

THE ILLINOIS
COMMUNITY
COLLEGE SYSTEM
&
ADULT
EDUCATION

BY SUZANNE KNELL & JANET SCOGINS

WITH ASSISTANCE FROM STAFF OF THE
ILLINOIS COMMUNITY COLLEGE BOARD

for a project of the
Council for Advancement of Adult Literacy

Working Paper 5
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**THE ILLINOIS
COMMUNITY COLLEGE SYSTEM
& ADULT EDUCATION**

**Adult Education, ESL,
Developmental Education,
& Transition Programs**

**A Study by
Suzanne Knell and Janet Scogins
Illinois Literacy Resource Development Center**

**with assistance from staff of the
Illinois Community College Board**

CAAL Working Paper 5

July 2004



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FOREWORD

This report is Working Paper 5 in a series being issued by CAAL in its task force study of the role and potential of community colleges in adult education and literacy.

The Illinois study is of national significance for many reasons. The state is the nation's fifth largest. An astounding 77 percent of adult education and literacy learners in Illinois is served by community colleges. Moreover, it is the largest U.S. state in which a community college authority (the Illinois Community College Board, ICCB) administers adult education services. That responsibility came about recently, in 2001, as a shift from K-12 governance, because top officials in the state were convinced that adult education would become a higher statewide priority – which appears to have happened.

As the reader will discover, the formal change of governance in Illinois has already produced important benefits in a state that was already very committed to adult education and literacy. The paper discusses in detail the need for and nature of service in the state, how and why the administrative change took place and with what results, the nature and funding of the state's adult education and literacy enterprise, and potential yet to be realized from the governance transfer.

Author Suzanne Knell is executive director and founder of the Illinois Literacy Resource Development Center. Coauthor Janet Scogins is ILRDC's associate director. Their combined talents include national and state policy analysis – especially analyses of adult education for the governor and the Illinois General Assembly, provision of technical assistance to local providers within and outside Illinois, community college teaching (including courses in developmental education), hands-on development of ABE, ASE, GED, and ESL courses and programs, evaluation and administration of programs, database development, and development and implementation of alternative assessment tools. The authors have worked extensively in all areas of adult education including workforce and workplace literacy, and family literacy.

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CAAL's web site, www.caalusa.org, lists task force members and project goals. It also makes available in pdf form all publications in the community college series as well as other CAAL publications.

Gail Spangenberg
President

EXECUTIVE SUMMARY

1. Need for Services and Services Provided

With a population of 12.5 million residents, Illinois is the fifth largest state in the nation. By some estimates, 30 percent of the state's adult population would benefit from adult education service of some type. In response to this need, Illinois supports a large and diverse adult education system. In FY 2002, more than 150,000 adult learners were served by 123 local programs at a total cost of approximately \$85 million.¹

Adult education in Illinois is provided by all of the state's 48 community colleges, 38 regional offices of education/public school districts, 35 community-based organizations, the department of corrections, and one university. Of these different providers, community colleges served by far the largest number of adult education/literacy learners in FY 2002 – 77 percent of the total. In terms of numbers of students served, community colleges have been the dominant providers in Illinois for many years. The colleges also have a large stake in adult education because, in all Illinois colleges, adult education students are classified as credit students and they comprise approximately 20 percent of the students enrolled in credit programs (FY 2002).²

The largest and fastest-growing type of adult education service is English as a second language (ESL) – which accounts for 58.5 percent of total adult education enrollments – followed by adult basic education (23.5 percent of enrollments) and adult secondary education/GED preparation (10 percent of enrollments).

2. Administration of Adult Education

Since 2001, adult education in Illinois has been administered by the Illinois Community College Board. The ICCB Adult Education Division presently employs 8 full-time staff in its Adult Education and Family Literacy Division and 3.5 FTE in the other divisions providing professional support. Two additional professional positions in the main division are temporarily vacant because of a state hiring freeze. Adult education is a high priority within ICCB's strategic plan; indeed, it was a high priority for the state before the agency received statewide governance authority for the service.

Because community colleges are the dominant adult education providers in Illinois and because the state community college authority has responsibility for adult education, the

¹ Illinois Community College Board financial records.

² Community college data source (Annual Enrollment and Completion A1 for FY 2002).

state is a national laboratory for how community college governance can affect adult education service in terms of public and political perceptions of the importance of adult education, availability of funding sources, improved benefits to students, and gains to the colleges themselves.

3. Transitions to Postsecondary Programs

One potential benefit of community college administration and provision often postulated is that state authorities and college providers will emphasize services that help adult education students make transitions to postsecondary education. In Illinois, although ICCB governance is a recent phenomenon, this potential is just beginning to be realized. Illinois state policy does not presently allow federal or state adult education grant funds to be used for transition programs, one issue the ICCB is beginning to address.

For the most part, the community colleges rely on developmental education programs to perform transition services. However, articulation between adult education and developmental education programs varies from college to college although the two types of programs serve many students with similar deficiencies in basic skills.

Colleges try in various ways to recruit adult education students for academic programs, but there is presently too little data to determine how successful their efforts are.

