



Assemblyman John Foran and Senator Anthony Bellenson



ADA crisis is one of funding

CUPERTINO—The roots of the Community College in California are deep and their hold is strong, but the drought which currently threatens them is one of the most destructive kind.

The seed of the crisis which confronts two year educational institutions in 1975 was planted along with the system itself. Its history and future are crucial to the very existence of that system as a concept.

THE CRISIS IS one of funding, specifically state support through the ADA (average daily attendance) formula. The legislature at the suggestion of Governor Brown is currently attempting to place a five per cent limit on ADA funding growth in the next scholastic year. The limitation is part of the overall state budget for fiscal 1975-76.

In a late development Tuesday afternoon, the assembly failed by five votes to approve the overall budget because of abstentions on the part of key Democratic assemblymen. The vote was 49-20 on the measure which requires a 2/3 majority in order to pass.

The same bill which had earlier been ironed out in a joint senate-assembly conference committee had been passed 32-5 in the senate. The speaker of the assembly, Leo T. McCarthy of San Francisco, told the Associated Press that he would try again for passage of the bill on Thursday in order to send it on to Governor Brown before the June 30 deadline.

BUT THE HISTORY of the bill stretches back quite a while, and those developments are important to the overall picture which faces the assemblymen again on Thursday.

It begins with the original intent of the community college—to provide free educational opportunity for all. It includes among its more significant developments the passage of S.B.6, sponsored by Alfred

Alquist, in 1973. The bill deals with state funding contributions and specifies the formula which determines how much support will be responsibility of the state and how much that of the locality.

But the most important and most recent history began last September when the Governor's finance department began to assimilate the data necessary for this year's budget. From roughly mid-September to mid-December the department under the direction of Roy M. Bell made financial predictions of the needs and expectations of various state-supported programs. Their predictions did not include any necessary or desirable limit, on ADA funding growth for community colleges.

THEIR WORK RESULTED in an original draft budget which was submitted to Governor Brown in early January. Brown in turn submitted it to the state senate which debated, amended and finally approved it without any limitation on ADA funding growth.

But while the Senate worked on the premises derived in the September-December analysis, a re-evaluation was being undertaken by the finance department at the request of the Governor. The budget surplus of \$500 million which he had inherited from ex-Governor Reagan had dwindled to \$200 million and he wanted to know why.

The result according to the finance department's mid-May report was largely because of unforeseen growth of the adult education programs in the community colleges. This growth was attributed to the recession and the high jobless rate, and a desire for educational benefits and job retraining on the part of the displaced adults.

BROWN THEN REQUESTED

an amendment limiting ADA funding growth to three per cent for the Assembly Ways and Means Committee which was finalizing the assembly version at the time. The committee obliged him, but the entire body felt that five per cent was a more realistic and less controversial figure. The assembly also struck an extremely controversial segment which dealt with enrollment limits, a provision which would have changed the entire structure of the community college.

On the floor, however, there was some difficulty as the Democrats had to fly in an ailing assemblyman to cast the deciding vote, 54-25 to pass the budget on to a joint conference committee with the senate. The move was extremely partisan in that it was a straight party vote, 54 Democrats yes, 25 Republicans no.

The conference committee also exper-

ience some difficulty with the bill, and the section, passing over Item 350.1 of the assembly version twice before finally considering it on the last day before resubmitting the budget to the floor for ratification. In the end, however, the committee elected to put forth the assembly version with the limitation rather than the senate version without any restrictions.

THEN CAME THE fateful Tuesday afternoon assembly vote. If the bill should pass the assembly on Thursday, it would go on to the Governor's desk for his signature before the June 30 deadline. If it should fall short again, it may be due for another trip to the conference committee.

In any case it will be a budget which shakes the very roots of the blossoming community college tree in California.

Legislators defend comm. college enrollment cap - 'no more money'

SACRAMENTO—The California Assembly-Senate conference committee returned its compromise version of the 1975-76 state budget to the full legislature Monday morning. And there wasn't a trace of satisfaction in community college circles at the final result.

But then, there weren't too many smiles in Sacramento either. Under pressure from Governor Jerry Brown to hold the line on state taxes, and faced with skyrocketing growth in the C.C. system, legislators placed a five per cent "enrollment cap" on adult and community college programs.

