must be attuned to the cultural, personal, and occupational needs that come with maturity and that change from year to year in the life of each individual. The various segments of higher education have used terms such as extension, extended-day, part-time, adult, evening classes, and continuing education to describe these programs. Each of these terms falls short of complete description of the functions considered in this chapter, but the general intent of these programs is best expressed by continuing education.[32]

The 1960 Master Plan report also recommended that, in determining the appropriate levels of state funding for adult continuing education programs, distinctions should be applied between students who are pursuing a "stated, planned program with definite occupational or liberal education objectives and those who are enrolling in single courses for which matriculation or prerequisites are absent."[33]

Following the adoption of the 1960 Master Plan for Higher Education, the system of governance that was established for the community colleges took a divergent path from the K-12 system. As a result, adult education programs offered by the community colleges and adult schools, while sharing the same historical roots began to manifest differences because of the change in governance structure. Some of the differences in governance have resulted in disputes, which are addressed later in Chapter 4 related to "Policy Issues."

The 1960s brought a heightened national concern to improve the conditions for disadvantaged persons. A federal infusion of funds sought to provide basic education to all citizens as part of an equal opportunity drive. There was a renewed focus on the evils of illiteracy as a basis of poverty, and the federal government sought to stem the tide of illiteracy across the country through its grant programs for providing adult basic skills education.

2. EDUCATIONAL OPPORTUNITIES FOR ADULTS TODAY

Adult schools and noncredit programs offer a wide array of courses and programs that are fee-based as well as those that are supported by public funds. California provides a system of education to adults, which consists of two main providers:

- "Adult schools" governed by school districts or county offices of education; and

- "Noncredit programs" governed by community college districts.[34] Community colleges offer many courses for credit. These courses usually count as requirements for a college level degree or sometimes a certificate. Noncredit courses do not count toward a degree. Courses that lead to a high school diploma or General Equivalency Diploma (GED) are "noncredit" because they do not count toward any college level degree. There are some noncredit short-term vocational education programs that offer certificates.[35]

The state does not collect any data for fee-based programs at adult schools or noncredit programs (i.e., how many enrollees there are, how the percentage of enrollment for fee-based courses compares to publicly funded programs, how much funding is raised, etc.). Furthermore, the California Department of Education does not monitor fee-based programs because they are a local option and under the autonomy of local school districts. State law provides community college districts with a general authority to charge fees except in specified circumstances, including the state funded noncredit programs (discussed below).[36]

This report focuses on the publicly supported educational programs and services. State law authorizes *adult schools* to be reimbursed for use of general apportionment funds for the following ten (10) adult program areas:[37]

1. Parenting education,
2. Elementary and secondary basic skills,
3. English as a second language (ESL),
4. Immigrants,
5. Disabled adults,
6. Short-term vocational education,
7. Older adults,
8. Apprenticeship,
9. Home economics, and
10. Health and safety education[38]

County Superintendents may also establish and maintain classes for incarcerated adults.[39]

State funds may be used for nine (9) instructional categories offered by *noncredit courses and classes*. These categories are precisely the same as outlined above, excluding the apprenticeship program.[40] Noncredit programs may also receive state funding for providing classes to inmates.[41]

Noncredit courses and classes are considered an integral part of one of the four general missions of the community colleges known as "Basic Skills."[42]

There are other providers offering educational opportunities to adults, which include community-based organizations (CBOs), public libraries, California Conservation Corps, and

providers of incarcerated adults. More discussion regarding federal funding and student assessment information for these providers is provided in the succeeding sections of this report.

3. DEFINITION OF "ADULT"

What is the definition of "adult" that is used by the two systems? There are different operating definitions of adult, as described below.

For *adult schools* receiving state funds, state law requires that a person be 18 years of age or older or a person who is not concurrently enrolled in a regular high school program.[43]

The state requirements for *noncredit programs* receiving state funds are more flexible than for adult schools. State law allows local community college boards to determine whether to allow someone who is 18 years of age or younger to enroll in the courses offered.[44]

For agencies receiving federal Workforce Investment Act (WIA) Title II funding (i.e., adult schools, county offices of education, noncredit programs of community colleges, public libraries, CBOs, California Conservation Corps, and jail programs), a qualifying adult is defined as someone who (1) is at least 16 years of age; (2) is beyond the age of compulsory school attendance under state law; (3) does not have a secondary school diploma or the General Equivalency Diploma (GED) including recognized alternative standards for individuals with disabilities; and (4) is not enrolled in secondary school.[45] It should be noted that California's compulsory education law requires children to be enrolled in school from ages six to 18.[46]

FUNDING SOURCES AND STRUCTURE

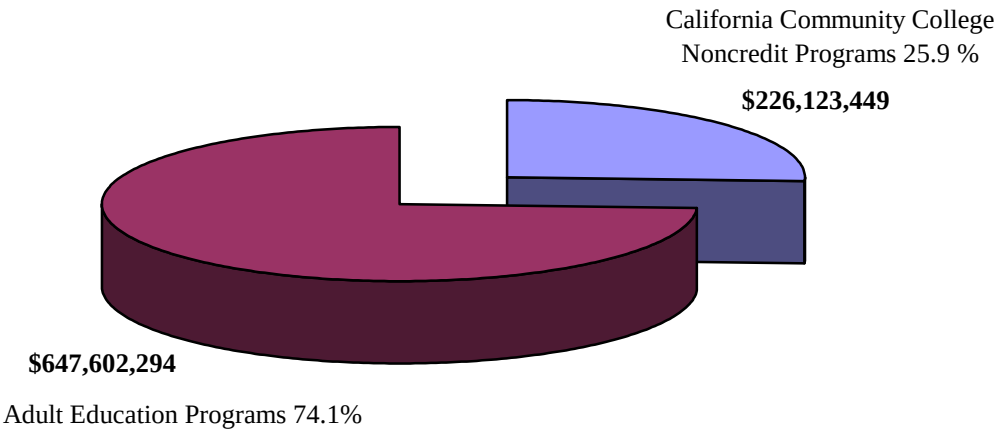
1. OVERALL STATE AND FEDERAL FUNDING SOURCES

The vast majority of funds (about 92 percent) that support educational opportunities for adults in California come from the state general apportionment,[47] whereas federal funds account for a small proportion of the total resources (about eight percent) in 2001-2002.

In that same year, about 74 percent of all state and federal funds for adult education supported adult education programs offered at school districts and county offices of education. Roughly 26 percent of state and federal funds for adult education supported noncredit programs offered at community colleges, as seen in Figure 1.

Figure 1

Total Distribution of Major Federal and State Funding Sources for California Community College Noncredit Programs and Adult Schools in 2001-02

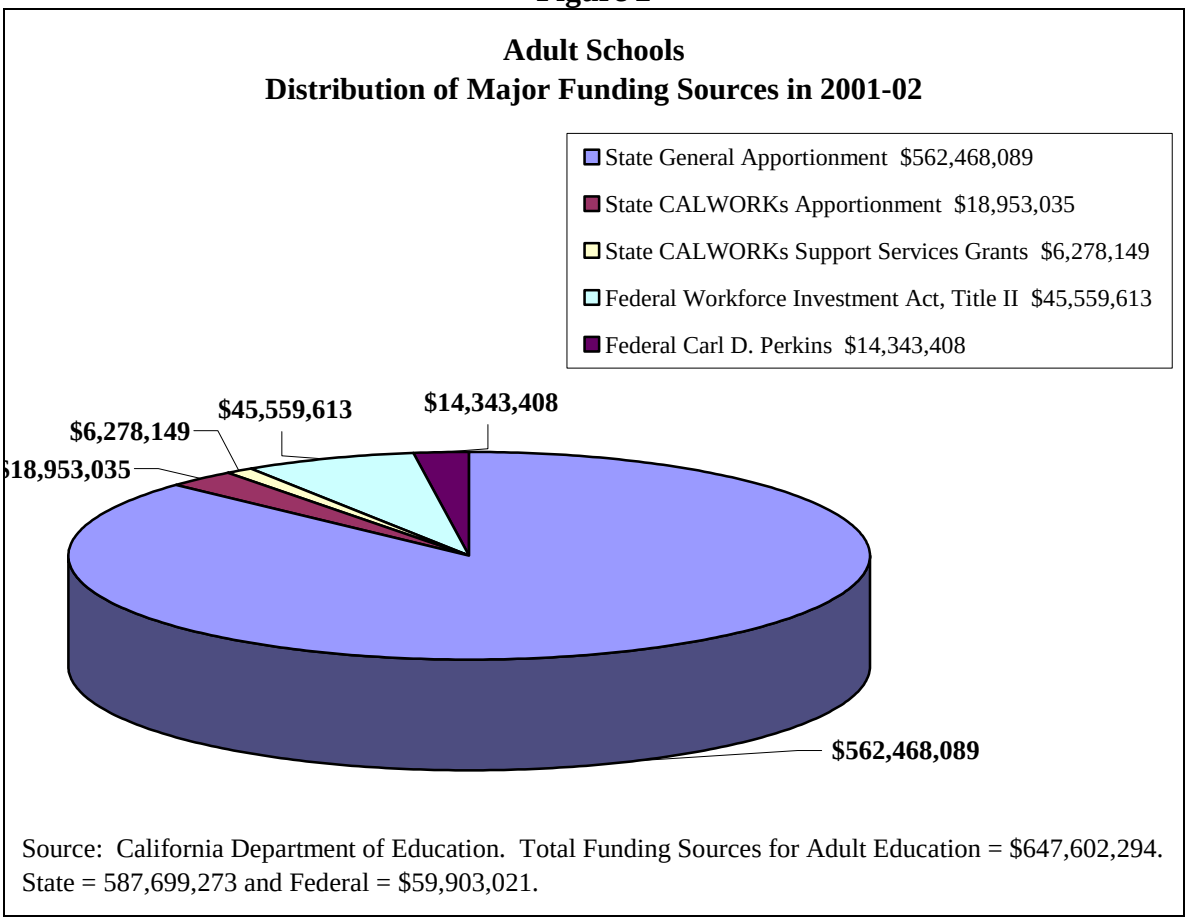


Source: Chancellor's Office of California Community Colleges and the California Department of Education. Total = $873,725,743.

2. ADULT SCHOOLS FUNDING SOURCES

Turning our attention to funding available for adult schools operated by school districts and county offices of education, Figure 2 displays the total distribution of major funding sources supporting these programs serving adults in California in 2001-2002. Of the total amount of about $648 million, 91 percent resulted from state sources and the balance of about nine percent came from federal sources.

Figure 2



Source: California Department of Education. Total Funding Sources for Adult Education = $647,602,294. State = 587,699,273 and Federal = $59,903,021.

State General Apportionment

Adult education is one of the largest "categorical" programs funded through the general apportionment process. Generally, state categorical funds are granted to qualifying school districts for specialized programs (i.e., programs for K-12 English learners such as the English Acquisition Program, children with special needs, the School Improvement Program, transportation, etc.) that are regulated and controlled by state law and regulations. The categorical funds are typically granted to districts in addition to their revenue limits, and are restricted to their particular purpose. However, adult schools (as well as regional occupational centers or programs) receive "categorical" funds that support their entire program.[48]

In 2001-2002, the State distributed $562 million of state general funds to adult schools in 358 school districts and county offices of education. This funding was based on a total of 256,007 units of average daily attendance (ADA).[49] School districts earn a unit of ADA by providing 525 hours of instruction to adults.

Each year, the State apportions funds to county offices of education, that in turn, redistribute funds to school districts for adult education based on a base revenue limit per ADA and cap ADA. Each adult education program has a cap on the number of ADA that will be funded by the state. The average statewide revenue limit for adult education was $2,197.08 per ADA in 2001-2002.[50]

The existing formula for calculating the revenue limit was largely determined after the passage of Proposition 13 in 1978, when property taxes were no longer the primary funding source for school districts. In 1979, cleanup legislation reestablished revenue limits for adult schools, based on their expenditure rates in 1977-78. Funds for adult education have continued to be capped by the formulas for the cost of living adjustments (COLAs) and a statutory annual growth rate of 2.5 percent.[51]

It was not until 1992 that additional reform legislation was enacted to respond to the inequities in the funding formulas and established a range of adult education revenue limits between $1,775 and $2,050 per ADA.[52] School districts that had revenue limits outside that range were required to reduce or increase their adult education revenue limits by applying an equalization formula. Today, equalization has almost been achieved.

The legacy of Proposition 13 is that the state has assumed the primary responsibility for funding the education of adults, and the revenue limits that were established in 1977-78 are essentially the existing limits today. This is true even though some communities in California have experienced an explosion of growth, and, therefore, far exceed their cap for adult education annually, whereas other communities are chronically failing to reach their regular funding cap. More will be discussed in the next chapter regarding the challenges of funding for adult schools.

CalWORKs[53]

In Figure 2, the CalWORKs adult education apportionment reflects funding for the ADA attributable to CalWORKs recipients, which is funded in excess of an agency's regular funding cap for adult schools and Regional Occupational Centers or Programs (ROC/Ps) jointly.[54] The funding was reduced significantly to $9.9 million in 2002-2003 due to the state's budget deficit.

The funds for CalWORKs' supportive services are used to provide instructional and job training support services, such as career/educational guidance and counseling, job placement, and post-employment support to CalWORKs clients enrolled in adult schools and ROC/Ps. The CalWORKs support services have not been funded since the 2001-2002 year due to the state's funding shortages.

Federal Workforce Investment Act, Title II

Please refer to section four of this chapter for a discussion regarding the federal Workforce Investment Act (WIA) Title II.

Carl D. Perkins Vocational and Technical Education Act (VTEA)[55]

The $14 million in the federal Carl D. Perkins Vocational and Technical Education Act (VTEA) funds, as seen in Figure 2, are used to improve vocational and technical education programs, by developing challenging academic standards and promoting activities that integrate academic with vocational and technical instruction.[56] Local education agencies (LEAs), such as school districts or county offices of education, using these funds must ensure that each vocational and technical program assisted with the funds satisfies the specified requirements.[57] The LEAs must also submit annual reports on program enrollments, program completion, placement of program completers in employment or further training, and enrollment and completion in non-traditional vocational and technical education courses. In the 2001-2002 fiscal year, 156 districts, one county office of education, and 51 Regional Occupational Centers or Programs (ROC/Ps) received VTEA grant funds.

Additional sources of funding that *may* have been available to *some* adult learners in 2001-2002:

- *Community-Based English Tutoring (CBET) Program.*[58] CBET is a state categorical grant program distributed to LEAs or community organizations (i.e., adult schools, noncredit programs, libraries, CBOs, etc.) based on the number of English learners in a school district.[59] The CBET program provides free or subsidized programs of English language instruction to parents or other adult members of the community who pledge to tutor English learners in K-12 schools. This program is not earmarked for adult education although some adult schools are providing instructional services through an agreement at the local level. It may also be possible for a noncredit program to participate through an interagency agreement; however, it is not known how many adult schools or noncredit programs are participating.
- *The State Apprenticeship Program.*[60] The funds are allocated to adult schools and ROC/Ps to pay for related and supplemental instruction (RSI). RSI is the classroom instruction that directly supports the training the apprentices receive on the job. Each hour of instruction is funded at $4.86 per hour from state funds. The ROC/P is a separately funded delivery system that also serves adults. Apprenticeship is an on-the-job training and education delivery system in which an employee learns an occupation in a structured program sponsored by a single employer, employer associations, or a jointly sponsored labor/management association.

  It should be noted that while state law authorizes school districts and county offices of education to use of adult education general apportionment funds for apprenticeship as one of the 10 authorized adult education instructional programs, no state adult

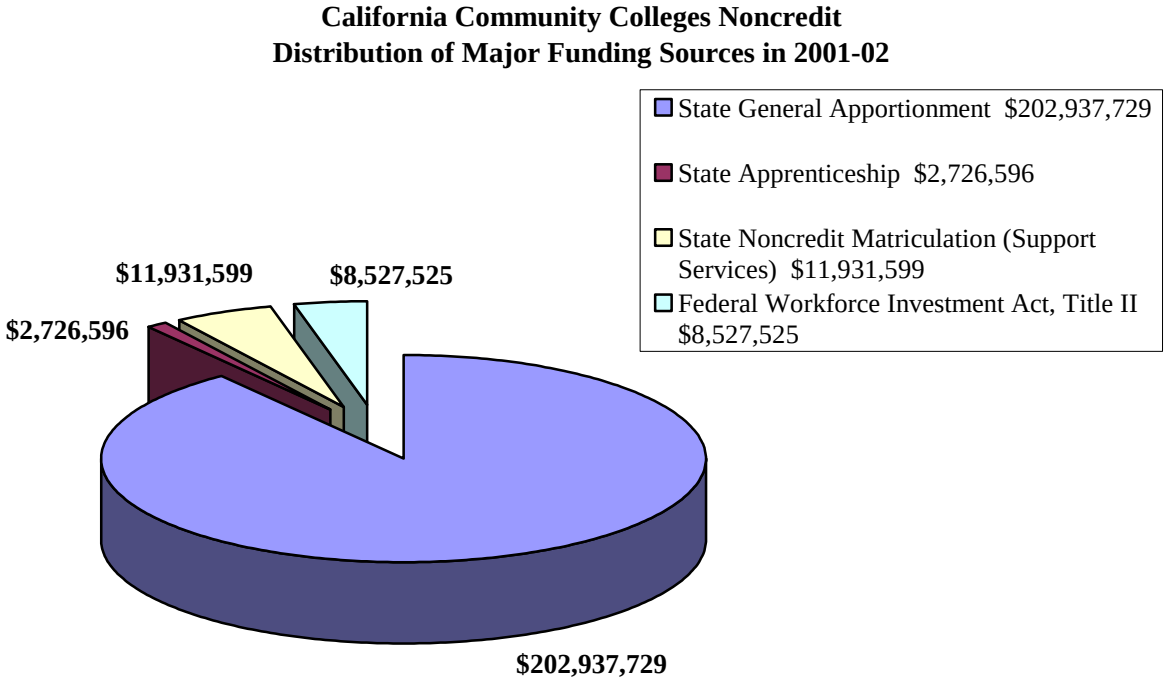
education apportionment funds are used to support the apprenticeship program.[61] Only the RSI funds support the state apprenticeship program.

- *The Regional Occupational Centers or Programs (ROC/Ps).*[62] ROC/Ps provide career and technical education and *primarily* serve 11th and 12th grader students in high schools. Estimated enrollment of high school students (not ADA for calculating the amount of funding) is about 70 percent (as the first priority for the program) and about 30 percent of the enrollment is adult students.
- *Lottery Educational Apportionment.*[63] Under Proposition 20, which was enacted by the voters in March 2000, half of the growth of the lottery funds, using the 1997-98 fiscal year as the base year, must be used to acquire or purchase instructional materials. The State Controller's Office makes payments to each County Treasurer, who distributes the funds to each school district. There is nothing in state law that would prohibit adult schools from receiving lottery educational apportionment funds; however, it is at the discretion of the superintendent whether adult schools actually receive the funds.[64] The calculation of the total amount of annual apportionment of lottery funds available for K-12 districts includes adult schools' ADA. It is unknown whether any adult schools receive funding under the lottery educational apportionment.
- *The federal Workforce Investment Act (WIA), Title I.*[65] This federal program supports the One-Stops and career centers in providing core services, intensive services, and training for adults, dislocated workers, and youth. While these activities may be co-located where adult learners are taking classes, not all adult learners may access these services.

3. COMMUNITY COLLEGES NONCREDIT FUNDING SOURCES

Focusing on noncredit funding offered at the community colleges, Figure 3 shows that the total distribution of state and federal sources in 2001-2002 was $226 million, of which 96.2 percent emanated from state funds and 3.8 percent came from federal funds.

Figure 3



Source: Chancellor's Office of California Community Colleges. Total Noncredit Funding Sources = $226,123,449. State = $217,595,924 and Federal = $8,527,525.

State General Apportionment

In Figure 3, we see that the largest proportion of funds supporting noncredit programs are derived from the state general apportionment in the amount of $203 million. The general apportionment in 2001-2002 was distributed to 70 districts and benefited 105 individual community colleges.[66]

Unlike funding for adult schools, the general apportionment funding for noncredit programs is not a separate entitlement program; it is a portion of each community college revenue limit. State law specifies the method for distributing general apportionment funds under a program-based funding model. The state funds are distributed to each community college district based on a "growth cap." Each district is assigned a growth cap, which is driven by Full-Time Equivalent Students (FTES) and headcount. Noncredit FTES is computed based on positive attendance, except for noncredit distance learning classes. Each unit of FTES is

counted as 525 hours of actual attendance. Noncredit programs generated a total of 83,442.5 FTES in 2001-2002.[67] The statewide average reimbursement rate per noncredit FTES was $2,071.95. This amount was less than half the funding for credit FTES.[68]

Noncredit FTES are one of four factors (referred to as "instructional workload drivers") under a program-based funding formula. The four workload drivers used in calculating each community college's cap are credit FTES, noncredit FTES, new credit enrollment, and continuing credit enrollment.[69] The California Community Colleges have used a program-based funding formula to determine how all of state general apportionment funds will be distributed to each community college district. The program-based funding formula includes base revenue, COLA, growth, and program improvement funds, but excludes funds for capital outlay and categorical expenditures.

The program-based funding model determines the revenue needed to operate a district at "an appropriate level," based on the following program categories: 1) instruction, 2) instructional services, 3) student services, 4) maintenance and operations, and 5) institutional support. While the allocation of revenues is related to the five individual program categories, community college districts are *not required* to expend the funds in those categories. Funding standards for *credit* courses and programs have been developed in order to determine the level of service and corresponding level of funding considered as necessary and appropriate for each program category.[70] However, funding standards have not been developed for *noncredit* courses and programs.

State law specifies the method for funding noncredit FTES within the program-based funding model.[71] The general allocation to community college districts for "maintenance and operations" and "institutional support" identified above must include noncredit classes and programs; and the corresponding amount that is calculated must be deducted from the rate for noncredit funding. The balance of the noncredit general allocation funds the remaining program categories of "instruction," "instructional services," and "student services."[72]

Apprenticeship

State law authorizes the community colleges to provide "related and supplemental instruction" (RSI) for apprenticeship courses and classes that are approved by the Chancellor's Office of California Community Colleges.[73] The $2.76 million of state apprenticeship funds were expended in 2001-2002 to support noncredit RSI, as seen in Figure 3. The reimbursement of RSI funds is at the rate of $4.86 for each hour that each apprentice was in attendance.[74] The $2.76 million were distributed to nearly 30 community college districts that have established contracts with sponsoring employers. Based on an agreed upon contract, the participating districts may share funds with the sponsoring employers.

Noncredit Matriculation

The state provided nearly $12 million of noncredit matriculation funds,[75] which are derived from Prop. 98 funds.[76] In order to receive noncredit matriculation funds, community college

districts must apply and submit a plan for how the funds will be used, agree to a one-to-one match of state funds, and provide specified matriculation services for students enrolled in six noncredit instructional program areas. The required matriculation services provided with noncredit matriculation funds include orientation, assessment, counseling, and testing. Matriculation services for students enrolled in the following six instructional program areas are permitted: elementary and secondary basic skills, English as a second language, disabled adults, citizenship, parenting, and short-term vocational education. There were 57 community college districts that participated in 2001-2002. Funding for matriculation support services was substantially reduced to $8,493,614 in 2002-2003, with no further reductions in 2003-04.[77]

Federal Workforce Investment Act (WIA), Title II

Please refer to section four of this chapter for a discussion regarding the federal Workforce Investment Act (WIA) Title II.

Additional funding sources in 2001-2002 that *may* have been available to *some* noncredit students:

- *CalWORKs - Curriculum Development & Redesign.*[78] (Only one-third of the total applies to noncredit or noncredit/credit students combined).
- *CalWORKs – Instruction.*[79] (Only one-third of the total applies to noncredit or noncredit/credit students combined).
- *Disabled Students Programs and Services (DSPS).*[80] DSPS funds apply to any state-funded course or program that is available for both credit and noncredit disabled students. The funds provide for support services (i.e., staff, equipment, accommodations, etc.).
- *Extended Opportunity Programs & Services (EOPS).*[81] EOPS is available to any eligible credit students who may also decide to take a noncredit course(s).
- *Partnership for Excellence (PFE).*[82] These funds were appropriated to community colleges districts based on the FTES in the prior year. The districts have 100 percent discretion to allocate the funds (between credit and noncredit programs) based on the five partnership goals (e.g., transfer of students to four-year institutions of higher education, number of degrees and certificates awarded, number of successful course completions, workforce development,[83] and basic skills improvement).[84] While not specifically targeted for noncredit programs, noncredit programs and students may assist in reaching their district and overall statewide system goals. Funding for PFE was reduced to $263 million in 2002-2003.
- *Lottery Educational Apportionment.*[85] The State Controller's Office makes payments to each County Treasurer, who distributes the funds to each community college district. The Controller's calculation of the total amount of annual apportionment of lottery funds available for community college districts includes noncredit FTES. Under Proposition 20, which was enacted by the voters in March 2000, half of the growth of these funds, since the 1997-98 base year, must be used to acquire or

purchase instructional materials (amounting to $17,251,927 in 2001-2002). It is unknown whether noncredit programs receive funding under the lottery educational apportionment, since the decision on how to expend the funds is made at the community college district level.

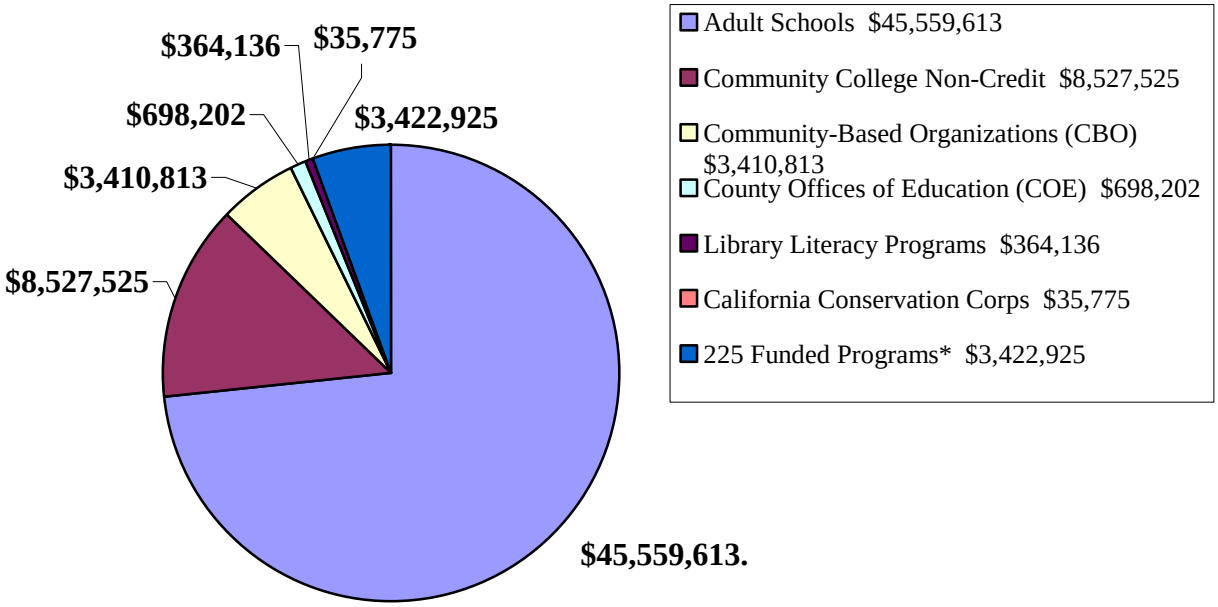
- *Federal Carl D. Perkins Vocational and Technical Education Act (VTEA).*[86] VTEA provides funds to improve vocational and technical education programs at all 108 community colleges. It is unknown how much of the total is provided to noncredit as compared with credit programs.
- *Federal Workforce Investment Act (WIA), Title I.*[87] This federal program supports the One-stops and career centers in providing core services, and training for adults, dislocated workers, and youth. About $80 million was expended on community college training for adults and dislocated workers; however, youth activities are not included in this amount. Only 52 of the 108 community colleges are listed as being eligible for providing training.[88]

4. Federal Workforce Investment Act (WIA) Title II, Local Assistance Funding Sources and Data

In addition to state resources, California receives federal funding to provide supplemental activities for educating adults through WIA Title II, which is also referred to as the Adult Education and Family Literacy Act. In 2001-2002, California received a total of $62 million in local assistance grants under Title II of WIA. Figure 4 reports the amount of grant funds that were awarded by provider type.

Figure 4

Distribution of the Federal Workforce Investment Act, Title II - "The Adult Education and Family Literacy Act" Grant Awards by Provider Type in 2001-02



Source: California Department of Education, Adult Education Office. Total Funding for Local Assistance = $62,018,989.

*Note: The 225 Funded Programs include grant awards to 13 jail programs ($784,350) and three state agencies: (1) California Department of Corrections ($1,267,875); (2) California Youth Authority ($374,400); and (3) California Department of Developmental Services ($996,300).

The 2001-2002 fiscal year represents the third year of implementation of the federal program, which provides competitive grants to participating agencies on a pay-for-performance basis. The federal program funds provide supplemental services for: (a) adult basic education, adult secondary education, and English as a second language (ESL); (b) the three program areas identified in (a) to institutionalized adults; and (c) English literacy and civic education. The competitive grants are distributed by the size of the program, geographic location, and provider type. The California Department of Education is the administrative agent for the

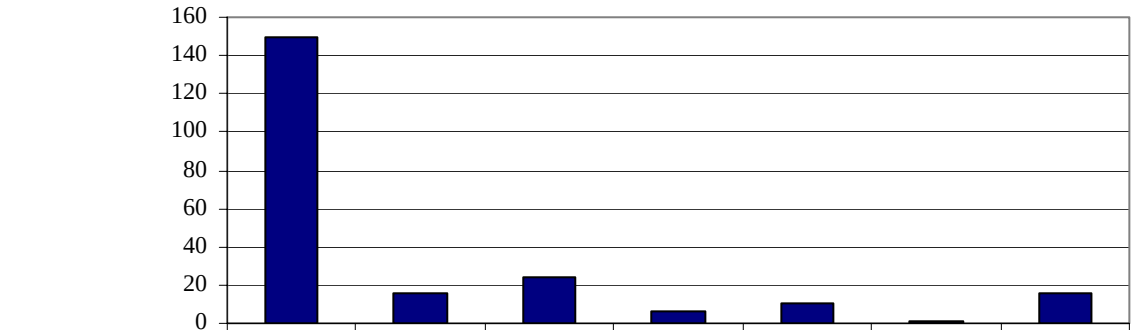
federal program and submits the State Plan on behalf of California to the U.S. Department of Education.

In 2001-2002, the largest proportion of funds went to adult schools and county offices of education combined (75 percent), whereas community colleges received only 14 percent of funds, and the balance of about 12 percent was awarded to other providers.

Chart 1 identifies the number of funded providers in 2001-2002.

Chart 1

Funded Providers in Title II of Federal Workforce Investment Act (WIA) in 2001-02



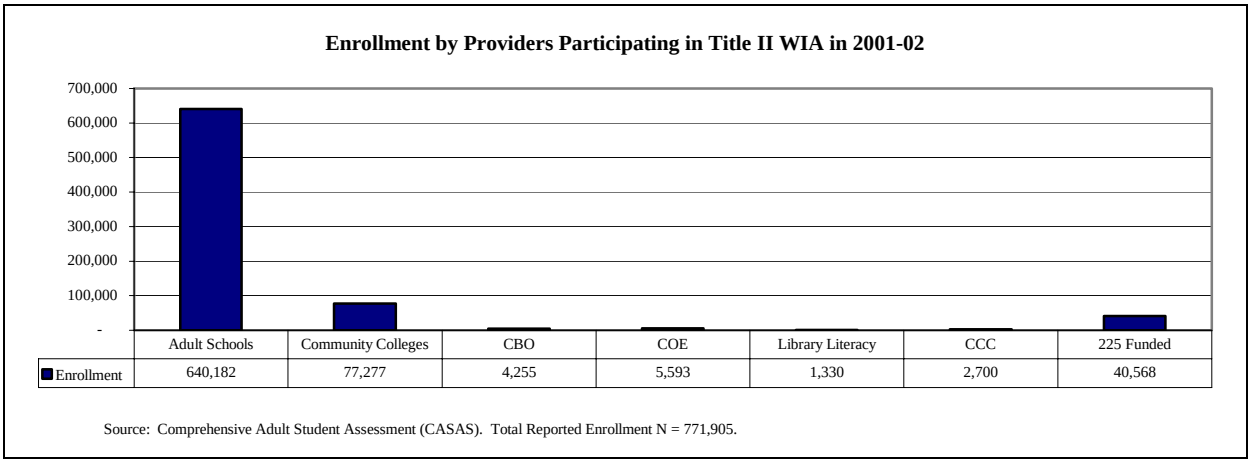
	Adult Schools	Community Colleges	CBO	COE	Library Literacy	CCC	225 Funded
Number of Agencies	150	16	24	6	10	1	16

Source: Comprehensive Adult Student Assessment (CASAS). Total N = 223.

Chart 1 shows us that, consistent with the funding, the majority of providers funded under the federal program were adult schools and county offices of education (combined was 70 percent), whereas community-based organizations (CBOs) were 10 percent, and noncredit programs of the community colleges were seven percent.

Chart 2 describes the enrollment by providers participating in the federal program in 2001-2002.

Chart 2



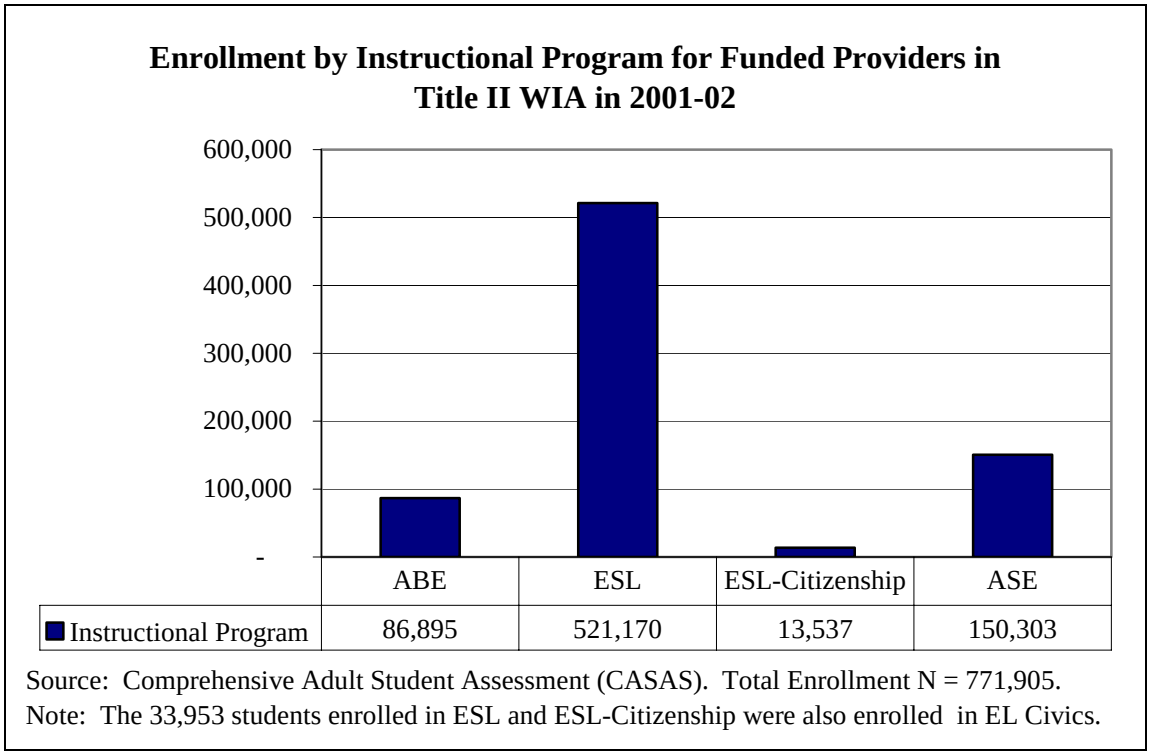
Source: Comprehensive Adult Student Assessment (CASAS). Total Reported Enrollment N = 771,905.

Of the total enrollment of participating providers in the federal program in 2001-2002, Chart 2 indicates that 83.6 percent was in adult schools and county offices of education, ten percent at noncredit programs in community colleges, 0.6 percent in CBOs, 0.2 percent in library programs, 0.3 percent in the California Conservation Corps, and five percent in programs for incarcerated adults (225 funded programs).

The nearly 84 percent of enrollment at adult schools and county offices of education and ten percent of enrollment at the community colleges, as shown in Chart 2, are included in enrollment figures supported by the state apportionment as discussed in the following chapter. Participation in the federal program is intended to be supplemental to state activities.

Chart 3 provides information regarding the enrollment of students by instructional program for providers participating in the federal program in 2001-2002.

Chart 3



Source: Comprehensive Adult Student Assessment (CASAS). Total Enrollment N = 771,905.
Note: The 33,953 students enrolled in ESL and ESL-Citizenship were also enrolled in EL Civics.

Chart 3 indicates that more than two-thirds of the students enrolled were taking classes in ESL, 20 percent were enrolled in adult secondary education (ASE), 11 percent were enrolled in adult basic education (ABE), and almost two percent were in an ESL class with an emphasis on citizenship.

STUDENT DATA AND STANDARDS

1. STUDENT ENROLLMENT DATA FOR NONCREDIT PROGRAMS AND ADULT SCHOOLS

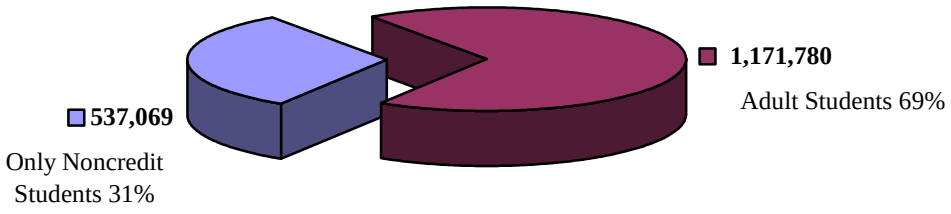
There are two main sources of student enrollment information for adults served using state resources including: 1) the Chancellor's Office of California Community Colleges' Management Information System (MIS) for the noncredit courses, and 2) the Comprehensive Adult Student Assessment System (CASAS), under contract with the California Department of Education, for adult schools offered by school districts and county offices of education. In addition, CASAS collects and reports on student enrollment and assessment data for participating providers in the federal WIA, Title II program.

Figure 5 provides an estimate of the total *unduplicated* number of adults who received educational opportunities in noncredit and adult schools in California in 2001-2002. All of the figures and charts included in this report are based on an "unduplicated" counting of the enrollment of students at both adult schools and noncredit programs. The counts are unduplicated at individual adult schools and community colleges. Without a unique identifier for each student, such as a social security number, it is impossible to be absolutely certain that no person is counted more than once for the entire system.

Figure 5 compares students who were exclusively enrolled in noncredit courses at a community college (not taking a credit course) with students enrolled in adult schools offered by school districts or county offices of education. Based on the total of 1,708,849 students, 69 percent of these students were enrolled at adult programs and 31 percent were enrolled at noncredit programs.

Figure 5

Total Number of Students Served in California by California Community Colleges Noncredit "Only" and Adult Schools in 2001-02



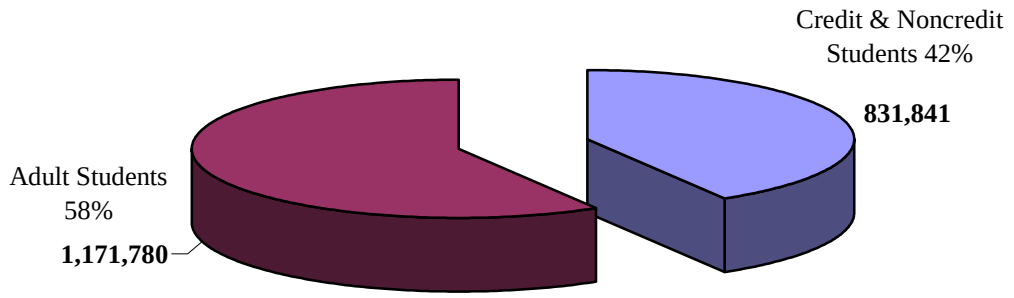
Source: Chancellor's Office of California Community Colleges, MIS Office and the Comprehensive Adult Student Assessment System (CASAS). Total N = 1,708,849.

Figure 5 does not account for community college students who are enrolled in credit courses and who may take at least one noncredit class.

Figure 6 divides the total unduplicated student count (2,003,621) for students who are enrolled in credit classes and taking at least one noncredit class (42 percent) from students enrolled in adult schools (58 percent).

Figure 6

Total Number of Students Served in California by the California Community Colleges (Credit and Noncredit) and Adult Schools in 2001-02



Source: Chancellor's Office of California Community Colleges, MIS and the Comprehensive Adult Student Assessment System (CASAS). Total N = 2,003,621.

