At Risk: Adult Schools in California

**Overview**

Adult schools are facing the biggest threat to their existence since the first school was founded in California a century and a half ago. An EdSource survey in October-November 2011 found that 23 of the state’s 30 largest school districts had made major cuts to their adult education programs, including Anaheim Union High School District, which eliminated its 73-year-old program in 2010–11.

This spring, the Los Angeles Unified School District threatened to close its entire adult education program. But in a tentative agreement with union negotiators reached on June 8, the district agreed to maintain the program, though at a much smaller level.

Adult education programs are an important strand in the state’s safety net, offering community-based classes to some of the state’s neediest adults ranging from the unemployed, the disabled, and the elderly to ex-offenders re-entering society and immigrants trying to learn English and become citizens.

In California, English as a Second Language (ESL) is by far the largest adult education program. The second-largest is the GED/high school diploma program, followed by job training classes through career-technical programs. In recent years, adult schools have served more than 1 million students annually, but there is no accurate count of how much enrollments have declined as a result of the state’s budget crisis.

Historically, adult education was protected from severe cutbacks because it was designated a “categorical” program, which meant state funds it received were earmarked specifically for adult students. But in February 2009, the Legislature allowed school districts to use funding for about 40 categorical programs, including adult education, for any purpose to give districts more flexibility in handling the impact of state budget cuts. Lawmakers also cut the funds for those categorical programs by 20%. Because districts’ major focus is K–12 education, adult schools have become especially vulnerable.

The rapid erosion of adult education programs has sparked some new strategies to try to ensure their survival. The California Department of Education has suggested creating regional
adult education centers to attract more funding and avoid overlapping programs. The Little Hoover Commission, an independent state oversight agency, has proposed having community colleges take over all adult schools. Other supporters of adult education are arguing that the state should reinstate categorical funding for adult schools.

Survey Results

Of the 30 largest districts surveyed by EdSource, only one—Montebello Unified—reported that its adult program has remained the same, and only one—Anaheim Union High—has closed its school. Two districts—San Francisco Unified and Santa Ana Unified—rely on their local community colleges to provide adult education programs. Another four districts—Corona-Norco Unified, Kern Union High, San Diego Unified, and Stockton Unified—have made only minor cuts.

But the vast majority of districts surveyed report that their programs have drastically shrunk.

One of the most dramatic cutbacks occurred in Oakland Unified, where spending has declined from $11.7 million at the beginning of the 2008–09 school year to a projected $1 million for 2012–13.

Oakland’s adult school first opened in 1871. In 2008–09—before the district diverted adult education funds to its K–12 schools—it was set to serve the most students it had ever educated in its history, said Chris Nelson, Oakland’s adult and career education administrator.

Instead, Nelson has had to severely reduce programs and lay off staff. The once-robust adult school with a staff of about 300 has been reduced to about 15 full-time and 15 part-time staff.

This year, Fontana Unified in San Bernardino County is spending only $300,000 on adult education instead of the $1.6 million it used to allocate, which among other changes has resulted in the consolidation of some classes.

“We’ve made a big, big change with ESL (English as a Second Language) classes,” said Tracie Zerpoli, director of career-technical and adult education for Fontana Unified. In the past, the district offered different levels of classes, specific to the student’s needs. Now Fontana is putting students at all different levels of English proficiency in the same class.

“It’s not as good for the students,” Zerpoli said, “but we thought it was better than nothing.”

In 2010–11, San Juan Unified near Sacramento closed its Winterstein Adult Center, one of the district’s two centers open to all adult students. The district now offers only a few classes at Sunrise Tech Center. A third center, Orange Grove Adult School, is still open to serve adults with disabilities.
“Every year it’s a struggle,” said Paula Tarpenning, director of adult education and school to career for San Juan. “We have a strong, strong belief in adult education in our district, but when you run out of money, you look at adult ed as a place to cut.”