THE REASONS FOR the cap are varied, but essentially it comes down to

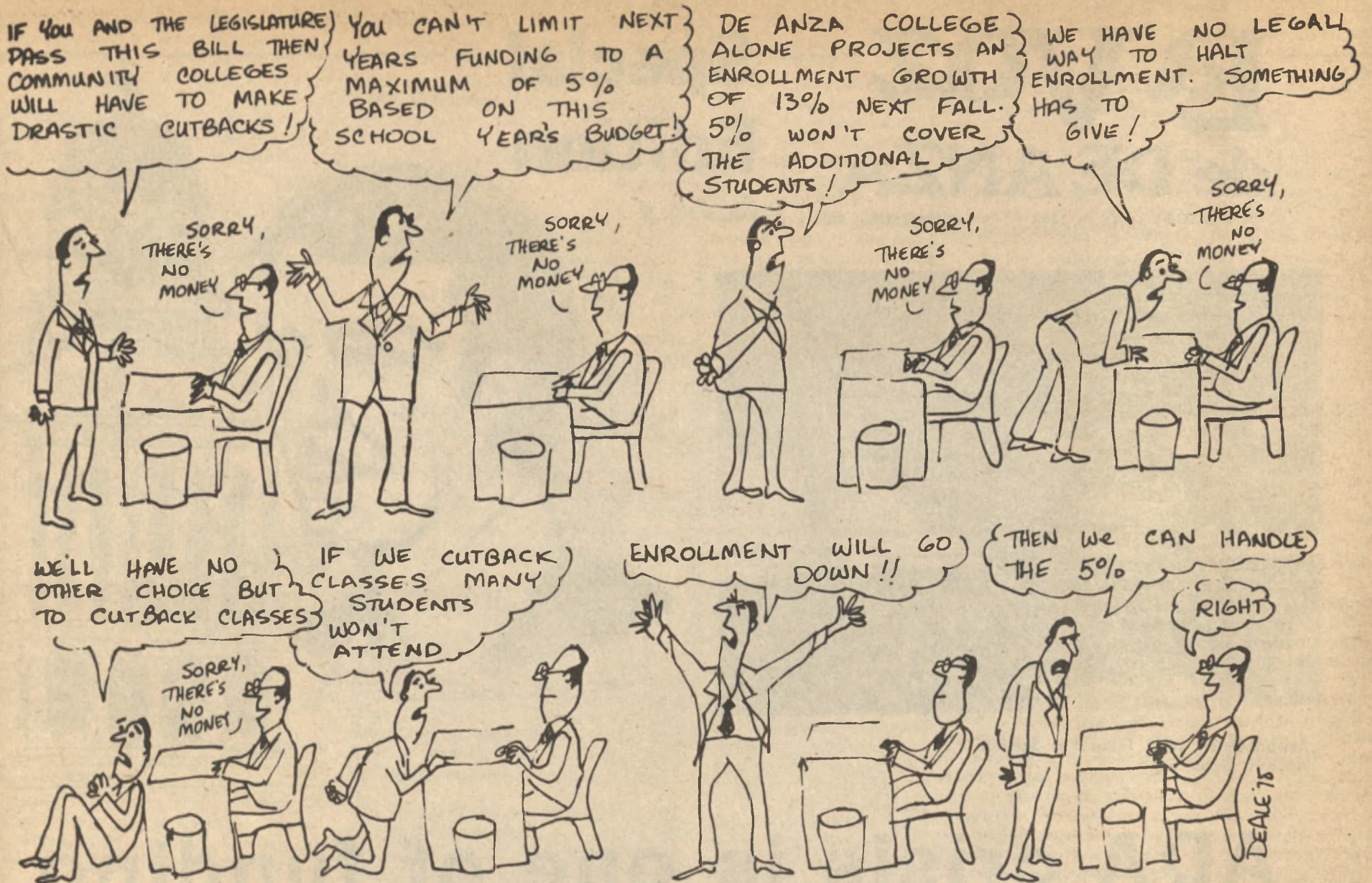
one simple fact—there isn't enough money to match the increase.

Supply can no longer equal demand. And the demand is tremendous.

State school aid, which will account for approximately 45 per cent of next year's \$11.4 billion budget, increased beyond prior estimates by about \$45 million this year. It increased \$117 million over the state Finance Director's projection for next year, largely because of staggering expansion in community college programs.

Increasing enrollment demands increasing state monetary support, despite the current 50-50 sharing of fiscal responsibility between state and local governments. But state support is no longer there.

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Editorial

ADA system may need reform

A lot of concern is being heard both locally and state-wide over school financing these days. The state is feeling the biggest budget crunch most of its legislators can remember. Many Community Colleges are dealing with the biggest growth factor they have ever seen.