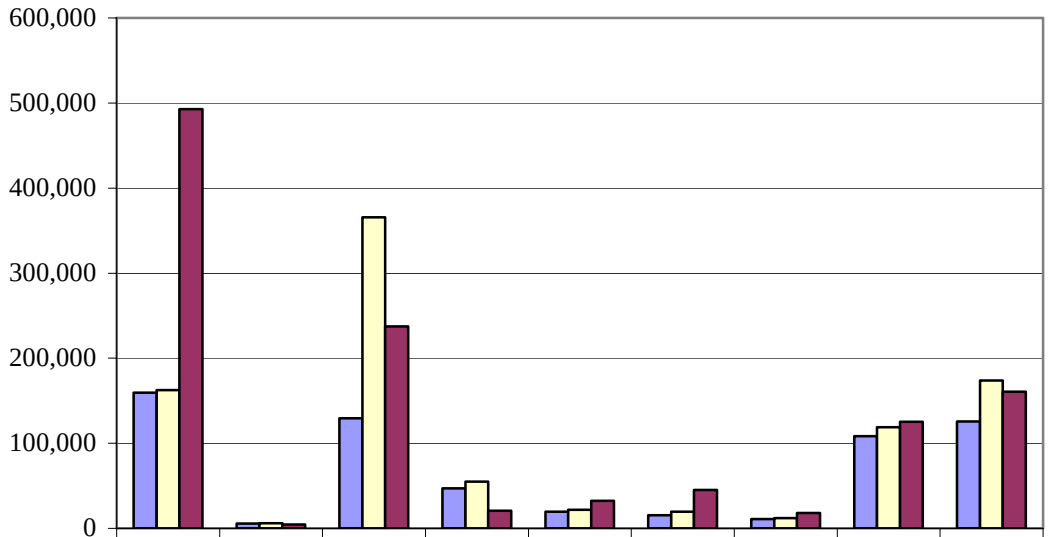
Neither Figures 5 nor Figure 6 reflects the "true" statewide picture for noncredit students attending community colleges. There are some community college campuses where the noncredit programs are fully integrated, and therefore, indistinguishable from credit programs such as in the case of the City College of San Francisco. At other community colleges, the noncredit programs are physically separated from the main college campus; in addition, many of noncredit programs offer satellite centers or branches that are embedded in their local communities such as is the case in San Diego Community College.

Since there is no "correct" way to characterize the data for noncredit programs, this report observes these differences in reporting student enrollment data.

Chart 4 divides the total unduplicated number of students served in 2001-2002 by nine instructional programs. While the CASAS collects data for adult basic education and adult secondary education separately for adult schools, these are combined together under "basic skills" for comparative purposes with the MIS data collected by the community colleges.

Chart 4

Total Number of Students Served in California by California Community Colleges and Adult Schools by Instructional Program in 2001-02



	E.S.L.	Citizenship	Basic Skills	Health & Safety	Disabilities	Parenting	Home Economics	Older Adults	Short-term Vocational
Only Noncredit	159,436	5,571	129,479	46,842	19,668	15,245	10,866	108,261	125,568
Credit & Noncredit	162,324	5,842	365,476	54,876	21,977	19,570	12,117	118,984	173,972
Adult	492,709	4,561	237,267	20,757	32,428	45,017	17,903	125,189	160,765

Source: Chancellor's Office of California Community Colleges, MIS. Total Unduplicated for "Only" Noncredit Headcount N = 514,078 and for Credit & Noncredit N = 807,063. Comprehensive Adult Student Assessment System (CASAS) Total Adult Student Unduplicated Headcount N = 1,136,596. Note: Of the total number in Basic Skills Instructional Program, Adult Schools served 55,334 students in Adult Basic Education and 181,933 in High School/G.E.D.

The total unduplicated numbers of students in Chart 4 is lower than the preceding figures. Chart 1 excludes 22,991 noncredit "only" students and 24,778 credit and noncredit "combined" students for whom no instructional category was reported by the Chancellor's Office. Similarly, records for 34,184 students at adult schools who did not identify a valid instructional program were dropped.

In spite of the shortcomings of data collection, Chart 4 displays some interesting comparative trends. The instructional programs generating the most number of students are in ESL, Basic Skills, Short-term Vocational, and Older Adults. The instructional programs with the least number of enrollments are in Citizenship, Home Economics, Disabilities and Parenting Education.

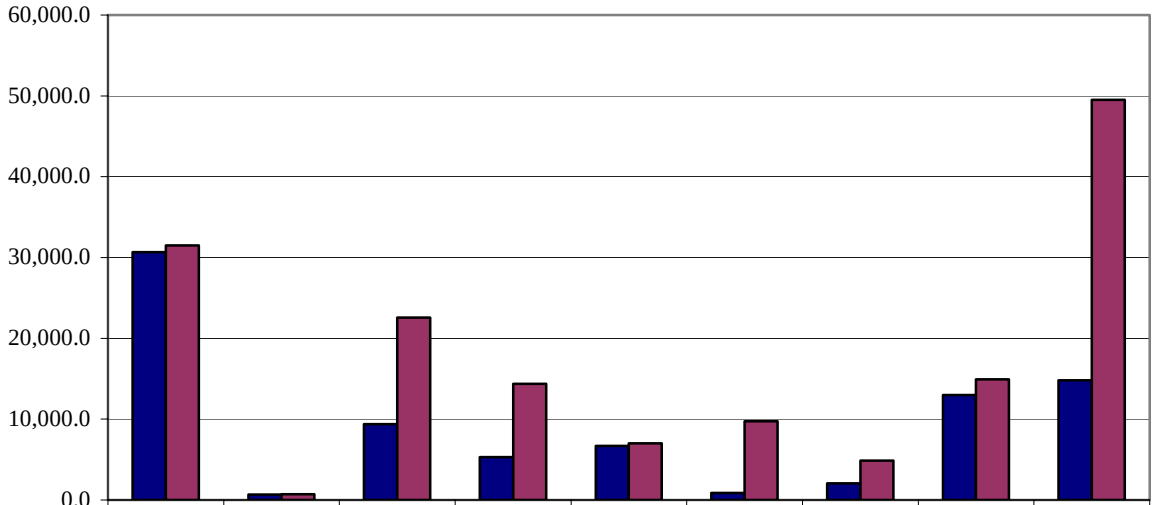
- Adult schools serve a higher relative proportion of ESL students (43 percent) than courses serving "only" noncredit students (30 percent) or "combined" credit and noncredit students (20 percent).

- The “combined” credit and noncredit students enrolled at a relatively higher rate in the basic skills instructional program (44 percent), compared with 24 percent of “only” noncredit students or 21 percent of learners at adult schools.
- While the “combined” credit and noncredit students enrolled a higher number of students in short-term vocational education than “only” noncredit and adult schools, the “only” noncredit students enrolled a higher percentage (23 percent) than either the “combined” credit and noncredit students (21 percent) or adult schools (14 percent).
- While the adult schools enrolled relatively a larger number of students in the older adults instructional program, the “only” noncredit students enrolled a higher percentage (20 percent) than either the “combined” credit and noncredit students (14 percent) or adult schools (11 percent).

Chart 5 provides a different view regarding the enrollment patterns of students attending the community colleges. In Chart 5, the enrollment is displayed by the full-time equivalency status of a student, and therefore, identifies the instructional programs with relatively more enrollment “intensity” than others. Chart 5 shows that there are relatively more students enrolled in a combined credit and noncredit classes that take short-term vocational education, health and safety classes, parenting education, and home economics classes. There are relatively small differences in the FTES enrollment patterns between noncredit “only” and credit and noncredit “combined” students taking ESL and citizenship classes.

Chart 5

Enrollment by Full-Time Equivalency Student (FTES) of Noncredit "Only" and Credit/Noncredit Students Served at the California Community Colleges by Instructional Program in 2001-02



	E.S.L.	Citizenship	Basic Skills	Health & Safety	Disabilities	Parenting	Home Economics	Older Adults	Short-term Vocational
FTES NC Only	30,656.3	664.4	9,393.1	5,301.0	6,684.5	882.9	2,051.9	12,991.1	14,817.3
FTES Credit/Noncredit	31,518.8	719.4	22,565.6	14,359.1	7,009.1	9,723.7	4,867.8	14,922.2	49,505.3

Source: Chancellor's Office of California Community Colleges, MIS. Total FTES for Noncredit "Only" Students N = 83,442.5 and FTES for Credit & Noncredit Students Combined N = 155,191.0

2. STUDENT DEMOGRAPHIC DATA FOR NONCREDIT PROGRAMS AND ADULT SCHOOLS

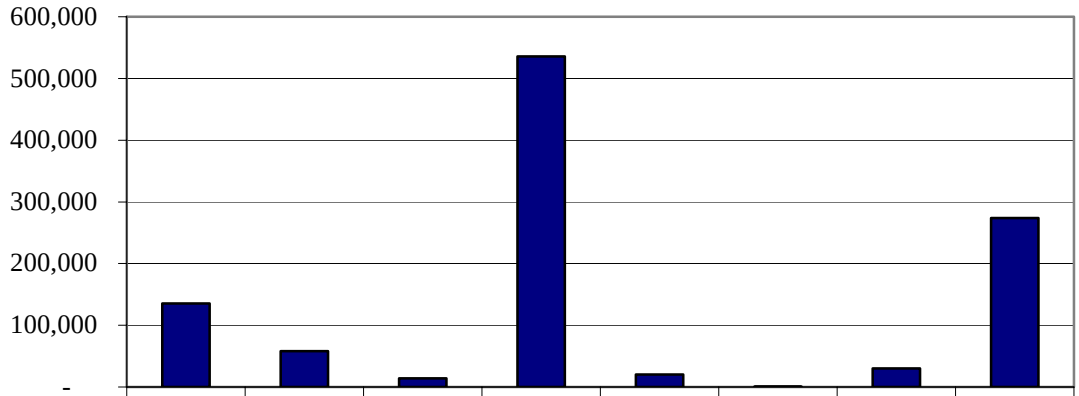
Since the two data sets used to collect information for students at noncredit programs at the community colleges (MIS) and adult schools (CASAS) use different categories for collecting demographic data, many direct comparisons are not possible. Generally, we can say that in 2001-2002:

- About 60 percent of the students served by both noncredit programs and adult schools are female and 40 percent are male.

Chart 6 provides information regarding ethnicity of the students enrolled at adult schools in 2001-2002.

Chart 6

Ethnicity of Students Served by Adult Schools in 2001-02



	Asian	African-American	Filipino	Hispanic	Native American	Native Alaskan	Pacific Islander	White, Non-
Ethnicity	135,204	57,885	14,230	535,461	20,108	478	30,273	273,766

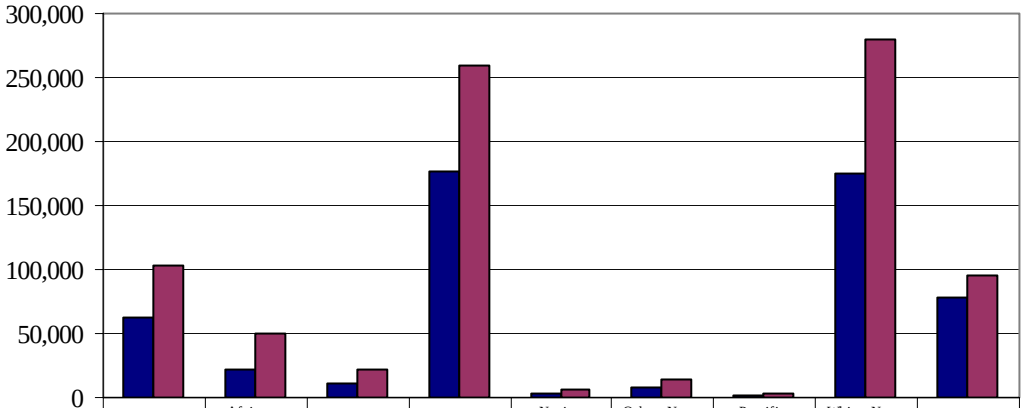
Source: Comprehensive Adult Student Assessment

Chart 6 shows that about 50 percent of students enrolled in adult schools in 2001-2002 were Hispanic, another 26 percent were White (Non-Hispanic), 13 percent were Asian, and the balance of students were African-American, Pacific Islander, Filipino, and Native American/Alaskan.

Chart 7 displays the ethnicity of students enrolled in noncredit "only" or credit and noncredit "combined" classes in 2001-2002.

Chart 7

Ethnicity of Noncredit "Only" and Credit/Noncredit Students Served at the California Community Colleges in 2001-02



	Asian	African-American	Filipino	Hispanic	Native American	Other, Non-White	Pacific Islander	White, Non-Hispanic	Unknown
Ethnicity NC "Only"	63,267	21,587	10,492	175,923	3,257	7,146	1,677	175,326	78,394
Ethnicity Credit/NC	103,168	49,625	21,134	259,900	6,259	13,538	3,900	279,638	94,679

Source: Chancellor's Office of California Community Colleges, MIS. Ethnicity of Noncredit "Only" Students N = 537,069; Ethnicity of Credit/Noncredit Students N = 831,841.

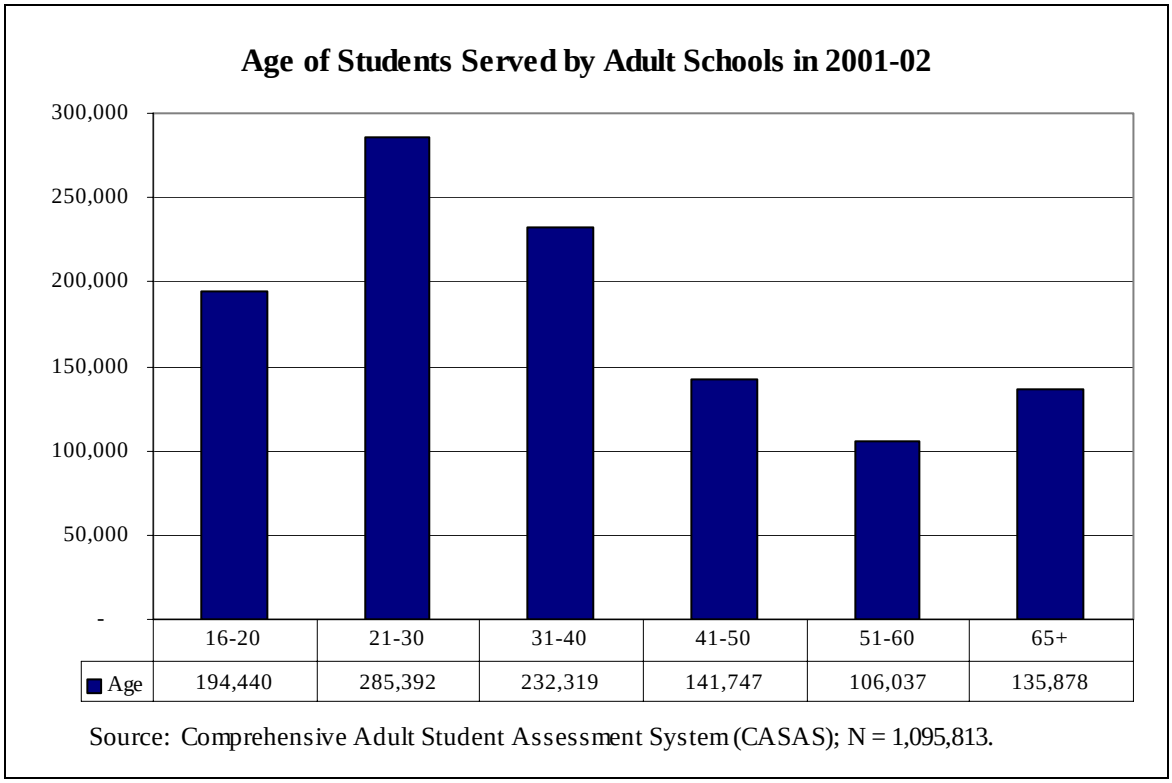
Chart 7 shows us that while there are numeric differences in the ethnic categories collected, the relative percentage of students is similar for noncredit "only" and credit and noncredit "combined" students.

- For example, about 33 percent of "only" noncredit students were Hispanic and 31 percent of credit and noncredit "combined" students were Hispanic. These relative percentages are less than the 50 percent Hispanic enrolled at adult schools as seen in Chart 6 above.
- Also, about 33 percent of "only" noncredit students were White (Non-Hispanic) and 34 percent of credit and noncredit "combined" students were White (Non-Hispanic). These relative percentages are slightly more than the 26 percent White (Non-Hispanic) enrolled at adult schools as seen in Chart 6 above.
- For the other ethnic categories for which the collected data have the same categories, there are similar relative enrollment percentages:
    - For Asian students there were about 12 percent for noncredit "only" and credit and noncredit "combined" and 13 percent for adult schools;
    - For African-American students there were four percent for noncredit "only" and six percent for credit and noncredit "combined" and five percent for adult schools; and

- For Filipino students there were two percent for both noncredit "only" and credit and noncredit "combined" and one percent for adult schools.

Chart 8 displays the age of adult learners enrolled in adult schools in 2001-2002.

Chart 8



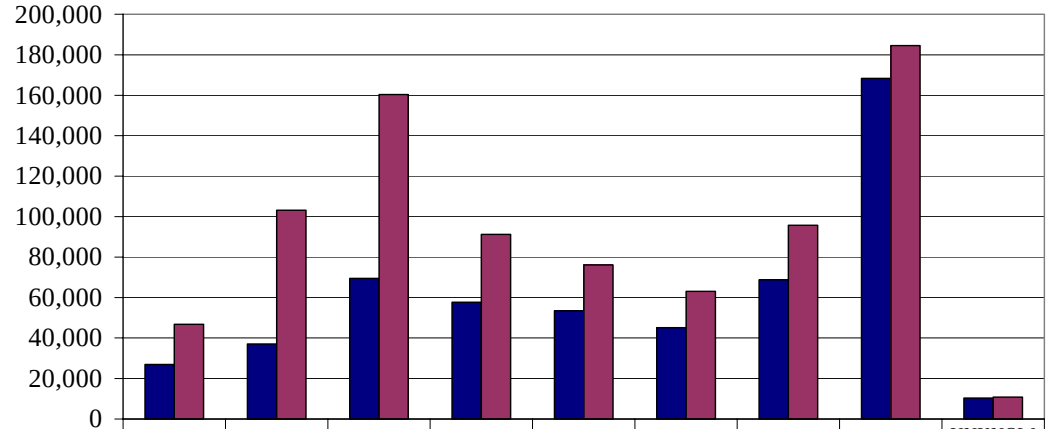
Source: Comprehensive Adult Student Assessment System (CASAS); N = 1,095,813.

Chart 8 indicates that about 60 percent of the students served by adult schools are 40 years of age and younger.

Chart 9 describes the age of students enrolled in noncredit “only” and credit and noncredit “combined” classes at the community colleges in 2001-2002.

Chart 9

Age of Noncredit "Only" and Credit/Noncredit Students Served at the California Community Colleges in 2001-02



	< 18	18 - 19	20 - 24	25 - 29	30 - 34	35 - 39	40 - 49	50 +	UNKNOWN
Age Group NC "Only"	26,914	37,022	69,475	57,682	53,412	45,131	68,779	168,352	10,302
Age Group Credit/NC	46,792	103,126	160,330	91,230	76,117	63,126	95,695	184,565	10,860

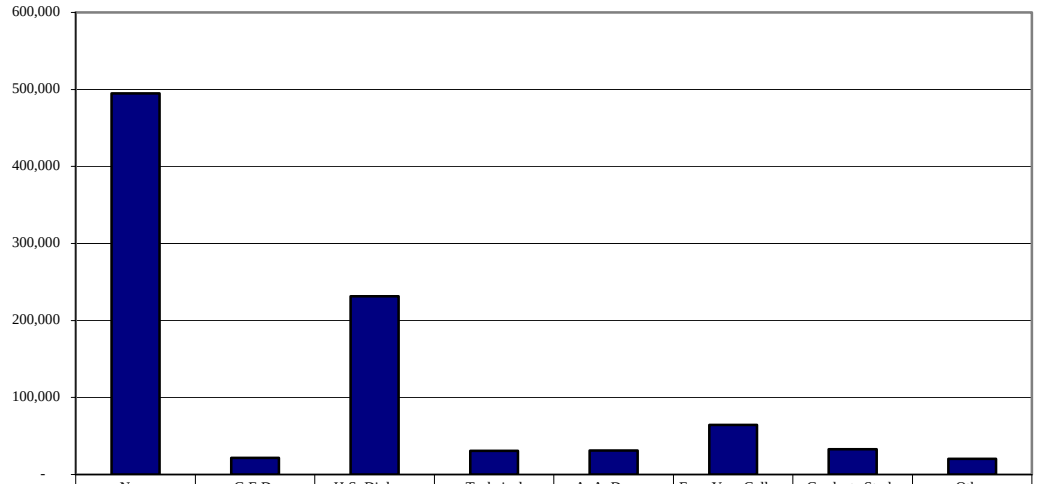
Source: Chancellor's Office of California Community Colleges, MIS. Age Group Noncredit "Only" N = 537,069; Age Group Credit/NC N = 831,841.

Examining the data reported by the Chancellor’s Office regarding the age of students in noncredit “only” or credit/noncredit “combined” classes in 2001-2002, slightly more than 30 percent of all the noncredit “only” students were aged 50 or older. This is compared to slightly more than 20 percent of all the credit and noncredit “combined” students. The 18-19 and 20-24 age categories reported a relatively higher proportion of students in the credit and noncredit “combined” classes compared to the noncredit “only” students. This indicates that there are relatively more credit students taking at least one noncredit class in these younger age categories than the noncredit “only” students.

Chart 10 provides information regarding the "highest degree earned" for students served at adult schools in 2001-2002.

Chart 10

Highest Degree Earned of Students Served by Adult Schools in 2001-02



	None	G.E.D.	H.S. Diploma	Technical	A..A. Degree	Four-Year College	Graduate Study	Other
Highest Degree Earned	494,893	21,569	231,593	30,674	31,295	64,465	32,927	20,208

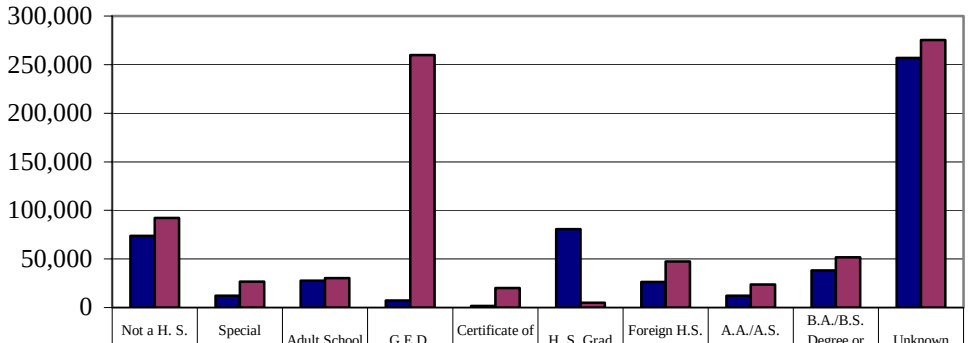
Source: Comprehensive Adult Student Assessment (CASAS); N = 927,624.

Chart 10 shows us that more than half of the students served at adult schools (53 percent) in 2001-2002 reported not having any formal degree, presumably not completing high school. Another quarter of the students at adult schools reported having a high school diploma, about three percent had a technical degree and about 14 percent had received some form of postsecondary degree (such as an Associate of Arts or Science degree from a community college, a four-year degree, or graduate study).

Chart 11 reports the education status of noncredit "only" and credit and noncredit "combined" students at the community colleges in 2001-2002.

Chart 11

Education Status of Noncredit "Only" and Credit/Noncredit Students Served at the California Community Colleges in 2001-02



	Not a H. S. Grad	Special Admit	Adult School	G.E.D.	Certificate of H. S. Profic.	H. S. Grad	Foreign H.S. Grad	A.A./A.S. Degree	B.A./B.S. Degree or Higher	Unknown
Education Status NC "Only"	73,779	12,066	27,777	7,309	1,644	80,752	26,241	12,283	38,233	256,985
Education Status Credit/NC	92,086	26,772	30,138	259,664	19,967	4,858	47,489	23,811	51,628	275,428

Source: Chancellor's Office of California Community Colleges, MIS. Education Status of Noncredit "Only" N = 537,069; Education Status of Credit/Noncredit N = 831,841.

Chart 11 indicates that there are some significant differences between noncredit "only" students and credit and noncredit "combined" students at the community colleges in 2001-2002. For example, the credit and noncredit "combined" students accounted for more than 30 percent of students with a GED, whereas only one percent of noncredit "only" students had obtained a GED. Another educational category where differences are marked is for the students who had graduated from high school. Fifteen percent of noncredit "only" students had graduated compared to only one percent of the credit and noncredit "combined" students. Unfortunately, there are high numbers of students for which their educational status is unknown (nearly 50 percent for noncredit "only" students and about one-third of credit and noncredit "combined" students).

Generally, by comparing Charts 10 and 11, it is evident that there are relatively more adult students at adult schools without a high school diploma than students served at the community colleges (irrespective of their credit or noncredit status).

Other demographic data collected by the MIS system at the Chancellor's Office for noncredit "only" and credit and noncredit "combined" students include citizenship status. Other demographic data collected by CASAS for adult schools include the years of schooling received by students enrolled. For more information regarding the demographic characteristics of students served by the community colleges and adult schools, refer to Appendix 1.

The Chancellor's MIS Office does not collect information other than the demographic data discussed above pertaining to noncredit students. There are no assessment or accountability data for these students.[89] While the Chancellor's Office does not specifically track outcomes of noncredit students, it is possible to request a special study to track the number of noncredit students who received a certificate, obtained an Associate of Arts or Science degree, etc.

3. CASAS STUDENT OUTCOME DATA FOR ADULT SCHOOLS

The Comprehensive Adult Student Assessment System (CASAS) collects and reports extensive data for adult students (also referred to as adult learners) served at adult schools by instructional program. We have selected five charts that are most relevant for the purposes of the report, including: average hours of instruction, adult learner progress, work outcomes, educational outcomes, and reasons for early exit.[90]

To reiterate how the data are collected and reported, CASAS requires that adult schools have each adult learner complete an "entry" record upon the commencement of their class. At some later time, but no later than June 30th of the reporting year, a student "update" record is completed for each student. It is the progress between the entry and update records that is documented and reported for the outcome, assessment, and accountability data.

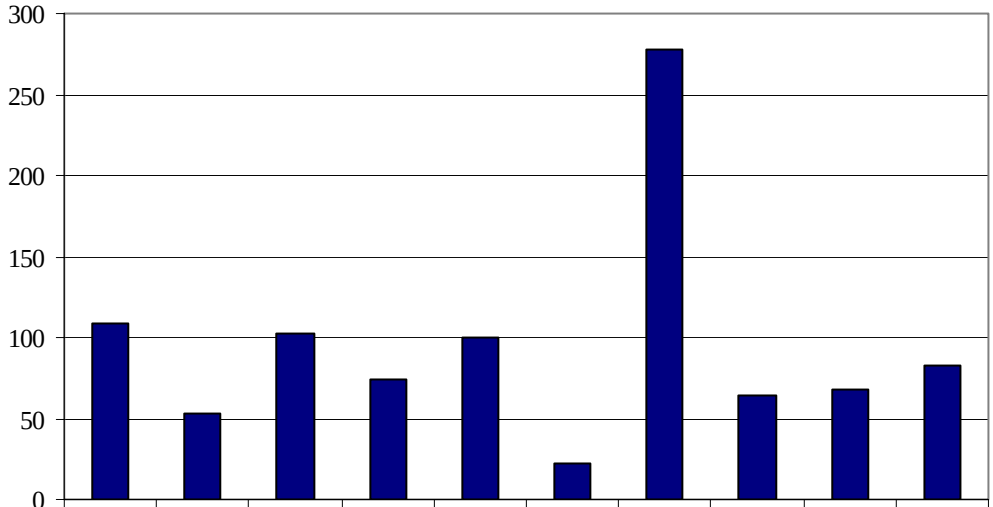
The succeeding charts need to be viewed with the following caveats in mind:

- The education for adults is non-compulsory;
- The majority (more than 50 percent) of adult learners served at adult schools have less than a high school educational level and less than 11 years of formal schooling;
- About 43 percent of adult learners at adult schools enrolled in ESL classes, presumably because their English language skills are less than proficient;
- For many adult learners seeking basic skills, they were either unsuccessful with their compulsory K-12 education or immigrated to California with minimal education;
- The population of adults seeking the educational opportunities afforded by adult schools is often transient. Adult learners juggle work and parenting responsibilities and often have difficulty obtaining transportation for their needs. Because of this, adult learners may enter and exit an adult school(s) multiple times before achieving their educational goals; and
- The CASAS data are collected within a 12-month window, from July 1, 2001, through June 30, 2002. Therefore, the data are not intended to capture the long-term outcomes of adult learners because there are no means to track the outcomes for more than one year. Thus, it is unknown how many adult learners succeed in accomplishing their educational goals after the one-year interval has expired.

Chart 12 displays the average hours of instruction for adult learners at adult schools during the 2001-2002 reporting period.

Chart 12

Average Hours of Instruction for Students Served by Adult Schools by Instructional Program in 2001-02



	E.S.L.	Citizenship	ABE	High School/G.E.D.	Short-term Vocational	Health & Safety	Disabilities	Parenting	Home Economics	Older Adults
Average Hours of Instruction	108.3	53.2	102.4	73.7	100	22.7	277.7	64.5	68.1	82.4

Source: Comprehensive Adult Student Assessment (CASAS); N = 1,022,663. Note: The mean hours of instruction correspond to students who completed an "Update Record" at the end of the class or term but no later than June 30, 2002.

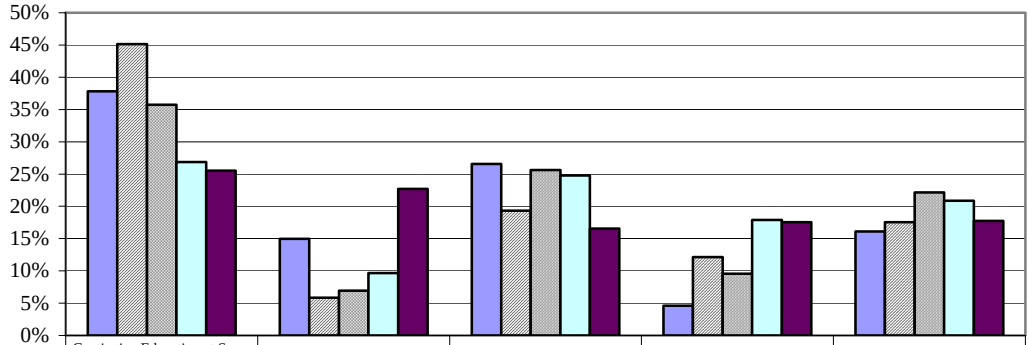
Chart 12 indicates that adults with disabilities accumulated relatively more mean hours of instruction than any other instructional program across the state in 2001-2002. Adults with disabilities comprise only about three percent of the unduplicated student enrollment, as shown earlier in the report on Chart 4.

Chart 12 also points to the fact that even though there are more adults enrolled in ESL classes (in adult schools) than any other instructional category (43 percent) as shown in Chart 4, the average number of instructional hours for ESL adult learners is about the same as adult basic skills and short-term vocational education programs.

Charts 13 and 14 report adult learner progress by instructional program at adult schools during the 2001-2002 reporting period.

Chart 13

Student Progress in Adult Schools by Instructional Program in 2001-02

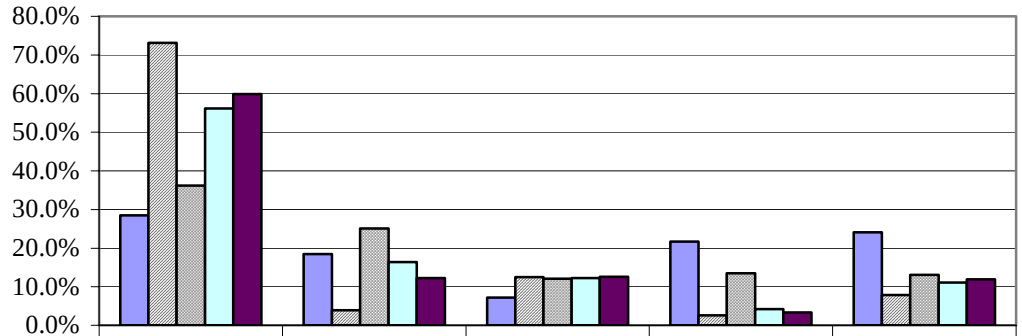


	Continuing Education at Same Level	Completed & Moved Up	Left Before Completion	Left After Completion	No Show or Less than 12 Hours
E.S.L.	37.8%	15.0%	26.5%	4.6%	16.1%
Citizenship	45.1%	5.8%	19.3%	12.2%	17.5%
ABE	35.7%	7.0%	25.6%	9.5%	22.1%
High School/G.E.D.	26.9%	9.7%	24.8%	17.9%	20.9%
Short-term Vocational	25.5%	22.7%	16.5%	17.5%	17.7%

Source: Comprehensive Adult Student Assessment (CASAS); ESL N = 423,606; Citizenship N = 3,596; ABE N = 42,744; HS/GED N = 147,039; and Short-term Vocational N = 134,007.
Note: The percentages reflect instructors' identification of enrollment status for adult students completing a "Student Update" form.

Chart 14

Student Progress in Adult Schools by Instructional Program in 2001-02



	Continuing Education at Same Level	Completed & Moved Up	Left Before Completion	Left After Completion	No Show or Less than 12 Hours
Health & Safety	28.5%	18.4%	7.2%	21.7%	24.1%
Disabilities	73.1%	3.9%	12.5%	2.6%	7.9%
Parenting	36.2%	25.1%	12.1%	13.5%	13.1%
Home Economics	56.1%	16.4%	12.2%	4.2%	11.1%
Older Adults	59.8%	12.2%	12.6%	3.4%	11.9%

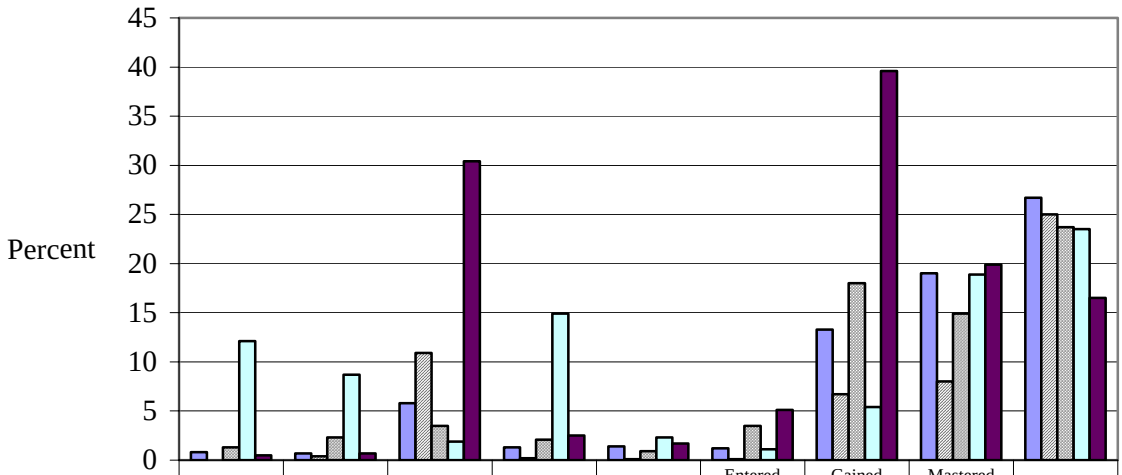
Source: Comprehensive Adult Student Assessment (CASAS); Health & Safety N = 14,337; Disabilities N = 28,595; Parenting N = 35,879; Home Economics N = 15,719; and Older Adults N = 107,527. Note: The percentages reflect instructors' identification of enrollment status for adult students completing a "Student Update" form.

Charts 13 and 14 display the enrollment status of students at the time that the "student update" form was completed. The problem with the manner in which the data are collected is that the far left column indicating "continuing education at the same level" has a different meaning for the different instructional programs. For example, the relatively high percentages noted in Chart 14 of adults with disabilities (73 percent) and older adults (60 percent) that are continuing education at the same level does not connote that they are not learning. These adults may not be seeking a goal met by completing a sequence of classes, but rather the continual improvement and stimulation provided by the classes. Educational goals are also likely to be different for the instructional categories of ESL (38 percent), Citizenship (45 percent), adult basic education (ABE) (36 percent), and high school/GED (27 percent), and short-term vocational (26 percent), where adult learners have a need to develop their literacy skills for further education or employment. Taken in an aggregate manner, it is difficult to determine the particulars that would lead to these aggregate trends.

The following charts provide us with educational and work outcomes for adult learners enrolled in the literacy-based instructional programs of ESL, ABE, and high school/GED as well as short-term vocational education and citizenship in 2001-2002.

Chart 15[91]

Educational Outcomes for Students Served at Adult Schools by Instructional Program in 2001-02



	Returned to K-12	Passed GED	Earned Certificate	Earned HS Diploma	Entered College	Entered Training Program	Gained Computer/Tech Skills	Mastered Course Competencie	Other
E.S.L.	0.8	0.7	5.8	1.3	1.4	1.2	13.3	19	26.7
Citizenship	0	0.4	10.9	0.2	0.1	0.1	6.7	8	25
ABE	1.3	2.3	3.5	2.1	0.9	3.5	18	14.9	23.7
High School/G.E.D.	12.1	8.7	1.9	14.9	2.3	1.1	5.4	18.9	23.5
Short-term Vocational	0.5	0.7	30.4	2.5	1.7	5.1	39.6	19.9	16.5

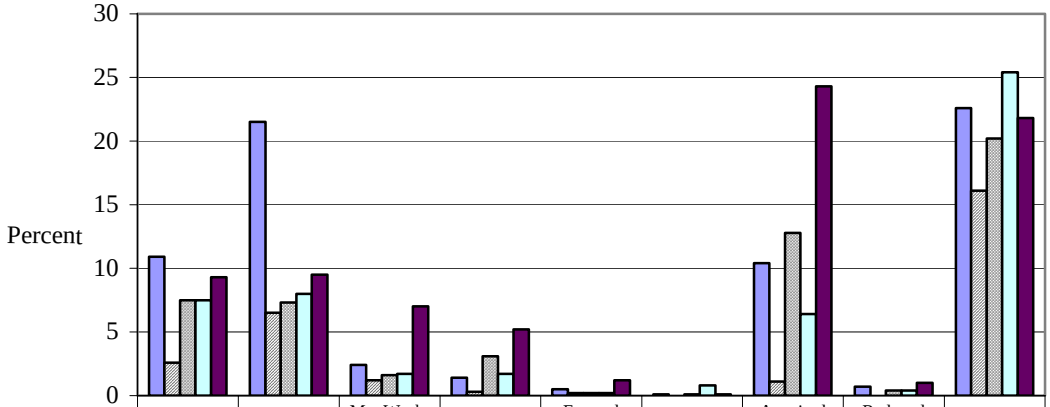
Source: Comprehensive Adult Student Assessment (CASAS); ESL N = 242,951 (70.2%); Citizenship N = 2,270 (51.4%); ABE N = 22,322 (70.2%); HS/GED N = 79,971 (88.8%); Short-term Vocational Education N = 88,082 (116.9%).

Chart 15 illustrates that students who were enrolled in short-term vocational education programs at adult schools reported achieving relatively higher educational outcomes. About 40 percent of short-term vocational education enrollees gained computer or technology skills and 30 percent earned a certificate. However, these percentages are not mutually exclusive, as noted in the chart. About 23 percent of adult learners enrolled in the high school/GED instructional program either passed the GED or earned a high school diploma during the 12-month reporting period ending on June 30, 2002. Nearly 20 percent of adult learners who were enrolled in ESL, the high school/GED program, and the short-term vocational instructional program reported that they mastered the course competencies.

Chart 16 describes reported data for students who were enrolled in literacy-based programs such as ESL, adult basic and secondary skills, workforce preparation programs and citizenship in 2001-2002.

Chart 16

Work Outcomes for Students Served by Adult Schools by Instructional Program in 2001-02



	Got a Job	Retained Job	Met Work-Based Project Goal	Entered Job Training	Entered Apprenticeship	Entered Military	Acquired Workforce Readiness	Reduced Public Assistance	Other
E.S.L.	10.9	21.5	2.4	1.4	0.5	0.1	10.4	0.7	22.6
Citizenship	2.6	6.5	1.2	0.3	0.2	0	1.1	0	16.1
ABE	7.5	7.3	1.6	3.1	0.2	0.1	12.8	0.4	20.2
High School/G.E.D.	7.5	8	1.7	1.7	0.2	0.8	6.4	0.4	25.4
Short-term Vocational	9.3	9.5	7	5.2	1.2	0.1	24.3	1	21.8

Source: Comprehensive Adult Student Assessment (CASAS); ESL N = 242,951 (70.5%); Citizenship N = 2,270 (28%); ABE N = 22,322 (53.2%); HS/GED N = 79,971 (52.1%); Short-term Vocational Education N = 88,082 (79.4%). Note: Results do not add up to 100 percent in each instructional program because they reflect the learners who remained in an instructional program or left after completion of goal and marked areas that applied to them. Percentages by program are provided in parenthesis next to the total number.

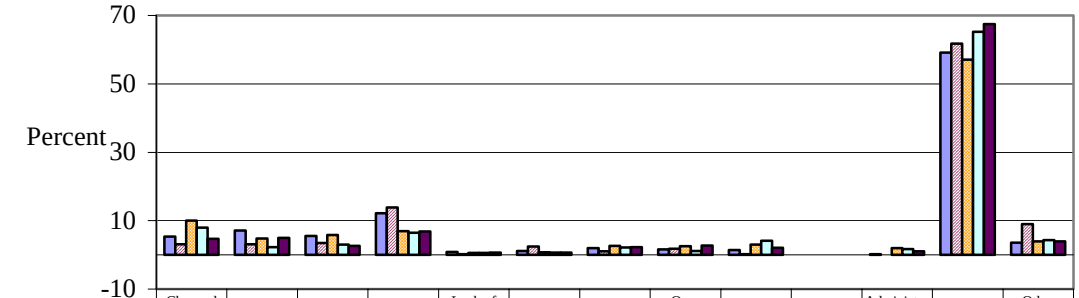
Of the adult learners enrolled in short-term vocational education programs at adult schools, 24 percent acquired workforce readiness skills, nine percent got a job, or nearly 10 percent retained their job. Adult learners enrolled in ESL classes reported that 22 percent retained their job and about 11 percent became employed. It is inappropriate to assume that the adult

learners' enrollment in an adult school necessarily had a causal affect on the adult learners because there may be other conditions or factors that contributed to these work outcomes.

Charts 17 and 18 describe the reasons that adult learners left a class before its completion (i.e., early exit) for the various instructional programs offered at adult schools in 2001-2002.