Where transitional programming to college-level course work is concerned, therefore, Illinois must be understood at this stage more in terms of potential than achievement. The need to greatly strengthen pathways and programs is a matter of high concern to ICCB, and the agency is currently considering ways to strengthen this area of service.

4. Funding

A second possible advantage of community college administration and provision is that it may increase funding for adult education. It is posited that the community colleges of Illinois will become stronger advocates for adult education and literacy funding than state school boards or other governance agencies. As in other states where community colleges administer adult education, adult education service in Illinois is supported by a combination of federal and state grants and credit hour reimbursement, the latter flowing into college general funds. Illinois adult education programs are able to access these funds for adult education. Adult and developmental education programs also receive many in-kind services, equal to those that are available to all other college students.

Significantly, state grant funds are appropriated by the legislature as a separate line item in the state's education budget. These funds are distributed by a complex system that supports a diverse network of provider institutions (including CBOs, regional offices of education, correctional institutions, and public schools, as well as community colleges)

and that takes account of the need for service throughout the state. Actual service providers in different regions of the state are required to coordinate their proposals through Area Planning Councils to avoid duplication of effort and to maximize high-quality services for all levels of learners. About \$58 million in federal and state grant funding and awards for satisfactory service is distributed in this way annually.

ICCB has been a strong advocate for adult education grant funding. It obtained a \$9 million increase in these funds when it assumed governance authority in 2001. Moreover, at a time when funding in most state budget categories is being cut, including funding for community colleges, ICCB has been instrumental in preserving level funding for adult education, despite a recent change in the governorship.

Finally, community colleges generated \$27 million in state general revenue funds in FY 2002 (made available in FY 2004) solely through credit hour reimbursement for serving adult education students. Prior to ICCB governance, credit hour reimbursement rates were low for adult education and college-based programs and they had little advantage. But under ICCB, credit hour reimbursement rates have increased substantially.

5. Transfer of Administration

The process by which ICCB received administrative authority for adult education is instructive in its own right. In a state where community colleges are the dominant providers, administration by the community college agency might seem a foregone conclusion. However, adult education was under the administration of the Illinois State Board of Education until 2001. The transfer of authority occurred only after a prolonged and contentious policy debate. Key factors in the eventual transfer were the strong commitment to adult education demonstrated by ICCB and the success of its leadership in mobilizing political support from multiple constituencies. Mobilizing the 48 college presidents was of special importance. Many of them were previously unaware of how much they were doing in adult education and how large a stake they have in adult education service.

By all accounts, the net result of the transfer of authority has been highly beneficial. Funding has increased, administration has improved, and adult education is a higher priority at both the state and local levels. Contrary to the initial concerns of some providers, ICCB continues to support a diverse provider base.

In fact, its commitment to maintaining a diverse network of providers was another important reason that the state transferred governance authority to ICCB. ICCB also committed to leaving intact most aspects of the adult education system (such as a diverse provider network). ICCB leaders promised a “seamless transition” that would build on and improve the existing adult education system, rather than replace it, and they are delivering on this promise. In addition, ICCB is presently working to address a wide range

of adult education issues in order to further strengthen service. An important element of the ICCB management style thus far has been extensive consultation with local providers through a legislatively mandated Adult Education and Family Literacy Advisory Council.

In sum, although it is premature to judge definitively the effects of the transfer after so short a period of time, it appears that administration by the community college authority has already made important differences in Illinois, ones that have been beneficial to all providers and to students. There is every reason to believe the momentum will continue.

6. Integration and Other Local Program Issues

As a way to flesh out some of the statewide findings, case studies were conducted of four community college adult education programs in the state. The studies confirm that the colleges are committed to serving underprepared learners both in adult and developmental education. State funding specifically for transition programs is not presently available, so activities are at various stages of development. ICCB considers this a priority need and is exploring ways to strengthen transitional programming. In the four colleges examined for this study, as elsewhere in the state, assessment and placement systems for adult education differ, as do the range, type, and location of ESL services.

Nearly all of the adult education teaching staff at the four colleges are part-time employees. Adult education managers rank at the dean or assistant dean levels. Developmental education at the colleges studied is provided by both full-time and part-time faculty members.

Adult education faculty receive the same compensation and benefits as comparable college personnel and may enjoy more opportunities for professional development due to provisions in public grant funding. Likewise, adult education students enjoy all of the same services and privileges as other community college students. Some colleges have allocated special facilities for adult education. These are often shared by developmental education. Most colleges make substantial in-kind contributions to adult education as well as cash from their general funds, although these contributions may be seen in part as distribution of their credit hour reimbursements. Some colleges have instituted curricular innovations, such as high-intensity instruction for low-level learners and cohort support/study groups.

7. Potential and Performance

Overall, Illinois has achieved many of the potential benefits of community college governance and provision, but many issues remain to be addressed and much of the potential for improved service is still to be realized.

Funding, visibility, and management of adult education have definitely improved since the transfer of governance to ICCB. But the issues of transition to postsecondary education and linkage to developmental education stand as present major challenges.

It appears that adult education is integrated into the colleges at varying levels and in various ways. Management staff has direct access to the presidents, all of whom are strongly committed to adult education and embrace it as an important part of their mission. However, the adult education program itself is not always fully visible to other academic departments in the colleges.