Since 2007–08, Garden Grove Unified in Orange County has reduced its program by about 70%, and Poway Unified near San Diego has cut its program by 60%. Capistrano Unified in Orange County has reduced its adult school budget by more than half. San Bernardino City has shortened the adult school year by eight weeks and eliminated “enrichment” classes such as recreation and arts courses. The district closed 10 sites where it offered classes, cut the work year of classified employees, such as administrative assistants, by one month, and laid off teaching staff or reduced their hours.

In San Jose, the Metropolitan Education District’s adult school had to close two major campuses and 43 sites at local high schools and community centers during the past few years. The adult school, established in 1870, has consolidated its programs on only one campus, which it shares with a Regional Occupational Center (ROC), also part of MetroED. The Central County Occupational Center, which is funded by several nearby school districts, provides career-technical courses primarily for high school students, though it does serve some adults. MetroED adult school, originally funded by four districts, is now supported by only one district, San Jose Unified, which has also reduced funding for adult education. This year the adult school served about 2,500 students, but had to turn away more than 5,000.

Teachers worked in groups to decide how to prioritize which students to admit, director Sylvia Karp said. For example, if students had been working on their high school diploma and were close to graduating, those students would be at the top of the priority list.

Carolina Romo, 28, was one of the chosen few. She was considering enrolling in a medical assistant program at a private school before hearing about San Jose’s MetroED. The private schools were charging $25,000 to $30,000 for the course compared with $1,500 at MetroED, she said.

“I would have stayed at home and done nothing because there was no way I could afford $30,000,” Romo said, reflecting on her decision to enroll in MetroED. “This is a big, life-changing opportunity for me.”

When districts decide to cut back on adult education, the hardest hit programs are often so-called “enrichment” classes for older adults, such as arts, recreation, or personal finance courses. Fontana and Oakland both eliminated their older adult program, and Clovis Unified near Fresno reduced staff in that program from 30 teachers to six. Since 2007–08, Capistrano has reduced offerings for older adults by 70%, and Fremont Unified in the San Francisco Bay Area cut its program by 85%.
Since 2007–08, classes that teach parents how to help their children succeed in school have also been cut back in some districts, such as Oakland.

Sweetwater Union High School District near San Diego is cutting back on health and safety classes.

Current legislation allows districts to use categorical funds for any educational purpose through 2014–15. Therefore, most districts have at least maintained a skeleton adult education program so they will have an organization in place for 2015–16 when categorical funds are restored.

But Gov. Jerry Brown is proposing that the flexible funding approved by the Legislature in February 2009 become permanent. If his proposal is implemented, districts with skeleton programs, such as Oakland, might decide to completely eliminate adult schools.

“The fact that flexibility might be permanent means we will start having different conversations,” predicted Oakland’s Nelson. All funding for adults would likely be diverted to educating K–12 students, he said.

Yet more than 20% of California’s adults—5.3 million people—lack a high school diploma or a GED. Half of these adults have less than a 9th grade education—more than twice the national average.

According to the National Center for Education Statistics (NCES), nearly a quarter of California adults are functionally illiterate in English.

It is far from clear where adults like these, who typically rely on adult education, will go in its absence.

**Adult education programs have flourished in California, but they are not found in every community**

California’s first adult “evening school” was opened in 1856 for Chinese immigrants living in San Francisco. Classes were taught in the basement of Old St. Mary’s Cathedral.

Since then, adult education in California grew, serving 1.2 million students per year in fall of 2008. That year, the state allocated $773 million for adult schools, more than the federal government spent on adult education for the entire country.

The federal government also supports adult education programs, primarily through Title II of the 1998 Workforce Investment Act (WIA), which is more generally referred to as the Adult Education and Family Literacy Act. The act targets adults who are low-income, disabled, single parents, displaced homemakers, or have limited English proficiency. It provides funding for English as a Second Language (ESL) classes, adult basic and secondary education, and parenting and citizenship classes. In 2008–09, California received about $81 million.