The irony of the situation is that both sides have a valid gripe. Community colleges are by law required to operate on an open door policy. As a result of the open door policy and demand for classes, the colleges have been expanding with out-reach programs into the community.

The state on the other hand simply does not have the money in the form of reserves. Legislators claim that community colleges (as well as high school adult education) are introducing more and more "Mickey Mouse courses" for the sole purpose of gaining state money through ADA funding. They feel a growth cap is the best way to slow the flow of money from the state into public schools.

The result will be a savings to the state of \$55 million and at the Foothill Dis-

trict level will mean a loss of between 1.7 and \$2 million. In terms of services lost, most district people agree cutbacks and possible cancellations of programs will be in order.

The five per cent cap however does not restrict local districts from obtaining more local taxes and many legislators see this as a solution for college districts which will grow above the five per cent. Another solution many have suggested is transferring "Mickey Mouse type courses" into an area where students pay for the expenses of the class.

Foothill district officials argue that although money is made on these types of courses, it is needed to supplement other courses which cost more than they bring in.

If indeed the state is trying to reform the ADA system by putting a growth limit on it, then they are reacting in an erratic, high speed and unprofessional manner. A few weeks before budgets are due is no time to slap public education in the face.

There is no doubt that the ADA system of state financing of education needs an overhaul.

La Voz urges review from both the district and state levels, much needed reviews, we feel. For the time being, however, local community college districts are going to have to face certain facts, and lack of money is a certain fact. The district is going to have to charge a tuition (as evil a word as that is) to pay the costs of its "So called Mickey Mouse courses."

And all parties concerned are going to have to cross their fingers, grit their teeth and wiggle through next year.

Local tax

LOS ALTOS- "If it's the B to make up the difference it c up by increasing the local tax. Foothill Community College Di cellor John Dunn Monday n we're not going to recommend

This is the letter which prompts amendment to restrict Community ADA funding increases to three per cent. Although the limit was later raised to five per cent, the controversy remains.

Subject: State School Fund Apportionment to Community Colleges, Grades 13 and 14

The May 1975 revision of expenditure estimates discloses that State School Fund apportionments to community colleges for grades 13 and 14 will be \$39,263,900 greater than the amount estimated in the Governor's Budget for fiscal year 1975-76.

The net upward revision in estimated 1975-76 community college apportionments is primarily due to higher projections of community college enrollment. ADA primarily as a consequence of increases in the adult category which results in an additional expenditure of \$31.8 million. In addition, it is anticipated that foundation program apportionments will increase in Community Colleges by \$7.5 million as the result of the implementation of the Federal Comprehensive Employment and Training Act of 1974 (CETA).

Sincerely,
ROY M. BELL
Director of Finance
May 13, 1975

La Voz

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Agenda items in new perspective

The specter of state funding limitations hung like a pall over everything the Foothill Community College Board of Trustees discussed at its regular meeting Monday night.

The five per cent enrollment cap which was approved yesterday by the legislative conference committee put the previously routine agenda items in a new perspective. Course changes, deletions and new courses which were submitted to the board by the De Anza curriculum committee were approved only after close scrutiny.

BOARD MEMBER Norman Shaskey objected to courses such as gardening and Gay self-awareness which he felt should be part of the tuition-supported short course program.

"It's precisely these types of courses which have led to legislative action," said Shaskey. "It seems that they are being added just to get ADA."

Trustee Franklin P. Johnson said that the courses were being offered "because students want them." He urged a review when a course is more recreational than informational.

THE BOARD VOTED 4-1 to accept the courses, with Shaskey dissenting. Chancellor John Dunn assured the board that there would be a review of the short course system.

Shaskey introduced and had defeated two proposals that he felt would save money. One, a \$112,575 tax refund, would return money that is the balance in the Earthquake Safety Fund. The fund has

been unused for several years because it can't be used for anything but earthquake safety.

Although the refund would only amount to three-quarters of a cent per taxpayer, Shaskey felt that it would restore some faith in government.

"If you take money from the taxpayers and don't use it you ought to be able to give it back," he insisted.

MOST OF THE BOARD didn't see it his way, feeling that rather than going to taxpayers the money should go into the operating budget of the district if they could get the state legislature to allow the transfer.

Shaskey's other proposal concerned the construction of the De Anza child care center. He proposed that the board adopt a faster and more economical plan than they have now, using portable buildings rather than permanent structures.

The rest of the board was totally opposed to this, saying that portable structures would be more expensive in the long run because they would have to be replaced. Johnson added that he didn't want to see the child-care center cut at all under the five per cent cap.