The credit hour reimbursement rate increase may help raise the visibility of adult education within these and other colleges in the state.

ICCB and individual colleges across the state continue to address these challenges together.

INTRODUCTION

This study investigates various aspects of the relationship between adult education and literacy and community colleges in Illinois. It is one in a series of investigations commissioned by the Council for Advancement of Adult Literacy (CAAL) as part of its task force study of community colleges and adult education and literacy. Illinois is a model of national importance for several reasons.

- It is a large state – the fifth largest in the nation – with a population of approximately 12.5 million residents. Hence the nature of any aspect of educational service (or any other public service) in Illinois has broad significance.
- It is by far the largest state in which adult education services are under the governance of the community college authority – in this case, the Illinois Community College Board (ICCB). As a result, Illinois represents on a large scale an excellent model for the linkage of community colleges and adult education in terms of state-level governance. The model is different than that found in the 12 other states where adult education is governed by postsecondary education agencies.³
- The vast majority (77 percent) of adult education/literacy learners in Illinois are served by community colleges. Colleges do not have a monopoly on service, however. Federal and state support for adult education service is also provided to

³ According to Vanessa Morest, *The Role of Community Colleges in State Adult Education Systems: A National Analysis* (Council for the Advancement of Adult Literacy, 2004), the other states are Alabama, Georgia, Idaho, Iowa, Kansas, Kentucky, Mississippi, New Mexico, North Carolina, Oregon, Washington, and Wisconsin. Profiles of two of the states in which adult education is under the governance of postsecondary authorities (Oregon, Kentucky) are the subject of CAAL case studies. These papers and others in CAAL's community college series are or will soon be available on CAAL's web site: www.caalusa.org.

public schools, regional offices of education, community-based organizations (CBOs), and other entities. In short, Illinois is a state where colleges are the dominant providers, but it also supports a diverse provider base.

- Administration of adult education by the state community college authority (ICCB) is fairly recent. Until 2001, adult education was administered at the state level by the Illinois State Board of Education (ISBE). The reasons and processes by which administration was transferred to the community college authority, as well as the results of that change, should be instructive to other states that may wish to consider administrative issues in the adult education field.

This report describes the linkages between adult education and community colleges in Illinois from both the state and local perspective. It is divided into two parts.

Part I is the main body of the report. Section A provides a brief statistical overview of the need for adult education service, the provider system, the number of students served, and the nature of service. Section B discusses the nature and functioning of the community college administrative system for adult education. Section C describes the state's system of financing adult education. Section D describes the process by which responsibility for adult education was transferred to the state's community college authority, the issues that arose, how they were resolved, and the effects of this transfer to date. Section E summarizes the findings of how adult education is provided by four Illinois community colleges, enhancing the report's general findings with a local program perspective.

Each section contains its own conclusion. Summary conclusions and key findings for the overall report are contained in the Executive Summary that prefaces the report.

Part II is a self-contained section that includes profiles of the four local community colleges studied. The section describes in detail the management of adult education at the four colleges, how adult education is linked to the colleges' other programs (including developmental education and workforce investment), the instruction the colleges provide, staffing, transitions to postsecondary enrollment by adult education students, and other program specific information. The colleges examined are Parkland College, Carl Sandburg College, Illinois Central College, and College of Lake County.

PART I: ADULT EDUCATION IN ILLINOIS

A. FACTS & FIGURES ON SERVICE

1. Need for Service and Total Service Provided

Just over 1.7 million (18 percent) of the approximately 9.2 million adults 16 years of age and older in Illinois have completed less than a twelfth grade education. Included in this number are more than 675,500 people with less than a ninth grade education (7 percent).

About 2.2 million adults (more than 20 percent), speak a language other than English as the primary language in their home. Of these individuals, 1.1 million report that they speak English less than proficiently. Therefore, about 12 percent of Illinois adults need improved English language skills.⁴

While there is some duplication in these numbers, by adding the ESL numbers to the number of adults without a twelfth grade education, it can be estimated that some 2.8 million adults in Illinois would benefit from adult education in some way. This is about 30 percent of the state's adult population. This estimate undoubtedly understates the size of the population in need of service, however, because it does not take into account high school graduates with low basic skills.

Illinois adult education programs serve a growing segment of the adult population in need of basic skills improvement.

Throughout this report, the term "adult education" refers to adult basic education (ABE), adult secondary education (ASE), GED preparation, English as a second language (ESL) –

⁴ U.S. census and Illinois Index of Need, 2003.

for which federal funding can be used – and certain types of state-funded vocational training and high school credit instruction. By the inclusion of aspects of vocational and high school instruction, this definition is more extensive than that used to describe adult education in Title II of the federal Workforce Investment Act (WIA) and in other studies supported by CAAL. It is necessary to use this more extensive definition because the state of Illinois uses it and all available data are keyed to it. As will become apparent, however, the numbers served by vocational and high school instruction under the “adult education” rubric (and the fiscal consequences thereof) are small. Thus, the more extensive definition is not of great practical significance for purposes of this study.