Districts that accept these federal funds must show that students have made progress by pre-testing them before they start a program and then testing them.
again at its conclusion. Funding for the next year is based on how well students have progressed toward their goals. In the current school year, the federal allocation is expected to be about $88 million, according to the 2011–12 Final Budget Summary for California.

How much funding adult schools have received from the state in 2011–12 is less clear. Because districts no longer have to report on how they used state funds previously designated for adult schools, there is no way to know how much of the $634 million in state funds that would have been earmarked for adult education this school year are actually being spent on adult programs. Patrick Ainsworth, assistant state superintendent of public instruction, has estimated that only about half of those funds are being spent on adults. Chris Nelson, who is also president of the California Counsel for Adult Education, has estimated that as a result of the decrease in funding, the number of adults served has dropped by more than a third to about 700,000 students in 2011–12.

One of the virtues of many adult education programs is that they are located in a school or community center. Adults with poor academic skills, who might also speak little English, are more likely to seek assistance from a program that is close to home and less intimidating than a college campus might be, adult school educators say. Often these adults have two jobs or don’t have access to reliable transportation. For them to be able to attend, the classes need to be within walking or biking distance or along a bus route.

Rural adult education programs are underfunded
Many communities in California, particularly those in rural areas, are without adult school programs, according to a January 2004 study by the Center for California Studies, CSU Sacramento, Funding Adult Education: Does California Put the Money Where the Needs Are?

The researchers found that rural areas were shortchanged when it came to state funding for adult education. Those areas had higher unemployment rates and a higher percentage of adults without a high school education, yet they received fewer funds than urban areas with higher employment rates and a more educated population.

“California does not allocate funds geographically based on indicators of current need,” the report stated. “Large urban counties fare better under the state’s current allocation method.

“Funding levels actually decrease as the unemployment rate and the share of the population with less than a high school education rise.”

Part of the reason for this disparity is that many of the urban programs began when local communities made adult education a priority and imposed local taxes to support an adult school. After Proposition 13 passed in 1978, the
state took over the school finance system and allocated adult education funds to districts and community colleges that had previously supported local programs.

The California Department of Education’s strategic plan for adult education released in November 2011—*Linking Adults to Opportunity*—calls for developing a new formula for distributing funds based on need that would ensure greater access to adult education throughout the state. However, the plan does not explain how to fund new programs at the same time that existing programs are being cut back.

**Can adult education be saved?**

Currently, adult schools are as much at-risk as many of the people they serve. The wide array of programs they have traditionally offered, combined with recent funding cutbacks, has contributed to an identity crisis in adult education in the state.

In its May 2011 report, *Gateway to a Better Future: Creating a Basic Skills System for California,* the California Budget Project, a nonpartisan nonprofit, recommended that adult education should focus primarily on teaching basic skills in reading, writing, and math, along with English as a Second Language instruction.

The California Department of Education’s strategic plan also proposes narrowing adult education’s focus, but not as dramatically as recommended by the California Budget Project’s report. In its strategic plan, the department proposed that adult education programs prepare students “for college, career, and civic responsibility.” This would mean that adult schools would only have to offer classes related to academic or career advancement or citizenship acquisition.

**New strategies**

The rapid erosion of adult education programs has sparked some new strategies to try to ensure their survival. Three principal strategies are currently being considered:

- Creating regional adult education centers;
- Having community colleges take over adult schools;
- Reinstating categorical funding for adult schools.

EdSource considers each of these proposed strategies in the following section.

1. **Regional centers**

In its November 2011 report, the California Department of Education recommended creating regional Academic and Career Education Transition (ACET) centers to coordinate adult programs and resources at a regional level to attract more funding and avoid duplication of services.
These centers would be expected to develop collaborative relationships with community organizations, including colleges, high schools, and Regional Occupational Centers, which offer career-tech courses. The ACET centers would provide support services, such as childcare, transportation help, and counseling for adult school students. The strategic plan leaves open the possibility that many existing adult schools themselves could become ACET centers.