Chart 17

Reasons for Early Exit for Students Served by Adult Schools by Instructional Program in 2001-02

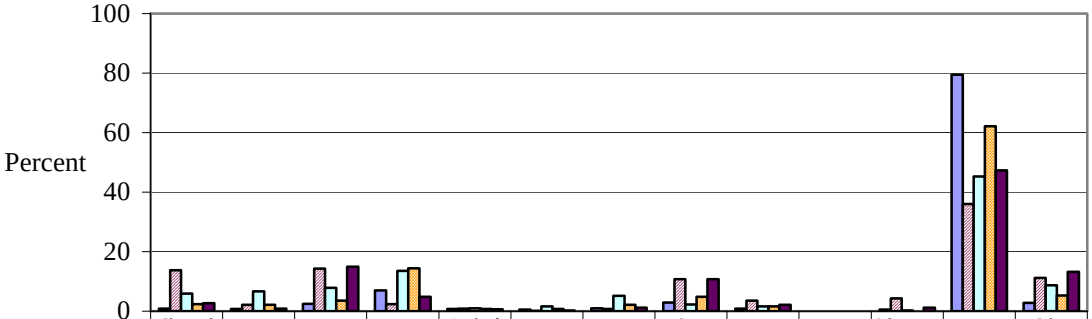


	Changed class or program	Got a job	Moved	Schedule Conflict	Lack of Transportation	Lack of Child Care	Family problems	Own Health problems	Lack of interest	Public Safety	Administratively separated	Unknown reason	Other known reason
E.S.L.	5.3	7.1	5.5	12.2	0.9	1.1	2	1.6	1.4	0	0.2	59.1	3.6
Citizenship	3.1	3.1	3.5	13.9	0.2	2.4	1	1.8	0.2	0	0	61.8	9
ABE	10	4.8	5.8	6.9	0.6	0.8	2.6	2.5	3	0	2	57.1	3.9
High School/G.E.D.	8	2.3	3	6.5	0.6	0.7	2.2	1.1	4.1	0	1.7	65.2	4.3
Short-term Vocational	4.7	5	2.6	6.8	0.7	0.7	2.3	2.7	2.1	0	1	67.5	3.9

Source: Comprehensive Adult Student Assessment (CASAS); ESL N = 129,932; Citizenship N = 510; ABE N = 13,173; HS/GED N = 40,476; Short-term Vocational Education N = 28,260. Note: The results are for students who left before completing their instructional level and those who enrolled but did not attend 12 hours minimally. The reasons were provided by the instructors, classmates, and learners themselves. Only one reason for leaving was selected.

Chart 18

Reasons for Early Exit for Students Served by Adult Schools by Instructional Program in 2001-02



	Changed class or program	Got a job	Moved	Schedule Conflict	Lack of Transportation	Lack of Child Care	Family problems	Own Health problems	Lack of interest	Public Safety	Administratively separated	Unknown reason	Other known reason
Health & Safety	0.9	0.8	2.5	7	0.7	0.5	1	2.9	0.9	0	0.5	79.5	2.8
Disabilities	13.8	2.1	14.3	2.4	0.9	0.1	0.7	10.7	3.5	0	4.3	36	11.2
Parenting	5.9	6.7	7.9	13.6	1	1.6	5.2	2.3	1.6	0	0.2	45.3	8.7
Home Economics	2.4	2.1	3.5	14.4	0.7	0.8	2.2	4.8	1.6	0	0	62.2	5.3
Older Adults	2.7	0.9	14.9	4.8	0.6	0.2	1.2	10.8	2.2	0	1.2	47.3	13.2

Source: Comprehensive Adult Student Assessment (CASAS); Health & Safety N = 1,526; Disabilities N = 4,153; Parenting N = 4,576; Home Economics N = 1,956; Older Adults N = 15,714. Note: The results are for students who left before completing their instructional level and those who enrolled but did not attend 12 hours minimally. The reasons were provided by the instructors, classmates, and learners themselves. Only one reason for leaving was selected.

Charts 17 and 18 report multiple reasons for adult learners' early exit from their classes at adult schools in 2001-2002. The largest "reason" for their early departure is unknown for all instructional programs. This may be due to the fact that in addition to the students themselves, their instructors or classmates provided the reasons reported.

4. CASAS STUDENT ASSESSMENT DATA FOR ADULT SCHOOLS

Data for students enrolled in noncredit programs at the community colleges is limited to demographic information. The MIS does not include any data regarding students' performance or outcomes.

As the state agency responsible for the administration of the federal Workforce Investment Act (WIA), Title II, the California Department of Education (CDE) is required to collect and report accountability data for all providers participating in the federal program as a condition of payment under WIA, Title II. CASAS also collects accountability data for adult schools operated by school districts and county offices of education pursuant to the annual Budget Act (more will be discussed about this in the succeeding chapter of this report).

The federal mandate requires that all adult learners participating in WIA Title II funded programs complete pre- and post-tests during a program year (from June 30 to July 1). From a list of standardized tests approved by the U.S. Department of Education to be used in reporting student level results to the National Reporting System (NRS), California chose CASAS as the only approved testing system that could be used to report the status and progress of all students in WIA Title II programs. Providers respond to the WIA requirement using tests developed by CASAS to determine basic skills in a functional context in the areas of reading, listening, or mathematics. There are some adult learners who take achievement tests in more than one of the three skill areas.[92] It is the combination of the pre- and post-tests that determine learning gains for adult learners, and form one of the criteria for earning "benchmarks" used for future years' federal funding payments.

The federal program requires that all adult learners in adult basic education (ABE), English as a second language (ESL), and the high school/GED programs be administered skills tests, as developed by CASAS on behalf of the CDE.

The state also requires adult schools to collect entry and update information for seven other instructional program areas in addition to the federally mandated instructional areas named above for all students, all programs, and every year.[93] Since the other state funded adult school instructional programs do not receive federal funding to carry out additional testing and they do not necessarily lend themselves to assessing reading, listening, or mathematics skills, they are not emphasized.[94] For example, the literacy and computational skills of reading, listening, or mathematics may not be the focus for instructional programs such as those for older adults, parenting education, adults with disabilities, home economics, etc. Thus, the annual *state report* to the Governor and Legislature focuses on the learning gains made in ABE, ESL, and high school/GED instructional programs.

CASAS reported the percentages of adult learners who had matched pre- and post-test scores in reading, listening, and mathematics in 2001-2002 as:

- Of the 357,552 adult learners who took a reading pre-test, there was a valid matched post-test for 114,909 (or 32.1 percent) within the 12-month reporting period.[95]
- Of the 19,061 adult learners who took a listening pre-test, there was a valid matched post-test for 5,875 (or 30.8 percent) within the 12-month reporting period.
- Of the 17,568 adult learners who took a mathematics pre-test, there was a valid matched post-test for 3,186 (or 18.1 percent) within the 12-month reporting period.

Given the low testing rates of adult learners (a third or less in any of the three skill areas had a matched pre- and post-test), we must be careful to interpret any achievement results with caution. It is important to keep in mind that adults seeking educational opportunities in adult schools enter and exit their classes based on their own motivation to learn and typically have to balance other competing priorities (such as child care, transportation, and obtaining or retaining their jobs).

Using the pre-test scores, CASAS determines the initial score for reading, listening, and mathematics and computes a pre-test mean for all adult learners in adult schools by instructional program (ABE, HS/GED, and ESL and citizenship). Based on the learners matched scores, as discussed above, CASAS computes the average learning gain made in the literacy and computational skills by instructional program. Table 1A, 1B, and 1C provide an overall learning gain for reading, listening, and mathematics by instructional program.

Table 1A

Reading Learning Gains	Pre-test Means for Learners with Paired Scores	Learning Gain Mean	Number of Students with a Valid Post-test
ESL & Citizenship Overall	207.8	9.3	102,985
ABE Overall	219.4	6.4	5,117
HS/GED Overall	230.8	5.5	6,807

Table 1B

Listening Learning Gains	Pre-test Means for Learners with Paired Scores	Learning Gain Mean	Number of Students with a Valid Post-test
ESL and Citizenship Overall	205.4	6.8	5,875

Table 1C

Mathematics Learning Gains	Pre-test Means for Learners with Paired Scores	Learning Gain Mean	Number of Students with a Valid Post-test
ABE Overall	217.5	7.1	925
HS/GED Overall	223.0	5.0	2,261

Using curriculum expertise and state and national guidelines and standards, CASAS formed program levels and developed "skill level descriptors" for adult learners enrolled in ESL and ABE classes. The skill level descriptors explain in general terms what most learners can

accomplish at the CASAS scale score level in a specific skill area. The skill level descriptors provide a translation table for adult students' scaled scores, and show a continuum of skills from beginning through advanced adult secondary. Results from the CASAS reading, mathematics, and listening tests are reported on this common numerical scale. The CASAS scale is divided into five levels, from A (Beginning Literacy) to E (Advanced Secondary), and each of these levels encompasses a range of scores.

The CASAS skill level descriptors for ESL provide descriptions of adults' general life skills and job-related basic skills in reading, listening, oral communication, and writing. As we would expect, due to the lack of English proficiency of students, Table 1A shows a lower pre-test reading score for students in ESL/citizenship classes than students in adult basic or secondary education. According to the CASAS Skill Level Descriptors for ESL, a scaled score between 200 and 210 translates into a "Low Intermediate ESL" skill level and adult learners in this range are expected to have the following skill abilities:

- *For Reading and Writing: Can read and interpret simple material on familiar topics. Able to read and interpret simple directions, schedules, signs, maps, and menus. Can fill out forms requiring basic personal information and write short, simple notes and messages based on familiar situations.*
- *For Listening and Speaking: Can satisfy basic survival needs and very routine social demands. Understands simple learned phrases easily and some new simple phrases containing familiar vocabulary, spoken slowly with frequent repetition.*

The CASAS skill level descriptor for ABE provide descriptions of adults' general life skills and job-related basic skills in reading and mathematics. Table 1A indicates that the pre-test mean score for students enrolled in ABE was 219.4 in reading. According to the CASAS Skill Level Descriptors for ABE, a score between 210 and 220 translates into "Intermediate Basic Skills." According to CASAS, adult learners in this range would be expected to have the following literacy skills:

- *Can handle basic reading, writing and computational tasks related to life roles. Can read and interpret simplified and some authentic materials on familiar topics. Can interpret simple charts, graphs, and labels; interpret a basic payroll stub; follow basic written instructions and diagrams. Can complete a simple order form and do calculations; fill out basic medical information forms and basic job applications; follow basic oral and written instructions and diagrams. Can handle jobs and/or job training that involve following basic oral or written instructions and diagrams if they can be clarified orally.*

Table 1A indicates that the pre-test mean score for students enrolled in HS/GED was 230.8 in reading. According to the CASAS Skill Level Descriptors for ABE, a score between 220 and 235 translates into "Advanced Basic Skills." According to CASAS, adult learners in this range would be expected to have the following literacy skills:

- *Can handle most routine reading, writing, and computational tasks related to their life roles. Can interpret routine charts, graphs, and labels; read and interpret a*

simple handbook for employees; interpret a payroll stub; complete an order form and do calculations; compute tips; reconcile a bank statement; fill out medical information forms and job applications. Can follow multi-step diagrams and written instructions; maintain a family budget; and write a simple accident or incident report. Can handle jobs and job training situations that involve following oral and simple written instructions and diagrams. Persons at the upper end of this score range are able to begin GED preparation.

Another trend that can be discerned from Tables 1A, 1B, and 1C is that the lower the average pre-test score, the more likely to have gained a higher average learning gain. For example, while the ESL/citizenship students had a lower average reading score, they also had a higher average learning gain than the students enrolled in ABE or HS/GED.

To gain a better understanding of how CASAS defines scaled scores, refer to Appendices 2 and 3 for the CASAS Skill Level Descriptors for ESL and ABE. Descriptors of mathematics tasks are included in the ABE Skill Level Descriptors Chart.[96]

5. CASAS STUDENT ACCOUNTABILITY DATA FOR FEDERAL TITLE II PROVIDERS

The Comprehensive Adult Student Assessment System (CASAS) is under contract with the California Department of Education to collect and report enrollment, assessment, and accountability information for adult students benefiting from the use of the federal Title II funds (as discussed previously under funding sources).

Only adult learners who meet qualifying criteria may earn benchmarks. A benchmark is similar to earning "points." The number of benchmarks earned is reported to the California Department of Education and it is used to determine future levels of funding for each provider.[97]

Of the 771,905 adult learners participating in the federal WIA Title II program with valid "entry records," 526,955 (or 68.6 percent) met all of the qualifying criteria for the federal program, including:

- Adult learners must receive at least 12 hours of instruction;
- Adult learners must provide a student "Update Record;"
- Each adult learner has to be at least 16 years of age; and
- The student cannot be concurrently enrolled in high school.

The California Department of Education (CDE) negotiated with the U.S. Department of Education to established student core performance and follow-up goals in the California State Plan for 1999-2003.[98] To address the intent of the federal law (i.e., to serve the least educated and most in need adult learner), CDE extended performance level indicators at the lowest literacy levels and directly linked the extended levels to the NRS program instructional levels. This more accurately measures student progress especially at the lowest

literacy levels. For a better understanding of the CASAS score ranges and the NRS levels, refer to the table in Appendix 4. CDE made federal funding contingent on providers demonstrating improvements (benchmarks) of students' performance in three ways. These are:

(a) A significant gain on a CASAS test. This can be achieved either by:

- A five-point gain or greater from pre-test scores at the 210 level or below; or
- A three-point gain or greater from pre-test scores at the 211 level or above.

(b) The completion of two instructional levels, as determined by CASAS. This means that between a pre- and post-test, a student moved up two CASAS levels; and

(c) The completion of a GED certificate or attainment of a high school diploma.[99]

Adult learners in the three instructional program areas offered under the federal program (i.e., ABE, ASE, and ESL), showed the following performance results:

- Close to a third (32.1 percent) of all qualified adult learners completed an educational functioning level.
- Almost 40 percent of adult learners who had valid paired test data (pre- and post-tests) completed an instructional level and advanced one or more levels.
- Nearly one-third (31.7 percent) of all adult learners who were enrolled in secondary education or who identified high school completion as a goal attained a high school diploma or earned a GED certificate.

Adult learners who were enrolled in the federal WIA Title II program earned a total of 238,150 benchmarks in 2001-2002, with the predominance (nearly 77 percent) of benchmarks earned in ESL instruction.[100] Comparatively, in 2000-2001, adult learners who were enrolled in the federal WIA, Title II programs earned a total of 192,332, with 142,907 (representing 74.3 percent) of those benchmarks earned in ESL.

6. Implementation of Standards for Adult Continuing Education Programs

In 1990, State Superintendent of Public Instruction Honig published a report on the California Education Summit, which contained background papers identifying the gap in skills and knowledge required for adults in the state.[101] One of the goals that emanated from the summit was to decrease adult illiteracy by five percent per year for the ensuing decade, or to reduce the overall illiteracy rate by 50 percent by the year 2000.[102] This goal was echoed the following year when President George Bush, Sr. released his education plan, *America 2000: An Education Strategy*, and specifically included "Goal 5" relating to adult literacy and lifelong learning.[103]

In response to these state and national goals, California focused on implementing a strategic plan for adult education in the early 1990s. One of the initiatives of this strategic plan included the development of model program standards for adult education.

Furthermore, the National Literacy Act, which was the predecessor to the federal WIA Title II, included an assessment provision for the federally funded programs for the first time. At this time, California submitted test scores for a representative sampling of students. The National Literacy Act also allowed the federal funds to be used for professional development activities as well as the development of an ESL Master Plan. The ESL Master Plan assisted all new and existing instructors to obtain a comprehensive understanding of the curriculum. The ESL curriculum was used as the basis for research projects, developing assessment instruments, and embarking on model standards for ESL.

The staff of the Adult Education Office at the California Department of Education jointly worked with staff at the Chancellor's Office of California Community Colleges and published the *English as a Second Language Model Standards for Adult Education Programs* in 1992. Model program standards were subsequently developed for adult basic education, adult secondary education, parent education, adults with disabilities, and older adults. Of these, only the model program standards for adult basic education and adult secondary education were formalized and published in 1996, while the other standards remain in draft form. Model program standards have not been developed for health and safety, home economics, and short-term vocational education programs.

As the model standards for adult education programs were being developed in California, three other initiatives were also underway. For example, the Secretary's Commission on Achieving Necessary Skills (referred to as SCANS, under the auspices of the U.S. Department of Labor) was established in 1990, to examine the demands of the work place and to assess whether the existing and future workforce was capable of meeting those demands.[104] The first report published by the Commission in 1991 identified two kinds of skills required to enter employment: competencies and foundational skills.[105] According to that report, competencies are the necessary skills for success in the work place, such as the ability to handle technology and to deal with workplace systems.[106] Foundational skills and qualities form the core of job performance, and include the ability to read, write, think creatively, and function socially and responsibly.[107]

The second initiative began in 1995, when the National Institute for Literacy (NIFL) embarked on a standards-based reform initiative entitled Equipped for the Future (EFF). This was in response to a report that had been published by the General Accounting Office (GAO), entitled *Adult Education: Measuring Program Results has been Challenging*. This report described the difficulties of evaluating the federally funded adult education programs in the absence of having clearly defined objectives, appropriate student assessments, and accurate data. The GAO report further identified the lack of a coherent vision of the skills and knowledge that adults need in order to be considered literate.[108]

Thus, EFF established a process to develop a set of 16 content standards, which defined what adults needed to know and be able to do for *literacy-based programs* (in the realm of

reading, writing, listening, speaking, and mathematics). EFF identified 16 skills that were needed with a focus on applied learning to support effective performance in the home, community, and workplace as parents and family members, citizens and community members, and workers. The 16 skills were broken out into four general categories: communication skills, decision-making skills, interpersonal skills, and life-long learning skills.[109] In addition to content standards, EFF developed a performance continuum that identifies the level of competency that a student needs to achieve as documented in their learning plan. Each student is expected to achieve at a level for which the class is designed and which corresponds to his or her individual learning plan.

The third initiative began in 1997, when the State Board of Education (SBE) adopted academic content standards in English-Language Arts and Mathematics for students enrolled in Kindergarten through Grade 12. The adoptions of these academic content standards were followed by content standards in History-Social Science, Science, and Visual and Performing Arts. The SBE also adopted performance standards in English-Language Arts, Mathematics, History-Social Science, and Science. In 1999, the State Board of Education also adopted English language development (ELD) standards that were followed by the adoption of ELD performance standards. These have formed the basis for measuring English learners' progress in developing English proficiency in grades K-12 through the California English Language Development Test (CELDT).

In 2000, through the joint effort of staff from the California Department of Education and the Chancellor's Office of California Community Colleges, existing model standards for adult education were revised to include content and performance standards for ESL, ABE, ASE, parenting education, and adults with disabilities. The Adult Education Office in the California Department of Education scheduled the presentation of the standards to the State Board of Education for adoption in June 2003. This action was delayed since the Department staff decided that the standards were to be viewed as a tool for providing guidance for adult schools as opposed to mandating their use.

For their part, the community colleges, like all higher education institutions, have a tradition that it is the role of the academic senate at each community college to make curricular decisions. According to one voice in the noncredit field:

> "Consistent with the mission of the California community colleges to provide mainly academic, vocational, and basic skills education to all adults who can benefit, the local colleges develop curriculum that is responsive to local labor markets, local community needs, and articulated with both credit and noncredit degree and certificate programs. Because a community college education is not compulsory, there is no state curricular mandate. Rather programs are designed to efficiently and effectively meet the educational needs of each individual adult. It is the educational goal of the particular adult that drives their course of study rather than some statewide curricular mandate."[110]

It is for the reasons stated above that the standards may be used solely to provide guidance.

It should be noted that not all community college noncredit program administrators share the same opinion. Some believe that a standard for curriculum would provide more consistency across the state, and that there should be a closer alignment of content standards with standards for performance. Such standards could also form the basis for teacher preparation programs, credentialing or minimum qualifications for faculty, and professional development activities afforded to faculty. Content and performance standards are not required for providers participating in the federal WIA programs.

POLICY ISSUES REGARDING THE EDUCATION OF ADULTS

Assemblymember Liu identified four policy issues to explore in this report, including: an assessment of need for adult education programs, the differences among service providers, the lack of counseling, and funding challenges.

1. AN ASSESSMENT OF NEED FOR EDUCATIONAL PROGRAMS SERVING ADULTS

Any assessment of need for programs serving adults is carried out at the local level. As discussed above regarding funding sources and structure, the state general apportionment for adult schools as well as noncredit programs is based on the previous year's level of attendance (either average daily attendance for adult schools or full-time equivalency status for noncredit programs).[111] Therefore, it could be said that under the current funding system, the "need" is inferred from the prior year's utilization. That is, if an adult school had 100 ADA last year, 100 ADA would be funded in the following year plus funding for growth and COLA to determine the level of current funding. What is lacking is a needs assessment that is based on data other than the prior year's attendance. Thus, the need for the instructional programs offered is not directly related to the state distribution of funding.

There is no requirement that local programs report to the state how they assess the need in their communities in exchange for receiving general apportionment funding.[112] As a result, each community assesses "the need" for their educational programs differently. Furthermore, because of the variety of goals that local programs have as a result of the diverse instructional programs offered, not all instructional programs conform neatly to a quantifiable measure of need.

Within the current *authorized* instructional program areas, we can group these into three categories:

- Literacy-Based Programs (including adult basic education and adult secondary skills, and English as a second language (ESL));
- Workforce Preparation Programs (short-term vocational education or apprenticeship); and
- Other Community Service/Lifelong Learning Programs (programs for older adults, adults with disabilities, parenting education, citizenship classes, etc.).

A. Literacy-Based Instructional Programs

Adult schools and noncredit programs offer instructional programs that are "literacy-based" including the elementary and secondary basic skills and ESL. Adults who may need literacy-based programs include: adults lacking basic skills, adults lacking English-language proficiency, or high school students who need to make up some credits in order to receive their high school diploma or obtain a GED.

Why might they need adult education? Some possible reasons include:

- They were not successful in K-12 education system and did not obtain the necessary literacy-based skills;
- They are immigrants and need to develop English-language proficiency and/or basic skills; or
- They may have a learning disability.

For literacy-based instructional programs, local administrators predominately rely on the use of census-based information as the vehicle to determine their local need. The census data that are relevant to determining the need for literacy-based programs are collected based on the educational attainment of adults. Table 2 identifies the number and percent of adults, aged 25 and older, who have achieved the described educational levels, based on the 2000 Census.

Table 2

Population 25 years and older	Number in California	Percent in California
Less than 9th grade	2,446,324	11.5
9th to 12th grade, no diploma	2,496,419	11.7
High school graduate or GED	4,288,452	20.1
Some college, no degree	4,879,336	22.9
Associate degree	1,518,403	7.1
Bachelor's degree or higher	5,669,966	26.6

Source: U.S. Census Bureau, Census 2000, and Summary File 3. California Total N = 21,298,900.

The data in Table 2 suggest an "aggregate" state need for literacy-based programs, particularly for those adults with less than a high school education. Providers of noncredit and adult schools target their instructional services for those adults who lack elementary and secondary educational basic skills, and according to the table above, more than 20 percent of adults (4,942,743 adults), aged 25 or older would be precisely the adults lacking these basic skills.

The census also collects information regarding the home language. Respondents self report what language is spoken at home, and if it is a language other than English, they must indicate their English-speaking ability. Table 3 displays the home language data for California respondents, aged *18 years and older*, as reported in the Census 2000.

Table 3

Language Spoken at Home in California	Percent
English Only	61.4
Language other than English	34.6
Speak English less than "very well"	12.0
Spanish[113]	24.0
Speak English less than "very well"	8.9
Other Indo-European languages[114]	4.6
Speak English less than "very well"	0.7
Asian and Pacific Island languages[115]	9.1
Speak English less than "very well"	2.4

Source: U.S. Census Bureau, Census 2000, Summary File 3. California "Population 18 years and over" N = 24,650,185.

Table 3 reveals that nearly 35 percent of California's adult population, aged 18 and older, speaks another language other than English at home, and 12 percent of that population speaks English less than "very well" or not at all (2,185,202 adults).

These statewide trends do not necessarily reflect the diversity in California's communities in terms of demographic determinants (i.e., race or ethnicity, age, immigration, country of origin, etc.) or the density of the population. These two factors could significantly alter the local need for providing educational opportunities for adults.[116]

While there is a reliance on the use of the census data, local administrators can only use these data as a *proxy* of the underlying need for local administrators, because these data underestimate the real need for "literacy-based" instructional programs. Census data are not "skill-based." That is, the census does not measure an individual's skills or knowledge. It only identifies the number of individuals who have attained a certain educational level or self-report that their speaking ability in English is less than very well, which is not the same as measuring their literacy skills.

Another limitation of the census data is that they are collected once every 10 years. To address this void of information in the interim years, the U.S. Census Bureau created the American Community Survey (ACS), which began collecting information in 1996 as a way to allow communities to observe changes in their population. The ACS collects and publishes information related to educational attainment, home language and English-language ability (as discussed above) as well as population and housing on an annual basis.

Current data from the ACS includes 800 local areas, including 239 counties, 205 congressional districts, most metropolitan areas of 250,000 population or more, and all 50 states and the District of Columbia. Plans are underway to begin collecting information for every county in the United States by July 2004, and for all areas with 65,000 population or more in three years. Smaller areas with 20,000 population or less will need five years of data to generate a large enough sample size to provide estimates with similar accuracy as the decennial census.[117]

Since 1985, the National Center for Education Statistics (NCES), under the auspices of the U.S. Department of Education, has conducted a national assessment of the English language literacy skills of the nation's adults who are aged 16 and older. California only participated in the 1992 National Adult Literacy Survey (NALS).[118]

The NCES has just completed collecting information for the 2003 National Assessment for Adult Literacy (NAAL). The NAAL defines literacy as the use of printed and written information to function in society, to achieve one's goals, and to develop one's knowledge and potential. The NAAL applies this definition in a broad range of tasks that adults perform in order to function at work, at home and in the community.[119] There are two new features that have been added to the NAAL, to distinguish it from the 1992 NALS, which will improve its ability to measure the literacy levels of the least literate adults. These include the Fluency Addition to NAAL (FAN) and the Adult Literacy Supplemental Assessment (ALSA).[120]

Although California is included in the national sample of NAAL, the state chose not to collect information for a state representative sample due to the state's current budget constraints. While the 1992 data are dated, approximately 25 percent of the respondents in California demonstrated the lowest level of reading, writing, and mathematics.[121]

Nevertheless, it is important to continue efforts to determine the need for literacy-based programs as a supplement to census-based information. For example, many students who have graduated and have been admitted into an institution of higher education do not possess the skills to academically succeed at those institutions. For instance, of the 37,870 first-time freshmen who were regularly admitted into the California State University in the fall of 2002, 37 percent (14,016 freshmen) needed remediation in mathematics and 49 percent (18,575) needed remediation in English. This remediation was required in spite of the fact that for the 37,384 first-time freshmen for whom a grade point average was recorded for the same year, the mean high school GPA was 3.28. In other words, these students possessed more than a "B" grade average and still required academic remediation at the university.[122] It is clear that the high school diploma in itself does not necessarily ensure that basic skills have been acquired.

This was again confirmed with the fifth annual *Reality Check* survey, released in 2003. The survey was a joint project by Public Agenda and *Education Week* and tracked the nation's progress in raising academic standards in the public schools.[123] Since the annual surveys began in 1998, employers and college professors have gradually given public schools more credit in raising academic standards and overall performance, but the students coming out of high schools continue to have difficulty in their writing, grammar, and basic math skills.

According to the fifth annual survey, high percentages of employers who hire young people out of school and college professors who teach freshmen and sophomores said the high school graduates they encounter had just "fair" or "poor" skills in:

- Grammar and spelling (73 percent of employers and 74 percent of college professors);
- The ability to write clearly (73 percent of employers and 75 percent of professors); and
- Basic math (63 percent of employers and 65 percent of professors).[124]

Partly in response to these concerns, the state created the California High School Exit Examination (CAHSEE) as an additional requirement for receiving a high school diploma. Students must pass both the English-language arts and mathematics parts of the CAHSEE in order to receive a high school diploma, and must retake the parts of the examination not previously passed. Thus, the CAHSEE will provide an assurance that high school graduates possess basic skills in English and mathematics. More discussion regarding the CAHSEE is included in this chapter below.

In addition to using census information or special surveys to identify literacy levels of adults, local adult administrators of adult school or noncredit programs may gauge the need for literacy-based programs based on the local dropout rate from high school or attrition rate, as well as receive referrals from the local high school to assist students in completing the required courses for graduation.

Other measures that local administrators may use to determine the demand for literacy-based programs include the number of English learners in the local school district and the percent of students qualifying for free or reduced lunches. Parents of students that are learning English may also have the need to learn English, and poverty indicators (i.e., students qualifying for free or reduced lunches) may also signal a need to provide educational opportunities to parents.

State law requires the establishment of a class based on demand for ESL in *adult schools* for adults, aged 18 or older whose English language proficiency is less than what is required for passing the eighth grade.[125] It may be a result of this state law that 43 percent of enrollment at adult schools in 2001-2002 was in the ESL instructional program, as noted in the preceding section of this report regarding adult student enrollments.

B. Workforce Preparation Instructional Programs

Noncredit and adult education programs also provide workforce preparation programs that are short-term in nature (i.e., less than one year in duration). Targeted clients for these types of programs include: adults who have experienced job displacement due to industry shutdown; adults who want to learn a new skill; adults who want to re-enter the labor market; or employers interested in partnering with adult schools or noncredit programs to offer apprenticeship courses.

Workforce preparation instructional programs offered by noncredit and adult schools use different methods for estimating a community's need for such a program or course. One method used to determine the need for workforce preparation programs, such as the short-

term vocational education instructional program offered by adult schools or noncredit programs, is the use of labor market information data (LMID) to gauge the demand for occupations that are growing or declining within their region's industries. Other methods that may be used to determine the need for short-term vocational programs are through contacts with the local organizations such as workforce investment boards (WIB), economic development councils, employment development department offices, chamber of commerce or business groups, community-based organizations, student requests, or following business reports identified in local newspapers.

State law requires the governing board of an adult school (high school or unified school district) to conduct a job market study using LMID prior to establishing a short-term vocational educational program.[126] State law also requires adult education programs offering a short-term vocational or occupational training program to be reviewed every two years, including evidence for the continued need for the vocational programs offered.[127]

The California Department of Education (CDE) monitors compliance with the requirements through its "Coordinated Compliance Review" (CCR) every four years for each adult education program. The CCR is a process that the CDE utilizes to monitor compliance of the federal funding requirements under Title II of WIA as well as the state funded programs. Without the federal funds to support the monitoring process for the coordinated compliance review, the CDE would not have the resources to carry out this monitoring requirement. All consultant staff in the Adult Education Office and two from the Educational Options Office at the CDE participate in reviewing programs for the Coordinated Compliance Review.[128] All but one of these positions is funded using federal funds. Two recent reviews of the CDE's categorical programs (of which adult education pertains) and the CDE's monitoring of state and federal programs by the Bureau of State Audits found that the CDE is ill equipped to monitor adult education programs.[129]

For the community colleges, the monitoring of programs is carried out by program reviews and accreditation standards. Noncredit programs are part of the overall accreditation process of the college. State law requires local community college governing boards to conduct a job market study of the labor market area in which it proposes to establish a vocational or occupational training program.[130] Many vocational programs offered by community colleges have local advisory committees, which usually consist of educational professionals, employers and unions, community representatives, students, and other appropriate participants. Additionally, there are regional vocational meetings in which representatives (usually occupational deans) of the local community colleges meet to discuss program/industry/business needs, coordination, and curricular issues. State law also requires that each vocational or occupational training program offered by a local community college governing board is reviewed every two years.[131] The Chancellor's Office currently receives state funding for only one consultant to perform this function, which would make it virtually impossible to complete program reviews whether the state requires it or not.

C. Citizenship Instructional Programs

State law requires, in counties where U.S. district courts are located, that the city or county superintendent of schools obtain information regarding the persons petitioning for naturalization or filing an intent to become a citizen of the United States.[132] In these counties, this process may inform local administrators of adult schools of the need for citizenship classes.

At the community colleges, citizenship classes are offered by demand. For example, at the Santa Barbara City College, a "Citizenship Center" was established on site, and more than 5,000 people used the center in 2002-2003.[133]

D. Other Instructional Programs

For other instructional programs offered (such as parenting education, older adults, disabled adults, home economics, and health and safety), the manner in which the need is determined at the local level for these programs is inconsistent. In some communities, administrators serve on a variety of community boards, or a "citizens' advisory council,"[134] to "keep a pulse" of changing needs and interests in their communities, but there is no uniform method for determining the need.

There may be instances at the local level that a class is formed based on demand or because of a waiting list or because of a request from another local agency.

E. Prioritizing the Need for Adults' Educational Services

While current law authorizes the expenditure of state apportionment funds for the 10 instructional program areas for adult schools and nine instructional program areas for noncredit programs offered by the community colleges, that authorization does not *require* local programs to offer them, except in the specified instances described above, such as for ESL or citizenship classes offered by adult schools.

Local administrators balance the perceived demand for courses within their funding constraints as a means to prioritize their class offerings. They also have determined the number of students who are needed in order for the class to be cost-effective. If the number of students drops below a predetermined ratio (of students to instructor), it is likely that the class would be canceled; otherwise the class would be considered a revenue loss.

So, how do we set up priorities based on need? There is no existing method for prioritizing on a statewide basis, in part because local needs vary by community. As discussed earlier, the funding mechanism is formula-driven based on previous year's attendance,[135] whether it be ADA (for adult schools) or FTES (for community colleges). Prior to the passage of Proposition 13 in 1978, local communities generated the majority of their funds for these instructional services based on property taxes, and the assessment of need was determined at the local level. Today, local communities continue to assess their needs. However, now that the state allocates funds from the general apportionment to local communities, there is

increasing tension regarding whether the state should establish *statewide* priorities or continue to allow local communities to assess and prioritize the educational opportunities offered to adults based on local needs.

Furthermore, there is a difference between the need for a particular instructional program estimated on the basis of demographic information, for example, and the corresponding local demand for such a program. For example, the census data may tell us that an area has a large immigrant population with limited English language skills, but only a few people may be enrolled in ESL classes. Local administrators need to balance these realities with their limited budgets. If the demand is more than the existing funding may support, they are not likely to widely advertise their programs. In districts where attendance is over their ADA cap, even though demand for classes may be great and the underlying need may be even greater, the programs are limited by funding constraints.

Moreover, there is an existing tension between the methods for assessing the need using quantitative methods (such as census or surveys) and qualitative approaches (such as responding to the demands of the local community for instructional programs offered for older adults, adults with disabilities, parenting education, etc.). While quantitative measures provide an approximation of need, we need to be reminded of the limitations of such methods.

2. THE DIFFERENCES BETWEEN ADULT SCHOOLS AND NONCREDIT PROGRAMS

This section of the report provides some tables to clearly distinguish the policies and operations of adult schools from those of noncredit programs, which are followed by a discussion of their policy implications.

A. Data Collection and Student Assessment

Table 4 identifies the type of data collected at the state and federal level for noncredit programs and adult schools. Table 4 summarizes the discussion of data in the preceding chapter. Table 4 also provides information regarding the current collection of a unique identifier for noncredit programs and adult schools.

Table 4

	Noncredit Programs	Adult Schools
State Student Data Collected	The Management Information System (MIS) at the Chancellor's Office collected enrollment and limited demographic information for the 105 community colleges providing noncredit programs that received state general apportionment in 2001-2002.	The Comprehensive Adult Student Assessment System (CASAS), under contract with the California Department of Education, collected and reported enrollment, demographic, outcome, and assessment data for 282 school districts receiving general apportionment funds in 2001-2002.[136]
Federal Student Data Collected*	CASAS, under contract with the California Department of Education, collected outcome and student achievement data for the 16 community college districts participating in the federal WIA, Title II program in 2001-2002.	CASAS, under contract with the California Department of Education, collected outcome and student achievement data for 150 school districts participating in the federal WIA, Title II program in 2001-2002.
Unique Identification of Students using a Social Security Number (SSN)	The MIS collects SSNs on a voluntary basis for noncredit students enrolled at the California community colleges.	The CDE collects SSNs on a voluntary basis for adult students enrolled in adult schools.

* The California Department of Education administers the federal Workforce Investment Act, Title II for all providers in California.

The first row of Table 4 points out the differences in "state data" that are collected. As a result, the state is limited in trying to get an overall perspective for the "system" of educational opportunities to adults in California. The only comparison that can be made is regarding the instructional programs offered on a statewide basis as depicted in Chart 4 in the preceding chapter. The MIS of the Chancellor's Office collects data for all community college districts that serve credit and noncredit "combined" students and noncredit "only" students, as specified in the preceding chapter. Whereas, CASAS collected data from 282 school districts offering adult education programs in 2001-2002 even though 358 districts were state funded (as noted in Chapter 2 of the report). It is estimated that if all the state funded adult schools reported enrollments, the 282 school districts would account for over 90 percent of the total enrollment for that year.[137] According to CASAS, the non-reporting adult schools are very small agencies with limited resources, and do not offer comprehensive programs like the community colleges and adult schools that report data can offer. Most of these small agencies are located in the more sparsely populated areas of the state.

In regard to the "federal data" that are collected for providers participating in Title II of WIA, the data requirements are the same for all providers. However, Table 4 notes that in 2001-2002, this amounted to only 16 community college districts (of 70 that serve noncredit students) and 150 school districts (of 358 districts). The small number of participating providers accounts for more than 90 percent of the statewide enrollments in the three instructional programs (i.e., ABE, ESL, and ASE) that were eligible for the federal WIA Title II funding.[138]

Limitations of Current Data Collection Effort for State Funded Programs

Inadequacy of Data. The differences, noted in Table 4, point to the inadequacy of the "state data" that are collected. For example, we are unable to get beyond what instructional programs are offered on a statewide "combined" basis. There is no existing statewide and uniform method (although we do have data for providers participating in the federal WIA Title II program) for *state funded adult schools and noncredit programs* to collect and report demographic characteristics of students, identify what improvements in terms of skills the instructional programs provided for adults seeking literacy-based or workforce preparation (i.e., assessment of skills), or determine what differences those instructional services made in the lives of adults receiving them (i.e., educational, work-related or other "life improvement" types of outcomes for students)? It should be mentioned that for providers of job training programs (such as the short-term vocational education programs) the state Performance-Based Accountability program requires outcome-based data for students who have received more than 12 hours of training.

Short-term View of Data. Another limitation of the "state data" that are currently collected is that they only provide policymakers with a short-term view of outcomes and student achievement (where relevant). That is, the data are reported for a 12-month period. Many adults, seeking the kinds of educational opportunities that are offered by adult schools, noncredit programs or other providers, enter and leave the system throughout the year and perhaps over a period of more than one year. While the instructional programs are currently designed to accommodate these fluctuations and offer an "open door" policy, the 12-month

lens through which the data are currently collected and reported do not provide instructors, program administrators or policymakers with a longitudinal understanding of student outcomes.[139]

In order for the state and local providers to gain a long-term view of outcome and achievement data, it would be important to be able to collect a unique identifier, such as a social security number. In this way, the reported data could be linked to reflect the long-term outcomes of adult education students. According to Table 4 above, both the MIS Office at the Chancellor's Office of California Community Colleges and CASAS collect a social security number (SSN) on a voluntary basis for a small percentage of students currently enrolled.

- The percent of students reporting their SSNs to the Chancellor's Office fluctuates from year to year (e.g., 18.8 percent in 1999-2000; 20.7 percent in 2000-2001; 22.9 percent in 2001-2002; and 26.1 percent in 2002-2003).[140]

- 29.6 percent of the Entry Records in the Adult School Database collected by CASAS for 2001-2002 included a SSN.[141]

Legally, it is difficult to require students to provide their SSNs because of the confidential nature of the SSN. Some adult schools ask their students if they would be willing to sign a "privacy notice," which informs students whether their information will be shared with another agency. Adult schools are only authorized to share data for students who have signed a privacy notice. Some noncredit programs also request that students provide their SSNs, while others do not. This is a decision made at the local level.

As mentioned above, all agencies providing state-funded vocational training programs (including adult schools, noncredit programs, etc.) that meet more than 12 hours per week are required to participate in the state performance-based accountability program. State law authorizes the Performance-Based Accountability system to match the social security number of former participants in the state education and training programs with information in files of state and federal agencies that maintain employment and educational records, and identifies the occupations of those former participants whose social security numbers are found in employment records.[142] For example, if a computer class were offered two hours a day for five days each week, it would not be subject to this requirement. The intent is to follow students, using their SSNs, who participate in job training programs and determine the outcome of their training at a later designated time (six months, one year, and eighteen months following their training).

Unclear Guidance and Lack of Funding for Data Collection Efforts for Adult Schools. Since 1998, the state has required adult schools receiving state funds to collect and report data to the state.[143] While the exact language reappeared in the 1999-2000 Budget Act to require local providers to collect and submit specified data, it has since changed.[144] The 2003 Budget Act now reads:

(f) The Legislature finds the need for good information on the role of local education agencies in providing services to individuals who are eligible for or recipients CalWORKs assistance. This information includes the extent to which local education programs serve public assistance recipients and the impact these services have on the recipients' ability to find jobs and become self-supporting.

(g) The State Department of Education shall develop a data and accountability system to obtain information on education and job training services provided through state-funded adult education programs and regional occupational centers and programs. The system shall collect information on (1) program funding levels and sources; (2) characteristics of participants; and (3) pupil and program outcomes. The department shall work with the Department of Finance and Legislative Analyst in determining the specific data elements of the system and shall meet all information technology reporting requirements of the Department of Finance.