THE TRUSTEES APPROVED a \$36 million tentative budget although it will certainly have to be revised to stay within the funding limit.

Dr. Dunn declared a moratorium on new programs and personnel hiring until the effect of the new legislation is known.

The trustees will hold a special meeting on July 15 to adopt their final version of the budget and make it ready for publication.



Potential effects

--Continuing Education

"We're going to be penalized for every student we bring in," said Florin Caldwell, associate dean of continuing education. Calling the growth cap "a very serious situation," he estimated as many as 25 per cent of the existing continuing education courses could be cut.

He sounded an equally sour note when speaking of the proposed Fair Oaks Satellite College saying "in order to have Fair Oaks go through, we're going to have to cut other existing programs to the bones." He did however admit that he is presently budgeting for the satellite college but adds that in order to pay for it an increased growth would be required.

CALDWELL VERY MUCH disagrees with the state legislatures opinion of some community college courses, as being 'Mickey Mouse.' "I don't have one off-campus course that I would call 'Mickey Mouse,'" he said.

Stressing that 95 per cent of the courses are requested by the community, he said that if the courses were 'Mickey Mouse', they would not have succeeded.

He said reluctantly that he would rather see courses switched to community services and charge a tuition rather than eliminating those courses entirely but fears too much of this approach could lead to "elitist education."

He emphasized that both eliminating various courses and charging a tuition would deny some people the opportunity to attend some classes.

ENROLLMENT IN off-campus classes has increased 500 per cent over the last two years. Caldwell feels strongly that for the most part people use off-campus facilities as a vestibule of the campus.

The Fair Oaks Satellite College, should it still survive, will occupy an abandoned elementary school in Sunnyvale about five miles from De Anza.

--Student employment

The ADA funding growth cap could cut student employment by up to 50 per cent according to Financial Aids Coordinator, Jose Robledo who, although guessing at the exact figure, said employment of students in many areas would "definitely" be effected.

He estimated that during the past year as many as 1,700 to 1,800 students were employed through various divisions of the college. Robledo stressed that the division or area would decide who would stay on and who would not. He added that each division or area pays for student help out of its own budget.

Robledo, as do many other top administrators, feels that the blunt end of the growth cap will be felt in the new programs. He contends that the cap will "prevent us from taking that big step."

--Tutorial center

The number of students using the tutorial center have increased 40 per cent over the last two quarters and as a result the center "would be slowed up" by the ADA growth cap.

Jim Perlewitz, training supervisor for the tutorial center, said that new programs such as expansion into area high schools would be effected first but he didn't outrule the possibility that the center might have to limit students according to academic records.

The center is funded entirely through state ADA funds and roughly 75 per cent of the centers budget pays for tutors salaries. Perlewitz estimated that over 1300 students have made use of the center over the last two quarters.

--Campus center

Services offered by the De Anza Campus Center are salary dependent but, not completely on the Foothill Community College District.

According to Marj Hinson, associate dean of student activities at De Anza, the Campus Center budget is self-supporting through its services, except for 20 per cent which is sent through district funding.

Hinson adds that the center budget will run around \$750,000 which will be unaffected by the ASDAC funding, but will be affected somewhat once the five per cent cap limit on student enrollment is signed by Governor Jerry Brown.

Hinson points out that new programs such as the physically disabled, vocational industrial clubs of America (VICA), and work experience will be affected.

Concerning cutbacks, Hinson states the personnel without tenure will be the first to go, tenure meaning a person has to have three years with the institution.

ate can make up difference

Dunn was referring to the loss of somewhere under \$2 million to the district in state funds for the next fiscal year in the event that the proposed budget passes the legislature and is signed into law by Governor Brown.

THE BUDGET HAS A provision which would limit ADA (Average Daily Attendance) funding increases to five per cent, or 105 per cent of the previous year's budget.

The Foothill District has projected an enrollment increase of over 13 per cent for next year, which many feel is conservative after this year's astronomical 19 per cent jump. but should the budget be passed in its current form, the district would stand to lose eight per cent of what had been tentatively budgeted in and counted upon as operating funds.

The overwhelming sentiment among administration representatives in the district and on the De Anza campus is that if the legislature is attempting to reform the ADA funding system they're doing it in an unfair and restrictive way.

"WE ESTIMATE THAT somewhere just under \$2 million will have to be removed from our existing budget before we can present it to the County Board of Supervisors," Dunn said on Monday night.