Another goal of the plan is for these centers to promote best practices, such as dual enrollment, whereby students earn community college credit while attending an adult school, allowing them to transfer to college more easily.

The California Department of Education’s strategic plan is being met with skepticism by some adult education providers.

Kathy Brendzal, principal of Bell Gardens Adult School in Montebello Unified, said the plan has some positive aspects, but that she is skeptical that agencies will actually collaborate.

She is also concerned that services will end up too far away from the communities they are supposed to serve, and that the plan will create more bureaucracy.

“Another layer of administration?” Brendzal said. “That may not be effective.” But she does support the California Department of Education’s proposal to open five pilot centers to see how the model works.

Debra Jones, dean of Career Education Practices in the Division of Workforce and Economic Development at the California Community Colleges Chancellor’s Office, helped draft the regional center proposal when she was working at the California Department of Education.

The plan’s intention, Jones said, was to use some existing adult schools as regional centers and rely on current adult school educators to implement the programs. But, she said, all the details weren’t fleshed out.

Some adult education providers complain that the plan is too vague about how funding levels would be established and how the funds would be distributed. Because many districts have already spent their adult education funds on K–12 needs, and many areas of the state have never had adult education programs, they wonder how the state could find enough funds to support both old and new programs.

“I’m still leery of the plan because there are so many unknowns in how it is going to be implemented,” said Ramon Leyba, director of adult education at Sweetwater Union High School District. “But with [Gov.] Jerry Brown’s new budget proposal—that districts can do whatever they want with adult education funding—this plan might be the only way to survive.”

Even if the details of funding have not been worked out, Jones said that thinking regionally makes sense.
“Funding for individual adult schools has less of a chance of surviving,” she said. “There’s strength in collaboration. If we do nothing, adult schools will cease to exist.”

Santiago Jackson, former assistant superintendent for adult and career education at Los Angeles Unified School District (and an EdSource board member), suggested other ways that a regional approach could be implemented. Adult schools could be run jointly by adjacent school districts, possibly in collaboration with the local county office of education, similar to how Regional Occupational Centers are organized, he said.

The California Department of Education is currently reviewing public comments submitted on the strategic plan. By early summer, the department hopes to “frame steps” to move forward with the plan, according to Patricia Terry, administrator of the state’s Adult Education Office.

2. Community college takeover

Community colleges currently operate about 25% of adult school programs in the state. These are typically courses that do not earn college credit.

After conducting a series of hearings, the Little Hoover Commission recommended that community colleges take charge of all adult education in California. The commission noted that community college adult school programs, which do not rely on categorical funding, are relatively intact compared with many adult programs run by school districts.

More specifically, the commission recommended that adult basic skills education—including helping adults learn English and math and obtain a high school diploma or GED—should be one of the primary missions of the community colleges.

Leslie Smith, associate vice chancellor of Governmental Relations at City College of San Francisco, agreed with the commission’s findings.

“The K–12 system can’t focus on adults,” she argued. The community colleges have the capacity and the will to take over adult schools, she said, but need more funding to implement such programs statewide.

Those in favor of keeping adult schools in community colleges say it is easier for students to transition to for-credit courses and earn a skills certificate or an associate degree if they are already connected to a college.

City College of San Francisco is considered by many to be a model program because of its community outreach efforts, offering classes to adults in a variety of locations throughout the community, not just on the college campus.

Currently 50,000 students at City College are participating in noncredit adult school programs. These classes are offered at 150 different locations, including eight major campuses throughout the city.
But unlike City College, many community colleges offer adult school classes primarily on their campuses, making them less accessible to many adults who may need help with basic skills. Often the classes also have higher fees than school district–run adult schools.

Santiago Jackson said that “the beauty of adult ed is that it is community-based.” A good community college program can do the same thing, he said, but for most community colleges, running multiple off-campus adult school programs would be an extra responsibility that would be difficult to implement, particularly in the current climate of budget cutbacks.