(h) As a condition of receiving funds provided in Schedule (2) of this item or any General Fund appropriation made to the State Department of Education specifically for education and training services to welfare recipient students and those in transition off of welfare, local adult education programs and regional occupational centers and programs shall collect program and participant data as described in this section and as required by the State Department of Education. The State Department of Education shall require that local providers submit to the state aggregate data for the period July 1, 2003, to June 30, 2004, inclusive.[145]

The California Department of Education monitors adult schools' compliance with this requirement, citing state law and the Budget Act.[146]

However, a few policy questions arise:

(a) The language of the data collection requirement is ambiguous. It is unclear whether the mandate for data collection and reporting applied only to districts receiving CalWORKs funding or for all districts regardless of whether they got CalWORKs funding. It is also unclear whether the information must be provided only for CalWORKs recipients or for others receiving different types of public assistance as well. If it applied only to districts receiving CalWORKs funding, the data requirement would not affect districts that did not meet their ADA cap, and would not be eligible to receive the CalWORKs apportionment, nor districts that decided not to receive the CalWORKs funding in spite of their eligibility for the funding.

According to staff at the California Department of Education (CDE), there was a meeting in the Spring of 1997 with staff representing the CDE, the Department of Finance, and the Legislative Analyst's Office. It was decided that the data requirement, pursuant to the Budget Act language specified above, was for all students, all programs, on an annual basis.[147]

(b) Furthermore, it appears that the requirement to establish a data and accountability system for adult education providers receiving general apportionment funding did not

receive any additional funding. Table 4A displays total funding allocated for this budget item for adult schools from 1997-1998 to the current year.[148]

Table 4A

Year in Budget Act	*Total State Appropriation for Adult Schools*
1997-1998	$454,276,000
1998-1999	**$478,428,000**
1999-2000	$508,687,000
2000-2001	$537,611,000
2001-2002	$574,705,000
2002-2003	$582,038,000[149]
2003-2004	$536,850,000[150]

The requirement that adult schools collect and report data appears to have been imposed without any supplemental funding, as shown in Table 4A. The data collection requirement was imposed in 1998-1999 (in bold). The incremental annual increases appear to be attributed to the 2.5 percent statutory growth and COLA.

Quality of Data. The absence of additional funds for the creation and design of a data and accountability system for adult school may have affected the quality of the "state data" collected. Furthermore, the data and accountability system for adult schools, designed by the California Department of Education with input from the Legislative Analyst's Office and the Department of Finance, has never been reviewed by these agencies since its implementation. While many resources are expended at the state and local level, the data reported may be of questionable use to policymakers for policy development purposes as well as for local providers for their instructional programming. The value of the current data collection system may in part be a function of local priorities. There are some districts that actively use their data systems to inform instructional planning as well as to communicate with their communities, administration, and local governing board.

B. California High School Exit Examination (CAHSEE)

Table 5

	Noncredit Programs	**Adult Schools**
Does the requirement to pass the CAHSEE in order to receive a high school diploma apply?	Generally no, except in specified situations.	Yes

Background regarding the CAHSEE

The intent for creating the CAHSEE was to provide an assurance that students graduating from high school possess basic skills that are uniform across the state.[151] Previously, state law required all school districts maintaining grades six through 12 to administer locally

developed basic skills proficiency standards and assessments to all students in order for them to graduate from high school.[152]

There are 19 states that currently require students to pass exit exams in order to earn a high school diploma in 2003. Five more states (including California) are scheduled to add an exit exam requirement by 2008.[153]

The State Board of Education (SBE) adopted the CAHSEE in 2000 as an additional requirement for receiving a high school diploma. Students must pass both the English-language arts and mathematics parts of the CAHSEE, in addition to taking the required number of classes, in order for them to receive a high school diploma. Students must retake the parts of the examination not previously passed.[154]

All tenth graders must be tested according to state law.[155] Although there is no state law that defines a 10th grade student (i.e., how many units of credit have been completed), school districts are advised to use their local definition for making that determination. The first opportunity that students have to take the CAHSEE, under the revised rules for administration, is during the second half of grade 10, and students who do not pass the CAHSEE have up to five additional opportunities to pass as well as one additional opportunity after completing grade 12.

According to the California Department of Education, the English-language arts part of the CAHSEE covers the academic content standards, adopted by the SBE, through grade 10 in reading and writing.[156] The mathematics portion of the CAHSEE covers the state academic content standards, as adopted by the SBE in grades six and seven and includes Algebra I.[157]

In 2001, the State Superintendent of Public Instruction (SPI) recommended a provisional passing score of 60 percent of the items correct for English-language arts and 55 percent for mathematics. The SBE adopted the SPI's recommendation and stated that the provisional passing scores would be reevaluated every two years. At the November 2003 State Board of Education meeting, the SPI recommended maintaining the existing passing scores, which the SBE agreed to and adopted.

Prior to that decision, in July 2003, the SBE voted to postpone the requirement of the CAHSEE as a criterion for receiving a high school diploma for the graduating class of 2004 and to begin with the graduating class of 2006.

This decision was based largely on the independent evaluation conducted of the CAHSEE pursuant to state law.[158] In May 2003, the independent evaluator, the Human Resources Research Organization (HumRRO), submitted a final report to the Governor, Legislature and the State Board of Education. The report indicated that while significant progress had been made, the overall passing rate for the English-language arts portion was about 81 percent, but the mathematics portion lagged behind at 62 percent for the graduating class of 2004.[159] Furthermore, the study found that half of California's high schools had passing rates lower than 50 percent for the mathematics portion. Moreover, 77 percent of schools had very low

passing rates for English learners, and 79 percent had very low passing rates for special education students in mathematics.[160]

The low passing rates identified in the HumRRO report suggest that high school students may be earning high school credits, they may not be mastering the basic skills of English-language arts and mathematics.

How does the CAHSEE affect adult schools?

Adult schools are required to administer the CAHSEE to students enrolled in the high school diploma programs. Adult education students who are scheduled to graduate after June 2005 may take the CAHSEE once during the 2003-2004 school year. However, the requirement for the CAHSEE is not extended to noncredit students in a high school diploma program at community colleges, except under specified circumstances.

According to a legal opinion rendered by the community college general counsel to the Chancellor of the California Community Colleges in February 4, 2003, community college noncredit programs offering a high school diploma are not necessarily subject to the requirement that students must pass the CAHSEE in order to receive a high school diploma. A summary of the analysis provided by the Chancellor's Office of California Community Colleges states:

> We have been asked whether the California high school exit examination ("CAHSEE") must be administered by community colleges that grant high school diplomas.
>
> We have analyzed the CAHSEE requirements that appear in Education Code, sections 60850 ET seq. We have concluded that the requirements address only school districts and related responsibilities of the Superintendent of Public Instruction. Community college districts have separate statutory authority for operating high school diploma programs, and there is no basis for concluding that the CAHSEE requirements are applicable to the programs offered by community college districts.
>
> However, school districts that either jointly issue high school diplomas with community college districts or that issue diplomas based on classes that are, in part, provided by community college districts may be obligated to administer the examination, based on how the relevant statutes and regulations affect them as school districts.[161]

Due to the difference in requirements between adult schools and noncredit programs, adults who have been unsuccessful in passing the CAHSEE in a regular high school program may seek to attain their high school diploma through a noncredit program from a community college. This is problematic, because it may be less difficult for noncredit students to receive a high school diploma without taking the CAHSEE. To date, passage rates for high school students taking the CAHSEE have been low, particularly for certain ethnic groups and English learners as discussed earlier.

It is not clear whether the Legislature intended that community colleges offering high school diploma programs as part of a noncredit program be excluded from the CAHSEE requirement, or if it was an oversight.

Furthermore, it is not clear whether other providers (such as CBOs, the California Conservation Corp, jail providers, and others) that receive federal funding, pursuant to WIA Title II, and provide a high school diploma program are obligated to meet the CAHSEE requirement in order to issue a high school diploma. Private high schools are not required to comply with the CAHSEE requirement.

C. Concurrent Enrollments

Table 6

	Noncredit Programs	Adult Schools
Is the concurrent enrollment of high school students permitted?	The local governing board determines whether minors are qualified for admission.	The local governing board may admit minors to classes for adults, but limits the ADA for concurrent students to a 10 percent enrollment cap and specifies other enrollment criteria.

Noncredit Programs

State law allows community college governing boards to determine whether a minor is qualified for admission to noncredit classes for adults.[162]

Table 6A provides enrollment data for high school students who were concurrently enrolled in credit and noncredit courses "combined" or noncredit "only" courses for the fall of 2002 and Spring of 2003.

Table 6A

High School (H.S.) Students Enrolled in Community College Credit and/or Noncredit Courses

	Fall 2002		Spring 2003	
Noncredit Instructional Category	**H.S. Students Enrolled in both Credit and Noncredit Courses**	**H.S. Students Enrolled in Noncredit Courses Only**	**H.S. Students Enrolled in both Credit and Noncredit Courses**	**H.S. Students Enrolled in Noncredit Courses Only**
ESL	338	331	219	203
Citizenship for Immigrants	2	2	6	5
Elementary & Secondary Basic Skills	4,885	1,886	6,414	2,731
Health & Safety	1,106	823	1,166	763
Persons with Substantial Disabilities	65	54	229	199
Parenting	61	45	46	26
Home Economics	55	39	54	49
Older Adults	360	251	333	225
Short-term Vocational Education	998	449	1,372	758

Source: Chancellor's Office of California Community Colleges.

It should be noted that the enrollment counts in Table 6A are not unduplicated.

As can be seen from Table 6A, the largest number of high school concurrent enrollments in noncredit courses at the community colleges are in the elementary and secondary basic skills, health and safety, and short-term vocational instructional categories.[163] What accounts for the large concurrent enrollment patterns in credit and noncredit "combined" and noncredit "only" courses? A number of factors may be considered:

- Some areas of the state do not have extensive adult education programs offered by adult schools, so the community colleges may be the only alternative for high school students.
- In the area of elementary and secondary basic skills, there may be a need for skill remediation due to the lack of necessary skills. High school students concurrently enrolled in a noncredit program may be unit deficient and use noncredit classes to assist them to graduate from high school. It may also be that the noncredit classes enable high school students to continue taking courses on the credit side of community colleges.
- The possibility that high school students are enrolling in community college noncredit programs leading to a high school diploma or GED to avoid the test requirements that apply to high schools seems unlikely, since the CAHSEE requirement applies to the graduating class of 2006 as discussed earlier.
- In the area of short-term vocational education, high school students may want to acquire better skills so that they might find a higher paying job while continuing their college education.
- At some community colleges, special programs have been established for at risk youth, who are brought to the community college campus to pursue their high school studies concurrently with their college studies. For example, the City College of San Francisco has developed specific outreach programs targeted for high-risk youth. By removing these high school students from their environment where violence, lack of tolerance, and other personal reasons do not allow them to fulfill their potential, and bringing them to the community college campus permits these students to be exposed to opportunities they would not have had otherwise or to complete their studies more expeditiously.

A few formal complaints involving allegations of community colleges improperly claiming state funds for high school students enrolled in *credit* classes, who did not meet the necessary legal requirements, occurred in 2001 and 2002. These allegations prompted an investigative series by the *Orange County Register*, which resulted in a publication series on December 12 and 13, 2002. This series of newspaper reports involved high school students who were concurrently enrolled in physical education classes *for credit* at community colleges.

The Chancellor's Office of California Community Colleges (CCC) and the Department of Finance jointly agreed to a methodology to investigate enrollments of high school students in all community college districts. The purposes for the investigation were: 1) to gain a better understanding of the magnitude of noncompliance with current law; 2) to identify and cease any illegal or improper practices; and 3) to initiate a process for restoring any state funds that

were illegally claimed. On June 6, 2003, the Chancellor's Office of California Community Colleges issued an initial report documenting results of this investigation.[164]

According to the report released by the Chancellor's Office, slightly less than half of the districts statewide had either no violations or minor violations (involving less than 10 FTES) and amounting to $35,000 in total funding. One third of the districts reported having some violations of requirements for claiming state apportionment funds in excess of 10 FTES. For those districts with some reported violations,

- There were 27 districts that revised their apportionment claims for 2001-2002 (total FTES equaled 5,554.19, with an approximate total funding reduction of $1,146,150).
- There were 11 districts that identified unclaimable FTES but did not revise their apportionment claims (total FTES equaling 759 and an approximate total funding reduction of $1,817,800). These districts are working closely with the Fiscal Services staff at the Chancellor's Office to resolve their apportionment claims.
- There were 18 districts that had questionable concurrent enrollments, for which additional analysis will be required to determine whether there were violations of the requirements for claiming state funds (total FTES 4,849 and an approximate maximum funding reduction of $5,343,300).

As part of the overall reporting for the community college system, the initial results of the investigation identified negligible reporting irregularities for noncredit classes or programs.[165]

This matter prompted new legislation, SB 338 (Scott), which was enacted into law in October 2003 by Governor Davis. This state law requires additional criteria for high school students to be included in a district's report of full-time equivalent students (to claim state funds) and authorizes local governing boards to restrict the admissions and enrollment for special full- and part-time students. Moreover, this law requires the Chancellor of the California Community Colleges to submit an annual report to the Legislature, beginning on March 1, 2004. Among the items to be reported is the amount of FTES claimed by each community college district for part-time and full-time high school students taking noncredit classes.[166] This law also requires the Board of Governors of the California Community Colleges to adopt rules and regulations pursuant to the law.

Adult Schools

Since 1977, school boards have had the discretion of admitting minors to classes for adults based on a local governing board's policy pursuant to state law.[167]

In 1992, the Legislature passed and Governor Wilson enacted many restrictions for the concurrent enrollment of high school students in adult schools after it was perceived that some adult education programs had gone beyond the intent of the law.[168] State law specifies the conditions under which high school pupils may concurrently enroll in an adult education class in order to qualify for state funding.[169] For example, high school students must *not* be counted for the state general apportionment for adult education if they are enrolled in classes,

courses, or programs related to: disabled adults, older adults, apprenticeship, home economics, or health and safety instructional areas. State law also identifies additional instructional areas that are not reimbursable from the state general apportionment for adult education including: physical education, driver's training and education; vocal and instrumental music; band; drama; school yearbook preparation or newspaper; athletic or cheerleading camps, student government, or extracurricular student clubs.[170]

State law further stipulates the limitations for adult schools to enroll high school pupils, including:

- Adults have priority for enrollment purposes;
- Enrollment of any high school pupil is voluntary and the pupil must have documentation of a counseling session prior to attending an adult education class or program;
- Adult education programs must not supplant the regular high school curriculum; and
- Enrollment of a high school pupil in an adult education program must be for "sound educational purposes" defined as: the class or program is not offered in the regular high school curriculum; the class is necessary in order to make up deficient credits needed for high school graduation; the short-term vocational adult education course will allow a high school pupil to gain vocational or technical skills beyond what is offered through a regular high school program.[171]

In addition, state law limits the concurrent enrollment cap to 10 percent of the district's total adult school ADA. In other words, no more than 10 percent of the ADA claimed by an adult school may be for high school students who are concurrently enrolled at adult schools.[172] This law also specified how districts that had been claiming ADA in excess of 10 percent were to scale down and conform to the new law over a three-year period.

The "Concurrent Enrollment Audit" Issue

Subsequent to the enactment of the 1992 laws, the California Department of Education (CDE) issued a series of program advisories requiring school districts to recalculate their concurrent enrollment based on revenue limits and ADA generated for the years 1990-1991 and 1991-1992. The CDE, in concurrence with the Department of Finance (DOF), offered conditional waivers for funding to school districts that were willing to adjust their revenue limits and ADA to the years specified. While some districts agreed, others did not, and the latter instead sought legal counsel to question the state's authority in imposing additional requirements that were allegedly beyond the purview of the recently adopted laws.

In 1997, the State Controller's Office (SCO) issued the "Independent Accountant's Reports of the Recalculation of Adult Education Concurrent Average Daily Attendance for the Year Ended June 30, 1992." These reports, commonly referred to as the "adult education audit findings," recalculated the ADA (for either the 1990-1991 or 1991-1992 school years) for 35 school districts reviewed.[173]

In 2002, Assemblymember Chavez proposed Assembly Bill (AB) 259, which would have authorized the Education Audits Appeal Panel to resolve the adult education audit findings. Governor Davis vetoed this legislation in September 2002, and directed the Secretary of Education and the new Superintendent of Public Instruction (SPI) to propose an action plan to address the audit issue.

In November 2002, the CDE indicated that the ADA of the 35 school districts identified in the SCO's reports was to be reduced by a total of $13,687,952 (or 6,102.52 total ADA). The Governor's Mid-Year Spending Reduction Proposals that were released in December 2002 included "recapturing $13.5 million in current year Proposition 98 General Fund for Adult Education to reflect the Department of Education's 6,100 ADA reduction to specific programs to implement audit findings related to Adult Education concurrent enrollment during the early 1990s." Adult education advocates responded by suggesting that it would not be in the Legislature's interest to reduce the funds from adult education general appropriation since the funds were subject to litigation. The Governor's proposal to remove the $13.6 million for adult education was never included in the final 2003 Budget Act.

On December 24, 2002, in response to the Governor's Mid-Year Spending Reduction Proposals, 20 of the 35 implicated adult education providers joined with the California School Boards Association's Education Legal Alliance and filed suit against the existing SPI and the CDE to resist their actions to withhold their adult education ADA allocations.

A subsequent letter from State Superintendent of Public Instruction, dated December 31, 2002, indicated that she was unaware of the Governor's veto message contained in AB 259, and that the directive specifying adjustments to the ADA to the 35 districts would be postponed until the development of the specified action plan.

The Department of Finance and the Office of the Secretary for Education, with input of the CDE, jointly prepared an action plan that was submitted to the affected school districts and their legal representatives in the spring of 2003. The essence of the proposed action plan was that the 35 districts, which were found to be out of compliance according to the SCO's reports, would not have their funding withheld, but rather growth funds would not be allocated until the level of concurrent ADA returned to the level where it should have been if the district's had adhered to the 10 percent cap limit.

According to representatives of the 35 implicated school districts, it is their belief that their concurrent enrollment claims were in accordance with the laws enacted in 1992, and that the CDE program advisories and directives were inappropriately requiring them to retroactively use prior years (1990-1991 and 1991-1992) as the basis for applying the 10 percent concurrent cap.

It is not clear whether the parties involved will reach an agreement based on the proposed action plan, but this outstanding issue has been a barrier for proposing new methods of distributing the general apportionment funds to *all* adult education programs in California, as will be discussed in further detail below under "Funding Challenges."

D. Delineation of Function Agreements

Table 7

	Noncredit Programs	Adult Schools
Is a "delineation of function agreement" required for providing educational opportunities to adults?	Not necessarily.	Yes.

The adoption of the 1960 Master Plan officially inaugurated the California Community Colleges (CCC) as one of the segments of institutions of higher education as discussed earlier. The academic courses offered at community colleges were embraced as allowing postsecondary students to complete the first two years of their undergraduate postsecondary studies as opposed to completing the 13th and 14th grades of secondary school. Community colleges were no longer under the same governance structure as adult schools as they had been since their inception. It therefore became increasingly important to delineate the functions of the noncredit programs offered at the community colleges from those offered at adult schools through school districts and county offices of education as a means to avoid duplication of effort.

SB 765 was enacted in 1972 and directed the State Superintendent of Public Instruction (SPI) and the Office of the Chancellor of the California Community Colleges to "review the classes and programs currently offered by them for adults, ...mutually agree upon the delineation of their respective functions, ...adopt rules or regulations specifying the kinds and types of classes for adults which will be offered by each of them, and shall submit a joint report thereon to the Legislature on or before April 1, 1972, in order that the Legislature may consider at the 1972 Regular Session the entire structure of continuing education."[174]

The following year, SB 94 was enacted, and the essence of this law remains in the Education Code today.[175] SB 94 specified that high school districts and unified districts have the responsibility to provide adult basic education and the high school diploma program. Community college districts may offer these courses or programs in those instances where the responsibility has been mutually agreed upon.[176] Instructional program areas that could be made available by either adult schools or noncredit programs by mutual agreement include vocational and occupational training and retraining and adult continuing education (including parent education, consumer education, civic education, education in special fields, and education in the arts and the humanities). Furthermore, programs for adults involving postsecondary programs that meet the standards established by the Board of Governors are the responsibility of community college districts.[177] This law allows for the transfer of program responsibilities (from adult schools to community colleges or visa versa). This law also established an "Area Adult Continuing Education Coordinating Council" in each area of the state that was served by multiple providers. The Council's main responsibility was to review existing adult education offerings and make recommendations to the respective governing boards to eliminate unnecessary duplication. The Council also recommended the appropriate level of instruction for new offerings.

In 1975, AB 1821 established the Regional Adult Vocational Education Councils that were required to: 1) meet bimonthly, 2) review adult and noncredit courses to eliminate duplication, 3) mutually agree upon their delineation of function; and 4) provide short-term planning reports.

As the demand for providing educational opportunities to adults continued to grow in California, the adult education providers were limited in their ability to respond to the rising demand as a result of several factors. For example, the passage of Proposition 13 and subsequent laws locked adult schools' ability to expand their programs because of their revenue limits and cap on ADA. As a result, there were areas in the state that were chronically unserved or underserved. Also, some adult schools were unwilling to relinquish their responsibility for being the primary provider for adult education in their community. Furthermore, adult schools were prohibited from starting up new programs.

These constraints did not exist for noncredit programs offered by the community colleges. Moreover, the passage of the Donahoe Higher Education Act of 1991, clarified the community colleges' mission with respect to providing adult noncredit offerings. The Legislature specified that there are nine authorized categories for which state general apportionment would be reimbursed that are nearly identical to the authorized categories for adult education programs.

In response to the increased demand for services in some communities in the state, adult schools gave up some of their programs to local noncredit programs as permitted by SB 94. In other communities, the community colleges began expanding their noncredit programs in order to serve the unmet demands of their community without concluding the mutual agreements as specified by SB 94.

The confluence of these factors provided the impetus for the Orange Unified School District et al. to sue the Rancho Santiago Community College District et al. for not abiding by the "responsibilities" outlined in SB 94 and obtaining mutual agreements prior to offering adult noncredit programs. The trial court ruled that mutual agreements were not required in this case. In March 1997, the Court of Appeal agreed with the trial court's ruling for the following reasons: 1) given the expanded mission of the community college pursuant to the Donahoe Higher Education Act, 2) the fact that the Legislature authorized nine instructional programs that were identical to those found for adult schools, and 3) there were no points of disagreement between the State Board of Education and Board of Governors regarding this issue, there was no discretion they were bound to exercise. Therefore, the Appeals' Court ruled that the community colleges were not required to seek and obtain mutual agreements to offer their adult education noncredit programs or to receive apportioned funding for those programs.

This ruling has for all practical purposes absolved the two providers from reaching mutual delineation agreements even though § 8530 et seq. continues in the Education Code. Since both providers currently experience limited capacity to serve the growing demand for adult education programs, this is not considered "an issue" in communities in California. However, should the funding ceiling be lifted, this policy issue could suddenly flare up again.

The policy question becomes, given the evolution of laws governing noncredit and adult education programs, is there an appropriate process for prioritizing services between and among these providers? Should the state determine the appropriate delineation of functions? And if so, how should it be done?

E. Qualifications for Instructors Providing Educational Opportunities to Adults

State law authorizes the noncredit programs and adult schools to teach the same instructional programs, as noted in the first chapter of this report. However, as Table 8 indicates, the qualifications for teaching the identical program areas are not exactly the same.

Table 8

	Noncredit Programs	**Adult Schools**
What are the minimum qualifications for instructors?	In general, the minimum qualifications for noncredit instructors require a bachelor's level degree in the subject area being taught.	Adult school instructors must possess a credential issued by the California Commission on Teacher Credentialing (CCTC), which may include "Designated Subjects Adult Education Teaching Credentials," a "Multiple Subject Teaching Credential," or a "Single Subject Teaching Credential."

Qualifications for Instructors at Noncredit Programs

State law authorizes the Board of Governors of the California Community Colleges, with the consultation of the statewide Academic Senate, to establish and maintain minimum qualifications for all faculty (including credit and noncredit), librarians, counselors, student personnel workers, supervisors, administrators, or chief administrative officers.[178] Every three years, the Board of Governors must review the continued appropriateness of the minimum qualifications and the manner that they are administered.[179]

State regulations specify the minimum qualifications that noncredit instructors must possess in order to instruct one of the nine authorized state funded instructional categories.[180] Generally, noncredit instructors must obtain a bachelor's level degree in the area of instruction. These regulations make no distinction regarding the qualifications for full-time or part-time noncredit instructors.

The minimum qualifications for noncredit instructors are different than the minimum requirements for credit instructors as specified in the state regulations.[181] However, the minimum requirements for both credit and noncredit instructors of apprenticeship programs

are identical, as detailed in the state regulations.[182] A copy of the pertinent sections of the regulations is outlined in Appendix 5.

State law requires the Board of Governors of the California Community Colleges to establish regulations authorizing local governing boards to determine whether an individual to be hired as a community college faculty member or educational administrator possesses "equivalent" qualifications to the minimum qualifications as specified in the regulations.[183] Furthermore, state law specifies that the process employed by the local governing board, including the criteria and standards to reach its determination regarding equivalency qualifications, must be developed and agreed to jointly by representatives of the governing board and the academic senate.[184]

In summary, the state regulations generally require that noncredit faculty have a bachelor's degree in the subject area that they are teaching. However, a local governing board may raise the minimum qualification and require that noncredit instructors have a master's degree. Local community college governing boards may also determine that a potential instructor, who does not have the necessary educational degree, has equivalent qualifications based on the candidate's experience.

Qualifications for Instructors at Adult Schools

The California Commission on Teacher Credentialing (CCTC) establishes the requirements for instructors teaching in adult schools. The CCTC issues "preliminary" or "professional clear" Adult Education Teaching Credentials, which allow the holder to teach the subjects named on the credential in courses that are organized primarily for adults. The holder of such a credential also is permitted to substitute teach for not more than 30 days during a school year. There is a Full-time Adult Credential and a the Part-time Adult Credential that are issued to individuals who meet the specified requirements, and who apply through and are recommended by a Commission-accredited Local Educational Agency (LEA) or by an Employing School District (ESD).

There are different minimum requirements for the Adult Education Teaching Credentials, depending on whether instruction is intended for "Academic Subjects" or a "Non-Academic Category" (i.e., Adults with Disabilities, Health and Safety, Home Economics, Older Adults, Parent Education, or Vocational Education). For example, a bachelor's degree or higher is required for teaching "Academic Subjects" including ESL, Elementary and Secondary Basic Skills, or individual subjects (Foreign Language, English, Fine Arts, Life Science, Mathematics, Physical Science, or Social Sciences). For the "Non-Academic Category," individuals with less experience are required to have more education to compensate. For example, an individual with five or more years of experience is required to have a high school diploma or equivalent, whereas someone with no experience is required to have a bachelor's or higher level degree. For more detail regarding the requirements for the Adult Education Teaching Credentials, refer to Appendix 6.

Other credentials, including the Multiple Subject (MS) and Single Subject (SS) credentials, issued by the CCTC are acceptable for teaching adult learners in school districts or county

offices of education. While the MS and SS credentials are primarily used for teaching in a K-12 setting, they are allowed for adult school instruction.[185]

It should be noted that according to the California Department of Education, the requirements of a "highly qualified" teacher under the federal No Child Left Behind Act of 2001 only apply to public elementary or secondary school teachers who teach a core academic subject. Therefore, the definition for meeting the federal requirement does not apply to adult education instructors.[186]

So how do the above state requirements operate at the local level?

Are there any impediments for an adult education instructor to teach in a noncredit program at a community college or visa versa? If the adult education instructor teaches an *Academic Subject* and possesses an Adult Education Teaching Credential (preliminary or clear professional), he or she will be required to possess a bachelor's degree, which is specified as a minimum qualification for teaching in a noncredit program at the community colleges. However, a noncredit instructor who teaches an Academic Subject with a bachelor's level degree cannot automatically be hired by a school district or county office of education, without receiving an appropriate credential, unless the local governing board hires the instructor with an emergency permit. Unfortunately, the California Department of Education does not collect information regarding the number of adult educators employed with an emergency permit. Therefore, we do not have a gauge at the state level to determine how prevalent this may be. Some school districts have adopted policies that do not allow administrators to hire instructors using an emergency permit, such as Los Angeles Unified School District and the Sacramento City Unified School District.

This credential issue is rooted in a long-standing cultural difference between K-12 and higher education in California. K-12 educators have long believed that a credential showing that a teacher has been trained in the art of teaching is an essential requirement. Higher education faculty have long believed that knowledge of subject matter, as established by an appropriate academic degree, is what is essential.

If an adult school instructor teaches in a *Non-Academic Category* with a qualifying credential, the CCTC does not require that he or she have a bachelor's level degree or higher unless he or she has no experience as explained above. Thus, an adult school instructor with a bachelor's degree or higher would meet minimum qualification for teaching a noncredit program. However, in the absence of possessing a bachelor's degree or higher, the local community college governing board with the advice and agreement of the academic senate would determine whether equivalent qualifications were met on a case by case basis. A noncredit instructor of a Non-Academic Category would still need to have an appropriate credential to teach at an adult school, unless the local school district governing board hired the instructor with an emergency permit.

What is not discussed in the above hypothetical examples is that in some community college districts, the local governing board has raised the minimum qualifications for noncredit instructors to teach so that a master's degree or higher is required.

- For example, at the Rancho Santiago Community College District, all full-time contract instructors are required to have a master's degree and certificates in the appropriate areas.
- At the Santa Barbara City College, the Chancellor's Office created standards for noncredit, which are used for hiring staff. Most areas in noncredit require a master's degree and some require a bachelor's degree with a number of years of experience. The noncredit program administrator has had to ask the local governing board to approve the hiring of faculty with an equivalency qualification, but that is an exception. Of the 450 faculty hired, there are approximately 20 faculty who have been hired with equivalencies.

Since there are no statewide data collected regarding the number of cases in which local considerations are made for determining instructors' qualifications to teach, it is difficult to determine whether these differences are widespread.

There have been a few attempts to establish statewide reciprocity agreements to allow for a uniform method of exchange between noncredit and adult school educators, as a means to provide a "seamless" system between the community colleges and the K-12 school districts. In December 1998, the Joint Board Task Force on Noncredit and Adult Education published a final report entitled *Challenges Opportunities Changes*, which, among other proposals, recommended that a reciprocity mechanism for instructors of noncredit and adult education be established.[187] The same recommendation was among several that were proposed by the working group convened by the Joint Legislative Committee to Develop a Master Plan for Education – Kindergarten through University to address policy issues related to adult continuing education.[188] As a follow-up to the working group's recommendations, SB 823 (Karnette) was introduced in February 2003 and, among other things, proposes to establish reciprocity of instructional credentials, used by the CCTC, and minimum qualifications, used by the community colleges.

Considerations of Other Working Conditions for Faculty

The faculty in noncredit programs and adult schools work predominately on a part-time basis as documented below.

- According to the MIS of the Chancellor's Office of California Community Colleges, the total unduplicated number of noncredit instructors for the reporting period for the Fall 2002 term was 4,453, of which 10.3 percent were "tenured or on a tenure track" (full-time) and 89.7 percent were employed as "academic temporary" (part-time).[189]
- According to the California Department of Education, in the 2002-2003 school year, of the 15,193 employed instructors at adult schools, 18.6 percent were full-time staff and 81.4 percent were part-time staff.[190] In each community, there is some variation.
    - For example, for the fall of 2003 at the Sweetwater Union High School District, there are 209 permanent (tenured) and temporary (part-time) teachers in the district, 55 percent of whom receive benefits. Forty percent of the

instructors are permanent (tenured) with an hourly guarantee of between 19-30 teaching hours per week. Of the remaining 60 percent who are temporary faculty, 25 percent receive benefits. In this district, adult education teachers receive benefits once their weekly assignment is 15 hours or more.[191]

What accounts for the high proportion of part-time faculty? One possible reason is that they are less costly. Part-time faculty generally do not receive benefits and in some cases are paid at a lower hourly rate than full-time faculty. Although statewide data do not exist to confirm this, anecdotal information suggests that many part-time faculty (whether it be at a community college or an adult school) work at more than one district to earn a full-time salary, without earning benefits. It may also be that some part-time staff may like the flexibility to work part-time on an hourly basis to accommodate other interests including other employment, family commitments, or hobbies.

- According to one voice in the community college field, "one of the main causes for the high percentage of hourly instructors is the volatility of the enrollments. Since there is no mandated attendance and no legislation such as AB 1725 mandating that a certain percentage of the faculty be contract, districts have protected themselves from large enrollments swings by using part-time people. Sharp enrollment declines coupled with tenured faculty could lead to major legal and union battles. When Prop. 13 passed, and the Legislature eliminated foreign languages as a state supported area, it took approximately 10 years of court actions before the San Diego Community College District ultimately won the legal battle over dismissing 15 tenured faculty who could only teach foreign languages."[192]

With respect to professional development opportunities available to noncredit faculty or adult educators, these opportunities depend on the priorities set at the local level and/or negotiated collective bargaining agreements. As discussed below, some noncredit faculty units have joined credit units, whereas others are separate or not represented at all. The annual Budget Act used to include a specific appropriation for professional development activities at the community colleges. These funds were then divided among credit and noncredit activities based on local priorities.

In the 1999-2000 legislative session, Assemblymember Ducheny introduced AB 1005, which would have allowed, among other things, school districts offering adult education programs to expend either five thousand dollars or up to two percent of the school districts state general appropriation (whichever would be greater) for up to three staff development days.

Since statewide data are *not* available for other issues relating to instructors' working conditions, it is difficult to determine whether there is a pattern and if such issues are problematic at the local level and should be a concern for the state. Such issues include:

- Union representation of faculty
    - In some community colleges, *all* noncredit faculty (both full-time and part-time faculty) are in the same union as faculty teaching credit classes and are,

therefore, able to negotiate the same terms of employment (i.e., compensation, workload, and other benefits).

- There are other districts where one union represents the full-time noncredit faculty, and another union represents the adjunct (part-time) noncredit faculty, which may or may not be the same union representing the faculty teaching credit classes. This is the case at the North Orange County Community College District, where the California Teacher's Association (CTA) represents the full-time noncredit faculty, whereas the California Federation of Teachers union represents the adjunct noncredit faculty.
- At the San Diego Community College District, both the contract and hourly instructors in the noncredit program have separate and lower pay scales from the credit instructors.
- At the Rancho Santiago Community College District, one union represents all full-time instructors for credit and noncredit as well as credit part-time faculty. Noncredit part-time instructors are represented by the CTA.
- At the Santa Barbara City College, noncredit faculty are not represented by a union, but rather an "Instructor's Association." These faculty negotiate with the college President and always request an inclusion clause. They usually receive the same pay raises as the hourly credit faculty.

  - At some school districts, the adult school instructors are joined in the same union as their K-12 counterparts (i.e., Los Angeles Unified School District), whereas in other districts there may not be union representation for adult educators.

- Compensation of faculty

  - In some community college districts, the compensation of credit and noncredit faculty is the same, whereas in other districts there is a pay differential. Because of the differing circumstances for community college districts and school districts, it is not possible to compare the statewide compensation rates for noncredit instructors and adult educators.

    - In the case of the Los Angeles Community College District (LACCD), full-time faculty is paid the same salary irrespective as to whether they teach credit or noncredit classes or a combination of both. However, the noncredit hourly rate for part-time instructors is lower than the hourly rate for credit instructors, even though the teaching load for noncredit faculty is usually greater than for credit faculty. At the LACCD, the teaching load is usually 15 teaching contact hours for credit faculty compared to 25 hours for noncredit faculty.
    - At the Rancho Santiago Community College District, full-time contract faculty have the same salary schedule, irrespective of whether they teach credit or noncredit. However, the noncredit faculty teaches more hours.

- At the Santa Barbara City College, noncredit teachers are *all* hourly (no full-time permanent faculty). The noncredit hourly faculty salary schedule is 12.5 percent less than for the credit hourly faculty. That was negotiated because the noncredit instructors do not have "office hours" or participate in college committees.
- At the City College of San Francisco, when an instructor becomes full-time, the salaries for credit and noncredit are equal. The reason that noncredit faculty receive a lower part-time hourly rate is because they teach more hours. Otherwise, it would be possible to have noncredit faculty earning more than 100 percent of the salary earned by credit faculty.

- In school districts, there is a pay differential for the compensation of adult educators. According to one perspective from the adult schools, "In adult schools, the high proportion of part-time faculty stems primarily from the low revenue limit rate provided by the state. In most school districts, the adult school receives approximately one half of the amount received by the school district to provide K-12 instruction. Thus, the ability of the adult school to pay its teachers a comparable salary and benefits similar to the K-12 teachers is nullified. There are very few adult schools that can afford to pay their teachers the same hourly rate as their K-12 counterparts. According to a local administrator, "if there are any districts paying the same compensation due to union contracts, the adult school is probably in grave financial difficulty or has ceased to operate."[193]

    - For example, at the Los Angeles Unified School District (LAUSD), the K-12 faculty is paid according to a schedule based on years of experience and degrees earned, staff development, etc. In the adult school, LAUSD has recently instituted a six column scale that increases compensation based on staff development only.

3. Lack of Counseling Support for Adults Seeking Educational Opportunities

Community Colleges

As discussed previously under funding sources and structure, the California community colleges receive noncredit matriculation support funds, which include funding for counseling services in addition to orientation, assessment, and testing. While the noncredit matriculation funds provide support services for six of the nine authorized instructional categories, it is unknown the extent of counseling support for other authorized program categories that are excluded from such funding (such as older adults, health and safety, and home economics).

Some community colleges fully integrate noncredit and credit programs and classes (such as the City College of San Francisco) so that the number of counselors dedicated specifically to noncredit students would be difficult to discern. Other community colleges' noncredit programs and courses are either physically or programmatically separated from credit programs and courses so that the number of counseling staff available to noncredit students is obtainable.

- For example, in the San Diego Community College District (CCD), there are 17 counselors. Nine of these are tenured and are paid using general apportionment funds. These counselors provide services to students in all of the nine authorized areas, although they rarely provide services for students enrolled in the older adults or health and safety classes. San Diego CCD also has eight full-time counselors who are paid using the noncredit matriculation funds. In addition, San Diego CCD has three contract tenured counselors who are paid using special DSPS funds and exclusively serve students with verifiable disabilities. All 20 of the counselors employed by the San Diego CCD work exclusively with the approximately 13,000 FTES noncredit students. This equates to one counselor per 650 FTES.
- At the Santa Barbara City College District, there are 47,000 students, but about 1,000 noncredit students (who generate about 55 FTES) use counseling services. While the district does not formally track counseling services provided, general information is available. There is one full-time counselor who counsels noncredit students about half of the time and CalWORKs recipients the other half, and the position is paid out of the noncredit matriculation budget and the CalWORKs budget. Santa Barbara CCD also employs two full-time advisors who see noncredit students and advise them, as well as one hourly counselor who works two to three hours per week. The approximate counseling services are divided as follows: 50 percent towards elementary and secondary basic skills/GED, 30 percent towards ESL students, 15 percent towards short-term vocational education students, two and a half percent towards parenting education students, and another 2.5 percent towards students enrolled in citizenship classes.

Adult Schools

Turning our attention to adult schools, state law requires the California Department of Education (CDE) to establish standards for guidance and counseling service (among other areas) as the basis of the state supported instructional programs.[194] The American School Counselor Association developed National Standards for School Counseling Programs, which is what the Adult Education Office of CDE recommends for use in adult schools.[195]

State law also requires that prior to enrolling high school students (i.e., concurrent students) in a class designed primarily for adults, they must have a counseling session.[196]

However, there is generally a paucity of available counseling services for adults seeking educational opportunities at adult schools. According to the CDE, there were 191 full-time and 314 part-time "pupil services" staff employed at adult schools statewide in 2002-2003.[197] Counselors are one of seven categories included in "pupil services." The California Basic Educational Data System (CBEDS) Administrative Manual, October 2003, defines "pupil service assignments" in student support services as counselors, psychologists, psychometrists, library media teachers (librarians), social workers, nurses, or other medical professionals.

- According to the Los Angeles Unified School District (LAUSD), the Belmont Community Adult School (CAS) served more than 9,000 students in each trimester in 2002-2003 (for a total number of approximately 27,100 students annually). The Belmont CAS claimed 5,190.35 ADA in that same fiscal year. To provide some context, the Belmont CAS, like other CAS in LAUSD, has multiple branch satellite locations as a way to serve students in their own neighborhoods. The Belmont CAS has 56 branch locations in total. The Belmont CAS uses shared facilities of the district, and sometimes uses the high school facilities to provide educational opportunities to adults.

  Turning our focus on the Belmont CAS counseling support, there were only nine counselors employed (one full-time teacher-counselor and eight part-time teacher advisors) in 2002-2003. At the main campus of the Belmont CAS, there are one full-time teacher counselor and two part-time teacher advisors. There are also two part-time teacher advisors at the "mid-city" campus, who serve approximately 450 students. The counseling support is for all students. While there may be a primary function to attend to the counseling needs of adult students enrolled in adult basic skills, GED, or a high school diploma program, the counseling staff makes presentations to the ESL classes to inform them of possible educational and training options.

  By comparison, the Evans Community Adult School (CAS), also located in LAUSD, there were 23,596 total unduplicated students enrolled with 6,461.74 ADA generated in 2002-2003 at the Evans CAS. To provide some context for the Evans CAS, it is unique in that it has a self-contained facility (not shared facility like the Belmont CAS) and its classes operate from 5:45 a.m. to 11:00 p.m. It should be noted that while the Belmont CAS has more students enrolled than the Evans CAS, the Evans CAS generates more ADA than Belmont CAS.

At the Evans CAS, there were only three full-time adult teacher counselors and 17 part-time advisors. It should be noted that the three full-time counselors mainly serve adult learners in the "academic programs" (including elementary basic skills and adult secondary education), even though some attention is given to the ESL students. Of the 23,596 total students, there were close to 1,800 students enrolled in the academic programs.[198] The 17 part-time advisors serve the 19,528 students enrolled in ESL classes at the Evans CAS. These part-time advisors, who are tenured teachers, primarily work with ESL registration and placement and do not generally provide other counseling services (i.e., assist with discipline issues, etc.).