The limitation would restrict community college districts throughout the state to a five per cent ADA funding increase, plus a six per cent allowance for inflation and a three million dollar contingency fund for new or beginning programs.

In response to a charge from various legislators and administration officials in Sacramento that community colleges offer "Mickey Mouse" courses in an attempt to attract the ADA finances he said, "That's just plain untrue. Our curriculum committees carefully evaluate all courses before

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Editors Note:

This is the paragraph which has caused so much controversy and has been returned to the floor of the Senate and the Assembly by the joint conference committee. It originally appeared as item 350.1, sub section 5 in A.B. 465, the Assembly version of the states budget for Fiscal 1975-76.

AB 465

(5) Two dollars and eighty-two cents (\$2.82) multiplied by the average daily attendance during the preceding school year credited to all community college districts for the purpose of Article 12 (commencing with Section 18151) of Chapter 3 of Division 14.

Provided further, that for purposes of State School Fund apportionments to community college districts in the 1975-76 fiscal year the total allowable average daily attendance (ADA) credited for all community college districts in the category of defined adults shall not exceed by more than 5 per cent the average daily attendance (ADA) credited the category of other than defined adults shall not exceed by more than 5 per cent the average daily attendance (ADA) credited for each category to all community college districts in the 1974-75 fiscal year second principal apportionment.

Chancellor Dunn attacks cap

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they're offered, and if there weren't student demand for them, they wouldn't be offered."

HE ALSO CLAIMED THAT while it costs less than the ADA apportionment for those students to be educated, it costs more in other more technical programs like nursing and dental technology, and that the money has to come from somewhere.

The general feeling of the administration was that if the legislature and Governor Brown were seeking to reform the ADA system of funding, they were acting too suddenly and incorrectly. They felt that another year of study and

legislative rather than financial reform should take place.

Dunn said that the legislature did not interfere with items involved in S.B. 6, the bill which dictates the formulas and procedures used in financing community colleges. "They didn't disturb the guarantees of S.B. 6, but the existing legal procedures will none-the-less end sometime later this week."

De Anza President Robert De Hart felt unable to place immediate priorities on which programs would have to be cut, but he did indicate the need on the part of all staff and faculty to evaluate their expenses and see where possible cut backs could occur.

English pre-test starting in fall

A new policy, effective fall quarter, would require students to take a reading comprehensive test before enrolling in basic English classes.

According to Gary Cummings, Language Arts Division Head, both English 1A and English 3 classes would be affected. He added that a sizable minority (40 per cent) read below an eleventh grade level and in effect can't handle or get interested in the material in an English 1A class.

Cummings said the idea of a reading pre-test has been "talked about for a long time," adding that because of the increased average age of De Anza

students, a lot of people do not take the ACT Test.

He contends that for the economy of the school, English classes can't have 15 or 20 students in a class of 35 dropping out.

Testing, for the most part, will occur during summer Guidance 50 classes, but actual testing will be handled through the counseling department. Students scoring low will be required to enroll in English 91, a transferable reading class.

In addition Cummings said that two six week classes teaching the mechanics of grammar will be offered in the fall. English 110 and 111 will show students how to apply grammar to writing.

Future ADA pressure foreseen

SACRAMENTO—Charles Gocke, principle budget analyst for the Governor's Dept. of Finance, believes the pressure for adult education programs will continue to grow, even after the economy turns around.

Speaking at an informal press conference with La Voz reporters Friday afternoon, Gocke predicted that many of the adult students attracted to community college programs because of the current recession, would continue their education in the future even after better times had returned.

Adults who are flocking to "threshold programs" include a wide spectrum of the public, he said.

"HOUSEWIVES WHO HAVE decided to continue careers they started years before, workers who are re-tooling for new jobs, and unemployed who figure they might as well spend their free time in school," were among the situations Gocke illustrated in explaining the fantastic growth of adult programs, in high schools and community colleges.

Gocke gave a brief overview of the events leading to the enrollment cap, reflecting that Gov. Brown was in a tough position because of his decision not to raise taxes.

"He (Brown) has to keep the budget balanced; he can't spend more than he receives," Gocke said. "We've lost our surplus, it's down, our expenditures are up and we're still in a recession."

THE CAP WAS only a temporary measure in his opinion, to give the legislature time to consider reforms.

Gocke pointed out that in many cases,



Budget analyst Charles Gocke

the adult programs needed only around 60 per cent of their allotted ADA funds, leaving the rest to be transferred to other programs. And while he saw nothing wrong with that, he suggested it would make more sense to allocate the proper amount of funds in the first place to each program.