In FY 2002, Illinois adult education programs served a total of 151,112 adults in ABE, ASE, GED, ESL, vocational training, and high school credit programs through a diverse system comprised of community colleges, community-based organizations, public schools, regional offices of education, and state correctional institutions.⁵ A combined total of \$57,578,862 in state-appropriated adult education dollars and federal WIA Title II dollars were allocated through grants to support these programs.⁶

In addition to instruction supported by state and federal adult education grant dollars, community colleges are reimbursed for adult education credit hours not paid for by grant funds. In FY 2002, community colleges delivered 398,000 credit hours of adult education beyond those supported by adult education grants. Because the colleges are paid for credit hours on a two-year time lag, they received \$27.6 million in FY 2004 for the

⁵ The data source for this information is the Student Administrative Information Reporting System (STAIRS), the approved data collection system for adult education in Illinois. The parameters for learners to be included is a minimum of 7.5 hours of instruction. The federal reporting requirements under the National Reporting System (NRS) require a different threshold of 12 hours of instruction.

⁶ Illinois Community College Board financial records.

FY 2002 credit hours.⁷ Thus, the total federal/state investment in adult education for FY 2002 was about \$85 million.

2. The Provider System

Several types of providers deliver adult education services in Illinois. These include community colleges, community-based organizations, regional offices of education (ROEs), public schools, and state correctional institutions. The total number of providers of each type is displayed in Table 1 below.

Table 1: *Number and Types of Programs, FY 2002*

<ul style="list-style-type: none">• 48 community colleges• 38 regional offices of education and public school districts• 1 department of corrections (for multiple correctional institutions)• 35 community-based organizations• 1 university
Total: 123

Source: State STAIRS (Student Administration Information Reporting System).

Most of the CBOs are located in Chicago and the northern part of the state. ROEs, public schools, and community colleges are located throughout the state.

The Illinois Community College Board (ICCB) and the provider organizations believe that a diverse service system is necessary to meet the needs of the wide variety of adult learners across the state. Especially in Chicago, the mix of services provided by the City Colleges of Chicago and the CBOs, located in various parts of the City, is crucial to

⁷ Ibid.

meeting unique urban needs. Community colleges serve the largest number and percentage of adult learners among the provider types. Notably, the City Colleges of Chicago (7 colleges) served almost 36 percent of students in the state during FY 2002.

Community colleges, however, serve the vast majority of adult education students in the state as a whole. There are 48 community colleges, and all of them provide adult education service.

According to the state’s adult education data system, STAIRS, 116,940 adult education students enrolled in a community college adult education program in FY 2002 – 77 percent of total enrollment. This is a significant pool of students who, upon completion of adult education work, are potential college-level students.

Table 2: Number and Percentage of Students Served through State and Federal Adult Education Grants by Provider Type, FY 2002

Type of Provider	Number of Students	Percent of Students
Community Colleges	116,940	77.4%
ROEs and Public Schools	17,550	11.6%
Community-Based Organizations	14,626	9.7%
Department of Corrections	1,134	0.8%
Other	862	0.5%
Total	151,112	100%

Source: State STAIRS.

In FY 2002, Illinois community colleges served approximately 950,000 students in credit and noncredit courses. These consisted of 676,412 students in a variety of credit courses, and an additional 269,249 students in fee-based, noncredit courses. In Illinois, community college adult education students are counted as credit students and are included in the college funding system, which will be discussed below. According to ICCB, adult education students account for approximately 20 percent of all students

enrolled in credit programs.⁸ This means that colleges have a powerful stake in adult education service, as a source of both students and revenues.

3. Services Provided

As shown in Table 3 below, students enroll in several types of adult education classes, including English as a second language, adult basic education, secondary education and GED, high school credit (in special circumstances), and secondary level vocational skills for non-high school completers. A maximum of 12 credit hours of vocational skills instruction per individual student, totaling 180 contact hours, will be allowed beginning next year (FY 2005), although vocational training cannot be funded with federal adult education money.

Table 3: *Number and Percentage of Students by Instructional Type Served Through State and Federal Grants, FY 2002*

Type of Instruction	Number of Students	Percent of Adult Ed Students
English as a Second Language	87,448	58%
Adult Basic Education	34,697	23%
Adult Secondary Education/GED	18,347	12%
High School Credit, Vocational Skills	10,620	7%
Total	151,112	100%

Source: State STAIRS

As Table 3 indicates, more than half of adult education students are enrolled in English as a second language programs. The next largest category of enrollment is ABE, followed by ASE/GED at a distant third.

⁸ Community college data source (Annual Enrollment and Completion A1 for FY 2002).

The number of students in the state who speak a language other than English as their primary language has greatly increased over the past several years. These individuals now comprise over half of all adult education students, and the numbers are rising. Some downstate programs that have traditionally served ESL students as a minor portion of their student population are seeing a dramatic increase in demand.

Adult education students generate units of instruction. Grant reimbursement is based on these units rather than on head count. One unit of instruction is equal to 15 enrollment hours in which the student is attending and making satisfactory progress. Units of instruction earned in FY 2002 are described below.