While LAUSD is the largest school district in terms of adult school enrollment and attendance in the state, these two examples demonstrate the variety and challenges of effectively serving the counseling needs of adults in a large district.

- Another example is from the Sacramento City Unified District, where there is one full-time and one part-time counselor to support adult secondary education students. Last year, the district enrolled 17,225 (corresponding to 5,368 ADA) students within the ten authorized state-funded programs. Of that number, 2,731 students (or 380.70 ADA) were in the high school diploma or GED preparation classes. Other credentialed and non-credentialed employees who are paid at a lesser cost provide support services and case management to other adult learners.

It should also be noted that counselors spend a significant amount of time counseling "potential students," many of whom never actually enroll. This is done on a one-to-one basis and the district is not compensated for the time.

One of the reasons that there is a low ratio of counselors to the number of students served is that, unlike the attendance of students, guidance and counseling support does not generate ADA. Therefore, it is an assumed function within each district's general fund allocation. Furthermore, the low revenue limit rate provided to adult schools by the state hampers the ability of many adult schools to provide counselors to students. When adult schools had access to CalWORKs dollars, more counselors were affordable for adult schools. With the loss of that funding, many adult schools have been forced to reduce their counseling staff.

The low numbers of full-time and part-time counselors compared to the students served suggests that the lack of counseling services is a significant issue for adults seeking educational opportunities, particularly at adult schools. Implications resulting from this lack of counseling support for these adults include:

- There may be some adult students who were not "successful" in a K-12 environment because of a learning disability. Without adequate counseling support, these disabilities may go undetected. This may be especially true for adult students who are English learners.
- Many adult students, particularly those who are learning English, do not have a good understanding of the complex education and training system in which their particular class is embedded. If adult students are solely dependent on receiving "counseling" information from their particular instructor, they may not understand how to advance

educationally or realize that there are other educational or training options that are available to them. In other words, they may not have the tools to navigate the system to fully benefit from it. Thus, they rely on their instructor's interest and knowledge to inform them of their possible options.

4. Funding Challenges for Providing Educational Opportunities to Adults

Chapter 2 of this report discusses the funding sources and structure for noncredit programs and adult education programs. This section of the report examines existing funding challenges with respect to the general apportionment. As discussed earlier in this report, the state general apportionment is the largest single source of funding for noncredit and adult programs. Specifically, this section will focus on: a) how the existing revenue limit and cap on FTES or ADA affect noncredit programs or adult schools, respectively; b) reimbursement rates for noncredit programs and adult schools; and c) what services are included, either implicitly or explicitly, through the principal apportionment process.

A. The Existing Revenue Limit and Cap

Community Colleges Noncredit Programs

The general apportionment funds for noncredit programs form a portion of each community college revenue limit as discussed earlier in this report. Each community college district has a revenue limit and receives an adjustable annual cost of living adjustment (COLA). In 2002-2003, the community colleges received a two percent COLA. The COLA and growth funds are added to the revenue limit as well as program improvement funds, which roll up to recalculate the base revenue for the current limit. The cap is based on growth, which is only one component that comprises the revenue limit. Each district is assigned a growth cap, which is driven by FTES and headcount.

Under the program-based funding model used for the community colleges, each community college district determines its workload, based on four factors, which are considered collectively to determine the local distribution of funding. Noncredit FTES is one of the four drivers that districts consider in distributing the general apportionment at the local level to individual colleges. Individual colleges, in turn, make further decisions regarding allocations based on workload. The program-based funding model has allowed for district flexibility to make adjustments for workload areas that are "over cap" or "under cap." While state law identifies the method for calculating changes in noncredit FTES, such that if decreases in FTES occur, districts are entitled to restore any reductions in apportionment for three years following the initial decrease in noncredit FTES.[199]

Since the revenue limit and cap are determined at a district level, funding for noncredit FTES is not considered in isolation of the other three workload drivers. Depending on the funding priorities established at the local level and the relationship that the adult continuing education administrators and faculty have with their credit counterparts, these factors may in large part

determine the annual level of funding for noncredit. Given this flexibility, one of the benefits for local district administrators is the ability to increase or decrease noncredit course offerings based on how the overall district cap is evolving during the year. However, some local administrators believe that since no funding standards were established during the implementation of the program-based funding process, it has been hard to argue for equity funding and treatment of noncredit students to credit students.[200]

It is not known how the funding per noncredit FTES has been affected by not funding the California Community Colleges (CCCs) according to the constitutional guarantee under Proposition 98. The CCCs are currently receiving 10 percent compared with a negotiated 11 percent share for community colleges, which results in $450 million loss to the system as a whole.[201]

The amount of general apportionment funds available for noncredit programs varies greatly by community college district. Appendix 7 provides detailed information regarding the amount of funding available from fiscal years 1999-2000 through 2002-2003 (P2) for all community college districts in the state.[202] Examining the 10 largest noncredit programs in California, Table 9 identifies the district, the amount of general fund available to the district, the amount of general fund available for noncredit, the corresponding proportion (percent) of funding available for noncredit, and total noncredit FTES that were funded in the 2002-2003 (P2).

Table 9

District	Total Available General Revenue	Available N/C General Revenue	Percent of N/C Share of Total Available Revenue	Non Credit FTES Funded
San Diego	132,461,077	$28,284,787	21.4%	13,381.71
San Francisco	118,717,169	$27,595,343	23.2%	13,055.53
Rancho Santiago	94,815,601	$18,486,143	19.5%	8,745.91
North Orange	111,878,098	$13,799,331	12.3%	6,528.55
Los Angeles	332,674,285	$11,803,416	3.5%	5,584.27
Mt. San Antonio	79,378,593	$9,239,193	11.6%	4,371.12
Sonoma	68,759,659	$7,417,276	10.8%	3,509.16
Glendale	48,386,367	$6,612,278	13.7%	3,128.31
Monterey Peninsula	28,241,279	$5,629,665	19.9%	2,663.43
Santa Barbara	47,146,334	$5,354,590	11.4%	2,533.29
STATEWIDE TOTALS	**$3,940,777,962**	**$201,651,078**	**5.1%**	**95,402.39**

Source: The Chancellor's Office of California Community Colleges, Fiscal Services Office.

The third column of Table 9 indicates the amount of funding available for the noncredit program by the community college district, from the largest amount available to the least for the 10 largest noncredit programs in the state. What is interesting in this table is that while San Diego has more overall funding available to support its noncredit program, the noncredit

program receives a smaller share of the overall district general apportionment (21.4%) compared to the City College of San Francisco (23.2%), as noted in the fourth column from the left. Also notable in Table 9 is that while Monterey Peninsula had $5,629,665 available in 2002-2003 (P2) to support its noncredit program, this amount represents about one-fifth of the entire district's available general apportionment. Since noncredit is one of four factors that districts consider in determining how to distribute the general apportionment at the local level, it is important to consider the proportion of the total available funds that the available noncredit funding represents to get a sense of how the noncredit compares to the other workload drivers.

It should be noted that for the four years of data available, the above listed districts had the most amount of general apportionment available for noncredit on a consistent basis. There was little fluctuation in the proportion of noncredit general apportionment for each of the above listed districts across the four years.

Adult Schools

Every school district has its own base revenue limit that was established for the 1977-1978 fiscal year for adult education, with a statutory authorization for a 2.5 percent growth annually. The growth, in turn, increases each district's cap, and establishes a new base revenue limit each year. In addition, the state budget has allowed for a COLA to be applied to adult education programs. The COLA provided a 3.87 percent increase in 2001-2002, and a two percent increase in 2002-2003. There was no annual growth (2.5 percent) or COLA provided for in 2003-2004, thus the base revenue and cap will be the same next year as it is in the current budget year.

The existing method for allocating the general apportionment to school districts for their adult education programs has worked well for some school districts whose enrollment has tracked with the growth and COLAs that have been applied since their inception. However, that is not the case with the majority of school districts that have either failed to meet their ADA cap or have exceeded their ADA cap. The existing method for allocating the general apportionment does not negatively affect the districts that do not meet their revenue limit. That is, while their unused portion of the general apportionment is returned to the Proposition 98 reversion account, they are not permanently penalized for their reduced enrollment patterns.

The districts that are affected by the existing allocation method of the general apportionment are those that have periodically or persistently experienced enrollment growth in excess of 2.5 percent since the revenue limit was established in 1977-1978.

Table 10 provides three years of information regarding the statewide balance as well as the number of districts or county administered programs that were "above their ADA cap," "below their ADA cap," or "at their ADA cap."

Table 10

Year	Statewide Balance	Number of Districts Over ADA Cap	Amount of ADA Over Cap	Average ADA Amount Over Cap	Number of Districts Under ADA Cap	Amount of ADA Under Cap	Average ADA Amount Under Cap	Number of Districts at Cap	Total Number of Districts
1999-2000	(3,487)	143	9,908	69.29	214	(13,395)	(62.59)	4	361
2000-2001	(8,986)	119	8,947	75.18	237	(17,933)	(75.67)	6	362
2001-2002	4,334	144	14,621	101.53	208	(10,287)	(49.46)	6	358

Source: California Department of Education, Adult Education Office.

Table 10 shows us the great fluctuation in the statewide balance. For the three years of available data, the first two years show overall aggregate under cap ADA, while the third year amounted to an aggregate over cap ADA by districts. This variation is in part due to the expenditure at the Los Angeles Unified School District (LAUSD). In 1999-2000 and 2000-2001, LAUSD reported the largest amount of ADA under cap at (3,247) and (4,676), respectively, whereas in the 2001-2002 fiscal year, LAUSD reported a complete reversal as being the district with the largest amount of ADA over cap at 1,116.[203]

Table 10 also suggests that there are roughly between 20 and 30 districts, taken in aggregate, that have changed in the three reported years that are "over ADA cap" and "under ADA cap."

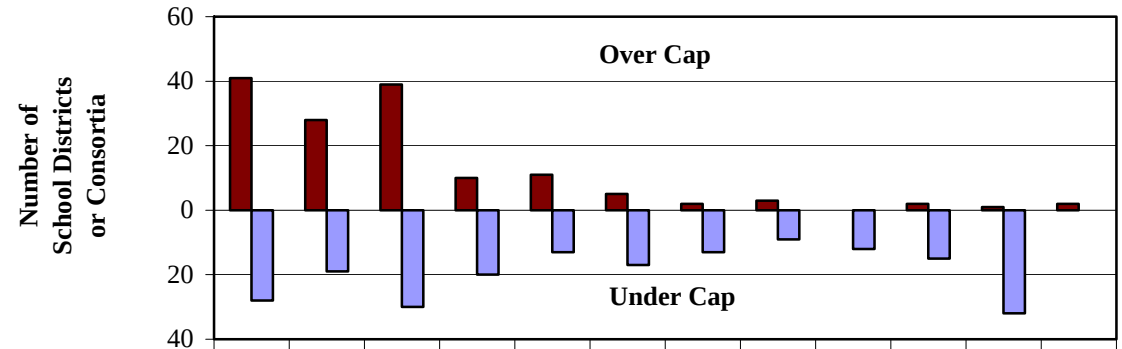
As noted earlier, it is the 144 districts in 2001-2002 fiscal year that are over their ADA cap for which the current allocation method is problematic. It is likely that many or all of the districts that reported over ADA cap in the 2001-2002 fiscal year received CalWORKs apportionment funds for the ADA of CalWORKs recipients that was in excess of the regular cap. To the degree that CalWORKs funding does not cover the additional costs, districts may allow larger class sizes and hire more part-time instructors (who do not earn benefits). Districts that are over their ADA cap may also shift funds from other district sources or absorb the costs. Since the CalWORKs apportionment funding has been significantly reduced since 2001-2002, many adult schools have made reductions to their expenses by eliminating courses, etc.

Table 10 also indicates that for the three years of available data, the state has experienced a savings of more than 10,000 ADA in each of the three years, since unexpended ADA is reverted back to the Proposition 98 reversion account. Funds that are reverted to the Proposition 98 reversion account become available for reappropriation to support any Proposition 98 eligible expenditure (including K-12 education, community colleges, or non-profit child care providers). There is no requirement that the reverted funds must be spent where the "savings" occurred, and the funds could be reallocated in areas that the Legislature considers to be of greater need.

To obtain a better insight of the range that districts reported being over or under cap and the magnitude of the difference between their actual expenditure and their ADA cap, Chart 19 displays the number of districts that reported over or under cap by percent in 2001-2002.

Chart 19

Number of School Districts or County Administered Programs Over or Under Cap by Percent in 2001-02



	0.1-5 %	6-10 %	11-20 %	21-30 %	31-40 %	41-50 %	51-60 %	61-70 %	71-80 %	81-90 %	91-100 %	101 or Above
Districts Over Cap	41	28	39	10	11	5	2	3	0	2	1	2
Districts Under Cap	28	19	30	20	13	17	13	9	12	15	32	0

Percent Over or Under Cap

Source: California Department of Education, Adult Education Office.

Chart 19 shows us that for the 144 districts reporting over cap, the majority of districts were within 20 percent of the difference between their ADA cap and their actual ADA expenditure. To view the data in Chart 19 with some context, it should be noted that LAUSD reported being over cap by 1.7 percent of the difference between their ADA cap and their actual ADA. Given the very large size of the LAUSD adult education program, this 1.7 percent translated to 1,116 ADA, the largest average of any district in the state. This is compared to Sweetwater Union High School District that was the district with the second largest amount of ADA over cap in 2001-2002 (1,044 ADA over cap). Sweetwater Union High School District had an 18 percent difference of their ADA cap and actual ADA expenditure. For more information regarding the districts claiming over and under their ADA cap, refer to Appendix 8.

For the 208 districts that were under their ADA cap in 2001-2002, there is no readily identifiable pattern in Chart 19.

Senator Karnette has twice proposed modifying the existing funding mechanism for adult schools. Beginning in the 1999-2000 legislative session, SB 2078 would have readjusted the funding caps among school districts for adult education allocations. Small districts (with less than 100 adult ADA) could grow up to 30 additional ADA and large districts (with more than

100 ADA) would be limited to a two percent growth. Any remaining growth funds would have been redistributed to large districts, which were below the statewide average adult ADA compared to the ADA for grades 9-12. Only districts that exceeded or met their cap would have been eligible for growth funding. The Governor vetoed SB 2078 citing the existing ability of the State Superintendent of Public Instruction to reallocate unspent adult education funds, after developing criteria to identify the areas in need of expansion on an annual basis. The Governor also expressed concerns regarding the costs associated with the bill, and that any proposal for changing the funding allocations to school districts should be linked to the state's goal of improving student achievement and accountability.

Senator Karnette proposed SB 192 in the 2001-2002 legislative session, which was similar to SB 2078. SB 192 would have altered the current system of allocating growth ADA for adult education programs in school districts that had previously met their cap without changing the number of growth ADA that would have been available statewide for adult education. SB 192 proposed to reallocate the unexpended adult ADA to adult education programs that have met their adult ADA cap on a one-time basis. The content of SB 192 was held in suspense in the Assembly Appropriations Committee.

B. Reimbursement Rates

After the community colleges were formally adopted as an institution of higher education as a result of the 1960 Master Plan, they continued to experience growth in their adult continuing education programs during the period between 1964 and 1972. In part this expansion was due to the higher rate of state support that they received. This gave an incentive for high school districts that still maintained "junior colleges" (as they were referred to then) to reclassify as many adult courses to the junior college as possible to qualify for the higher reimbursement rate. The Legislature expressed concern about these administrative transfers, and in 1966, through the Assembly Concurrent Resolution (ACR) 32, it requested that the State Superintendent of Public Instruction curtail any additional transfers of adult education for the sole purpose of administrative or fiscal benefits.[204]

There have been various attempts to "equalize" the reimbursement rates both between noncredit programs and adult schools and across these programs within the two governing systems. Within the community colleges, "internal" equalization relates to the rate of reimbursement for noncredit FTES compared with credit FTES. Equalization also involves the rate of reimbursement for noncredit FTES compared to adult school ADA or the ADA for K-12 schools ("external equalization").

For their part, the adult schools have not only compared their reimbursement rate with community college noncredit FTES, but also with the reimbursement rate for ADA in K-12 schools.

- For example, in 2002-2003, the Sacramento City Unified School District's revenue limit for K-12 from the general fund was $4,446.82, whereas for adult education it was $2,242.94. For 2003-04, the K-12 general fund lost $58 per ADA, so that the

new revenue limit will be $4,388.82, and since the adult schools did not receive any growth or COLA funds, adult schools will continue to receive $2,242.94.[205]

The first attempt to equalize funding within the community colleges occurred in 1976, when SB 1641 specified that, among other things, noncredit and credit average daily attendance (ADA) was to be reimbursed at the same rate.[206] Thus, there was no differentiation reported for the years immediately following this law, and the statewide community college district average in 1980-1981 was $1,853 per ADA.[207]

In 1983, SB 851 was enacted, and reduced the noncredit ADA reimbursement rate to the adult school ADA rate, which was $1,100.[208] By 1990-1991, with the rate remaining constant and allowing for inflation this figure rose to approximately $1,648 per FTES at the community colleges.[209] However, given the unique funding formulae that drive noncredit programs and adult schools, the attempt to equalize funding between noncredit and adult schools has resulted, over time, in an imbalance. To the degree that these programs offer more or less identical courses, this imbalance may be hard to justify.

Table 11 indicates what the reimbursement rates were for the past five years, and compares the statewide average noncredit FTES rate to the statewide average adult ADA rate.

Table 11

Year	Statewide Average FTES Rate for Noncredit Programs	Statewide Average ADA Rate for Adult Schools
1998-1999	$1,887.99	$2,016.28
1999-2000	$1,914.66	$2,044.17
2000-2001	$1,994.54	$2,109.05
2001-2002	$2,071.95	$2,197.08
2002-2003	$2,113.66	$2,242.12 (For P2; annual will be certified in February 2004)[210]

Source: Chancellor's Office of California Community Colleges, Fiscal Services and the California Department of Education, Fiscal Services Office.

Assemblymember Ducheny attempted to equalize funding for noncredit programs in the 1997-1998 legislative session with AB 2398. This bill would have provided a rate increase for noncredit courses as a means to equalize funding across community college districts, particularly for those districts that were significantly below the statewide average. In addition, the bill intended to increase the apportionment rates to remedy the disparity with the average ADA rate received by adult schools. The Governor vetoed the legislation citing the importance to maintain a two percent reserve in state funds.

In 2001, Assemblymembers Alquist and Diaz introduced AB 253, which was another attempt to equalize the reimbursement rates for adult schools and noncredit programs and make them comparable with funding for K-12 unified school districts. AB 253 would have annually increased the adult education revenue limit per ADA for adult schools, commencing with the 2001-2002 fiscal year, until the adult education revenue limit reached 100 percent of the statewide average base revenue limit for unified school districts. Similarly, AB 253 would have increased the preliminary amount per noncredit FTES, beginning with the 2001-2002 fiscal year, until it reached 100 percent of the statewide average base revenue limit for

unified school districts. This legislation did not proceed because of the associated costs involved.

C. Existing Services Included in the General Apportionment

There is no specific dedication of the general apportionment for salaries, professional development activities, data collection and assessment, infrastructure, coordination activities, or the operation of libraries or learning centers for adult schools offered by school districts or county offices of education or noncredit programs offered at community colleges. At adult schools and noncredit programs, the general apportionment also pays for counseling services.

The program-based funding model that is used by the community colleges is not an expenditure model of funding. Rather, the model determines the revenue needed to operate a district at an appropriate level, based on the five program categories, specified earlier in the report, and standards for expending those funds. Since there are no requirements for such expenditures, local districts have much discretion. The only specified expenditure of funding is for noncredit matriculation support services, which provide counseling, orientation, and assessment services for noncredit classes and programs, as specified earlier in the report.

As a result, it is assumed that these services and activities are considered as part of the general apportionment to support either adult schools or noncredit programs.

POLICY OPTIONS

A number of policy considerations naturally flow from the analysis provided in this report as discussed below.

1. GOVERNANCE

The underlying issue that affects many of the policy issues addressed in the fourth chapter is one of governance. After the 1960 Master Plan for Higher Education was adopted, the community colleges were no longer considered part of secondary schooling. As a result, noncredit courses and programs offered by community colleges have continued to straddle the function of adult continuing education with their secondary school counterparts. Some examples of how this governance structure has manifested itself in communities across the state include:

- In some communities in the state, both noncredit programs and adult schools have co-existed peacefully. This may be due to the relationships developed by program administrators. It may also be attributable to the fact that the need and demand for courses exceed the available supply of course offerings by both providers (e.g., Sweetwater Union High School District and the San Diego Community College District).
- In other communities, the relationships between the two systems' administrators may not be as solid or there may have existed some conflict by competing for a limited number of students (e.g., as was the case in Orange Unified School District and the Rancho Santiago Community College District).
- Yet in other communities across the state, the function of providing adult continuing education has been adopted in its entirety by either the noncredit program of the community colleges (e.g., City College of San Francisco) or by the adult school (e.g., Sacramento City Unified School District).[211]
    - In this last scenario, it may be that in some communities it has been historically the case that one provider served the needs of adults seeking educational opportunities. In other communities, at one point in time, one provider assumed the role of providing certain instructional programs (e.g., Santa Ana College provides adult secondary education (ASE) program for its community, and Santa Barbara City College exclusively provides the ASE program for its community). The effect has been that today one provider offers certain instructional programs to the exclusion of the other provider.

Is the current governance structure optimal for providing educational opportunities to adults in California? There may be many responses to this question, depending if it seems to be "working" according to the relative lens you may be viewing through. According to many local administrators, they would respond that the existing governance paradigm does work for them and they like the way the programs operate now. For others, they might consider a new approach.

What might be the impetus to consider a new approach for some? The response in part involves how noncredit programs and adult schools are funded.

- For example, as discussed in the preceding chapter regarding the "funding challenges," we note that the funding for noncredit programs is considered as one of four workload drivers. As noted in Table 9, of the top 10 funded programs in California, the most that these districts received was 23 percent of the overall district share, whereas the least that these districts received was 3.5 percent of the overall district share in 2002-2003 (P2).[212] There is a great discrepancy at the local level for the amount of funding provided to noncredit programs (see Appendix 6 for detail on each community college district). In part, the funding may reflect the extent to which noncredit programs are valued to carry out the local mission for the system of California community colleges. It may also depend on the relationships within a particular district (chancellor to program administrator) to determine how to prioritize noncredit programs compared with the other three workload drivers.
- Adult schools do not have to compete directly with their K-12 counterparts because they receive their funding as a "categorical" from the general apportionment. While a different circumstance, the funding formula is based on student enrollments for the 1977-1978 year (with adjustments for growth and COLA). This funding scheme has not been revised since that time and does not necessarily reflect the level of service provided or needed in some communities. Furthermore, the rate per adult student ADA is about half of what the rate per ADA is for a K-12 pupil as noted in the preceding chapter.

In short, one could argue that neither noncredit programs nor adult schools fare well within their respective governance system. However, some noncredit programs may benefit from the "institutional" support of being associated with a community college district. This benefit may be realized in community college districts where the noncredit program shares the resources of the district. However, some noncredit programs may be physically separated, and in these circumstances, the benefits may be negligible. The same may be said for adult schools that may receive "institutional" support from their school districts.

Any discussion of governance must consider all of these factors as well as their nuances. Since there is no single approach for delivering services in all communities, the funding must be coupled with whether there is a single provider in a community (e.g., City College of San Francisco or Sacramento City Unified School District), a dual delivery system (e.g., San Diego Community College District and Sweetwater Union High School District), etc. One suggestion could be to place all of the adult continuing education in the system of the California community colleges.[213] The converse could also be proposed: to place all of the adult continuing education under the auspices of school districts and county offices of education. Neither of these recommendations considers all of the nuances as discussed above.

Another option might be to consider establishing a separate governance structure that would encapsulate both noncredit programs and adult schools. Under such a scheme, the combined "noncredit programs and adult schools" would be a more cohesive system to deliver

educational opportunities to adults. Furthermore, by combining noncredit programs and adult school together, they would have a united front to push for their cause. However, this combined governance structure would not have the support of either the community college system or the K-12 system. Isolated from this "institutional" support, the combined "noncredit programs and adult schools" may fare worse in annual budgetary battles. It is plausible to think that support for adult education alone is considerably weaker than support for either K-12 education or for the community colleges. This policy option would require that the Legislature and the Governor feel compelled on an annual basis to fund a separate and combined system for noncredit programs and adult schools. The prioritization for this funding would also be made in the context that the educational opportunities provided to adults are non-compulsory in nature.

If the status quo governance system should prevail, then at a minimum, the state should consider reinstating a joint governing board (with representatives of CDE, the Chancellor's Office, adult schools, and noncredit programs) with the authority to address some of the policy issues raised throughout this report. Furthermore, such a joint governing board would need to prioritize the policy issues, as discussed below.

2. DELINEATION OF FUNCTION AGREEMENTS

As discussed in the previous chapter under the delineation of function agreements, the ruling for the case in Orange Unified School District et al. v. Rancho Santiago Community College District et al. has essentially nullified existing state law,[214] which requires noncredit programs and adult schools to reach mutual delineation of function agreements. Current funding constraints have masked this problem because neither system has the resources to encroach on the other. However, if increased revenue begins to flow into either system, delineation of function agreements between the two systems would increase in importance. One option for approaching this issue would be for the state to consider establishing a process for prioritizing services between noncredit programs and adult schools. Some important questions that should be considered include:

- What, if any, programs would be more appropriate for adult schools to offer and visa versa?
- What criteria should be considered in order to determine the appropriate delineation of functions?

3. CALIFORNIA HIGH SCHOOL EXIT EXAM (CAHSEE)

The previous chapter discussed the disparity between the exit requirements of the various providers that offer high school diplomas to adults. Specifically, adult learners in adult schools must take and pass the CAHSEE to receive a high school diploma beginning with the graduating class of 2006. In contrast, students in noncredit programs, or programs administered by CBOs and other providers issuing a high school diploma are not subject to the same requirement. As a result, students who have previously failed to pass the CAHSEE may turn to a noncredit program to acquire their high school diploma.

The Legislature may wish to review the CAHSEE requirement to determine if the current disparity between adult continuing education systems is consistent with the original intent of the law (that is, to ensure that a student has mastered the basic skills in English and mathematics before they are awarded a high school diploma).

4. Qualifications for Instructors Providing Educational Opportunities to Adults

Two previous state reports regarding adult continuing education have suggested that there exists a disparity between the teaching requirements in noncredit programs at the community colleges and adult schools operated by school districts or county offices of education. These reports indicated that this disparity has caused problems for the systems in recruiting faculty because of the two systems' inability to allow for reciprocity of agreements.

The analysis of the qualifications for instructors providing educational opportunities to adults in California in the preceding chapter identifies that, at least on paper, the state requirements to teach in a noncredit program are similar to the requirements to teach in an adult school. A major distinguishing factor at the state level is that school districts require instructors to have a certified credential issued by the California Commission on Teacher Credentialing. There are some school districts that will hire an instructor with an emergency permit, but as noted in the analysis, not all school districts allow this type of provisional employment.

Furthermore, there is some evidence that in some community college districts, the local minimum qualifications exceed the state requirements. However, a local governing board of the community colleges may hire faculty using an equivalency process, if a candidate who is being considered does not possess the minimum qualifications as determined by the local board. It is not known how many districts have done this.

If the Legislature is concerned that a problem may exist, then the Legislature should commission a study or hold hearings. This process could explore questions such as:

- How common is it that local community college districts require more than the basic regulatory state requirements?
    - If local community college districts have raised their minimum qualifications beyond what the state requires, do they use the equivalency qualification approach to hire candidates that do not meet the formal requirements?
    - Of the number of faculty candidates that have been considered under an equivalency qualification, how many were hired or not?

- How often do school districts hire faculty for adult schools using an emergency permit?
    - How many faculty candidates were not hired because they lacked the necessary credential?

- How many school or community college districts have experienced problems due to the disparity between the teaching requirements in their respective systems?

5. DATA COLLECTION AND REPORTING AND STANDARDS

Chapter three of the report describes the data that are currently collected and reported by noncredit programs and adult schools. In Chapter four, the report discusses some of the limitations of the current effort.

The current data systems used by the two systems are so different as to preclude any useful comparisons of students or programs. The Legislature may wish to review whether the current resources expended on data collection in adult continuing education result in data that are adequate to meet the needs of program administrators and policymakers. If it is not, the Legislature may wish to consider creating and funding a single, uniform system of data collection and reporting to meet these needs. Since the state is currently authorizing that noncredit programs and adult schools provide the same instructional programs to adults, such a data system may be warranted.

If it is determined that a system of collection and reporting of uniform data should be sought, then one suggestion would be to convene a task force of student representatives, faculty, program administrators of both noncredit programs and adult schools as well as policy-oriented persons to examine the need and use for such a data system. A few parameters that might be considered in the development of such a data system include:

- The current state data requirements for adult schools followed the implementation of federal WIA Title II. The federal program requires the collection and reporting of enrollment, achievement, and accountability data for providers receiving federal funds. These data are used as a condition for earning benchmarks for future payments for participating providers in California. Given that the less than 10 percent of the funds used to support adult schools and noncredit programs stem from WIA Title II, it may behoove the state to use the federal system as a model and create a "California-based" system of data and accountability. Such a system should be developed with input from providers that would inform policymakers, local providers, and instructors for their instructional purposes.
- Participation in the federal program also required the establishment of content and performance standards. California is in various stages of development of such standards for some of its instructional programs as noted at the end of the third chapter of the report. Some instructional programs may not lend themselves to measurement (i.e., adults with disabilities and programs for older adults) in part because they are not focused on literacy-based skills, or developing "workforce preparedness." If the state convened a task force to address the issue of data collection and reporting, it might also want to consider how to proceed with the development of content and performance standards. Any discussion of content and performance standards should consider the local autonomy that the academic senate at each community college has to make curricular decisions. The use of such

standards might also be useful for teacher preparation programs as well as the professional development activities afforded to faculty.

- The issue of confidentiality should be addressed as part of any conversation regarding the collection and reporting of data. The current effort in collecting data does not require adult students to provide a social security number (SSN). The benefit of using a SSN or other form of unique identifier is that a program provider may be able to track an individual's progress over time (beyond the current 12 month reporting period). Longitudinal data would provide better outcome data for adult students who enter in and exit the educational system various times before actually progressing.

  One option might be for the state to request a legal opinion regarding this matter from the Office of the Attorney General to determine whether privacy notices are required. Another approach might be to allow the collection of social security numbers, for example, but to require that information about individuals be kept confidential. The social security numbers could be used as unique student identifiers to prepare reports with aggregate data about student enrollment and other characteristics. This approach is used by the Employment Development Department for handling information about wages and employment of individuals.

If a uniform system of data collection and reporting for noncredit and adult schools is not considered as a state priority, at a minimum, the state could consider creating a data dictionary that is the same for noncredit programs and adult schools. A data dictionary could be used for matching data across the systems to compare enrollment, demographic, outcome, and other data.

If such an option is not pursued then the state should at least re-examine the current data and accountability system, which is used for adult schools pursuant to the Budget Act. The data that are currently collected and reported are not widely reviewed to inform policymaking. However, if the system for data were improved, the data could be used to help guide policy decisions such as:

- Should the state impose limitations for prioritizing the kinds of adults that are enrolled in adult continuing education classes? For example, should the state allow adults to enroll in basic skills courses if they possess a postsecondary degree?

- Should there be a state requirement that an adult enrolled in an "older adult" program be of a certain age (i.e., age 55 or older)?

6. FEE-BASED PROGRAMS

The preceding discussion regarding the prioritization of state funded programs offered to adults raises another issue regarding fee-based programs. Should the state funded programs be open and available to all citizens and residents of California? Or would the state consider imposing fees for certain kinds of programs or individuals that might be willing to pay for them as the Legislature suggested in 1933?

The state does not collect any information regarding fee-based programs at noncredit programs or adult schools. Should the state be monitoring these fee-based programs?

7. MONITORING OF STATE FUNDED PROGRAMS

In the preceding chapter this report raises the issue of monitoring of state funded programs generally for both noncredit programs and adult schools. Even though California is financially constrained at the moment, it may be in the state's financial and policy interest to ensure that there is sufficient staff at the Chancellor's Office and the California Department of Education to carry out this function effectively.

One option might be to determine what level of monitoring would be necessary to ensure that local programs are abiding by federal and state laws and regulations.

8. AN ASSESSMENT OF NEED FOR EDUCATIONAL PROGRAMS SERVING ADULTS

As discussed at length in the previous chapter, there are several possible ways for program administrators to assess the need for the instructional program offerings. One common method is using data collected by the U.S. Census Bureau for "literacy-based" instructional programs.

- For example, the Census 2000 data, as shown in Table 2 in Chapter 4, report an aggregate "statewide" need of basic skills education for the nearly five million adults, aged 25 or older, who have less than a high school diploma. Chart 4 in Chapter 3 indicates that community colleges' credit and noncredit "combined" combined with adult schools served 602, 743 students in elementary and secondary skills in 2001-2002 (or about 12 percent as estimated by the census data). Chart 4 in Chapter 3 also indicates that community colleges' noncredit "only" together with adult schools served 366,746 students in elementary and secondary basic skills in 2001-2002 (or seven percent as estimated by the census data).

- Moreover, the Census 2000 data, as indicated in Table 3 in Chapter 4, report an aggregate "statewide" need of ESL for approximately three million adults, aged 18 years and over, who speak another language other than English and who self-reported that their English-speaking ability is less than "very well." Chart 4 in Chapter 3 reports that community colleges' credit and noncredit "combined" coupled with adult schools served 655,033 ESL students in 2001-2002 (or about 22 percent as estimated by the census data). Chart 4 in Chapter 3 also indicates community colleges' noncredit "only" together with adult schools served 652,145 ESL students in 2001-2002 (or 22 percent as estimated by the census data).

While there is a tendency to be drawn to quantitative measures of need (i.e., census data or surveys), there are limitations to these methods as noted in the analysis. Even taking into consideration that census data underestimates the need, the current service delivery falls short of meeting the aggregate statewide need for adult literacy-based programs in the state.

There have been proposals to have the state prioritize the instructional programs offered in the state. This approach to policy making does not take into consideration of the diversity of the communities across California and corresponding differences in need for programs. It should also be mentioned that while there are different methods to assess need, the level of "need" itself may be irrelevant if there is no demand for courses or programs. Local administrators are continuously examining the demand for classes as a gauge for program offerings and are cognizant of the ratio of instructors to adult learners that are needed for a class to be cost-effective. Finally, the existing method of funding is not based on the need or demand of instructional programs, but rather on the previous year's attendance.

The Assembly Select Committee on Adult Education held a hearing in November 2003 regarding the assessment of need for adult continuing education. At face value, there does not appear to be evidence that adults' educational needs are going unmet because local administrators do not conduct an adequate needs assessment. However, the Legislature may decide to conduct a specialized study or hold additional hearings to determine:

- How do program administrators assess their need for each of their instructional programs?
- Is there public input into the process of assessing the need at the local level?
- Are districts able to vary curriculum offerings as need or demand changes? If so, how is this carried out?
- Is there sufficient evidence that important needs are going unmet to warrant additional mandates from the state about needs assessment or increased mandates regarding oversight of this function?

  A state mandate would be more difficult to impose on the community colleges since the program-based funding model is an allocation model (i.e., it determines the revenues that are necessary to operate a district at an appropriate level given the five program categories discussed in Chapter 2) as opposed to an expenditure funding model (i.e., expenses are reported to the state).

9. COUNSELING SUPPORT

It is clear from the analysis in the previous chapter that there is a lack of counseling support available to adults seeking educational opportunities in California, particularly in adult schools. Some policy questions that arise include:

- While the existing revenue limit for adult schools and community colleges assume that guidance and counseling support are provided, how can students be assured to have adequate guidance and counseling services? How is an adequate level of service defined?
- How can the state build in a structure to compensate local administrators for providing guidance and counseling support to their students?

For adult schools, one option might be to consider using a small percentage (i.e., one percent) of a district's existing base revenue limit for providing counseling support not to exceed a predetermined amount. The Legislature may want to consider setting aside a small percentage of a district's adult ADA in certain instructional programs for which counseling services are considered to be critical for adult students' educational progress (i.e., ESL, ABE, ASE, short-term vocational programs, etc.).

Another option is that the Legislature might consider providing an additional appropriation for guidance and counseling support not to exceed a small percentage of the existing adult education appropriation for specified instructional programs (i.e., ESL, ABE, ASE, short-term vocational programs, etc.).

10. FUNDING

Chapter 2 relates to the funding sources and structure of noncredit programs and adult schools. A section of Chapter 4 focuses on the funding challenges to both noncredit programs and adult schools.

By making the information regarding funding sources and their structure available in this report, many local providers that were unaware of all the potential sources of funding, in addition to funds that are specifically dedicated to noncredit programs or adult schools, might consider them as possible sources of revenue.

Noncredit Programs

Since funding standards have not been developed for noncredit programs, there is great flexibility for local community college districts either to fund these programs or not, as noted in Table 9. Also, given the fact that the community colleges have not received their statutory share (11 percent) of Proposition 98 funds, if the community colleges were fully funded, then noncredit programs might benefit from that additional revenue. Because funding for noncredit programs is embedded within the funding structure of community colleges generally (i.e., it is one of four factors to consider in determining a district's revenue limit), it is difficult for the state to seek a statewide funding standard. Anyway, that would go against the culture of local control and how the system of the California community colleges operates.

Adult Schools

Funding for adult schools, as a separate "categorical" has been locked in an antiquated formula, using the 1977-1978 fiscal year as its base. Annual funding for enrollment growth is capped at 2.5 percent for each adult program. Many communities in California have experienced an explosion of growth and have outpaced the existing state funding formula for adult schools. In contrast, other communities have experienced low or no growth in demand, and are not able to provide the current level of service that the existing allocation formula

expects. This creates a growing imbalance between demand for services and the level of resources available to meet that demand among adult education programs.

There have been some attempts in the past to correct this imbalance by allowing a redistribution of funds to school districts whose adult schools are over cap with unspent funds from school districts that do not fully utilize their allocation, but without success. Such a redistribution is cost neutral to the state budget because it uses funds already appropriated for adult education programs. However, it does reduce the amount of unallocated funds that would otherwise revert to the Proposition 98 reversion account. Funds that are reverted to the Proposition 98 reversion account become available for reappropriation to support any Proposition 98 eligible expenditure (including K-12, community colleges, or non-profit child care providers).

There is no requirement that the reverted funds be spent where the "savings" occur, and the funds are routinely reallocated in areas that the Legislature considers to be of greater need, such as the assessment and accountability programs for K-12, the high priority schools, etc. One option would be to allow unspent adult education funds to be used in areas of documented demand. As discussed in the preceding section regarding "assessment of need" it may be that the Legislature could target annual growth funds or unspent funds for use in high demand instructional programs. This option should be tempered with the fact that *adult schools* are required to provide ESL and citizenship classes upon demand, as noted in the analysis regarding the assessment of need.

Another option would be to use the available growth funds for school districts that have met their ADA cap or exceeded it. The difficulty with a cap program, such as adult education, is that even in geographic areas of "high" demand, there is currently no mechanism to accurately assess the actual need for adult education, as discussed earlier. Also, adult schools that are at their cap have no incentive to provide any additional service. Any attempt to address current service inequities among school districts would need to build in flexibility so that areas of the state that are not currently in "high demand" for adult education could accommodate for future demand.

Assemblymember Ducheny proposed a legislative solution along these lines with AB 824 in the 1997-1998 legislative session. AB 824 would have established a 10-member Commission on Adult Education and Noncredit Programs. It was envisioned that a joint commission would advise the Legislature, the Governor, and state agencies regarding program standards, program accountability quality, and the need for coordination of program services. AB 824 proposed that the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges jointly develop a plan to revise the apportionment rates (ADA of adult schools and FTES of noncredit programs) to be based upon budgeting standards. The jointly developed plan would also have established an adult education participation rate for each school district and community college district as a method for determining the relative need for growth allowance. AB 824 envisioned that the relative need for growth allowance would be established by factoring in each district's percentage of the adult education population, projected population growth, and the district's rank on various factors including income, level of education, employment rate, number of

non-English speaking population, and the number of noncitizens. The participation rate would have been established by comparing the district's relative need. In geographic areas where both a school district and a community college district offer adult continuing education, the participation rate would have been based on enrollments in both programs. AB 824 would have expressed the intent of the Legislature to explore the allocation of future adult education growth allowances to districts with the lowest participation rates as a means of reflecting the greatest need for adult education programs. The Governor vetoed AB 824 stating that, among other things, it was not necessary to establish a new commission for the purposes envisioned by the bill.

Any consideration to revise the existing funding formula for adult schools should take into account a broader service perspective offered by others providing educational opportunities to adults (i.e., community colleges, CBOs, and others). There is a great deal of overlap in the service areas by the various providers of adult continuing education. Any attempt to determine the level of service in a community by the various providers would have to address the limitations of assessing the need in the community for *all* instructional programs (i.e., "literacy-based programs" such as adult basic education, adult secondary education, ESL; "workforce preparation programs" such as short-term vocational education, and "community service programs" such as citizenship, programs for older adults, disabled adults, parenting education, home economics and health and safety). One option might be to map (using a geographic information system software) the existing level of services by community. This would give the Legislature and local service providers a better understanding of where and how many services are provided by community (by each school district, community college district, and other providers). Determining the current level of service would not equate with identifying the potential need for service or assist with the difficulty in assessing the need for certain instructional programs (particularly those that rely on qualitative measures and respond to community demand).

It is unclear what role the outstanding audit issue, as discussed under the adult schools concurrent enrollment in the preceding chapter, will play in how the state addresses the existing method of allocating funds to school districts or county offices of education.

As discussed in the first two chapters of this report, state law authorizes adult schools to be reimbursed for apprenticeship classes from the state general apportionment as one of the 10 instructional programs. However, administrators currently use related and supplemental instruction (RSI) funds for this purpose, as noted in Chapter two of this report. The Legislature may want to consider amending Education Code § 41976 accordingly.