3. Reinstate “categorical funding” for adult schools

Assembly Bill 18—introduced by Assemblymember Julia Brownley, D-Santa Monica, and currently being considered in the Senate Education Committee—would extend the elimination of separate categorical funds for numerous school programs. But it notably recommends keeping categorical funds for adult schools.

This contrasts with Gov. Jerry Brown’s budget reform proposal, which calls for the permanent elimination of categorical funding for adult schools.

Paul Hay, superintendent of San Jose’s MetroED, said if the governor’s plan is approved, “adult education is dead, gone, over, and will never come back in the state.”

Ramon Leyba from Sweetwater is also pessimistic. When it comes to education funding, he said, adult education gets less political support than funding for K–12 schools, community colleges, and universities.

“Our clientele are the neediest in the community, but they have the least clout,” he said.

But Dawn Koepke, a legislative advocate for the California Council for Adult Education and the California Adult Education Administrators Association, is hopeful that categorical funding will be reinstated. Adult education is starting to gain support among legislators “who understand that the situation is really dire,” she said.

“Adult education should be differentiated from the rest of K–12 programs,” she said. “It’s a different population entirely and should be treated differently.” The organizations she represents support Brownley’s efforts to retain separate categorical funding for adult schools.

The December 2011 California Community Colleges Student Success Task Force report also expressed concern about giving districts flexibility in how they spend adult school funds. The report stated:

“Failure to address the basic skills needs of the state will have lasting impacts on hundreds of thousands of Californians as well as the state’s economy and social climate. The Governor and Legislature should re-examine the implementation
of K–12 budgetary flexibility for adult education funds, and the resulting redirection of funds intended to support those programs, to determine if this practice is consistent with California’s social and economic needs.”

The California Budget Project report also supported restoring dedicated funding to adult education, but only if those dollars were tied to outcomes such as students actually earning a GED or high school diploma, passing an English literacy test, or obtaining a job. The report noted that many students in basic skills classes make minimal or no progress.

The California Budget Project supports the federal approach to allocating adult education funds. As noted earlier, the federal government determines how much funding it will give to an adult school based on the success of the previous year’s students in reaching their goals.

**Conclusion**

Grassroots support to keep adult education programs has been growing. During a two-week period at the beginning of February, more than 220,000 people signed petitions in support of keeping adult school programs and staff when Los Angeles Unified Superintendent John Deasy proposed severely cutting or eliminating the program under a worst-case budget scenario. On the “Save Adult Ed” website created to support this effort, former adult education students wrote about why the program was important to them.

“I support adult education and West Valley Occupational Center because I was able to get training in air conditioning and heating and get my own business,” said Victor Rosales in a comment posted on Jan. 26, 2012. “Now I have a profession, and I am an entrepreneur. This was a life-changing experience for me and my family, and I would like all adults in our community who want to study to be able to have the same opportunity I had.”

In a smaller but effective effort, Janel Escobar, who earned her high school diploma at Fontana Unified’s adult program, led a petition drive to keep Fontana Adult School open after the school board voted to close it. She and other students got 1,473 people in one week to sign a petition in support of the school. Escobar created a Facebook page to spread the word and a phone tree to get people to come to meetings. About 30 students came with signs to the school board meeting when board members reversed their decision and agreed to keep the adult program, though not without some cuts.

What spurred Escobar to go back to school was the birth of her daughter. She wanted to be a role model, she said, and teach her daughter to value education.

“I chose adult ed because I knew there were a lot of people there like me,” she said. “I felt like I could relate more to those students than people in community college.” Now that she has gained confidence through the program, she is continuing her education by taking online college courses in marketing.
If districts eliminate adult education, “they are pretty much giving up on their own citizens,” Escobar said.

Amid the turmoil, some adult school directors are retooling their programs to make them more sustainable.

Clovis Unified is attempting to make its program more self-sufficient by raising fees a small amount for career-tech courses, which cost substantially more at nearby private colleges. The district is focusing on the programs where people have a good chance of finding a job when they graduate.