Table 4: *Units of Instruction and Percentage by Class Type Through State and Federal Adult Education Grants, FY 2002*

Type of Class	Units of Instruction	Percent of Total
ESL	798,059	58.5%
ABE	321,596	23.5%
ASE/GED	136,077	10.0%
HS Credit	35,588	3.0%
Vocational Skills	72,745	5.0%
Total	1,364,065	100.0%

Source: State STAIRS.

In FY 2002, some 20,460,975 (1,364,065 x 15) enrollment hours were generated. ESL students generated 58.5 percent of those instructional units. Together, ESL and ABE make up 82 percent of all adult education hours.

An analysis of units of instruction indicates that average hours of instruction were high across all program categories. During FY 2002, students were enrolled and making progress at an *average* of 128 enrollment hours.

Table 5: *Average Units of Instruction and Enrollment by Instructional Type through State and Federal Grants, FY 2002*

Types of Instruction	Units of Instruction	Enrollment Hours
ABE	8.74 units	131 hours
ESL	9.05 units	136 hours
ASE/GED	6.17 units	92 hours

Source: State STAIRS.

ABE students, on average, attended the most hours of instruction, followed closely by ESL students. An ABE student, during a 44-week period, could have been enrolled in classes an average of 3 hours per week.

4. Staffing

As indicated in Table 6, in FY 2002 Illinois had a much higher number of part-time adult education teachers (3,078) than full-time teachers (375). There are few adult education counselors. Illinois uses a large number of volunteer teacher/tutors (2,027) and a large number of unpaid volunteer local paraprofessionals (1,896). The number of full-time local-level administrators and supervisory/ancillary staff (245) is greater than the number of part-time staff performing these functions (185). Thus, in Illinois, as in many other states, teachers tend to be part-time, administrative staff is more likely to be full-time, and volunteers make up a substantial portion of the teaching/tutoring staff.

Table 6: *Staffing Summary, FY 2002*

Function	<u>Adult Basic Education Personnel</u>		
	Part-Time Personnel	Full-Time Personnel	Unpaid Volunteers
State-level Administrators/Supervisory/ Ancillary Services	5	11	0
Local-Level Administrators/Supervisory/ Ancillary Services	185	245	389
Local Teachers	3,078	375	2,027
Local Counselors	90	90	12
Local Paraprofessionals	261	167	1,896

Source: “National Reporting System for Adult Education Federal Report for the State of Illinois,” Fiscal Year 2002 (submitted to OVAE by ICCB).

5. Performance

According to federal National Reporting System (NRS) data, there were 123,867 adult education learners in Illinois in FY 2002 – measured by the number of learners served for 12 or more hours. Note that this number does not match the data from the state STAIRS system used elsewhere in this report, in which enrollment is measured by 7.5 hours or more of instruction.

Based on the 2002 Illinois NRS report, 3,847 adult education students in Illinois attained a secondary credential or a GED in 2002. In addition, Table 7 shows educational gains for students functioning at different levels. Overall, an average of 31 percent completed their level, with the highest completion rates for ESL Beginning Literacy, ESL Intermediate Low, ASE Low, and ABE Beginning Basic. An average of 9.4 percent of all enrollees completed a level and advanced one or more levels. ABE Beginning Literacy and ESL High Advanced had the lowest completion rates. Depending on the category, completion rates were lower than, higher than, or comparable to those reported for other states for which

CAAL has published data.⁹ However, it must be noted that the assessment and data reporting systems in those other states differ from the systems used in Illinois.

Table 7: *Illinois 2002 Educational Gains by Level of Educational Functioning*

Entering Educational Level	Total Number Enrolled	Number Completed Level	Number Who Completed a Level and Advanced One or More Levels	Number Separated Before Completed	Number Remaining within Level	Percent Completing Level
01 ABE Beginning Literacy	9,670	1,302	318	1,142	7,226	13%
02 ABE Beginning Basic Education	4,707	1,672	508	676	2,359	36%
03 ABE Intermediate Low	11,306	3,626	904	1,849	5,831	32%
04 ABE Intermediate High	16,739	5,018	2,161	2,950	8,771	30%
05 ASE Low	7,137	2,671	1,161	980	3,486	37%
06 ASE High	9,538	3,333	2,052	1,392	4,813	35%
07 ESL Beginning Literacy	11,804	5,143	861	1,455	5,206	44%
08 ESL Beginning	23,981	7,101	2,518	2,747	14,133	30%
09 ESL Intermediate Low	8,118	3,213	686	857	4,048	40%
10 ESL Intermediate High	9,601	3,270	370	1,022	5,309	34%
11 ESL Low Advanced	6,723	1,865	62	767	4,091	28%
12 ESL High Advanced	4,543	642	23	701	3,200	14%
Total	123,867	38,856	11,624	16,538	68,473	31%

Source: "National Reporting System for Adult Education Federal Report for the State of Illinois," Fiscal Year 2002 (submitted to OVAE by ICCB).

6. Conclusion

The preceding discussion shows that Illinois has a large and diverse adult education delivery system made up of a variety of providers. It also shows that community colleges serve by far the largest number of adult education students. Moreover, among the three types of adult education instruction (ABE, ASE/GED, ESL), ESL programs have the largest number of learners and generate the largest number of units of instruction.