Reimbursement Rates

The relatively low statewide average FTES rate for noncredit programs and ADA rate for adult schools has affected a number of areas to support the program operation. These include guidance and counseling support (particularly for adult schools), data collection and reporting, the large proportion of part-time status of faculty and ability to pay for the faculty's salaries/benefits, professional development activities, etc. as noted in the preceding chapter.

The state authorizes adult school and noncredit programs to provide nearly the same service in the form of the nine instructional programs. Yet, the statewide average amount of funds provided to community colleges per FTES is less than what adult schools receive per ADA as seen in Table 11 in the preceding chapter. The state might want to move in the direction of equalizing these amounts. To avoid major disruption to existing programs, it may be advisable to make this adjustment over a period of several years, perhaps by allocating growth funding in a way that moves toward equalization.

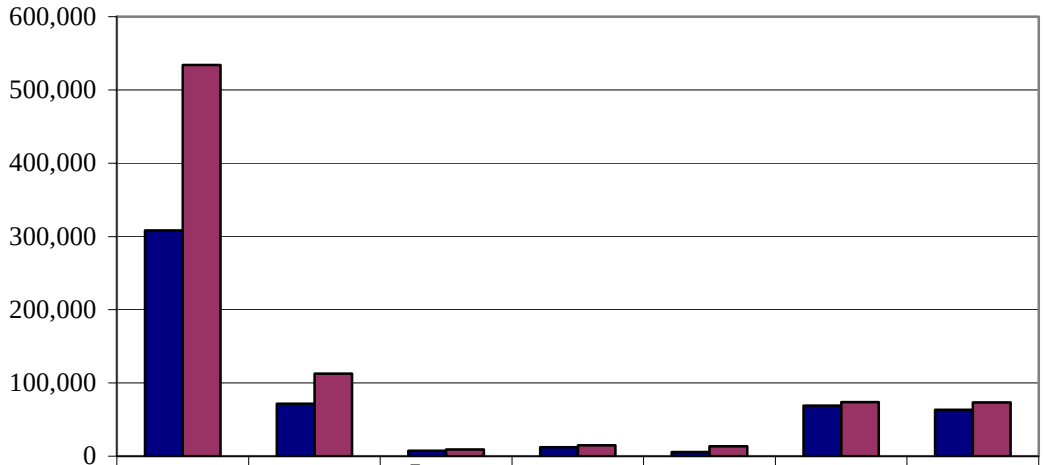
APPENDIX 1

Other Demographic Data

Appendix 1 provides other demographic data collected by the MIS Office at the Chancellor's Office of California Community Colleges regarding noncredit students, and data collected by CASAS regarding adult schools. Chart 20 depicts the number of students (noncredit "only" and credit and noncredit "combined") relative to their citizenship status.

Chart 20

Citizenship Status of Noncredit "Only" and Credit/Noncredit Students Served at the California Community Colleges in 2001-02



	U.S. Citizen	Permanent Resident	Temporary Resident	Refugee/Asylee	Student Visa	Other Status	Unknown
Citizenship Status NC "Only"	307,933	71,678	7,251	12,148	5,830	68,902	63,327
Citizenship Status Credit/NC	534,047	112,769	9,120	14,763	13,713	73,927	73,502

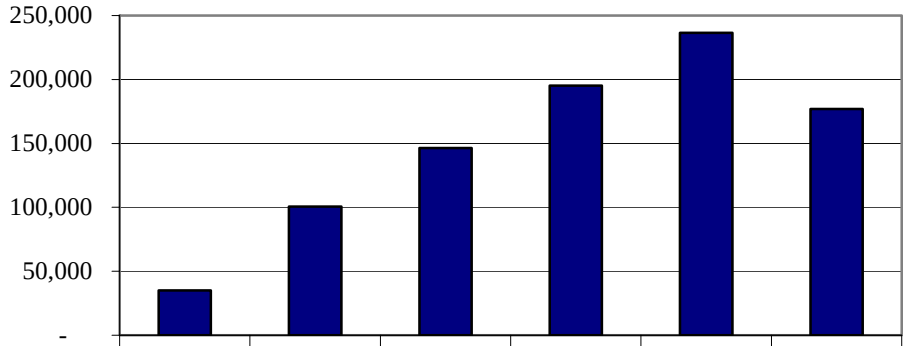
Source: Chancellor's Office of California Community Colleges, MIS. Citizenship Status of Noncredit "Only" Students N = 537,069; Citizenship Status of Credit/NC Students N = 831,841.

As seen in the Chart 20, well over half of students in 2001-2002, whether they were enrolled "only" in noncredit classes or credit students taking at least one noncredit class "combined" at the community colleges, were U.S. citizens. Another 14 percent of students, both noncredit "only" and credit and noncredit "combined" students were permanent residents. CASAS does not collect similar information for adult learners at adult schools.

CASAS collects information regarding the years of schooling for adult learners at adult schools as seen in Chart 21.

Chart 21

Years of Schooling for Students Served by Adult Schools in 2001-02



	<= 3	4-6 Years	7-9 Years	10-11 Years	12 Years	13+ Years
Years of Schooling	35,042	100,630	146,441	195,218	236,528	176,949

Source: Comprehensive Adult Student Assessment (CASAS); N = 890,808.

Chart 21 indicates that slightly more than 30 percent of adult learners for whom data were available had nine or less years of schooling, and slightly over half (54 percent) of the students at adult schools had 11 years or less of schools. This is consistent with the data displayed earlier (in Chart 10) regarding the "highest degree earned of students by adult schools." In that chart, about 53 percent had not received any formal degree (i.e., from high school). The MIS at the Chancellor's Office does not collect similar information for students enrolled in noncredit courses or classes.

APPENDIX 2

CASAS Skill Level Descriptors for ESL

CASAS SKILL LEVEL DESCRIPTORS FOR ESL

Scale Scores	CASAS Level	Descriptors
250	E	**Proficient Skills** SPL 8 Listening/Speaking: Can participate effectively in social and familiar work situations; can understand and participate in practical and social conversations and in technical discussions in own field. Reading/Writing: Can handle most reading and writing tasks related to life roles; can read and interpret most non-simplified materials; can interpret routine charts, graphs, and labels; fill out medical information forms and job applications. Employability: Can meet work demands with confidence, interact with the public, and follow written instructions in work manuals.
245		
240	D	**Adult Secondary** SPL 7 Listening/Speaking: Can function independently in survival and social and work situations; can clarify general meaning and communicate on the telephone on familiar topics. Reading/Writing: Can read and interpret non-simplified materials on everyday subjects; can interpret routine charts, graphs, and labels; fill out medical information forms and job applications; and write an accident or incident report. Employability: Understands routine work-related conversations. Can handle work that involves following oral and simple written instructions and interact with the public. Can perform reading and writing tasks, such as most logs, reports, and forms, with reasonable accuracy to meet work needs.
235		
230	C	**Advanced ESL** SPL 6 Listening/Speaking: Can satisfy most survival needs and social demands. Has some ability to understand and communicate on the telephone on familiar topics. Can participate in conversations on a variety of topics. Reading/Writing: Can read and interpret simplified and some non-simplified materials on familiar topics. Can interpret simple charts, graphs, and labels; interpret a payroll stub; and complete a simple order form; fill out medical information forms and job applications. Can write short personal notes and letters and make simple log entries. Employability: Can handle jobs and job training situations that involve following oral and simple written instructions and multi-step diagrams and limited public contact. Can read a simple employee handbook. Persons at the upper end of this score range are able to begin GED preparation.
225		
220	B	**High Intermediate ESL** SPL 5 Listening/Speaking: Can satisfy basic survival needs and limited social demands; can follow oral directions in familiar contexts. Has limited ability to understand on the telephone. Understands learned phrases easily and new phrases containing familiar vocabulary. Reading/Writing: Can read and interpret simplified and some authentic material on familiar subjects. Can write messages or notes related to basic needs. Can fill out basic medical forms and job applications. Employability: Can handle jobs and/or training that involve following basic oral and written instructions and diagrams if they can be clarified orally.
215		
210		**Low Intermediate ESL** SPL 4 Listening/Speaking: Can satisfy basic survival needs and very routine social demands. Understands simple learned phrases easily and some new simple phrases containing familiar vocabulary, spoken slowly with frequent repetition. Reading/Writing: Can read and interpret simple material on familiar topics. Able to read and interpret simple directions, schedules, signs, maps, and menus. Can fill out forms requiring basic personal information and write short, simple notes and messages based on familiar situations. Employability: Can handle entry-level jobs that involve some simple oral and written communication but in which tasks can also be demonstrated and/or clarified orally.
205		
200	A	**High Beginning ESL** SPL 3 Listening/Speaking: Functions with some difficulty in situations related to immediate needs; may have some simple oral communication abilities using basic learned phrases and sentences. Reading/Writing: Reads and writes letters and numbers and a limited number of basic sight words and simple phrases related to immediate needs. Can write basic personal information on simplified forms. Employability: Can handle routine entry-level jobs that involve only the most basic oral or written communication in English and in which all tasks can be demonstrated.
190		**Low Beginning ESL** SPL 2 Listening/Speaking: Functions in a very limited way in situations related to immediate needs; asks and responds to basic learned phrases spoken slowly and repeated often. Reading/Writing: Recognizes and writes letters and numbers and reads and understands common sight words. Can write own name and address. Employability: Can handle only routine entry-level jobs that do not require oral or written communication in English and in which all tasks are easily demonstrated.
180		**Beginning Literacy/Pre-Beginning ESL** SPL 0-1 Listening/Speaking: Functions minimally, if at all, in English. Communicates only through gestures and a few isolated words. Reading/Writing: May not be literate in any language. Employability: Can handle very routine entry-level jobs that do not require oral or written communication in English and in which all tasks are easily demonstrated. Employment choices would be extremely limited.
150		

Note: This chart provides general skill descriptors by level. Level descriptors for reading, math and listening correspond to scale scores on tests in those specific skill areas.

APPENDIX 3

CASAS Skill Level Descriptors for ABE

CASAS SKILL LEVEL DESCRIPTORS FOR ABE

Scale Scores	CASAS Level	Descriptors
250	E	**Advanced Adult Secondary** With some assistance, persons at this level are able to interpret technical information, more complex manuals, and material safety data sheets (MSDS). Can comprehend some college textbooks and apprenticeship manuals.
245		
240	D	**Adult Secondary** Can read and follow multi-step directions; read and interpret common legal forms and manuals; use math in business, such as calculating discounts; create and use tables and graphs; communicate personal opinion in written form; write an accident or incident report. Can integrate information from multiple texts, charts, and graphs as well as evaluate and organize information. Can perform tasks that involve oral and written instructions in both familiar and unfamiliar situations.
235		
230	C	**Advanced Basic Skills** Can handle most routine reading, writing, and computational tasks related to their life roles. Can interpret routine charts, graphs, and labels; read and interpret a simple handbook for employees; interpret a payroll stub; complete an order form and do calculations; compute tips; reconcile a bank statement; fill out medical information forms and job applications. Can follow multi-step diagrams and written instructions; maintain a family budget; and write a simple accident or incident report. Can handle jobs and job training situations that involve following oral and simple written instructions and diagrams. Persons at the upper end of this score range are able to begin GED preparation.
225		
220	B	**Intermediate Basic Skills** Can handle basic reading, writing, and computational tasks related to life roles. Can read and interpret simplified and some authentic materials on familiar topics. Can interpret simple charts, graphs, and labels; interpret a basic payroll stub; follow basic written instructions and diagrams. Can complete a simple order form and do calculations; fill out basic medical information forms and basic job applications; follow basic oral and written instructions and diagrams. Can handle jobs and/or job training that involve following basic oral or written instructions and diagrams if they can be clarified orally.
215		
210		**Beginning Basic Skills** Can fill out simple forms requiring basic personal information, write a simple list or telephone message, calculate a single simple operation when numbers are given, and make simple change. Can read and interpret simple sentences on familiar topics. Can read and interpret simple directions, signs, maps, and simple menus. Can handle entry level jobs that involve some simple written communication.
205		
200	A	**Beginning Literacy/Pre-Beginning** Very limited ability to read or write. Persons at the upper end of this score range can read and write numbers and letters and simple words and phrases related to immediate needs. Can provide very basic personal identification in written form such as on job applications. Can handle routine entry level jobs that require only basic written communication.
190		
180		
150		

Note: This chart provides general skill descriptors by level. Level descriptors for reading, math and listening correspond to scale scores on tests in those specific skill areas.

APPENDIX 4

A Comparison of CASAS and National Reporting System

CASAS and NRS Levels

Basic Skills Learners			For California Only		
National Reporting System (NRS) Level Names for Basic Skills (Adult Basic Education - ABE)	**CASAS Score Ranges for NRS Levels**	**CASAS Level Names for Basic Skills (Adult Basic Education)**	**Two Level Advancement Benchmark**		**Significant Gain Benchmark**
			Pretest Score within this range	**Requires this post-test score or above to achieve a two level gain benchmark**	**Requires this learning gain or above to achieve a significant gain benchmark**
Beginning Adult Basic Education Literacy	200 and below	Beginning Literacy/Pre-Beginning	180 and below	191 or above	5 or more points (3 or more points for learners using POWER tests)
			181-19	201 or above	
			191-200	211 or above	
Beginning Basic Education	201-210	Beginning Basic Skills	201-210	221 or above	
Low Intermediate Basic Education	211-220	Intermediate Basic Skills	221-220	236 or above	3 or more points
High Intermediate Basic Education	221-235	Advanced Basic Skills	221-235	246 or above	
Low Adult Secondary Education	236-245	Adult Secondary	236-245	N/A	N/A
High Adult Secondary Education	246 and above	Advanced Adult Secondary	246 and above		

ESL Learners			For California Only		
National Reporting System (NRS) Level Names for English as a Second Language (ESL)	**CASAS Score Ranges for NRS Levels**	**CASAS Level Names for ESL**	**Two Level Advancement Benchmark**		**Significant Gain Benchmark**
			Pretest Score within this range	**Requires this post-test score or above to achieve a two level gain benchmark**	**Requires this learning gain or above to achieve a significant gain benchmark**
Beginning ESL Literacy	180 and below	Beginning Literacy/Pre-Beginning ESL	180 and below	191 or above	5 or more points
Beginning ESL	181- 200	Low Beginning ESL	181-190	201 or above	
		High Beginning ESL	191- 200	211 or above	
Low Intermediate ESL	201 – 210	Low Intermediate ESL	201 – 210	221 or above	
High Intermediate ESL	211 – 220	High Intermediate ESL	211 – 220	236 or above	3 or more points
Low Advanced ESL	221 – 235	Advanced ESL	221 – 235	246 or above	
High Advanced ESL	236 – 245	Proficient (exit program)	236 – 245	N/A	N/A

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APPENDIX 5

California Code of Regulations. Title 5.
Education Division 6. California Community Colleges Chapter 4.
Employees Subchapter 4.
Minimum Qualifications Article 1. Scope and Definitions

§ 53412. Minimum Qualifications for Instructors of Noncredit Courses

Except as provided elsewhere in this article, the minimum qualifications for service as a faculty member teaching a noncredit course shall be the same as the minimum qualifications for credit instruction in the appropriate discipline, or as follows:

For an interdisciplinary noncredit basic skills course, a bachelor's in any social science, humanities, mathematics, or natural science discipline or in liberal studies, as appropriate for the course.

For a noncredit basic skills course in mathematics, a bachelor's in mathematics.

For a noncredit basic skills course in teaching and/or writing, either: a bachelor's degree in English, literature, comparative literature, composition, linguistics, speech, creative writing, or journalism; or a bachelor's degree in any discipline and twelve semester units of coursework in teaching reading.

For a noncredit course in citizenship, a bachelor's degree in any discipline, and six semester units in American history and institutions.

For a noncredit course in English as a second language (ESL), any one of the following:

A bachelor's degree in teaching English as a second language, or teaching English to speakers of other languages.

A bachelor's degree in education, English, linguistics, applied linguistics, any foreign language, composition, bilingual/bicultural studies, reading, or speech; and a certificate in teaching English as a second language, which may be completed concurrently during the first two years of employment as a noncredit instructor.

A bachelor's degree with any of the majors specified in subparagraph (2) above; and one year of experience teaching ESL in an accredited institution; and a certificate in teaching English as a second language, which may be completed concurrently during the first two years of employment as a noncredit instructor.

Possession of a full-time, clear California Designated Subjects Adult Education Teaching Credential authorizing instruction in ESL.

For a noncredit course in health and safety, a bachelor's degree in health science, health education, biology, nursing, dietetics, nutrition; or an associated degree in any of those subjects, and four years of professional experience related to the subject of the course taught.

For a noncredit course in home economics, a bachelor's degree in home economics, life management, family and consumer studies, dietetics, food management, interior design, or clothing and textiles; or an associated degree in any of those subjects, and four years of professional experience related to the subject of the course taught.

For a noncredit course intended for older adults, either pattern (1) or (2) following:

(1) A bachelor's degree with a major related to the subject of the course taught; and either (A) or (B) below:

(A) Thirty hours or two semester units of course work or class work in understanding the needs of the older adult, taken at an accredited institution of higher education or approved by the district. This requirement may be completed concurrently during the first year of employment as a noncredit instructor.

One year of professional experience working with older adults.

(2) An associate degree with a major related to the subject of the course taught; and two years of occupational experience related to the subject of the course taught; and sixty hours or four semester units of coursework or class work in understanding the needs of the older adult, taken at an accredited institution of higher education or approved by the district. This last requirement may be completed concurrently during the first year of employment as a noncredit instructor.

(i) For a noncredit course in parent education, a bachelor's degree in child development, early childhood education, human development, family and consumer studies with a specialization in child development or early childhood education, educational psychology with a specialization in child development, elementary education, psychology, or family life studies; and two years of professional experience in early childhood programs or parenting education.

(j) For a short-term noncredit vocational course, any one of the following:

(1) A bachelor's degree; and two years of occupational experience related to the subject of the course taught.

(2) An associate degree; and two years of occupational experience related to the subject of the course taught.

(3) Possession of a full-time, clear California Designated Subjects Adult Education Teaching Credential authorizing instruction in the subject matter.

(4) For courses in an occupation for which the district offers or has offered apprenticeship instruction, the minimum qualifications for noncredit apprenticeship instructors in that occupation, as specified in Section 54313.

§ 54313. Minimum Qualifications for Apprenticeship Instructors.

(a) Until July 1, 1995, the minimum qualifications for service as a community college faculty member teaching credit or noncredit apprenticeship courses shall be satisfied by meeting both of the following requirements:

(1) Six years of occupational experience in an apprenticeable trade, including at least two years at the journeyman level; and

(2) Sixty clock hours or four semesters units of instruction in materials, methods, and evaluation of instruction. This requirement may be satisfied concurrently during the first year of employment as an apprenticeship instructor.

(b) On or after July 1, 1995, the minimum qualifications for service as a community college faculty member teaching credit apprenticeship courses shall be satisfied by meeting one of the following two requirements:

(1) Possession of an associate degree, plus fours years of occupational experience in the subject matter area to be taught; or

(2) Six years of occupational experience, a journeyman's certificate in the subject matter area to be taught, and completion of at least eighteen (18) semester units of degree applicable college level course work, in addition to apprenticeship credits.

(c) On or after July 1, 1995, the minimum qualifications for service as a community college faculty member teaching noncredit apprenticeship courses shall be either one of the following:

(1) The minimum qualifications for credit apprenticeship instruction as set forth in this section, or

(2) A high school diploma; and six years of occupational experience in the occupation to be taught, including at least two years at the journeyman level; and sixty clock hours or four semester units in materials, methods, and evaluation of instruction. This last requirement may be satisfied concurrently during the first year of employment as an apprenticeship instructor.

APPENDIX 6

California Commission on Teacher Credentialing—Adult Education Credentials

State Of California
California Commission On Teacher Credentialing
Box 944270
1900 Capitol Avenue
Sacramento, CA 94244-2700

Telephone:
(916) 445-7254 or (888) 921-2682
E-mail: credentials@ctc.ca.gov
Web site: www.ctc.ca.gov

DESIGNATED SUBJECTS ADULT EDUCATION TEACHING CREDENTIALS

FULL-TIME ADULT

The Preliminary, Clear, or Professional Clear Full-Time Adult Education Teaching Credential authorizes the holder to teach the subjects named on the credential in courses organized primarily for adults. In addition, the holder may serve as a substitute in courses organized primarily for adults for not more than 30 days for any one teacher during the school year.

Adult Education Teaching Credentials are issued to individuals who meet the requirements listed below and who apply through and are recommended by either a Commission-accredited Local Education Agency (LEA) or by an Employing School District (ESD). A list of accredited LEAs (leaflet CL-506) may be obtained from the Commission's website.

Requirements for the Full-time Adult Credential

For the five-year* **preliminary** credential, **all** of the following requirements must be satisfied:

1. Verify five years of experience and/or education (as specified on page 2) related to each subject to be named on the credential
2. **One** of the following requirements must be satisfied:
   a. possess a high school diploma
   b. possess a diploma based on passage of the GED Test
   c. possess the foreign equivalent of a high school diploma
3. Pass the California Basic Educational Skills Test (CBEST). (For more information, contact the CBEST Program, National Evaluation Systems, Inc., P.O. Box 340880, Sacramento, CA 94834-0880, 916-928-4001, or www.cbest.nesinc.com.) Applicants for the Adult Credential in non-academic subjects are exempt from this requirement.
4. U.S. Constitution – applicants must satisfy **one** of the following requirements:
   a. complete a course (at least two semester units or three quarter units) in the provisions and principles of the U.S. Constitution (Submit a copy of the course description for evaluation purposes.)
   b. pass an examination in the Provisions and Principles of the U.S. Constitution given by a regionally-accredited junior college, community college, college or university
5. Obtain verification, signed by a Commission-accredited LEA, or by an ESD authorized to do so in accordance with guidelines established by the Commission, that the applicant has been fully apprised of the requirements for both the preliminary and professional clear credentials, including Level I and Level II requirements of the program of personalized preparation

* **Period of Validity:** A preliminary full-time adult credential valid for **one year** may be issued to applicants who have completed all requirements except #4—U.S. Constitution. The credential will be extended for the remainder of the five-year term once the U.S. Constitution requirement has been met. An initial Preliminary Full-Time Adult Education Teaching Credential issued on the basis of the applicant's satisfaction of requirements 1–5, specified above, authorizes service for **no more than two years** from the date of issuance of the credential unless the holder's employer (ESD) receives form CL-787, Verification of Completion of Level I Requirements from the LEA, through which the holder completed those requirements. Once the holder's employer receives this verification, the credential's validity period will automatically be extended for the remainder of the five-year period from the date of issuance of the credential. **There is no need to apply for this extension**. The LEA's verification of completion of Level I requirements is the only documentation required in this process. If the credential holder's ESD is not known to the LEA, form CL-787 will be sent directly to the credential holder for forwarding to the employer. The LEA shall also submit this form directly to the Commission to assist in documenting that the holder completed Level I requirements.

(continued)

Requested subjects that do not appear below will be placed within an existing subject, where appropriate. Additional subjects may be added in time to accommodate new or emerging subjects.

Non-Academic Category**	Individual Categorical Subjects Listed on the Credential	
Adults with Disabilities	Adaptive Arts and Crafts Adaptive Computer Technology Adaptive Physical Education	Health (adults with disabilities) Self-Maintenance Skills (adults with disabilities)
Health and Safety	Cardiopulmonary Resuscitation Environmental Safety Fire Control and Safety First Aid	Health Education Nutrition Physical Fitness and Conditioning Safety Education
Home Economics	Arts and Crafts Clothing Construction Consumer Education Decorative Arts Dietetics and Food Management Nutrition	Food Preparation Home Management Interior Design Textiles Upholstery
Older Adults	Communication Skills Creative Arts Health (older adults) Performing Arts Physical Fitness	Public Affairs Retirement Planning Safety Self-Maintenance (older adults)
Parent Education	Parent Education Childbirth Education	Human Development Family Management
Vocational Education	Aeronautics Agriculture American Sign Language Bookkeeping and Accounting Building and Construction Trades Business Management Career Development Commercial Photography Computer Applications Computer Programming Computer Systems Operation Computer Technology Cosmetology	Court Reporting Electronics Technology Financial Services Health Occupations Industrial Technology Information Processing/Keyboarding Language Interpreter Law Enforcement Occupations Marine Technology Marketing Nursing Office Occupations Small Business Ownership/Management

**For descriptive purposes only—category will not be listed on the credential.

Years of Subject-Related Experience Required	Education and/or Training
+ 5 years	High school diploma or equivalent
+ 4 years	24 semester units of college course work, including a minimum of 4 semester units in the subject to be taught
+ 3 years	48 semester units of college course work, including a minimum of 8 semester units in the subject to be taught
+ 2 years	72 semester units of college course work, including a minimum of 12 semester units in the subject to be taught
+ 1 year	96 semester units of college course work, including a minimum of 16 semester units in the subject to be taught
+ 0 year	Bachelor's or higher degree completed at a regionally-accredited college or university with 20 semester units, or 10 upper division semester units in the subject to be taught

Academic Subjects *(Subject To Be Named On The Credential)*	**Course Work Required**
English as a Second Language	A bachelor's or higher degree completed at a regionally-accredited college or university and completion of 20 semester units or 10 upper division semester units in one or any combination of the following: Teaching English as a Second Language (TESL) Teaching English to Speakers of Other Languages (TESOL) English Language other than English Linguistics Bilingual/bicultural studies Teaching Reading Speech
Elementary and Secondary Basic Skills (includes basic education in grades 1–8): Arithmetic Reading Individualized high school learning lab/ G.E.D./contract class settings Citizenship	A bachelor's or higher degree completed at a regionally-accredited college or university and completion of 20 semester units with at least 3 units in four of the following six areas: English Mathematics Science Social Sciences Fine Arts Language other than English.
Individual Subjects A Language Other than English (specify) English Fine Arts Life Science, including General Science Mathematics Physical Science, including General Science Social Sciences	A bachelor's or higher degree completed at a regionally-accredited college or university and completion of 20 semester units or 10 upper division semester units in the subject to be taught.

Applicants must satisfy **all** of the following requirements for the **professional clear** credential:

1. Possess a valid preliminary full-time adult education teaching credential
2. Obtain verification by the ESD of the successful teaching of a minimum of one course in each of four terms within the five-year period of validity of the Preliminary Adult Education Teaching Credential (Two of these terms must be with one ESD. The teaching must have been to adult learners in the subject(s) authorized by the preliminary adult education teaching credential and must have occurred while holding the valid preliminary full-time adult education teaching credential.)
3. Obtain verification by an LEA that the applicant has completed all Level I and Level II requirements of a Commission-accredited program of personalized preparation, including the use of computers in an instructional setting
4. Complete a unit requirement in health education, including, but not limited to, nutrition; the physiological and sociological effects of alcohol, narcotic, and drug abuse; and the use of tobacco (This requirement must also include training in cardiopulmonary resuscitation [CPR] that covers infant, child, and adult CPR skills.)

PART-TIME ADULT

The Preliminary, Clear, or Professional Clear Part-Time Adult Education Teaching Credential authorizes the holder to teach not more than half-time in the subject named on the credential in courses organized primarily for adults. For the purpose of this credential, half-time for the holder of this credential who teaches in only one school district shall not exceed one-half of a full-time assignment for adult educators in that school district. Half-time for the holder of this credential who teaches in more than one school district shall not exceed one-half of the greatest number of hours considered to be a full-time assignment for adult educators in any one of the districts.

Requirements for the Part-time Adult Credential

Applicants must satisfy **all** of the following requirements for the five-year* **preliminary** credential:

1. Verify five years of experience and/or education related to each subject to be named on the credential (The experience and/or education requirements and the subjects that can be named on the part-time credential are the same as those specified for the full-time credential.) See Terms and Definitions on page 5.
2. **One** of the following requirements must be satisfied:

a. possess a high school diploma

b. possess a diploma based on passage of the GED Test

c. possess the foreign equivalent of a high school diploma

3. Pass the California Basic Educational Skills Test (CBEST). (For more information, contact the CBEST Program, National Evaluation Systems, Inc., P.O. Box 340880, Sacramento, CA 94834-0880, 916-928-4001, or www.cbest.nesinc.com.) (Applicants for the adult credential in non-academic subjects and for credentials authorizing the teaching of adults in an apprenticeship program are exempt from this requirement.)
4. Obtain verification, signed by a Commission-accredited LEA, or by an ESD authorized to do so in accordance with guidelines established by the Commission, that the applicant has been fully apprised of the requirements for both the preliminary and professional clear credentials, including the program of personalized preparation

***Period of Validity:** An initial Preliminary Part-Time Adult Education Teaching Credential issued on the basis of the applicant's satisfaction of requirements 1–4, specified above, authorizes service for **no more than two years** from the date of issuance of the credential unless the holder's employer (ESD) receives form CL-787, Verification of Completion of Level I Requirements, from the LEA through which the holder completed those requirements. Once the holder's employer receives this verification, the credential's validity period will automatically be extended for the remainder of the five-year period from the date of issuance of the credential. **There is no need to apply for this extension**. The LEA's verification of completion of Level I requirements is the only documentation required in this process. If the credential holder's ESD is not known to the LEA, form CL-787 will be sent directly to the credential holder for forwarding to the employer. The LEA shall also submit this form directly to the Commission to assist in documenting that the holder completed Level I requirements.

Applicants must satisfy **all** of the following requirements for the **professional clear** credential:

1. Possess a valid Preliminary Part-Time Adult Education Teaching Credential
2. Obtain verification by the ESD of the successful teaching of a minimum of one course in each of four terms within the five-year period of validity of the preliminary adult education teaching credential (Two of these terms must be with one ESD. The teaching must have been to adult learners in the subject[s] authorized by the preliminary adult education teaching credential and must have occurred while holding the valid preliminary adult education teaching credential.)
3. Obtain verification by an LEA that the applicant has completed all Level I requirements of a Commission-accredited program of personalized preparation, including the use of computers in an instructional setting
4. Complete a unit requirement in health education, including, but not limited to, nutrition; the physiological and sociological effects of alcohol, narcotic, and drug abuse; and the use of tobacco (This requirement must also include training in cardiopulmonary resuscitation [CPR] that covers infant, child, and adult CPR skills.)

Verification of Work Experience

Title 5 Regulations require verification of five years of experience or its equivalent related to each subject to be named on the credential. Verification of experience means written confirmation of the applicant's qualifying experience, signed by the applicant's past or present employer(s) on company letterhead that attests to and includes **all** of the following:

1. Employer's name, address, and telephone number
2. The working relationship of the person signing the verification to the applicant
3. Beginning and ending dates of employment
4. Complete description of duties
5. A statement as to whether or not the employment was full-time (If employment was less than full-time, include an accounting of the number of hours the applicant was employed.)

If the applicant was self-employed or if the applicant's experience was avocational, verification shall include a statement, signed by the applicant under penalty of perjury, detailing the information described in 1–5 above. Further substantiation is required in writing, by other person(s) having first-hand knowledge of the applicant's self-employment or avocation, such as the applicant's accountant, major supplier of goods, or major user of goods or services.

Terms and Definitions

Experience: Per Title 5, Section 80034(o), "experience" as it applies to designated subjects adult education teaching credentials, means full-time or part-time experience directly related to the subject to be named on the credential. Experience may be paid or not paid. No more than one year of experience shall apply toward meeting designated subjects credential requirements during any twelve calendar month period. 1500 clock hours shall be the minimum required for each year of experience. Part-time experience may be cumulated to equate to the required 1500 clock hours of experience.

Reference: Title 5, California Code of Regulations, Sections 80034, 80034.5, 80036, 80036.1, 80036.2, 80036.3, 80036.5, 80040.2, 80040.2.5, 80040.2.7, and 80567

APPENDIX 7

Community College Funding

Appendix 7 indicates for each community college district the total amount of general apportionment revenue, the available noncredit apportionment revenue, the percent of the noncredit apportionment compared to the overall district apportionment, and the amount of noncredit FTES funded by the years 2002-2003 (P2), 2001-2002, 2000-2001, and 1999-2000.

2002-2003 P2				
District	**Total Available General Revenue**	**Available N/C General Revenue 2**	**Percent of N/C Share of Total Available Revenue**	**Non Credit FTES Funded**
Allan Hancock	33,357,232	$2,437,845	7.3%	1153.36
Antelope Valley	33,019,951	$178,966	0.5%	84.67
Barstow	9,698,028	$266,959	2.8%	126.3
Butte	42,747,131	$2,788,612	6.5%	1319.31
Cabrillo	41,516,259	$472,304	1.1%	223.45
Cerritos	58,182,873	$501,177	0.9%	237.11
Chabot-Las Positas	58,399,890	$911,804	1.6%	431.38
Chaffey	46,378,121	$1,700,400	3.7%	804.47
Citrus	35,937,440	$4,016,349	11.2%	1900.16
Coast	124,225,447	$1,592,095	1.3%	753.23
Compton	23,481,549	$49,270	0.2%	23.31
Contra Costa	114,106,527	$1,119,516	1.0%	529.65
Copper Mountain	6,043,482	$47,304	0.8%	22.38
Desert	23,624,963	$1,940,050	8.2%	917.85
El Camino	67,688,156	$412,930	0.6%	195.36
Feather River	7,788,175	$4,544	0.1%	2.15
Foothill-De Anza	115,903,345	$927,022	0.8%	438.58
Fremont-Newark	30,134,131	$151,784	0.5%	71.81
Gavilan	17,159,626	$1,049,426	6.1%	496.49
Glendale	48,386,367	$6,612,278	13.7%	3128.31
Grossmont-Cuyamaca	60,304,299	$1,945,567	3.2%	920.46
Hartnell	27,114,682	$46,882	0.2%	22.18
Imperial	19,369,489	$0	0.0%	0
Kern	68,257,361	$264,676	0.4%	125.22
Lake Tahoe	9,315,766	$223,819	2.4%	105.89
Lassen	11,810,750	$1,020,532	8.6%	482.82
Long Beach	70,470,534	$1,341,094	1.9%	634.48
Los Angeles	332,674,285	$11,803,416	3.5%	5584.27
Los Rios	162,091,166	$1,122,412	0.7%	531.02
Marin	25,348,937	$1,182,969	4.7%	559.67
Mendocino-Lake	12,584,161	$183,426	1.5%	86.78
Merced	30,826,299	$3,379,220	11.0%	1598.73
Mira Costa	27,775,047	$2,360,527	8.5%	1116.78
Monterey Peninsula	28,241,279	$5,629,665	19.9%	2663.43

2002-2003 P2				
District	**Total Available General Revenue**	**Available N/C General Revenue 2**	**Percent of N/C Share of Total Available Revenue**	**Non Credit FTES Funded**
Mt. San Antonio	79,378,593	$9,239,193	11.6%	4371.12
Mt. San Jacinto	28,600,800	$626,646	2.2%	296.47
Napa	21,993,311	$1,559,333	7.1%	737.73
North Orange	111,878,098	$13,799,331	12.3%	6528.55
Palo Verde	8,121,790	$348,569	4.3%	164.91
Palomar	63,704,108	$3,067,641	4.8%	1451.32
Pasadena	73,683,882	$4,049,111	5.5%	1915.66
Peralta	69,446,069	$452,224	0.7%	213.95
Rancho Santiago	94,815,601	$18,486,143	19.5%	8745.91
Redwoods	22,606,201	$27,689	0.1%	13.1
Rio Hondo	41,378,667	$1,330,695	3.2%	629.56
Riverside	76,967,673	$288,096	0.4%	136.3
San Bernardino	52,101,027	$13,253	0.0%	6.27
San Diego	132,461,077	$28,284,787	21.4%	13381.71
San Francisco	118,717,169	$27,595,343	23.2%	13055.53
San Joaquin	53,981,856	$2,357,250	4.4%	1115.23
San Jose	55,565,623	$1,146,973	2.1%	542.64
San Luis Obispo	32,606,685	$454,317	1.4%	214.94
San Mateo	74,445,606	$35,552	0.0%	16.82
Santa Barbara	47,146,334	$5,354,590	11.4%	2533.29
Santa Clarita	37,514,735	$279,726	0.7%	132.34
Santa Monica	77,614,126	$2,100,331	2.7%	993.68
Sequoias	31,326,313	$389,215	1.2%	184.14
Shasta-Tehama-Trinity	29,648,129	$739,200	2.5%	349.72
Sierra	47,678,646	$624,490	1.3%	295.45
Siskiyou	11,583,665	$185,392	1.6%	87.71
Solano	29,955,577	$382,134	1.3%	180.79
Sonoma	68,759,659	$7,417,276	10.8%	3509.16
South Orange	79,917,166	$3,617,940	4.5%	1711.67
Southwestern	50,730,527	$1,387,807	2.7%	656.58
State Center	85,976,146	$1,264,642	1.5%	598.31
Ventura	93,570,391	$243,772	0.3%	115.33
Victor Valley	30,304,667	$1,657,218	5.5%	784.04
West Hills	18,209,148	$1,005,313	5.5%	475.62
West Kern	11,087,569	$44,409	0.4%	21.01
West Valley	62,240,337	$1,511,373	2.4%	715.04
Yosemite	61,300,471	$2,051,040	3.3%	970.36
Yuba	29,797,772	$548,228	1.8%	259.37
TOTALS	**$3,940,777,962**	**$201,651,078**	**5.1%**	**95,402.39**

[1] Information based on 2002-2003 Second Principal Apportionment (6/13/03)

[2] 2002-2003 Standard Allocation Formula: Noncredit Rate = {[$1573.99 + [$441.89 (Maintenance & Operations in Leased Space) *54.21% (Statewide Average Percent of Standard)]}* 16.55% (Institutional Support) =$2,114

2001-2002				
District	Total Available General Revenue	Available N/C General Revenue 2	Percent of N/C Share of Total Available Revenue	Non Credit FTES Funded
Allan Hancock	31,056,006	$2,397,588	7.7%	1157.26
Antelope Valley	30,703,794	$117,138	0.4%	56.63
Barstow	9,272,543	$263,157	2.8%	127.02
Butte	42,088,776	$2,548,434	6.1%	1230.07
Cabrillo	39,179,384	$666,347	1.7%	321.89
Cerritos	57,030,051	$464,079	0.8%	227.57
Chabot-Las Positas	56,430,571	$945,250	1.7%	458.23
Chaffey	44,167,224	$1,905,188	4.3%	919.67
Citrus	34,933,345	$3,860,803	11.1%	1863.95
Coast	120,222,060	$1,503,781	1.3%	729.09
Compton	22,493,362	$50,054	0.2%	24.16
Contra Costa	110,818,427	$1,166,226	1.1%	562.96
Copper Mountain	5,591,470	$27,658	0.5%	13.35
Desert	22,076,523	$1,968,958	8.9%	950.61
El Camino	65,679,688	$831,654	1.3%	401.65
Feather River	7,457,141	$8,556	0.1%	4.13
Foothill-De Anza	112,308,536	$1,068,976	1.0%	516.57
Fremont-Newark	29,213,179	$206,204	0.7%	99.53
Gavilan	16,572,594	$1,053,935	6.4%	508.71
Glendale	46,681,895	$7,488,283	16.0%	3614.42
Grossmont-Cuyamaca	58,787,273	$1,829,610	3.1%	883.28
Hartnell	26,232,953	$50,800	0.2%	24.52
Imperial	18,897,380	$0	0.0%	0
Kern	66,232,921	$368,217	0.6%	177.99
Lake Tahoe	8,481,478	$218,925	2.6%	105.67
Lassen	11,353,572	$896,293	7.9%	472.81
Long Beach	70,204,894	$1,906,473	2.7%	920.21
Los Angeles	324,072,427	$10,476,038	3.2%	5172.04
Los Rios	155,071,918	$1,509,064	1.0%	738.67
Marin	25,766,528	$1,417,035	5.5%	683.97
Mendocino-Lake	12,157,096	$162,925	1.3%	78.64
Merced	29,916,838	$3,699,681	12.4%	1781.98
Mira Costa	27,419,700	$2,656,892	9.7%	1283.42
Monterey Peninsula	27,210,316	$5,301,167	19.5%	2560.36
Mt. San Antonio	77,500,064	$8,901,796	11.5%	4296.76
Mt. San Jacinto	26,614,074	$378,535	1.4%	182.71
Napa	20,981,215	$1,541,632	7.3%	744.2
North Orange	108,225,607	$13,485,030	12.5%	6509.23
Palo Verde	7,776,907	$358,128	4.6%	172.86
Palomar	60,683,841	$3,347,561	5.5%	1616.51
Pasadena	71,800,305	$4,300,787	6.0%	2075.89
Peralta	67,811,329	$430,930	0.6%	209.63

2001-2002				
District	**Total Available General Revenue**	**Available N/C General Revenue 2**	**Percent of N/C Share of Total Available Revenue**	**Non Credit FTES Funded**
Rancho Santiago	92,417,510	$19,284,025	20.9%	9308.21
Redwoods	21,943,388	$82,892	0.4%	40.01
Rio Hondo	40,666,263	$1,239,297	3.0%	598.44
Riverside	73,894,493	$270,077	0.4%	130.47
San Bernardino	49,921,481	$19,081	0.0%	9.22
San Diego	129,647,503	$29,613,526	22.8%	14384.39
San Francisco	115,568,439	$28,237,740	24.4%	13742.45
San Joaquin	51,753,282	$1,781,565	3.4%	861.15
San Jose	54,419,556	$292,722	0.5%	141.35
San Luis Obispo	30,670,925	$205,811	0.7%	99.73
San Mateo	71,941,432	$52,499	0.1%	25.34
Santa Barbara	45,136,745	$5,231,783	11.6%	2525.58
Santa Clarita	33,811,711	$281,721	0.8%	136.02
Santa Monica	74,394,893	$1,996,015	2.7%	963.72
Sequoias	30,535,376	$776,938	2.5%	375.01
Shasta-Tehama-Trinity	28,908,919	$296,492	1.0%	143.11
Sierra	45,126,762	$444,521	1.0%	214.75
Siskiyou	11,339,509	$173,760	1.5%	83.87
Solano	28,975,692	$352,866	1.2%	170.32
Sonoma	66,453,484	$6,960,663	10.5%	3361.22
South Orange	76,622,871	$3,511,481	4.6%	1694.91
Southwestern	47,820,067	$1,148,906	2.4%	555.63
State Center	82,892,887	$1,177,807	1.4%	568.51
Ventura	91,139,975	$357,921	0.4%	172.76
Victor Valley	28,509,161	$1,586,072	5.6%	765.56
West Hills	16,757,175	$1,081,676	6.5%	522.38
West Kern	10,508,845	$42,513	0.4%	20.52
West Valley	59,899,213	$1,749,929	2.9%	844.81
Yosemite	57,505,511	$2,349,316	4.1%	1133.96
Yuba	29,469,219	$558,324	1.9%	269.49
TOTALS	**$3,805,827,492**	**$202,937,729**	**5.3%**	**98,341.71**