Most agree; cuts in funds have to come

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Senator Jerry Smith

AS ONE LEGISLATIVE aid puts it, "the new programs aren't bad, and they're serving a need in the community. But they're growing like topsy, and there's not enough money to go around."

Governor Brown inherited a \$500 million reserve surplus from former Governor Ronald Reagan, but saw it dwindle to around \$180 million (or less) because of rising costs and unexpected expenditures. This has been suggested as a possible source for extra funds, but most politicians are wary of depleting it further.

In a letter to other assemblymen, John Foran (D-S.F.) says the intent of the cap is to, "...stimulate local governing boards and school administrators to reallocate school monies to the type of educational, skill and job training courses which are critically needed, rather than allowing these funds to the avocational and leisure time courses in which we find such tremendous growth."

"WITHOUT SOME TYPE of dollar limitations,...enrollment increases would eat up our already meager budget surplus, which is needed to finance other educational and state programs."

The "avocational and leisure time" classes, or "Mickey Mouse" courses as they are more prosaically called, include non-solid, unconventional offerings such as basket weaving, macrame, cake decorating, fly casting, etc.

These pull ADA (Average Daily Attendance) funds from the state, just as solids such as degree-required English, math and science do. Many legislators object to this, feeling that they should be self-supporting; that adults who take them should pay more than the modest fee now charged.

TOM ROSE, an administrative aid to Assemblyman Frank Lanteman (R-L.A.), ruffles a sheaf of nearly two-dozen protest letters from community colleges across the state and says, "these classes charge a minimal fee, and then turn around and take full ADA from the state. It's not a deliberate deception, because the current

rules allow it. It's done out of self-protection to further good programs."

Like others, Rose says there was a vague feeling for some time that something was wrong, but the sheer growth of adult educational programs during the spring came as a complete shock.

"It's not a really carefully thoughtout reaction," he says, referring to the enrollment cap. "But considering the pressure the legislature is under, there doesn't seem to be any alternatives."

SENATOR JERRY SMITH (D-Saratoga), a member of the Senate Education Committee, emphasizes the tremendous monetary pressure facing educational programs, besides rising costs due to inflation.

The State Supreme Court has given the legislature until 1980 to equalize tax spending effort statewide, because of its ruling in the Serrano vs. Priest case. This has created great dollar pressure in the kindergarten through 12th grade level.

As Smith sees it, it's a hard choice between cutting back the quality of education, or raising local taxes to make up the difference. Its a "mosaic of problems," and while he's not saying there aren't solutions, they seem tough to reach.

Smith does feel "Mickey Mouse" courses should pay more on their own, and that solids and vocational education must come first on a list of priorities.

THE SITUATION IS ironic in the Senator's eyes, because as he points out, "Adult education is one area that is growing, that is interested." But instead of being a healthy situation, the growth is only serving to increase the monetary pressure.

Unlike many of his colleagues, Senator Alfred Alquist (D-San Jose) is opposed to any kind of limitation on community college programs.

According to Barbara Hurst, his administrative assistant, Alquist thinks

that community colleges provide the best educational return on the taxpayer's dollar.

"I assume he thinks there are things in the budget which could be cut before community college funding," she cautions. "But I'm not sure if he would vote against the entire budget on that basis. You have to consider the thing as a whole, and one wrong element will not necessarily effect his decision as strongly as the whole picture."

SMITH IS CAUGHT in the same dilemma, having to accept the budget as a whole, despite disagreeing with specific measures.

Arlen Gregorio (D-San Mateo), chairman of the Senate Health and Welfare Committee, worries over the choice of priorities.

"There's no money....we just don't have money coming in," he says. "This is the worst year we've known. Any arbitrary cap would create a tough situation, but there has to be some kind of limitation, somehow."

Bob Connelly, aid to Senator Anthony Beilenson (D-L.A.) who along with Foran was co-chairman of the conference committee, believes the entire crisis has been inevitable for years.

"FOR YEARS NOW we've been caught in an insane growth pattern," he explains. "The reasoning has been that we're big, we're beautiful, we can build anything and worry about the costs later. Now we suddenly find that we can't pull it off any more. Limitation money is a reality we finally have to face."

"Politicians, thanks to the checks/balance system, have been able to avoid taking hard stands in the past, but they have to now."

Connelly believes the cap is basically stop-gap legislation, to buy time for far-reaching reforms.

But the time is rapidly approaching when a solution is going to have to be worked out.