⁹ See: *Adult Education and Community Colleges in Five States: A Report by the Comprehensive Adult Student Assessment System (CASAS)*, CAAL, 2004. Available on the CAAL web site: www.caalusa.org.

With regard to staffing, approximately 90 percent of the teachers providing adult education instruction in Illinois are part-time employees. More than half of the local administrators are full-time employees. The adult education programs make extensive use of volunteer tutors.

With regard to learning gains, data indicate that in 2002, for most kinds and levels of instruction, slightly more than a third of all enrollees completed their levels, with the lowest ABE level and the highest ESL level showing a low gain and almost all other categories showing substantial gain. Generally, NRS-reported learning gains in Illinois adult education programs for FY 2002 compare favorably with other states for which CAAL has published data, although in some specific areas of measure, the gains may be lower, higher, or comparable.

B. THE COMMUNITY COLLEGE MANAGEMENT SYSTEM

1. The Illinois Community College Board

In 1965, the Illinois General Assembly established the Illinois Community College Board to develop and manage a system of public community colleges that would reach all residents of the state. Presently, the Illinois community college system covers the entire state with a network of 48 community colleges.

The governor appoints members to the ICCB board, and community college students elect one student board member to represent their interests. ICCB has responsibility for developing the statewide community college system budget, statewide coordination and planning, reviewing, and approving all programs offered by the colleges, and “recognition” or approval of colleges to continue to operate.

Each college is a unit of local government, governed by a locally elected board of trustees. As units of local government, colleges have the authority to levy taxes and to establish their own guidelines within ICCB’s policies. In Chicago, the board of the seven-college City Colleges of Chicago is appointed by the mayor.

Where administration of adult education is concerned, ICCB is the sole state agency identified by the state and federal governments as “governing” local programs. ICCB establishes rules and regulations that allow the state to receive federal adult education funding under the provisions of Title II of WIA and other federal programs, and it distributes funds from these sources to local programs. It also implements rules and regulations for state adult education funding. Because of its control over funding streams and other policy tools, ICCB can ensure consistency in the practices of different types

of adult education providers. Overall, ICCB has more direct control over the operation of adult education programs than over most other community college operations.

ICCB falls under the coordination mandate of the Illinois Board of Higher Education (IBHE), the coordinating entity for public and private colleges and universities in the state. IBHE's mission is to develop higher education budgets, carry out master planning, and review and approve higher education programs. IBHE and ICCB agencies work together on many issues, including budget development, the smooth transfer of students and credits among community colleges and universities, and student financial aid.

ICCB's president/chief executive officer leads the state agency in communicating with the IBHE and the ICCB Board, implementing the statewide strategic plan, working with the college presidents, visibly representing the ICCB as needed, and working with the state legislature. There is an executive vice president, vice president for workforce development and adult education, chief financial officer, and chief operating officer.

2. Administration of Adult Education

The Adult Education Division of ICCB falls within the responsibility of the vice president for workforce development and adult education. The state director of adult education is the senior director for adult education and family literacy and reports to the vice president for workforce development and adult education. The Adult Education Division presently employs 8 full-time staff at the central Division level. Two additional professional positions in the main division are temporarily vacant because of a state hiring freeze. There are 3.4 FTE staff providing professional support in System Finance, Technology Services, Budget and Operations, Workforce Development, Instructional Technology, and Research and Policy Studies.

The leadership of ICCB believes that the strategic placement of full-time adult education staff within other key ICCB divisions results in better integration of adult education into the overall operation of the agency than if these staff were isolated within the adult education division. For example, having a full-time adult education position in System Finance enables this staff member to blend expertise in community college budgeting and adult education finance to ensure compliance with all regulations and requirements. Likewise, having a full-time staff member in Research and Policy Studies enables that individual to transfer expertise in adult education data and research to statewide policy studies on a variety of postsecondary education issues.

To deal with the growing demand for ESL services, a new central staff position was created in 2001 to oversee ESL activities across the state. This staff person works with a statewide ESL Task Force comprised of program providers, which makes recommendations to the Curriculum and Instruction Committee of the Adult Education Advisory Council, which, in turn, makes recommendations regarding ESL issues to the ICCB.

3. Strategic Plans and Priorities

A major priority of the Illinois Community College Board's 10-year Strategic Plan is to "expand adult education and literacy programs necessary for individuals and families to have high quality work and life in Illinois." Also included in the plan are pledges to "address workforce development needs with flexible, responsive, and progressive programs; offer rigorous courses and programs designed for college and university transfer; equip Illinois residents with the technology skills they need to be successful in the 21st century; emphasize high quality in all programs, services, and operations; deliver affordable learning opportunities to the doorstep of Illinois residents; and model and promote leadership and ethical decision making."

The Strategic Plan containing this mandate was developed before the transfer of administrative authority to ICCB occurred in 2001. It, therefore, testifies to the fact that ICCB had a strong commitment to adult education prior to the transfer, and it demonstrates the nature of that commitment.