[1] Information based on 2001-2002 Recalculation

[2] 2001-2002 Standard Allocation Formula: Noncredit Rate = {[$1543.13 + [$433.23 (Maintenance & Operations in Leased Space) *54.15% (Statewide Average Percent of Standard)]}* 16.55% (Institutional Support) =$2,072

2000-2001				
District	Total Available General Revenue	Available N/C General Revenue 2	Percent of N/C Share of Total Available	Non Credit FTES Funded
Allan Hancock	29,358,525	$2,369,291	8.1%	1,188.21
Antelope Valley	28,455,962	$34,357	0.1%	17.23
Barstow	8,581,460	$215,133	2.5%	107.89
Butte	38,451,914	$2,234,915	5.8%	1,120.82
Cabrillo	35,534,251	$431,003	1.2%	216.15
Cerritos	54,116,824	$410,784	0.8%	206.01
Chabot-Las Positas	52,716,339	$925,017	1.8%	463.90
Chaffey	40,355,189	$1,771,031	4.4%	888.18
Citrus	32,844,077	$3,378,554	10.3%	1,694.36
Coast	113,531,055	$1,141,086	1.0%	572.26
Compton	21,098,371	$59,401	0.3%	29.79
Contra Costa	104,961,522	$1,096,361	1.0%	549.83
Copper Mountain	5,107,885	$26,859	0.5%	13.47
Desert	19,931,640	$1,709,097	8.6%	857.12
El Camino	61,344,782	$614,970	1.0%	308.41
Feather River	6,667,196	$8,235	0.1%	4.13
Foothill-De Anza	105,751,052	$1,044,497	1.0%	523.82
Fremont-Newark	26,686,582	$197,645	0.7%	99.12
Gavilan	15,612,547	$989,961	6.3%	496.47
Glendale	43,860,158	$7,336,105	16.7%	3,679.09
Grossmont-Cuyamaca	54,081,653	$1,615,639	3.0%	810.25
Hartnell	24,330,907	$72,482	0.3%	36.35
Imperial	17,834,601	$0	0.0%	0.00
Kern	61,552,027	$367,215	0.6%	184.16
Lake Tahoe	7,805,594	$232,361	3.0%	116.53
Lassen	10,564,962	$585,857	5.5%	293.81
Long Beach	66,001,948	$1,911,508	2.9%	958.63
Los Angeles	303,637,749	$9,158,522	3.0%	4,593.04
Los Rios	142,788,203	$1,490,635	1.0%	747.56
Marin	24,825,668	$1,669,815	6.7%	837.42
Mendocino-Lake	11,327,042	$145,781	1.3%	73.11
Merced	27,723,374	$3,774,582	13.6%	1,892.97
Mira Costa	25,485,394	$2,353,698	9.2%	1,180.39
Monterey Peninsula	25,378,661	$4,935,908	19.4%	2,475.38
Mt. San Antonio	73,360,729	$8,503,393	11.6%	4,264.49
Mt. San Jacinto	24,392,423	$376,048	1.5%	188.59
Napa	19,647,949	$1,412,709	7.2%	708.48
North Orange	101,335,435	$12,725,648	12.6%	6,381.97
Palo Verde	6,755,753	$311,981	4.6%	156.46
Palomar	57,311,009	$3,100,411	5.4%	1,554.87
Pasadena	67,334,586	$4,491,006	6.7%	2,252.26
Peralta	64,627,017	$388,790	0.6%	194.98
Rancho Santiago	87,459,688	$18,376,664	21.0%	9,215.98

2000-2001				
District	**Total Available General Revenue**	**Available N/C General Revenue 2**	**Percent of N/C Share of Total Available**	**Non Credit FTES Funded**
Redwoods	20,496,430	$108,454	0.5%	54.39
Rio Hondo	38,504,952	$870,301	2.3%	436.46
Riverside	69,216,801	$242,770	0.4%	121.75
San Bernardino	47,391,209	$15,533	0.0%	7.79
San Diego	122,268,627	$26,791,125	21.9%	13,435.87
San Francisco	110,081,922	$25,603,399	23.3%	12,840.22
San Joaquin	47,824,134	$1,542,917	3.2%	773.78
San Jose	50,839,899	$196,010	0.4%	98.30
San Luis Obispo	28,519,464	$136,130	0.5%	68.27
San Mateo	69,190,199	$22,712	0.0%	11.39
Santa Barbara	41,005,832	$4,783,586	11.7%	2,398.99
Santa Clarita	30,299,854	$242,929	0.8%	121.83
Santa Monica	68,077,674	$1,697,393	2.5%	851.25
Sequoias	28,435,663	$732,257	2.6%	367.23
Shasta-Tehama-Trinity	27,393,070	$538,559	2.0%	270.09
Sierra	40,916,532	$267,296	0.7%	134.05
Siskiyou	10,566,270	$146,978	1.4%	73.71
Solano	27,014,683	$386,916	1.4%	194.04
Sonoma	62,138,103	$6,426,961	10.3%	3,223.15
South Orange	71,958,660	$3,170,560	4.4%	1,590.05
Southwestern	44,652,074	$976,123	2.2%	489.53
State Center	76,950,565	$1,185,493	1.5%	594.53
Ventura	86,032,894	$535,828	0.6%	268.72
Victor Valley	26,341,215	$2,548,611	9.7%	1,278.14
West Hills	14,765,051	$823,821	5.6%	413.15
West Kern	9,565,095	$98,563	1.0%	49.43
West Valley	55,816,998	$1,558,969	2.8%	781.83
Yosemite	54,191,966	$2,265,942	4.2%	1,136.38
Yuba	27,984,545	$490,085	1.8%	245.78
TOTALS	**$3,558,970,084**	**$188,401,176**	**5.3%**	**$94,484.04**

[1] Information based on 2000-2001 Recalculation (4/24/02)

[2] 2000-2001 Standard Allocation Formula: Noncredit Rate = {[$1485.64 + [$417.09 (Maintenance & Operations in Leased Space) *54.16% (Statewide Average Percent of Standard)]}* 16.55% (Institutional Support) =$1,994

2002-2003 P2				
District	Total Available General Revenue	Available N/C General Revenue 2	Percent of N/C Share of Total Available	Non Credit FTES Funded
Allan Hancock	33,357,232	$2,437,845	7.3%	1153.36
Antelope Valley	33,019,951	$178,966	0.5%	84.67
Barstow	9,698,028	$266,959	2.8%	126.3
Butte	42,747,131	$2,788,612	6.5%	1319.31
Cabrillo	41,516,259	$472,304	1.1%	223.45
Cerritos	58,182,873	$501,177	0.9%	237.11
Chabot-Las Positas	58,399,890	$911,804	1.6%	431.38
Chaffey	46,378,121	$1,700,400	3.7%	804.47
Citrus	35,937,440	$4,016,349	11.2%	1900.16
Coast	124,225,447	$1,592,095	1.3%	753.23
Compton	23,481,549	$49,270	0.2%	23.31
Contra Costa	114,106,527	$1,119,516	1.0%	529.65
Copper Mountain	6,043,482	$47,304	0.8%	22.38
Desert	23,624,963	$1,940,050	8.2%	917.85
El Camino	67,688,156	$412,930	0.6%	195.36
Feather River	7,788,175	$4,544	0.1%	2.15
Foothill-De Anza	115,903,345	$927,022	0.8%	438.58
Fremont-Newark	30,134,131	$151,784	0.5%	71.81
Gavilan	17,159,626	$1,049,426	6.1%	496.49
Glendale	48,386,367	$6,612,278	13.7%	3128.31
Grossmont-Cuyamaca	60,304,299	$1,945,567	3.2%	920.46
Hartnell	27,114,682	$46,882	0.2%	22.18
Imperial	19,369,489	$0	0.0%	0
Kern	68,257,361	$264,676	0.4%	125.22
Lake Tahoe	9,315,766	$223,819	2.4%	105.89
Lassen	11,810,750	$1,020,532	8.6%	482.82
Long Beach	70,470,534	$1,341,094	1.9%	634.48
Los Angeles	332,674,285	$11,803,416	3.5%	5584.27
Los Rios	162,091,166	$1,122,412	0.7%	531.02
Marin	25,348,937	$1,182,969	4.7%	559.67
Mendocino-Lake	12,584,161	$183,426	1.5%	86.78
Merced	30,826,299	$3,379,220	11.0%	1598.73
Mira Costa	27,775,047	$2,360,527	8.5%	1116.78
Monterey Peninsula	28,241,279	$5,629,665	19.9%	2663.43
Mt. San Antonio	79,378,593	$9,239,193	11.6%	4371.12
Mt. San Jacinto	28,600,800	$626,646	2.2%	296.47
Napa	21,993,311	$1,559,333	7.1%	737.73
North Orange	111,878,098	$13,799,331	12.3%	6528.55
Palo Verde	8,121,790	$348,569	4.3%	164.91
Palomar	63,704,108	$3,067,641	4.8%	1451.32
Pasadena	73,683,882	$4,049,111	5.5%	1915.66
Peralta	69,446,069	$452,224	0.7%	213.95
Rancho Santiago	94,815,601	$18,486,143	19.5%	8745.91

2002-2003 P2				
District	**Total Available General Revenue**	**Available N/C General Revenue 2**	**Percent of N/C Share of Total Available Revenue**	**Non Credit FTES Funded**
Redwoods	22,606,201	$27,689	0.1%	13.1
Rio Hondo	41,378,667	$1,330,695	3.2%	629.56
Riverside	76,967,673	$288,096	0.4%	136.3
San Bernardino	52,101,027	$13,253	0.0%	6.27
San Diego	132,461,077	$28,284,787	21.4%	13381.71
San Francisco	118,717,169	$27,595,343	23.2%	13055.53
San Joaquin	53,981,856	$2,357,250	4.4%	1115.23
San Jose	55,565,623	$1,146,973	2.1%	542.64
San Luis Obispo	32,606,685	$454,317	1.4%	214.94
San Mateo	74,445,606	$35,552	0.0%	16.82
Santa Barbara	47,146,334	$5,354,590	11.4%	2533.29
Santa Clarita	37,514,735	$279,726	0.7%	132.34
Santa Monica	77,614,126	$2,100,331	2.7%	993.68
Sequoias	31,326,313	$389,215	1.2%	184.14
Shasta-Tehama-Trinity	29,648,129	$739,200	2.5%	349.72
Sierra	47,678,646	$624,490	1.3%	295.45
Siskiyou	11,583,665	$185,392	1.6%	87.71
Solano	29,955,577	$382,134	1.3%	180.79
Sonoma	68,759,659	$7,417,276	10.8%	3509.16
South Orange	79,917,166	$3,617,940	4.5%	1711.67
Southwestern	50,730,527	$1,387,807	2.7%	656.58
State Center	85,976,146	$1,264,642	1.5%	598.31
Ventura	93,570,391	$243,772	0.3%	115.33
Victor Valley	30,304,667	$1,657,218	5.5%	784.04
West Hills	18,209,148	$1,005,313	5.5%	475.62
West Kern	11,087,569	$44,409	0.4%	21.01
West Valley	62,240,337	$1,511,373	2.4%	715.04
Yosemite	61,300,471	$2,051,040	3.3%	970.36
Yuba	29,797,772	$548,228	1.8%	259.37
TOTALS	**$3,940,777,962**	**$201,651,078**	**5.1%**	**95,402.39**

[1] Information based on 2002-2003 Second Principal Apportionment (6/13/03)

[2] 2002-2003 Standard Allocation Formula: Noncredit Rate = {[$1573.99 + [$441.89 (Maintenance & Operations in Leased Space) *54.21% (Statewide Average Percent of Standard)]}* 16.55% (Institutional Support) =$2,114

Source: Fiscal Services Office, Chancellor's Office of California Community Colleges.

APPENDIX 8

Adult School Funding

Appendix 6 indicates for each school district in California the ADA cap, how much ADA was expended (ADA Actual), the difference between the ADA cap and the expended amount, the amount of the adult base revenue limit (BRL), the actual entitlement, and how the percent over or under cap (comparing the difference between the ADA cap and the expended amount to the ADA cap) for 2001-2002.

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Sweetwater Union High School District	5,654	6,512	858	$2,138.22	$12,089,496	15.2%
Kern Union High School District	3,257	3,871	614	$2,135.69	$6,946,875	18.9%
Montebello Unified School District	4,725	5,216	491	$2,159.30	$10,189,393	10.4%
Saddleback Valley Unified School District	846	1,304	458	$2,101.63	$1,775,661	54.1%
Sacramento City Unified School District	5,109	5,535	426	$2,101.63	$10,723,231	8.3%
Porterville Unified School District	798	1,179	381	$2,101.63	$1,674,915	47.7%
San Bernardino City Unified School District	2,280	2,600	320	$2,101.63	$4,785,470	14.0%
Visalia Unified School District	1,577	1,850	273	$2,101.63	$3,309,951	17.3%
Chaffey Joint Union High School District	990	1,240	250	$2,120.65	$2,096,707	25.3%
Garden Grove Unified School District	2,952	3,184	232	$2,101.63	$6,195,925	7.9%
Vista Unified School District	526	723	197			37.5%
Antelope Valley Union High School District	706	900	194	$2,101.63	$1,481,817	27.5%
Huntington Beach Union High School District	2,412	2,592	180	$2,101.63	$5,062,524	7.5%
Lynwood Unified School District	827	1,006	179	$2,101.63	$1,735,782	21.6%
San Jose Unified School District	2,023	2,202	179	$2,101.63	$4,246,055	8.8%
Inglewood Unified School District	1,415	1,580	165	$2,101.63	$2,969,929	11.7%
Cutler-Orosi Unified School District	35	176	141	$2,101.63	$73,461	402.9%
Elk Grove Unified School District	526	651	125	$2,123.91	$1,115,721	23.8%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Bellflower Unified School District	1,130	1,248	118	$2,101.63	$2,371,746	10.4%
Clovis Unified School District	1,462	1,573	111	$2,159.30	$3,152,782	7.6%
Delano Joint Union High School District	472	582	110	$2,101.63	$990,676	23.3%
Rialto Unified School District	198	302	104	$2,159.30	$426,984	52.5%
Northern Humboldt Union High School	205	305	100	$2,101.63	$14,692	48.8%
Riverside Unified School District	1,850	1,949	99	$2,129.01	$3,933,535	5.4%
Central Union High School District	209	306	97	$2,101.63	$438,668	46.4%
Conejo Valley Unified School District	995	1,087	92	$2,136.31	$2,122,857	9.2%
Monrovia Unified School District	779	863	84	$2,101.63	$1,635,036	10.8%
Tamalpais Union High School District	509	590	81	$2,101.63	$1,068,336	15.9%
Pomona Unified School District	4,409	4,487	78	$2,101.63	$9,254,008	1.8%
Oroville Union High School District	566	643	77	$2,123.54	$1,200,357	13.6%
Central Unified School District	161	227	66	$2,128.95	$342,314	41.0%
Hayward Unified School District	3,089	3,154	65	$2,101.63	$6,483,472	2.1%
East Side Union High School District	2,676	2,741	65	$2,117.71	$5,659,605	2.4%
Castro Valley Unified School District	914	978	64	$2,101.63	$1,918,386	7.0%
Chino Unified School District	472	536	64	$2,101.63	$990,676	13.6%
San Juan Unified School District	2,417	2,477	60	$2,101.63	$5,073,018	2.5%
Grant Joint Union High School District	2,064	2,123	59	$2,159.30	$4,450,985	2.9%
Modesto City High School District	213	271	58	$2,153.80	$458,161	27.2%
Kings Canyon Joint Unified School District	300	356	56	$2,101.63	$629,667	18.7%
San Mateo Union High School District	2,057	2,113	56	$2,101.63	$4,317,418	2.7%
Newport-Mesa Unified School District	845	900	55	$2,159.30	$1,822,231	6.5%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Washington Unified School District	70	125	55	$2,101.63	$146,922	78.6%
Poway Unified School District	187	241	54	$2,114.33	$394,865	28.9%
New Haven Unified School District	370	423	53	$2,143.38	$792,017	14.3%
San Luis Coastal Unified School District	680	730	50	$2,101.63	$1,427,245	7.4%
Folsom/Cordova Unified School District	338	386	48	$2,101.63	$709,425	14.2%
Irvine Unified School District	279	323	44	$2,101.63	$585,591	15.8%
Beaumont Unified School District	91	135	44	$2,101.63	$190,999	48.4%
Milpitas Unified School District	299	342	43	$2,101.63	$627,568	14.4%
Washington Union High School District	55	97	42	$2,101.63	$115,439	76.4%
Jurupa Unified School District	197	239	42	$2,101.63	$413,481	21.3%
Capistrano Unified School District	665	706	41	$2,111.71	$1,402,496	6.2%
Duarte Unified School District	35	72	37	$2,101.63	$73,461	105.7%
Banning Unified School District	35	72	37	$2,138.55	$74,751	105.7%
Lake Elsinore Unified School District	70	107	37	$2,142.29	$149,765	52.9%
Murrieta Valley Unified School District	70	106	36	$2,101.63	$146,922	51.4%
Corona-Norco Unified School District	570	604	34	$2,101.63	$1,196,367	6.0%
Livermore Valley Joint Unified School District	192	225	33	$2,101.63	$402,987	17.2%
Antioch Unified School District	165	198	33	$2,101.63	$346,317	20.0%
Eureka City High School District	868	901	33	$2,101.63	$1,821,837	3.8%
North Monterey County Unified School District	135	167	32	$2,101.63	$283,350	23.7%
Brawley Union High School District	35	65	30	$2,101.63	$73,461	85.7%
William S. Hart Union High School District	259	289	30	$2,101.63	$543,612	11.6%
Ventura Unified School District	1,544	1,573	29	$2,152.60	$3,319,281	1.9%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Escondido Union High School District	790	818	28	$2,159.30	$1,761,848	3.5%
Culver City Unified School District	592	617	25	$2,101.63	$1,242,543	4.2%
San Jacinto Unified School District	35	60	25	$2,101.63	$73,461	71.4%
Jefferson Union High School District	767	792	25	$2,101.63	$1,609,849	3.3%
Gonzales Union High School District	140	161	21	$2,101.63	$293,844	15.0%
Campbell Union High School District	998	1,019	21	$2,101.63	$2,094,693	2.1%
Fremont Unified School District	1,750	1,770	20	$2,101.63	$3,673,059	1.1%
Paramount Unified School District	1,006	1,026	20	$2,101.63	$2,111,484	2.0%
Roseville Joint Union High School District	269	287	18	$2,101.63	$564,601	6.7%
Desert Sands Unified School District	35	52	17	$2,101.63	$73,461	48.6%
Holtville Unified School District	70	86	16	$2,101.63	$146,922	22.9%
Dixon Unified School District	35	51	16	$2,108.29	$73,694	45.7%
Temple City Unified School District	103	118	15	$2,129.57	$219,060	14.6%
Anderson Union High School District	35	50	15	$2,101.63	$73,461	42.9%
Sonora Union High School District	55	70	15	$2,101.63	$115,439	27.3%
Kingsburg Joint Union High School District	35	49	14	$21,011.63	$73,461	40.0%
Santa Rosa City Schools District	402	415	13	$2,101.63	$843,754	3.2%
Pleasanton Unified School District	254	265	11	$2,101.63	$533,118	4.3%
Hanford Joint Union High School District	573	584	11	$2,101.63	$1,202,664	1.9%
Baldwin Park Unified School District	3,875	3,886	11	$2,157.61	$8,349,840	0.3%
Carmel Unified School District	131	142	11	$2,101.63	$274,955	8.4%
King City Joint Union High School District	167	178	11	$2,101.63	$350,514	6.6%
Placer Union High School District	1,000	1,011	11	$2,101.63	$2,098,890	1.1%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Perris Union High School District	94	105	11	$2,120.69	$199,085	11.7%
Moorpark Unified School District	35	46	11	$2,101.63	$73,461	31.4%
Fortuna Union High School District	35	45	10	$2,101.63	$73,461	28.6%
Palos Verdes Peninsula Unified School District	35	45	10	$2,101.63	$73,461	28.6%
Moreno Valley Unified School District	168	178	10	$2,101.63	$352,614	6.0%
Claremont Unified School District	456	465	9	$2,101.63	$957,094	2.0%
Hesperia Unified School District	35	42	7	$2,101.63	$73,461	20.0%
Paso Robles Joint Unified School District	35	42	7	$2,101.63	$73,461	20.0%
Acalanes Union High School District	529	535	6	$2,101.63	$1,110,313	1.1%
San Pasqual Valley Unified School District	35	41	6	$2,101.63	$73,461	17.1%
Temecula Valley Unified School District	35	41	6	$2,147.66	$75,070	17.1%
Fremont Union High School District	957	963	6	$2,101.63	$2,008,638	0.6%
Arcadia Unified School District	35	40	5	$2,101.63	$73,461	14.3%
Lucia Mar Unified School District	173	178	5	$2,101.63	$363,108	2.9%
Benicia Unified School District	35	40	5	$2,101.63	$73,461	14.3%
Newman-Crows Landing Unified School District	35	40	5	$2,101.63	$73,461	14.3%
Sierra Sands Unified School District	90	94	4	$2,159.30	$194,084	4.4%
Lassen Union High School District	35	39	4	$2,101.63	$73,461	11.4%
Tustin Unified School District	221	225	4	$2,101.63	$463,855	1.8%
Amador County Unified School District	56	59	3	$2,159.30	$120,763	5.4%
Paradise Unified School District	35	38	3	$2,101.63	$73,461	8.6%
Parlier Unified School District	34	37	3	$2,101.63	$71,362	8.8%
Reef Sunset Unified School District	34	37	3	$2,101.63	$71,362	8.8%

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Liberty Union High School District	246	248	2	$2,148.47	$527,835	0.8%
Mojave Unified School District	35	37	2	$2,101.63	$73,461	5.7%
Apple Valley Unified School District	35	37	2	$2,101.63	$73,461	5.7%
Lucerne Valley Unified School District	35	37	2	$2,101.63	$161,615	5.7%
Coronado Unified School District	41	43	2	$2,101.63	$86,055	4.9%
San Marcos Unified School District	35	37	2	$2,101.63	$73,461	5.7%
Dublin Unified School District	49	50	1	$2,159.30	$105,668	2.0%
Riverdale Joint Unified School District	274	275	1	$2,101.63	$575,096	0.4%
Los Alamitos Unified School District	35	36	1	$2,101.63	$73,461	2.9%
Dunsmuir Joint Union High School District	0	1	1	$0.00	$0	
San Leandro Unified School District	491	491	0	$2,101.63	$1,030,555	0.0%
Konocti Unified School District	35	35	0	$2,101.63	$73,461	0.0%
Charter Oak Unified School District	773	773	0	$2,101.63	$1,622,442	0.0%
West Covina Unified School District	310	310	0	$2,110.80	$653,495	0.0%
Soledad Unified School District	0	0	0	$0.00	$0	
Templeton Unified School District	35	35	0	$2,101.63	$73,461	0.0%
Windsor Unified School District	35	35	0	$2,101.63	$73,461	0.0%
Newark Unified School District	154	153	(1)	$2,101.63	$321,130	-0.6%
Calexico Unified School District	196	195	(1)	$2,101.63	$409,284	-0.5%
Pasadena Unified School District	35	34	(1)	$2,101.63	$71,362	-2.9%
Albany Unified School District	180	178	(2)	$2,101.63	$373,602	-1.1%
Lemoore Union High School District	120	118	(2)	$2,101.63	$247,669	-1.7%
Los Banos Unified School District	35	33	(2)	$2,101.63	$69,264	-5.7%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Aromas/San Juan Unified School District	35	33	(2)	$2,101.63	$69,264	-5.7%
Oceanside Unified School District	35	33	(2)	$2,101.63	$69,264	-5.7%
Morgan Hill Unified School District	172	170	(2)	$2,101.63	$356,811	-1.2%
Ojai Unified School District	35	33	(2)	$2,101.63	$69,264	-5.7%
Davis Joint Unified School District	118	116	(2)	$2,101.63	$243,471	-1.7%
Yosemite Union High School District	171	168	(3)	$2,159.30	$362,289	-1.8%
San Rafael City High School District	35	32	(3)	$2,101.63	$67,164	-8.6%
Upland Unified School District	80	77	(3)			-3.8%
Yucaipa-Calimesa Joint Unified School District	279	276	(3)	$2,101.63	$579,294	-1.1%
Lompoc Unified School District	254	251	(3)	$2,101.63	$526,821	-1.2%
Hughson Union High School District	35	31	(4)	$2,101.63	$44,076	-11.4%
Turlock Joint Union High School District	299	295	(4)	$2,101.63	$619,173	-1.3%
Palm Springs Unified School District	208	203	(5)	$2,129.63	$431,751	-2.4%
Napa Valley Unified School District	742	736	(6)	$2,101.63	$1,544,784	-0.8%
San Benito High School District	35	29	(6)	$2,101.63	$60,868	-17.1%
Ramona Unified School District	35	29	(6)	$2,101.63	$60,868	-17.1%
Healdsburg Unified School District	44	38	(6)	$2,101.63	$79,758	-13.6%
Mariposa County Unified School District	35	28	(7)	$2,101.63	$58,769	-20.0%
Valley Center-Pauma Unified School District	59	52	(7)	$2,101.55	$67,162	-11.9%
Hamilton Union High School District	35	27	(8)	$2,101.63	$56,670	-22.9%
Kelseyville Unified School District	35	27	(8)	$2,101.63	$56,670	-22.9%
Bonita Unified School District	35	27	(8)	$2,101.63	$56,670	-22.9%
Barstow Unified School District	41	33	(8)	$2,101.63	$69,264	-19.5%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Lindsay Unified School District	50	42	(8)	$2,101.63	$88,153	-16.0%
Burbank Unified School District	846	837	(9)	$2,101.63	$1,756,771	-1.1%
Willits Unified School District	35	26	(9)	$2,101.63	$54,571	-25.7%
Ripon Unified School District	35	26	(9)	$2,101.63	$54,571	-25.7%
Coast Unified School District	35	26	(9)	$2,101.63	$54,571	-25.7%
Vacaville Unified School District	169	160	(9)	$2,101.63	$335,823	-5.3%
Dinuba Joint Union High School District	241	232	(9)	$2,101.63	$486,942	-3.7%
Southern Kern Unified School District	35	25	(10)	$2,101.63	$52,473	-28.6%
Shasta Union High School District	70	60	(10)	$2,101.63	$125,934	-14.3%
Sonoma Valley Unified School District	120	110	(10)	$2,101.63	$230,878	-8.3%
Taft Union High School District	35	24	(11)	$2,101.63	$50,373	-31.4%
Bear Valley Unified School District	35	24	(11)	$2,101.63	$50,373	-31.4%
Woodlake Union High School District	47	36	(11)	$2,101.63	$75,560	-23.4%
El Segundo Unified School District	35	23	(12)	$2,101.63	$48,274	-34.3%
Cotati-Rohnert Park Unified School District	58	46	(12)	$2,101.63	$96,549	-20.7%
Trinity Union High School District	35	23	(12)	$2,101.63	$48,274	-34.3%
Exeter Union High School District	35	23	(12)	$2,101.63	$48,274	-34.3%
Mendota Unified School District	34	21	(13)	$2,101.63	$44,076	-38.2%
Sierra Unified School District	35	22	(13)	$2,101.63	$46,176	-37.1%
Santa Ana Unified School District	35	22	(13)	$2,101.63	$46,176	-37.1%
Escalon Unified School District	35	22	(13)	$2,101.63	$46,176	-37.1%
Strathmore Union High School District	35	22	(13)	$2,101.63	$46,176	-37.1%
Patterson Joint Unified School District	35	21	(14)	$2,101.63	$44,076	-40.0%

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Los Molinos Unified School District	35	21	(14)	$2,101.63	$44,076	-40.0%
Santa Paula Union High School District	50	36	(14)	$2,132.18	$76,658	-28.0%
Walnut Valley Unified School District	35	20	(15)	$2,101.63	$41,978	-42.9%
Fort Bragg Unified School District	35	20	(15)	$2,101.63	$41,978	-42.9%
Laguna Beach Unified School District	43	28	(15)	$2,141.62	$59,887	-34.9%
Rim of the World Unified School District	35	20	(15)	$2,101.63	$41,978	-42.9%
Victor Valley Union High School District	35	20	(15)	$2,101.63	$41,978	-42.9%
South San Francisco Unified School District	601	586	(15)	$2,101.63	$1,229,950	-2.5%
Yreka Union High School District	35	20	(15)	$2,101.63	$41,978	-42.9%
Imperial Unified School District	35	19	(16)	$2,101.63	$39,879	-45.7%
Lakeport Unified School District	35	19	(16)	$2,101.63	$39,879	-45.7%
Woodland Joint Unified School District	465	449	(16)	$2,134.64	$957,204	-3.4%
Mountain Valley Unified School District	35	18	(17)	$2,101.63	$37,780	-48.6%
McFarland Unified School District	96	78	(18)	$2,101.63	$163,713	-18.8%
Azusa Unified School District	1,273	1,255	(18)	$2,145.34	$2,688,892	-1.4%
Bassett Unified School District	1,808	1,790	(18)	$2,111.04	$3,773,836	-1.0%
Orange Unified School District	35	17	(18)	$2,101.63	$35,681	-51.4%
West Sonoma County Union High School District	39	21	(18)	$2,101.63	$44,076	-46.2%
Corning Union High School District	35	17	(18)	$2,101.63	$35,681	-51.4%
Del Norte County Unified School District	35	16	(19)	$2,101.63	$33,582	-54.3%
Calipatria Unified School District	35	16	(19)	$2,101.63	$33,582	-54.3%
Fall River Joint Unified School District	35	16	(19)	$2,101.63	$33,582	-54.3%
Lake Tahoe Unified School District	35	15	(20)	$2,101.63	$31,483	-57.1%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Delhi Unified School District	35	15	(20)	$2,101.63	$31,483	-57.1%
Carlsbad Unified School District	35	15	(20)	$2,101.63	$31,483	-57.1%
Summerville Union High School District	35	15	(20)	$2,101.63	$31,483	-57.1%
Anderson Valley Unified School District	35	14	(21)	$2,101.63	$29,385	-60.0%
Piedmont Unified School District	215	193	(22)	$2,101.63	$405,086	-10.2%
Colusa Unified School District (CAAEP)	***35***	***13***	***(22)***	***$2,101.63***	***$27,285***	-62.9%
El Dorado Union High School District	127	105	(22)	$2,101.63	$220,383	-17.3%
Long Beach Unified School District	1,625	1,603	(22)	$2,101.63	$3,364,521	-1.4%
Mountain Empire Unified School District	35	13	(22)	$2,101.63	$27,285	-62.9%
Atascadero Unified School District	64	42	(22)	$2,101.63	$88,153	-34.4%
Black Oak Mine Unified School District	35	12	(23)	$2,101.63	$25,187	-65.7%
Butte Valley Unified School District	35	12	(23)	$2,101.63	$25,187	-65.7%
Tehachapi Unified School District	44	20	(24)	$2,101.63	$41,978	-54.5%
Chawanakee Joint Unified School District **	35	11	(24)	$2,101.63	$23,088	-68.6%
Nevada Joint Union High School District	136	112	(24)	$2,101.63	$235,076	-17.6%
Hemet Unified School District	165	141	(24)	$2,101.63	$295,944	-14.5%
Cabrillo Unified School District	59	35	(24)	$2,101.63	$73,461	-40.7%
Gilroy Unified School District	98	74	(24)	$2,101.63	$155,318	-24.5%
Santa Cruz City High School District	699	675	(24)	$2,101.63	$1,416,751	-3.4%
Durham Unified School District	35	10	(25)	$2,101.63	$20,989	-71.4%
Placentia-Yorba Linda Unified School District	196	171	(25)	$2,101.63	$358,911	-12.8%
Linden Unified School District	35	10	(25)	$2,101.63	$20,989	-71.4%
Santa Maria Joint Union High School District	163	138	(25)	$2,117.08	$291,776	-15.3%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Santa Ynez Valley Union High School District	35	10	(25)	$2,101.63	$20,989	-71.4%
San Ramon Valley Unified School District	36	10	(26)	$2,101.63	$20,989	-72.2%
Gustine Unified School District	35	9	(26)	$2,101.63	$18,890	-74.3%
Fullerton Joint Union High School District	130	104	(26)	$2,101.63	$218,285	-20.0%
Natomas Unified School District	70	44	(26)	$2,101.63	$92,351	-37.1%
Red Bluff Joint Union High School District	38	12	(26)	$2,101.63	$25,187	-68.4%
Alpaugh Unified School District	35	9	(26)	$2,101.63	$18,890	-74.3%
Williams Unified School District (CAAEP)	***35***	***8***	***(27)***	***$2,101.63***	***$16,791***	-77.1%
Palo Verde Unified School District	35	8	(27)	$2,101.63	$16,791	-77.1%
Needles Unified School District	35	8	(27)	$2,101.63	$16,791	-77.1%
Gateway Unified School District	35	8	(27)	$2,101.63	$16,791	-77.1%
Siskiyou Union High School District	35	8	(27)	$2,101.63	$16,791	-77.1%
Southern Humboldt Joint Unified School	35	7	(28)			-80.0%
Tulelake Basin Joint Unified School District	35	7	(28)	$2,101.63	$14,692	-80.0%
Big Oak Flat-Groveland Unified School District	35	7	(28)	$2,101.63	$14,692	-80.0%
Bret Harte Union High School District (CAAEP)	***35***	***6***	***(29)***	***$2,101.63***	***$12,594***	-82.9%
Coalinga/Huron Joint Unified School District	34	5	(29)	$2,101.63	$10,494	-85.3%
Laton Joint Unified School District	34	5	(29)	$2,101.63	$10,494	-85.3%
Las Virgenes Unified School District	35	6	(29)	$2,101.63	$12,594	-82.9%
Rowland Unified School District	459	430	(29)	$2,123.45	$911,894	-6.3%
Ukiah Unified School District	573	544	(29)	$2,101.63	$1,141,797	-5.1%
Silver Valley Unified School District	35	6	(29)	$2,101.63	$12,594	-82.9%
Cloverdale Unified School District	35	6	(29)	$2,101.63	$12,594	-82.9%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Farmersville Unified School District	35	6	(29)	$2,101.63	$12,594	-82.9%
Borrego Springs Unified School District	35	5	(30)	$2,101.63	$10,494	-85.7%
Calaveras Unified School District (CAAEP)	***35***	***4***	***(31)***	***$2,101.63***	***$8,396***	-88.6%
Golden Valley Unified School District	31	0	(31)	$2,113.06	$0	-100.0%
Coachella Valley Unified School District	345	314	(31)	$2,101.63	$659,052	-9.0%
Trona Joint Unified School District	35	4	(31)	$2,101.63	$8,396	-88.6%
Biggs Unified School District	35	3	(32)	$2,101.63	$6,297	-91.4%
Pierce Joint Unified School District (CAAEP)	***35***	***3***	***(32)***	***$2,101.63***	***$6,297***	-91.4%
Modoc Joint Unified School District	35	3	(32)	$2,101.63	$6,297	-91.4%
St. Helena Unified School District	35	3	(32)	$2,101.63	$6,297	-91.4%
Baker Valley Unified School District	35	3	(32)	$2,101.63	$6,297	-91.4%
Middletown Unified School District	35	2	(33)	$2,101.63	$4,198	-94.3%
Laytonville Unified School District	35	2	(33)	$2,101.63	$4,198	-94.3%
San Francisco Unified School District	35	2	(33)	$2,101.63	$4,198	-94.3%
Lodi Unified School District	496	463	(33)	$2,101.63	$971,787	-6.7%
Etna Union High School District	35	2	(33)	$2,101.63	$4,198	-94.3%
Fowler Unified School District	34	0	(34)	$2,101.63	$0	-100.0%
Big Valley Joint Unified School District	35	1	(34)	$2,101.63	$2,099	-97.1%
Chowchilla Union High School District	144	110	(34)	$2,101.63	$230,878	-23.6%
Round Valley Unified School District	35	1	(34)	$2,101.63	$2,099	-97.1%
Surprise Valley Joint Unified School District	35	1	(34)	$2,101.63	$2,099	-97.1%
Julian Union High School District	35	1	(34)	$2,101.63	$2,099	-97.1%
Petaluma Joint Union High School District	490	456	(34)	$2,101.63	$957,094	-6.9%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Southern Trinity Joint Unified School District	35	1	(34)	$2,101.63	$2,099	-97.1%
Emery Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Maxwell Unified School District (CAAEP)	***35***	***0***	***(35)***	***$2,101.63***	***$0***	-100.0%
John Swett Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Covina-Valley Unified School District	1,900	1,865	(35)	$2,131.33	$3,969,748	-1.8%
Mendocino Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Potter Valley Community Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Brea-Olinda Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Plumas Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Val Verde Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Center Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Fallbrook Union High School District	35	0	(35)	$2,101.63	$0	-100.0%
Shandon Joint Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
San Lorenzo Valley Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Sierra-Plumas Joint Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Travis Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Denair Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Fillmoore Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Oak Park Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Esparto Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
Winters Joint Unified School District	35	0	(35)	$2,101.63	$0	-100.0%
San Diego City Unified School District	598	562	(36)	$2,159.30	$1,211,945	-6.0%
Wasco Union High School District	76	39	(37)	$2,159.30	$84,103	-48.7%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Le Grand Union High School District	57	20	(37)	$2,101.63	$41,978	-64.9%
Novato Unified School District	50	12	(38)	$2,159.30	$25,878	-76.0%
Kerman Unified School District	81	42	(39)	$2,101.63	$88,153	-48.1%
Sanger Unified School District	217	176	(41)	$2,105.30	$370,050	-18.9%
Tahoe-Truckee Unified School District	57	15	(42)	$2,101.63	$31,483	-73.7%
Los Gatos-Saratoga JUHSD	161	117	(44)	$2,115.56	$247,198	-27.3%
Caruthers Union High School District	66	21	(45)	$2,101.63	$44,076	-68.2%
Palo Alto Unified School District	576	531	(45)	$2,101.63	$1,114,511	-7.8%
Glendora Unified School District	170	124	(46)	$2,101.63	$260,262	-27.1%
Rocklin Unified School District	70	24	(46)	$2,101.63	$50,373	-65.7%
Western Placer Unified School District	96	50	(46)	$2,101.63	$104,945	-47.9%
Gridley Unified School District	49	0	(49)	$2,101.63	$0	-100.0%
Alameda City Unified School District	605	555	(50)	$2,101.63	$1,164,885	-8.3%
West Contra Costa Unified School District	1,147	1,097	(50)	$2,101.63	$2,302,483	-4.4%
Santa Monica-Malibu Unified School District	324	274	(50)	$2,101.63	$575,096	-15.4%
Fontana Unified School District	434	382	(52)	$2,101.63	$801,776	-12.0%
Fresno Unified School District	4,073	4,017	(56)	$2,101.63	$8,431,243	-1.4%
San Lorenzo Unified School District	577	518	(59)	$2,101.63	$1,087,225	-10.2%
Firebaugh-Las Deltas Unified School District	230	168	(62)	$2,101.63	$352,614	-27.0%
Redlands Unified School District	585	523	(62)	$2,101.63	$1,097,719	-10.6%
Ceres Unified School District	97	35	(62)	$2,101.63	$73,461	-63.9%
Corcoran Joint Unified School District	157	93	(64)	$2,101.63	$195,197	-40.8%
ABC Unified School District	3,053	2,988	(65)	$2,101.63	$6,271,484	-2.1%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Anaheim Union High School District	731	666	(65)	$2,101.63	$1,397,661	-8.9%
Tracy Joint Unified School District	561	493	(68)	$2,135.70	$1,051,527	-12.1%
Oakdale Joint Union High School District	134	64	(70)	$2,139.83	$136,770	-52.2%
River Delta Unified School District	76	5	(71)	$2,101.63	$10,494	-93.4%
Oxnard Union High School District	1,731	1,660	(71)	$2,101.63	$3,484,158	-4.1%
Martinez Unified School District	1,191	1,119	(72)	$2,123.37	$2,372,954	-6.0%
Galt Joint Union High School District	120	48	(72)	$2,101.63	$100,747	-60.0%
Santa Clara Unified School District	1,779	1,705	(74)	$2,101.63	$3,578,608	-4.2%
Whittier Union High School District	1,479	1,402	(77)	$2,159.30	$3,023,393	-5.2%
Torrance Unified School District	2,435	2,354	(81)	$2,101.63	$4,940,788	-3.3%
San Dieguito Union High School District	336	255	(81)	$2,109.69	$537,270	-24.1%
Redondo Beach Unified School District	1,305	1,222	(83)	$2,101.63	$2,564,844	-6.4%
Berkeley Unified School District	1,722	1,636	(86)	$2,101.63	$3,433,785	-5.0%
El Rancho Unified School District	942	852	(90)	$2,101.63	$1,788,255	-9.6%
Sequoia Union High School District	891	801	(90)	$2,101.63	$1,681,212	-10.1%
Selma Unified School District	180	87	(93)	$2,101.63	$182,604	-51.7%
Dos Palos Oro-Loma Joint Unified School District	157	63	(94)	$2,101.63	$132,230	-59.9%
Alvord Unified School District	113	19	(94)	$2,101.63	$39,879	-83.2%
Centinela Valley Union High School District	1,564	1,469	(95)	$2,101.63	$3,083,270	-6.1%
Marysville Joint Unified School District	292	183	(109)	$2,101.63	$384,097	-37.3%
Merced Union High School District	698	587	(111)	$2,101.63	$1,232,049	-15.9%
Beverly Hills Unified School District	414	302	(112)	$2,101.63	$633,865	-27.1%
Tulare Joint Union High School District	1,372	1,248	(124)	$2,114.41	$2,635,344	-9.0%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Pacific Grove Unified School District	890	765	(125)	$2,101.63	$1,605,651	-14.0%
Golden Plains Unified School District	229	102	(127)	$2,101.63	$214,087	-55.5%
Fairfield-Suisun Unified School District	1,041	896	(145)	$2,101.63	$1,880,605	-13.9%
Downey Unified School District	2,049	1,901	(148)	$2,101.63	$3,989,991	-7.2%
Stockton Unified School District	1,378	1,224	(154)	$2,101.63	$2,569,042	-11.2%
Colton Joint Unified School District	305	145	(160)	$2,101.63	$304,339	-52.5%
Madera Unified School District	1,165	1,003	(162)	$2,113.06	$2,116,636	-13.9%
Alhambra City High School District	2,992	2,822	(170)	$2,134.12	$6,014,636	-5.7%
Mountain View-Los Altos UHSD	1,393	1,220	(173)	$2,101.63	$2,560,647	-12.4%
Vallejo City Unified School District	1,225	1,041	(184)	$2,101.63	$2,184,945	-15.0%
Mt. Diablo Unified School District	2,203	2,014	(189)	$2,112.73	$4,249,491	-8.6%
Monterey Peninsula Unified School District	1,057	844	(213)	$2,101.63	$1,771,464	-20.2%
Pajaro Valley Joint Unified School District	1,062	834	(228)	$2,101.63	$1,750,474	-21.5%
Manteca Unified School District	858	617	(241)	$2,159.30	$1,330,551	-28.1%
Pittsburg Unified School District	1,093	836	(257)	$2,115.12	$1,765,935	-23.5%
Salinas Union High School District	2,087	1,796	(291)	$2,135.73	$3,830,771	-13.9%
Hacienda La Puente Unified School District	6,962	6,658	(304)	$2,121.62	$14,107,332	-4.4%
Norwalk-La Mirada Unified School District	2,108	1,751	(357)	$2,122.81	$3,712,195	-16.9%
El Monte Union High School District	6,054	5,680	(374)	$2,142.17	$12,151,665	-6.2%
Simi Valley Unified School District	3,215	2,743	(472)	$2,101.63	$5,757,256	-14.7%
Compton Unified School District	2,099	1,441	(658)	$2,101.63	$3,024,501	-31.3%
Grossmont Union High School District	3,158	2,463	(695)	$2,109.39	$5,188,655	-22.0%
Oakland Unified School District	5,297	4,404	(893)	$2,101.63	$9,243,514	-16.9%

District Name	ADA Cap 00/01	ADA Actual 00/01	Diff: Actual vs Cap 00/01	Adult BRL Amount 00-01	Actual Entitlement 00-01	Difference Compared to Overall Cap
Los Angeles Unified School District	63,815	59,139	(4,676)	$2,101.63	$124,126,280	-7.3%
Calaveras CAAEP						
Colusa CAAEP (est. FY 2001/2002)						
Glenn CAAEP		***136***		***$2,100.99***	***$285,026***	
Orland Joint Unified School District (CAAEP)						
Princeton Joint Unified School District (CAAEP)						
Stony Creek Joint Unified School District (CAAEP)						
Willows Unified School District (CAAEP)						
Big Pine Unified School District (CAAEP)						
Bishop Joint Union High School District (CAAEP)						
Death Valley Unified School District (CAAEP)						
Inyo CAAEP		***124***		***$2,100.99***	***$260,183***	
Lone Pine Unified School District (CAAEP)						
Owens Valley Unified School District (CAAEP)						
Eastern Sierra Unified School District (CAAEP)						
Mammoth Unified School District (CAAEP)						
Mono CAAEP		***20***		***$2,100.99***	***$42,259***	
Sutter CAAEP (est. FY 2000/2001)		**87**		**$2,100.99**	**$183,409**	
East Nicolaus Joint UHSD (CAAEP)						
Live Oak Unified School District (CAAEP)		**14**		**$2,101.63**	**$29,385**	
Sutter Union High School District (CAAEP)						
Yuba City Unified School District (CAAEP)						
Formerly: Minarets JUHSD # 75424						
STATE TOTAL	**259,443**	**250,779**	**(9,045)**		**$508,423,926**	-3.5%

Source: Adult Education Office, California Department of Education.