For example, Clovis Adult School raised its fees for the licensed vocational nurses program from $4,500 to $6,000. This compares with about $33,000 for a similar program at nearby private colleges, said Kevin Cookingham, the adult school’s principal.

Cookingham said he thought it was fair to raise fees to sustain the program. “Are we going to sit here and beg for money from the state, or are we going to be entrepreneurial?”

At Corona-Norco Unified in Riverside County, adult school director JoDee Guerard hopes to bring in more revenue by improving the academic outcomes in programs that are supported with federal funds. The more students who successfully complete those programs, such as the GED or citizenship classes, the more money the school receives from the federal government under the federal Workforce Investment Act. The school is also eliminating some career-tech programs, such as medical assistant training and accounting classes, referring interested students to nearby adult schools that offer the same or similar programs.

In addition, Guerard is combining skills instruction in different subject areas into a single class. For example, some English as a Second Language classes now also focus on job preparation—how to write a résumé, look for jobs, and prepare for a job interview—rather than having students take separate ESL and job-preparation classes.

Guerard is also meeting with representatives from the nearby community college, Norco College, to discuss how best to serve students who lack basic skills, including ways to streamline courses offered by both institutions and eliminate overlap between the institutions.

Other adult school directors who are still running viable programs are also trying to find ways to do more with less, such as partnering with community colleges, raising fees, or combining courses, Guerard said.

“My perspective is that adult education is already reinventing itself in California,” she said.

The next few months will shape the future of adult education in California in profound ways. The Legislative Analyst’s Office is expected to issue its recommendations regarding adult education. The California Department of Education will provide more details on how to implement the regional approach it is...
proposing. As part of ongoing budget negotiations, the Legislature and Gov. Brown will be called on to decide whether to restore dedicated categorical funds for adult programs or leave it up to each school district whether to keep them going.

“From an economic development point of view as a state, we have to confront this issue,” said Patrick Ainsworth, assistant state superintendent of public instruction, in testimony before the Little Hoover Commission. “We’re faced with this gigantic problem of a huge underclass in our state who previously had the commitment from our state to provide them a second chance. Are we or are we not going to give people a leg up and give them a productive future?”

To Learn More

California Department of Education

Linking Adults to Opportunity: Transformation of the California Department of Education Adult Education Program, the California Department of Education’s strategic plan, November 2011.

Adult Education website.

Little Hoover Commission

Serving Students, Serving California: Updating the California Community Colleges to Meet Evolving Demands, Little Hoover Commission’s overall report on community colleges—February 2012.

Little Hoover Commission’s Executive Summary regarding adult education. 2011.

Written testimony of Patrick Ainsworth, assistant state superintendent of public instruction and director of Secondary, Career, and Adult Learning Division, and Debra Jones, then-administrator, Adult Education Office, California Department of Education, at the Little Hoover Commission hearing on June 23, 2011.

Other Reports

Advancing Student Success in California Community Colleges, California Community Colleges Student Success Task Force, January 2012.

Educational Opportunities for Adults in California, California Research Bureau, February 2004.


Gateway to a Better Future: Creating a Basic Skills System for California, California Budget Project, May 2011.

Something’s Got to Give: California can’t improve college completions without rethinking developmental education at its community colleges, EdSource, October 2010.


Adult Education Organizations

California Adult Education Administrators Association.

California Council for Adult Education.
**APPENDIX**

**Adult Education Program Cutbacks 2011–12**

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* San Diego Unified has a small adult school for its students who have not earned their high school diploma. But most adult education programs are handled by the San Diego Community College District.

**Data:** District officials’ responses to EdSource survey, October-November 2011; district adult education directors, November-February 2011

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EdSource’s October-November 2011 survey of California’s 30 largest districts asked whether they had discontinued their adult school, changed the program in major ways, changed the program in minor ways, or not changed the program since 2007–08.