Development of the Strategic Plan began in 1999. The process of creating it included interviews with officials of community colleges, businesses, state workforce boards, and other constituents. Surveys were also conducted with legislators, high school counselors, labor leaders, state agencies, businesses, universities, campus administrators, faculty, and students. The main focus of this planning work was to identify the three most important areas that the community college system should focus on for the next decade. Among the major areas identified by the process were: (1) the academically underprepared student, and (2) maintaining an updated workforce. *As a result, adult education was made the third of 10 priorities within the Strategic Plan of ICCB, and of the community college system.* This Plan has since served to broadly guide the Board's policy and budget decisions and it is used as a benchmark during Board meetings.

When the transfer for administration of adult education to ICCB occurred, an Adult Education and Family Literacy Advisory Council was established by law. The Council's purpose is to provide advice and guidance to ICCB on issues such as professional development, curriculum and instruction, policy, accountability, marketing, and legislation related to adult education. The Council's membership is made up of representatives from all types of provider organizations, state agency partners, and adult education advocacy groups. The ICCB staff supports the Council as part of its ongoing responsibility. After each of its meetings, the Chair of the Council reports issues and recommendations to the ICCB Board.

In 2002, as recommended by the Adult Education Advisory Council, ICCB formed the Adult Education Funding Study Task Force. This task force had two main charges: (1) to examine the funding allocation methodology in place for over 20 years to allocate financial resources to adult education providers, and (2) to recommend changes or modifications that would benefit the funding system.

4. Professional Development

Professional development services for adult educators in Illinois are provided through the Service Center Network, funded by the ICCB. These services are offered at three centers in the state – located in the northern, central, and southern geographical areas. In addition, a Center for Adult Learning Leadership, based in Bloomington, provides professional development for administrators.

Professional development activities for all full- and part-time staff must be listed in a local adult education request for proposal (RFP), which goes to the ICCB. The listing must include information on the type of activity, number of persons expected to attend, name of the service center or other training provider, and cost. The director of the local adult education program must also indicate how professional staff development activities will be evaluated. In addition, adult education administrators are required to attend two state administrator meetings a year. Topics covered include National Reporting Standard updates, testing information, new state data requirements, changes in the funding formula, and information from regional meetings of administrators and regional staff.

Orientation services are not presently required for all new teachers, but they are highly encouraged. In fact, a statewide advisory council on standards for adult education teachers recommends that all new teachers have a bachelor's degree, that "new teacher orientation" be *required*, and that full-time and part-time staff receive at least six hours

of professional development each year. The ICCB Board is presently considering these recommendations.

During 2002-2003, a study of the professional development system was undertaken and made several recommendations. Among them: the regional concept should be kept but coordination of regional centers should be improved; a statewide professional development plan should be created and implemented regionally so as to reach the majority of full-time and part-time adult education staff; and for all local full- and part-time staff positions, a minimum number of hours of annual professional development should be established.

5. Assessment

The ICCB has established pretest and post-test requirements. For ABE, ASE, and high school completion students, a TABE 7 and 8 or TABE 9 and 10 reading test must be administered, scored, and reported. For ESL students, acceptable pretests and post-tests are the CELSA, BEST Literacy, and BEST Plus.

6. Volunteers

Volunteer literacy services are a part of ICCB's student support service area. They may include coordination, tutor training, tutor scheduling, and other activities that promote student learning gains. Trained literacy volunteers provide services. These volunteer services are usually coordinated with the State Library Literacy Office, which receives funding from the Secretary of State to provide volunteer training for tutors of basic reading, math, writing, or language skills.

7. Developmental Education and Transition Programs for the Adult Learner

(a) Pathways. Transitions from adult education programs to postsecondary academic or technical programs are important in the relationship between adult education and community colleges; they are identified as a priority by the ICCB strategic plan.

Adult education in Illinois serves as a pathway of opportunity for underprepared adults to gain access to postsecondary education. This pathway takes several forms. For instance, a high school diploma or its equivalent (such as a GED certificate) is generally required for entry into academic programs at Illinois' community colleges (there are occasional exceptions). The colleges test student applicants to determine if they have the basic skills required to succeed in academic programs. In some cases, GED graduates qualify to enroll directly in academic studies, but in other cases, when the placement tests reveal that a GED or high school graduate lacks the basic skills required for college work, the student may be referred to developmental education or special college transition programs, or both. The nature of these programs and the criteria for referring students to them differ from one Illinois community college to another.

The state does not have a policy on whether developmental education classes are required for students who score below the college level at assessment. Instead, individual colleges develop their own policies and procedures on how developmental education needs are addressed.

Developmental education courses in Illinois are defined as those in English, math, and reading, with content at the precollege or remedial level. Students enrolled in these courses pay tuition and receive institutional credit for their work. In contrast, adult education courses are free and offer no institutional credit.

According to the ICCB community college data, there were 87,597 students enrolled in one or more developmental education courses in Illinois community colleges during FY 2002. Of these, 64,239 students were enrolled in developmental math; 31,253 were enrolled in developmental communications; and 22,860 were enrolled in developmental reading. (Note: These are duplicated head counts.)

Students taking developmental course work comprised 13 percent of the total credit population. Adult education accounts for 20 percent of all students enrolled in credit programs. Thus, comparatively, the number of students enrolled in developmental course work is two-thirds the size of the adult education student population.¹⁰ There is currently no statewide data available on the success rate of developmental students who enroll in college-level courses.