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ENDNOTES

[1] Mr. Botts, originally from the Commonwealth of Virginia, represented Monterey having resided there for 16 months.

[2] Mr. Botts' statement should be considered within the social context of the time, when at the constitutional convention it was debated whether women should have the right to own property, and women's suffrage in California was not gained until 1911. J.R. Browne, *Report of the Debates in the Convention of California, on the Formation of the State Constitution, in September and October, 1849*, Washington: John T. Towers, 1850, 207.

[3] Board of Education v. Hyatt, 152 Cal. 515.

[4] According to the ruling in the Board of Education v. Hyatt, the grade of instruction was declared by subdivision 12 of section 1670 of the Political Code and read: "…such as will prepare graduates therein for admission into the state university." Board of Education v. Hyatt, 152 Cal. 515, 3.

[5] George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 7.

[6] Charles John Falk, *The Development and Organization of Education in California*, New York: Harcourt, Brace & World, 1968, 46.

[7] Roy W. Cloud, *Education in California: Leaders, Organizations, and Accomplishments of the First Hundred Years*, 1952, 130.

[8] California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 5.

[9] The junior high school was for grades seven and eight, high school was for grades nine through 12, and the junior college was for grades 13 and 14. George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 12.

[10] George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 13.

[11] George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 13 and 17.

[12] California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 8-9.

[13] SB 124 (Hays), (amendments of May 11, 1933) proposed to charge a tuition fee of not less than one dollar a term per pupil for a special day or evening classes for pupils, who were older than 21, except for classes maintained in citizenship for foreigners, ESL, classes for the physically handicapped, and classes in elementary subjects taught below the seventh grade.

[14] George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 23.

[15] California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 13.

[16] The federal program included forum projects as an avenue of adult education. Forums had been commonplace in public affairs' classes for many years prior to the inauguration of the federal program, and their use increased steadily from 1924 to 1940. There were regulations established for the operation of forums, which included that a forum had to have a minimum of four meetings, be approved by the Division of Adult Education, and the speakers had to possess a teaching credential or lecture permit. There were a few forums that grew very large as a result of the popular speakers associated with them. This practice limited the participation of the audience and therefore severe criticism resulted, which led to a revision of the regulations in

1941. George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 24.

[17] One "day" of attendance in high school was calculated at four hours, whereas one "day" of attendance in a junior college was calculated at three hours. California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 13.

[18] Opinion Number N.S. 4288.

[19] Roy W. Cloud, *Education in California: Leaders, Organizations, and Accomplishments of the First Hundred Years*, 1952, 200.

[20] Roy W. Cloud, *Education in California: Leaders, Organizations, and Accomplishments of the First Hundred Years*, 1952, 201.

[21] Roy W. Cloud, *Education in California: Leaders, Organizations, and Accomplishments of the First Hundred Years*, 1952, 228-229.

[22] Governor Warren enacted a law, in 1947, which established the three foundation programs as follows: a) $150 of State allocation was given for each unit of average daily attendance in elementary schools if the mandatory tax was fixed at 50 cents; b) $180 of State allocation was provided for each unit of average daily attendance in the high schools if the mandatory tax was placed at 35 cents; and c) $200 of State allocation was provided for each unit of average daily attendance at the junior colleges if the mandatory tax was set at 20 cents. Roy W. Cloud, *Education in California: Leaders, Organizations, and Accomplishments of the First Hundred Years*, 1952, 230.

[23] George C. Mann and J. Wilson Getsinger, Development of Adult Education in California, revised by Stanley E. Sworder, Bulletin of the California State Department of Education, v. XXVI, n. 13, 1957, 33.

[24] George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 33.

[25] George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 33.

[26] George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 34.

[27] The classes developed for the aging population included education for employment, health education, and management of personal affairs, foods, psychological aspects of aging, crafts, and creative activities. George C. Mann and J. Wilson Getsinger, *Development of Adult Education in California*, revised by Stanley E. Sworder, *Bulletin of the California State Department of Education*, v. XXVI, n. 13, 1957, 77.

[28] To gain a better understanding of the breadth of courses available for adults in the 1950s, classes were offered in the following areas: agriculture, art and crafts, business education, engineering and technological subjects, health and physical education, homemaking education, language and speech arts, mathematics, music, science, socio civic education (including citizenship), trade and industrial arts, academic subjects, English for the foreign born, parenting education, and fine arts. Linda L. West, *Meeting the Challenge: A History of Adult Education in California, From the Beginnings to the 1990s*, 1995, 13.

[29] California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 15-16.

[30] Linda L. West, *Meeting the Challenge: A History of Adult Education in California, From the Beginnings to the 1990s*, 1995, 12.

[31] Roy W. Cloud, *Education in California: Leaders, Organizations, and Accomplishments of the First Hundred Years*, 1952, 202.

[32] California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 21.

[33] California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 22.

[34] It should be noted that at many community colleges, noncredit programs and courses are considered as "adult continuing education."

[35] Whether a course is characterized as a noncredit program is sometimes determined at the local level. For example, it may be that courses offered as noncredit ESL at one district are offered as credit ESL classes at another. Furthermore, there may be basic skills courses offered as credit or noncredit, depending on local priorities.

[36] Education Code § 76300 et seq.

[37] The Statutes of 1980, Chapter 1354 (AB 2196) enacted the existing ten instructional programs authorized for adult schools.

[38] Education Code § 41976.

[39] Education Code § 1900 et. seq.

[40] Education Code § 84757.

[41] Education Code § 84810.5 authorizes the governing board of a community college district to provide educational classes for inmates of any city, county, or city and county jail, road camp, farm for adults, or federal correctional facility.

[42] Education Code § 66010.4 (a) states:

> (2) In addition to the primary mission of academic and vocational instruction, the community colleges shall offer instruction and courses to achieve all of the following:
>
> (A) The provision of remedial instruction for those in need of it and, in conjunction with the school districts, instruction in English as a second language, adult noncredit instruction, and support serves which help students succeed at the postsecondary level are reaffirmed and supported as essential and important functions of the community colleges.
>
> (B) The provision of adult noncredit education curricula in areas defined as being in the state's interest is an essential and important function of the community colleges.
>
> (C) The provision of community services courses and programs is an authorized function of the community colleges so long as their provision is compatible with an institution's ability to meet its obligations in its primary missions.
>
> (3) A primary mission of the California Community Colleges is to advance California's economic growth and global competitiveness through education, training, and services that contribute to continuous work force improvement.

[43] Education Code § 52610.

[44] Education Code § 76000 and § 78401 (c).

[45] Federal Workforce Investment Act, Title II, Chapter 73 § 9292.

[46] Education Code § 48200.

[47] The Governor's Budget defines the state general apportionment fund as: "The General Fund is the predominant fund for financing state government programs. It is used to account for revenues that are not specifically designated to be accounted for by any other fund. The primary sources of revenue for the General Fund are the personal income tax, sales tax, and corporation taxes…The General Fund is used as the major funding source for education (K-12 and higher education), health and human services programs, youth and adult correctional programs, and tax relief…" *Governor's Budget 2004-05*, Appendix 4, 94.

[48] The Statutes of 1980, Chapter 1354 (AB 2196) enacted the separate fund in the Budget Act, known as the "adult education fund" to be expended for adult education purposes only.

[49] According to Halena Le of Fiscal Services at the California Department of Education, there are 339 school districts that received $561,560,796 or 255,594 ADA, and five consortia (which consist of 19 districts) that received $907,293 or 413 ADA for a total of 358 districts that received a total general apportionment of $ 562,468,089 funds for adult education in 2001-2002.

[50] The figure for the average statewide revenue limit for adult education of $2,197.08 was certified by the California Department of Education on July 2, 2003.

[51] Linda L. West, *Meeting the Challenge: A History of Adult Education in California, From the Beginnings to the 1990s*, 1995, 32.

[52] Chapter 1195, Statutes of 1992 (AB 1891, Woodruff).

[53] According to the Governor's Budget, "the CalWORKs program is California's largest cash aid program for children and families and is designed to provide temporary assistance to meet basic needs, such as shelter, food, and clothing, in times of crisis, while establishing specific work requirements and encouraging personal accountability. Under CalWORKs, the State sets basic program eligibility standards, but counties are given the flexibility to design and carry out CalWORKs in a manner to best achieve success at the local level. Most of the funding for CalWORKs services, administration and child care is provided to the counties as a block grant that may be used to divert recipients from public assistance or to provide employment services, child care, and other supportive services to help transition aid recipients to unsubsidized employment." *Governor's Budget 2004-05*, Health and Human Services Agency, Department of Social Services, Item 16.30, HHS 157.

[54] Regional Occupational Centers or Programs (ROC/Ps) offer career and technical education courses in regular high schools, and county offices of education or school districts operate them under joint power agreements. ROC/Ps serve high school and adult students in the same classroom.

[55] These funds are sometimes referred to as the Perkins funds or VTEA funds.

[56] The federal Carl D. Perkins Vocational and Technical Education Act (Public Law 105-332) became effective on July 1, 1999, and will continue through June 30, 2004.

[57] There are seven specified requirements including (1) provides a coherent sequence of courses to ensure learning in the academic and vocational and technical subjects; (2) provides students with strong experience in and understanding of all aspects of the industry; (3) develops, improves, or expands the use of technology; (4) provides professional development programs for teachers, counselors, and administrators; (5) develops and implements a program evaluation which includes an assessment of how the needs of special populations are being met; (6) initiates, improves, expands, and modernizes quality vocational and technical education programs; and (7) provides services and activities that are of such size, scope and quality to be effective.

[58] $50 million was available for the Community-Based English Tutoring (CBET) Program in 2001-2002 according to Jorge Gai of the California Department of Education.

[59] Education Code § 315-316, and the Code of Regulations, Title 5 § 11305.

[60] $15,852,000 was available for the State Apprenticeship Program in 2001-2002 according to Al Tweltridge of the California Department of Education.

[61] Education Code § 41976. Since the state general apportionment does not support the apprenticeship program, CASAS does not collect data, on behalf of the California Department of Education, for the apprenticeship program.

[62] $360,031,000 was available for the Regional Occupational Centers/Programs (ROC/Ps) in 2001-2002 according to Al Tweltridge of the California Department of Education.

[63] $853,747,150 was available for the Lottery Educational Apportionment. Under Proposition 20 that was enacted by the voters in March 2000, half of the growth of the lottery funds, using the 1997-98 fiscal year as the

base year, must be used to acquire or purchase instructional materials amounting to $98,921,311 in 2001-2002 according to Mike Silvera of the State Controller's Office.

[64] Government Code 8880 et. seq.

[65] $274,498,563 was available for the federal Workforce Investment Act, Title I in 2001-2002 according to Jean Scott of the California Department of Education.

[66] Three community colleges in two community college districts did not receive general apportionment funds for noncredit programs including Imperial Valley Community College (in Imperial Valley Community College District) and Crafton Hills College and San Bernardino Valley College (both in San Bernardino Valley Community College District).

[67] Per Theresa Tena of the Fiscal Services Office at the Chancellor's Office of California Community Colleges.

[68] The statewide average reimbursement rate per noncredit FTES in 2002-2003 was $2,114. This amount was less than half of what it was for credit FTES. This is in spite of the fact that the costs to deliver and expectations for the work within many noncredit courses are similar to those for credit classes. Per Dona Boatright, Interim Vice-Chancellor, Educational Services, California Community Colleges Chancellor's Office.

[69] Education Code § 84750 (b) (3).

[70] Chancellor's Office California Community Colleges, *Understanding Funding, Finance and Budgeting: A Managers Handbook*, March 1999.

[71] Education Code § 84750 (b)(3).

[72] Chancellor's Office California Community Colleges, *Understanding Funding, Finance and Budgeting: A Managers Handbook*, March 1999, 14.

[73] Education Code § 8152 and Labor Code § 3074.

[74] The rate of reimbursement is detailed in the Budget Act of 2002, Item 6870-101-0001 Schedule 2, 4. (b).

[75] The Budget Act of 2002, Item 6870-101-0001, Schedule 12, 18 (b) specifies that 15.64 percent of the total amount allocated under schedule 12 ($54,307,000) for matriculation services is designated for students enrolled in noncredit classes and programs.

[76] According to the California State Budget, Proposition 98 was a voter approved initiative in November 1988, and amended in June 1990. Proposition 98 provides a minimum funding guarantee (beginning in fiscal year 1988-1989) for school districts, community college districts, and other State agencies that provide direct elementary and secondary instructional programs for grades K-14. Proposition 98 is also used to refer to any expenditures that fulfill the guarantee.

[77] According to Celina Arias-Romero of the Chancellor's Office of California Community Colleges.

[78] $1.9 million was available for the CalWORKs - Curriculum Development & Redesign in 2001-2002 according to Judy Reichle of the Chancellor's Office of California Community Colleges.

[79] $700,000 was available for CalWORKs – Instruction in 2001-2002 according to Judy Reichle of the Chancellor's Office of California Community Colleges.

[80] $73,733,205 was available for the Disabled Students Programs and Services (DSPS) in 2001-2002 according to Scott Hamilton of the Chancellor's Office of California Community Colleges.

[81] $83,695,000 was available for the Extended Opportunity Programs & Services (EOPS) program in 2001-2002 according to Marianne Estes of the Chancellor's Office of California Community Colleges.

[82] $300 million was available for Partnership for Excellence (PFE) in 2001-2002 according to Patrick Perry of the Chancellor's Office of California Community Colleges.

[83] The partnership for excellence goal related to workforce development includes the number of successful completions of vocational education, number of businesses or employees benefiting from training through

contract education, or individuals receiving fee-based job training. Chancellor's Office of California Community Colleges, *System Performance on Partnership for Excellence Goals: District and College Data for 1999-00, 2000-2001, and 2001-2002*, April 2003, 49.

[84] The partnership for excellence goal related to basic skills improvement includes the number of students completing coursework at least one level above their prior basic skills enrollment. Chancellor's Office of California Community Colleges, *System Performance on Partnership for Excellence Goals: District and College Data for 1999-00, 2000-2001, and 2001-2002*, April 2003, 63.

[85] $148,707,547 was available for the Lottery Educational Apportionment in 2001-2002 according to Mike Silvera of the State Controller's Office.

[86] $38,709,267 was available for the federal Carl D. Perkins Vocational and Technical Education Act (VTEA) in 2001-2002 according to Lee Murdock of the California Department of Education.

[87] Unknown amount federal Workforce Investment Act, Title I (of $588 million total to California) in 2001-2002 according to Chris Yatooma of the Chancellor's Office of California Community Colleges.

[88] The reason that less than half of the colleges participate as providers is due to a federal Accountability Model that requires colleges to do rigorous follow-up on all students in a course, which includes federal WIA Title I students. For example, participation in the federal WIA Title I program requires that if the federal funding supports one student in a training program of 50 students, then the federal program required a follow-up on all of the students. Many community colleges could not afford to do that. The proposed language for WIA reauthorization addresses this challenge. It should be noted that the local Workforce Investment Boards (WIBs) administer and manage federal WIA funds in the state. Per Dona Boatright, Interim Vice-Chancellor, Educational Services, California Community Colleges Chancellor's Office.

[89] CASAS collects outcome and assessment data for the 16 community college districts participating in the federal Title II WIA in 2001-2002.

[90] These outcome data are reported by instructional program for the authorized state funded programs (ESL, Citizenship, adult basic education (ABE), High School/GED, Short-term vocational education, Health and Safety, adults with disabilities, parenting education, home economics, and older adults).

[91] Note for Chart 15: Results do not add up to 100 percent in each instructional program because they reflect the learners who remained in an instructional program or left after completion of goal and marked areas that applied to them. Percentages by program are provided in parenthesis next to the total number.

[92] Only one area is required to be tested, and reading is the predominant area.

[93] This information is gathered using the TOPSpro software developed by CASAS.

[94] Comprehensive Adult Student Assessment System, *Student Progress and Goal Attainment Report: Adult School Programs in California 2001-2002*, 42.

[95] Reading skills were measured for adult learners enrolled in the adult basic education, high school/GED, and English as a second language and Citizenship instructional programs.

[96] The two highest levels on the ABE Chart are descriptors for Adult Secondary Level through high school/GED completion and correspond to the National Reporting System (NRS) levels.

[97] Comprehensive Adult Student Assessment and the California Department of Education, *Implementation of the Workforce Investment Act (WIA) Title II: 2001-2002 End-of –year Progress Report to the Legislature*, March 1, 2003.

[98] The Department of Education reviewed the learning gains for students who had received between 18 and 120 hours of instruction in the adult basic education and ESL for the previous 15 years. Based on their analysis of student performance, and with input and guidelines from the U.S. Department of Education, CDE established minimum state level benchmarks. California Adult Student Assessment System (CASAS), *2002-2003 Administration Manual for California*, Revised July 2002, Section 7-3.

[99] Comprehensive Adult Student Assessment and the California Department of Education, *Implementation of the Workforce Investment Act (WIA) Title II: 2001-2002 End-of –year Progress Report to the Legislature*, March 1, 2003, 8.

[100] The total benchmarks earned in 2001-2002 of 238,150 were aggregated by instructional program: Adult Basic Education = 22,515; Adult Secondary Education = 28,539; ESL = 183,081, and ESL-Citizenship = 4,015.

[101] Linda L. West, *Meeting the Challenge: A History of Adult Education in California, From the Beginnings to the 1990s*, 1995, 74.

[102] Linda L. West, *Meeting the Challenge: A History of Adult Education in California, From the Beginnings to the 1990s*, 1995, 75.

[103] Goal five stated that "by the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in global economy and exercise the rights and responsibilities of citizenship." Linda L. West, *Meeting the Challenge: A History of Adult Education in California, From the Beginnings to the 1990s*, 1995, 75.

[104] The Commission was directed to provide advice to the U.S. Secretary of Labor regarding the type and level of skills necessary to enter employment. The Commission examined the following four areas: 1) Define the skills needed for employment; 2) Propose acceptable levels in those skills; 3) Suggest effective ways to assess proficiency; and 4) Develop a strategy to disseminate the findings to the nation's schools, businesses and homes. U.S. Department of Labor, The Secretaries Commission on Achieving Necessary Skills, *Skills and Tasks for Jobs: A SCANS Report for America 2000*, 1-3.

[105] U.S. Department of Labor, The Secretary's Commission on Achieving Necessary Skills, *What Work Requires of Schools: A SCANS Report for America 2000*, xv.

[106] The five SCANS competencies are: 1) Resources (allocates time, money, material and facility resources, and human resources); 2) Information (acquires and evaluates information, organizes and maintains information, interprets and communicates information, and uses computers to process information); 3) Interpersonal (participates as a member of a team, teaches others serves clients/customers, exercises leadership, negotiates to arrive at a decision, and works with cultural diversity); 4) Systems (understands systems, monitors and corrects performance, and improves and designs systems), and 5) Technology (selects technology, applies technology to task, and maintains and troubleshoots technology).

[107] The three foundational skills are: 1) Basic Skills (reading, writing, arithmetic, mathematics, listening, and speaking); 2) Thinking Skills (creative thinking, decision making, problem solving, seeing things in the mind's eye, knowing how to learn, and reasoning); and 3) Personal Qualities (responsibility, self-esteem, social, self-management, and integrity/honesty).

[108] http://novel.nifl.gov/lincs/collections/eff/about_eff.html

[109] http://novel.nifl.gov/lincs/collections/eff/eff_standards.html

[110] Comments from Leslie P. Smith, Director, Special Assistant to the Chancellor for Governmental Relations at the City College of San Francisco.

[111] As discussed in Chapter 2 under Funding Sources and Structure, the existing formula for adult schools is based on the expenditure rates established in 1977-1978.

[112] For noncredit programs, the program-based funding model is an allocation model, not an expenditure model. Adult schools do submit a report on unaudited data to their corresponding county offices of education by September 15th every year. The county offices submit a report to the California Department of Education by October 15th annually on actual expenditures for all apportionment funds.

[113] According to the Census 2000, Spanish includes both Spanish and Spanish Creole languages. U.S. Census Bureau, 2000 Census of Population and Housing, Summary File 3: Technical Documentation, 2002, B-30.

[114] According to the Census 2000, other Indo-European includes French, French Creole, Italian, Portuguese and Portuguese Creole, German, Yiddish, Other West Germanic languages, Scandinavian languages, Greek,

Russian, Polish, Serbo-Croatian, other Slavic languages, Armenian, Persian, Gujarati, Hindi, Urdu, other Indic languages. U.S. Census Bureau, 2000 Census of Population and Housing, Summary File 3: Technical Documentation, 2002, B-30.

[115] According to the Census 2000, Asian and Pacific Island languages includes Chinese, Japanese, Korean, Mon-Khmer, Cambodian, Miao, Hmong, Thai, Laotian, Vietnamese, other Asian languages, Tagolog, and other Pacific Island languages. U.S. Census Bureau, 2000 Census of Population and Housing, Summary File 3: Technical Documentation, 2002, B-31.

[116] Deborah Reed, *The Growing Importance of Education in California*, Testimony before the California State Assembly Select Committee on Adult Education, July 29, 2003.

[117] Information collected for California may be located on the U.S. Census Bureau website. For more information regarding the American Community Survey (ACS) go to the website located at: http://factfinder.census.gov/jsp/saff/SAFFInfo.jsp?geo_id=&_geoContext=&_street=&_county=&_cityTown=&_state=&_zip=&_content=sp1_acs.html&_watermark=&_gnId=0&_gtId=0&_title=American+Community+Survey&_lang=en&_sse=on Check also: http://www.census.gov/acs/www/Products/Profiles/Single/2002/ACS/CA.htm

[118] The National Assessment of Adult Literacy has been administered three times since its inception: in 1985, 1992, and 2003.

[119] http://nces.ed.gov/naal/design/about02.asp

[120] All participants of the NAAL complete the Fluency Addition to NAAL (FAN), and "use speech-recognition software to assess the ability of adults to decode and recognize words and to read with fluency. FAN tasks include reading lists of words and numbers as well as text passages. Oral directions and questions are provided in English or Spanish, depending on each participant's choice." The Adult Literacy Supplemental Assessment (ALSA) participants are identified based on their performance on a set of core screening items, and they complete the ALSA instead of the main NAAL. ALSA assesses the ability of the least-literate adults, and uses familiar materials that are manipulable and contextualized. Directions for the ALSA are provided in either English or Spanish. For more information, check the National Center for Education Statistics website at: http://nces.ed.gov/naal/design/about02.asp

[121] Lynn B. Jenkins and Irwin S. Kirsch, *Adult Literacy in California: Results of the State Adult Literacy Survey*, Princeton, NJ: Educational Testing Service, May 1994, xx.

[122] These statistics are published on the California State University website at: http://www.asd.calstate.edu/remediation02.rem/Rem_Sys_fall2002.htm

[123] The study was funded by the Pew Charitable Trusts and the GE Fund and conducted by Public Agenda, a nonprofit organization dedicated to nonpartisan public opinion research. http://www.publicagenda.org/press/press_release_detail.cfm?report_title=Reality%20Check%202002

[124] The survey included 260 employers who make hiring decisions for employees recently out of high school or college and 251 professors at two- and four-year colleges who taught freshmen or sophomores in the last two years. Check information at: http://www.publicagenda.org/issues/pcc_detail2.cfm?issue_type=education&concern_graphic=pccedubasicsRF.jpg Also check: http://www.ets.org/research/dload/standards_for_what.pdf

[125] Education Code § 52540 requires that any local governing board of a high school district, in which 20 or more persons aged 18 or older who are not able to speak, read, or write the English language to the degree of proficiency equal to that required for the completion of the eighth grade of elementary schools, to establish classes in English for such persons.

[126] Education Code § 52519.

[127] Education Code § 52520.

[128] There are 13 full-time consultant staff and one funded part-time staff in the Adult Education Office at the California Department of Education.

[129] California State Auditor, Bureau of State Audits, *Department of Education: Its Monitoring Efforts Give Limited Assurance That it Properly Administers State and Federal Programs*, 99121, January 2000; and California State Auditor, Bureau of State Audits, *California Department of Education: The Extensive Number and Breadth of Categorical Programs Challenges the State's Ability to Reform and Oversee Them*, 2003-107, November 2003.

[130] Education Code § 78015.

[131] Education Code § 78016.

[132] Education Code § 52550.

[133] According to the administrator for the noncredit program at the Santa Barbara City College, Lynda Fairly, the fees collected cover the cost of all of the staff at the Citizenship Center. The district provides for all of the overhead costs and the staff that supervises the center.

[134] The Santa Barbara City College has formed a 40-member Citizens' Advisory Council which meets on a regular basis. The members are representative of the community (law, politics, medical, educational, elderly, etc.), and provide input regarding needs from their organizational points of view.

[135] As discussed in Chapter 2 under Funding Sources and Structure, the existing formula for adult schools is based on the expenditure rates established in 1977-1978.

[136] Data collected for adult schools is pursuant to Budget Act Item No. 6110-156-0001 Schedule (a).

[137] It should be noted that there are no penalties for districts that do not report data to the California Department of Education.

[138] According to Pat Rickard, Executive Director, Comprehensive Adult Student Assessment System.

[139] There has been some experimentation in the state to offer "managed enrollment" schemes so that class offerings have dates of commencement and ending that are structured and defined, as opposed to allowing students to enter and leave classes at their own descretion.

[140] Data provided by the MIS of the Chancellor's Office of California Community Colleges.

[141] According to CASAS, approximately 30 percent of participants in the federal WIA Title II program provide SSNs.

[142] Unemployment Insurance Code § 15037.1 et. seq.

[143] The 1998-1999 State Budget Act Item 6110-156-0001, Schedule (a) read as follows:

(g) The Legislature finds the need for good information on the role of local education agencies in providing services to individuals who are eligible for or recipients of CalWORKs assistance. This information includes the extent to which local education programs serve public assistance recipients and the impact these services have on the recipients' ability to find jobs and become self-supporting.

(h) The State Department of Education shall develop a data and accountability system to obtain information on education and job training services provided through state-funded adult education programs and regional occupational centers and programs. The system shall collect information on (1) program funding levels and sources; (2) the types and amounts of services provided to program participants; (3) characteristics of participants; and (4) pupil and program outcomes. The state Department of Education shall provide local providers with a list of required data elements by October 18, 1998. The department shall work with the Department of Finance and Legislative Analyst's Office in determining the specific data elements of the system and shall meet all information technology reporting requirements of the Department of Information Technology and the Department of Finance.

(i) As a condition of receiving funds provided in Schedule (b) of this item or any other General Fund appropriation made to the State Department of Education specifically for education and training services to CalWORKs recipients, local adult education programs and regional occupational centers and programs shall collect program and participant data as described in this section and as

required by the State Department of Education. Beginning January 1, 1999, local providers shall begin collecting the data elements required by the State Department of Education. The State Department of Education shall require that local providers submit to the state aggregate data for the period January 1, 1999, through June 30, 1999. The State Department of Education shall provide to the local providers by October 15, 1998, a description of the specific reporting requirements for this data.

(j) Beginning July 1, 1999, local providers shall provide data to the State Department of Education that permits a disaggregation of data to permit the identification for subgroups of participants of (1) types and levels of services, and (2) outcomes. The State Department of Education shall provide to local providers by July 1, 1999, a description of the specific reporting requirements needed to permit the disaggregation of data.

(k) The State Department of Education shall report on or before March 1, 1999, to the Department of Finance, the Legislative Analyst's Office, and the budget committees of the Senate and Assembly on its progress in establishing the data system. In addition, the State Department of Education shall describe both of the following:

(1) The department's proposed data collection system needed to implement the disaggregated data system described in subdivision (d).

(2) The department's proposal to consolidate all state data needs for adult education and regional occupational centers and programs into one data system that is integrated with the department's California School Information Services data system.

[144] Senate Bill 160, Budget Act of 1999-2000.

[145] The 2003 State Budget Act Item 6110-156-0001, Schedule (a).

[146] The "Coordinated Compliance Review" (CCR) for Adult Education, compliance item I-A6, states that "school district collects and reports data required by state regulations." The citation for this is Education Code 52501.3, 52522, and the State Budget Act Sections 6110-156-001 and 6110-158-001.

[147] Per Jean Scott, Administrator, Adult Education Office, California Department of Education.

[148] Budget Item 6110-156-0001 Schedule (a) 10.50.010.001.

[149] Chapter 4 of the Statutes of 2003 instituted a mid-year deferral of $40,925,000 of the total amount appropriated in 2002-2003 ($582,038,000). The $40,925,000 reverted to the Proposition 98 reversion account, and was rolled over to the adult education state appropriation for the 2003-2004 fiscal year.

[150] Chapter 227 of the Statutes of 2003 instituted an annual deferral of $40,925,000 of the total amount appropriated in 2003-2004 ($536,850,000). The $40,925,000 reverted to the Proposition 98 reversion account, and will be rolled over to the adult education state appropriation for the 2004-2005 fiscal year.

[151] The purpose of the CAHSEE was stated in the law as indicated below.

The Legislature finds and declares both of the following:

(a) Local proficiency standards established pursuant to Section 51215 of the Education Code are generally set below a high school level and are not consistent with state adopted academic content standards.

(b) In order to significantly improve pupil achievement in high school and to ensure that pupils who graduate from high school can demonstrate grade level competency in reading, writing, and mathematics, the state must set higher standards for high school graduation.

[152] Repealed Education Code § 51215 et seq.

[153] Center for Education Policy, 2003.

[154] http://www.cde.ca.gov/statetests/cahsee/background/info.html

[155] Education Code § 60850 et seq.

[156] In reading, the exam includes vocabulary, decoding, comprehension, and analysis of information and literary texts. In writing, the exam covers writing strategies, applications, and the conventions of English such as grammar, spelling, and punctuation.

[157] Specifically, the mathematics part includes statistics, data analysis and probability, number sense, measurement and geometry, mathematical reasoning, and algebra. Students must demonstrate a strong foundation in computation and arithmetic that includes mastery of work with decimals, fractions, and percents.

[158] Education Code § 60854 et seq.

[159] Human Resources Research Organization (HUMRRO), *Independent Evaluation of the California High School Exit Examination (CAHSEE): AB 1609 Study Report* – Volume 1, May 1, 2003, 63-64.

[160] Human Resources Research Organization (HUMRRO), *Independent Evaluation of the California High School Exit Examination (CAHSEE): AB 1609 Study Report* – Volume 1, May 1, 2003, 65.

[161] Education Code § 78401 (e) states: "The governing board of any community college district maintaining an adult school shall prescribe the requirements for the granting of diplomas." The summary of the legal opinion provided by the Chancellor's Office of California Community College may be found on the Chancellor's Office website at: http://www.cccco.edu/divisions/esed/aa_ir/NONCREDIT/noncredit_newsann.htm

[162] Education Code § 78401 (c). It should be noted that the issue of concurrent enrollment at the community colleges applies not only to high school students, but also for students who are concurrently enrolled in credit and noncredit classes or programs.

[163] Source: Chancellor's Office of California Community Colleges. Note: the high school student counts are not unduplicated.

[164] Chancellor's Office of California Community Colleges, *First Report to the Legislature on Status of Systemwide Investigation of College/High School Concurrent Enrollment*, June 6, 2003.

[165] There were 12 noncredit course sections in 2001-2002 that did not conform to law at the City College of San Francisco. Chancellor's Office of California Community Colleges, *First Report to the Legislature on Status of Systemwide Investigation of College/High School Concurrent Enrollment*, June 6, 2003, 12.

[166] Education Code § 76002 (c). The annual report to the Department of Finance and the Legislature must include the amount of FTES claimed by each community college district for both full- and part-time high school students enrolled at the colleges. This information must be broken out into the categories of 1) noncredit; 2) nondegree-applicable; 3) degree-applicable, excluding physical education; and 4) degree-applicable including physical education.

[167] Education Code § 52500.

[168] The Legislature and Governor Wilson enacted three bills into law to limit the high school concurrent enrollments in adult schools and specify the conditions for allowing concurrent enrollments, including AB 1321 (Wright), AB 1891 (Woodruff), and AB 1943 (Lee). These laws came into effect on January 1, 1993.

[169] Education Code § 52500.1.

[170] Education Code § 52523.

[171] Education Code § 52523.

[172] Education Code § 52616.17.

[173] The "adult education audit findings" found different circumstances and basis for noncompliance for each of the 35 school districts reviewed.

[174] Senate Bill 765, Chapter 614, Statutes of 1971.

[175] Education Code § 8530 et seq.

[176] According to the definitions provided pursuant to SB 94, "adult basic education" is education in communication and computational skills to and including the 12th grade level, including English as a second language and citizenship.

[177] The original language stated adult programs at the 13th and 14th grade level course content rather than the post secondary programs, but was amended in 1990.

[178] Education Code § 87355 et seq.

[179] Education Code § 87357.

[180] Title 5 of the California Code of Regulations § 53412.

[181] Title 5 of the California Code of Regulations § 53410.

[182] Title 5 of the California Code of Regulations § 53413.

[183] Education Code § 87359.

[184] Education Code § 87359.

[185] For instance, the authorization of the Multiple Subject (MS) and Single Subject (SS) teaching credentials apply to "preschool, kindergarten, grades 1 through 12, and classes organized primarily for adults." MS credentials allow teaching all academic subjects to one group of students in a "self-contained" classroom, normally found at the elementary school level. SS credentials allow teaching a special subject listed on the credential (i.e., English, Mathematics, or Science) in a departmentalized setting, and this is usually applied at the middle or high school level.

[186] At the time of writing this report, the California Department of Education released a DRAFT October 23, 2003, NCLB Teacher Requirement Guide, 11.

[187] Joint Board Task Force on Noncredit and Adult Education, *Challenges Opportunities Changes*, Final Report, December 1998, 26.

[188] Joint Committee to Develop a Master Plan for Education – Kindergarten through University, Emerging Modes of Delivery, Certification, and Planning Working Group, *Final Report 2001-2002, Appendices, Volume II*, Adult Continuing Education (tab), 10-11.

[189] The Full-Time Equivalency Faculty (FTEF) for the full-time noncredit instructors was 316.66, whereas the FTEF for the part-time noncredit instructors was 1,295.07 according to the MIS of the Chancellor's Office of California Community Colleges.

[190] According to Karl Scheff of the California Department of Education.

[191] According to Adrianna Sanchez-Aldana of the Adult Education Division at the Sweetwater Union High School District, to start the tenure track, an instructor has to teach 19 hours or more a week for at least 75 percent of the school year. This is required for two years, and beginning with the third year, the instructor would be considered to be permanent (tenured).

[192] James S. Smith, Vice President, Instructional & Student Services, Centers for Education & Technology, Educational Cultural Complex, The San Diego Community College District.

[193] Joan Polster, Assistant Superintendent, Adult Career and Technical Preparation, Sacramento City Unified School District.

[194] Education Code § 52506.

[195] The California Department of Education cites the National School Counseling Model and Standards on their website at: http://www.cde.ca.gov/spbranch/ssp/natlmodel.html

[196] Education Code § 52523.

[197] The California Department of Education, Data Management Division, California Basic Educational Data System.

[198] According to Janet MacLeod of the Evans Community Adult School in the Los Angeles Unified School District, there were 736 adult learners enrolled in elementary basic skills and 1,067 adult learners enrolled in adult secondary education in 2002-2003.

[199] Education Code § 84750 (b)(3) (E).

[200] Per Leslie P. Smith, Director, Special Assistant to the Chancellor for Governmental Relations at the City College of San Francisco.

[201] Per Robert Turnage, Vice Chancellor, Fiscal Policy, Chancellor's Office of California Community Colleges.

[202] P2 refers to the second certification that is reported in June based on the total FTES numbers through April each year.

[203] According to Alicia Nocum, Assistant Budget Director of the Los Angeles Unified School District (LAUSD), there was a bus strike during the 1999-2000 school year. This contributed to a material decrease in the attendance of students at adult schools at LAUSD. By the 2001-2002 school year, there was an improvement in the class size index. Average class size from the previous year was at 20. A normal class may have approximately 22 ADA, but this has been increased to an average of 23 or 24 ADA per class the following year. At the LAUSD, ESL is the largest instructional program, followed by adult secondary education (ASE), and vocational education. The program for older adults is a growing program at LAUSD.

[204] California Department of Finance, *Perspectives on Adult Education in California: Historical Overview and Inventory of Selected Statistics*, v. 2, 1976, 23.

[205] Joan Polster, Assistant Superintendent, Adult Career and Technical Preparation, Sacramento City Unified School District.

[206] Average daily attendance was computed for community college funding apportionment until 1991.

[207] The reimbursement amounts for noncredit and credit ADA for the three succeeding years after the passage of SB 1641 were: 1977-1987 = $1,650/ADA; 1978-1979 = $1,713/ADA; and 1979-1980 = $1,803/ADA. Source: Fiscal Division, Chancellor's Office of California Community College.

[208] Chapter 565, Statutes of 1983.

[209] Chancellor's Office California Community Colleges, *Understanding Funding, Finance and Budgeting: A Managers Handbook*, March 1999, 14.

[210] P2 refers to the total ADA that school districts have reported up to April 15th and this amount is certified on July 2 annually.

[211] It should be noted that the San Francisco Unified School District did provide one unit of ADA in 2001-02 for adult education as noted in Appendix 8.

[212] It should be noted that while 3.5 percent of the total revenue available at the Los Angeles Community College District is for noncredit in 2002-2003 (P2), the Los Angeles Unified School District receives the largest appropriation of ADA among adult schools in the state.

[213] This was proposed as a preliminary recommendation of the Master Plan for Education – Kindergarten Through University, and was removed from the final master plan report.

[214] Education Code § 8530 et seq.