Developmental education in Illinois falls within the Student Services and Instructional Development Division of the ICCB. Both this Division and the Adult Education Division report to the vice president for workforce development and adult education, creating some cross communication.

In contrast to traditional developmental education courses, special transition programs usually focus on “soft skills” (such as study skills and time management) required for college work as well as overall orientation to the college, financial aid, and sometimes brush-up instruction in particular skills.

Presently, the state does not have a separate funding category for these types of transition programs. Colleges create their programs from their own general funds.

¹⁰ Community college data source (Annual Enrollment and Completion A1 for FY 2002).

(b) Transition rates, funding, and related issues. According to FY 2002 NRS data, 18 percent of adult education learners entered postsecondary education or training at a community college after being enrolled in an adult education class or program. This percentage is derived from the data of programs that receive grant funds. It includes individuals who have completed or left a program or class and expressed postsecondary education or training as a goal. Due to the short turnaround time for reporting these data to federal officials, however, the number of individuals entering postsecondary education does not include those learners who transitioned to universities, private institutions, or out-of-state community colleges.

Some transitioning programs are in place in a few locations around the state (including at the four colleges profiled in Part II). The ICCB recognizes that a great many more such programs are needed, and they are beginning to grapple with the issues.

A major barrier to the development of adult education transition programs in Illinois at present is that neither state nor federal adult education grant funds can be used to provide formal transition programming. As a result, preparing students for academic programs is left primarily to developmental education – for which students must pay tuition – rather than to free adult education programs.

Moreover, federal adult education grant funds cannot be used to serve high school graduates or GED completers, but in some states, state adult education grant funding can be used to support transition or other remedial programs for students who have high school level credentials.¹¹ Indeed, in Massachusetts this is required.¹² Such is not the case in Illinois at the present time.

¹¹ See CAAL state case studies of Kentucky, Massachusetts and Oregon which are or will soon be available on the CAAL web site, www.caalusa.org.

¹² See: Martin Liebowitz, *Adult Education and Community Colleges in Massachusetts* (Council for the Advancement of Adult Literacy, 2004). Available on CAAL web site, www.caalusa.org.

Programs in some states also use federal and state grant funds to raise the standards of ASE programs and to supplement them with college preparatory services. That is, they attempt to ensure that ASE students will not just graduate with a GED, passing the examination at the minimal level of basic skills required (often estimated at tenth grade level), but that they will have a skills level required for college work, as well as some orientation to college.

ICCB is in the process of studying these and other issues related to transition programming. It hopes to develop a way to track GED graduates into college and follow their enrollment and success rates. This success rate would then be compared to that of regular high school graduates and developmental education students. Where transition programming is in place at the local level, the ICCB plans to track students who participated in those courses and activities and compare them to those who did not. Moreover, the Board is exploring ways to increase the skill levels of GED graduates so that students will be better prepared for college and less likely to be assessed into developmental courses.

A promising initiative presently underway is using both state and private foundation funds to pilot models of transition and bridge programming in Chicago. This new initiative includes ICCB, community college presidents, community-based organizations, and the Department of Commerce and Economic Opportunity. Meetings are in progress to bring these groups together to establish common program definitions and to plan technical assistance activities to help institutions and organizations establish transition programs.

8. Conclusion

Since 2001, adult education in Illinois has been under the administration of the ICCB. The shift occurred because state officials believed adult education service would become a higher priority in the state. In fact, before and after 2001, adult education service has been a high priority for ICCB. Moreover, the agency is well staffed to provide the service, and adult education is integrated into ICCB operating units. A strong Adult Education and Family Literacy Advisory Council provides input into ICCB decisions. An extensive staff development system is in place, which ICCB is working to improve.

Linkages to developmental education and special transition programs have the potential to create pathways of opportunity for adult education students in Illinois. As noted above, Illinois state policies have not to date allowed the use of adult education grant funds for transition programming.

A reason often cited in favor of community college administration of adult education is that it may put greater emphasis on helping underprepared students move into postsecondary education. It is certainly the case in Illinois that, despite the very recent shift of authority for adult education, more attention is being given to transition programming under the ICCB – which recognizes it as a very high priority. ICCB is presently focusing on the state funding prohibition with the overall goal of improving transitions programming.

C. THE ADULT EDUCATION FUNDING SYSTEM

1. Significance

The method of funding adult education in Illinois is of special interest for two reasons: (1) the adult education system is now under the administration of the ICCB, and (2) the community colleges were the dominant providers of adult education service even prior to the transfer of administration in 2001.

This dual administrative service provision role has the potential for increased state funding, or at least different methods of funding, than administration and provision by the state board of education or other agencies afforded. For instance, substantial state resources can be generated for adult education because the colleges are reimbursed for serving adult education students at the same credit hour rates at which they are reimbursed for serving academic/credit students.

In addition, officials in Illinois, as in many other states where community colleges administer adult education, believe that this system of governance elevates the status and political influence of adult education, which also leads to increased state funding.

In Illinois, these potential financial benefits of college administration and provision are beginning to be realized.

2. Sources of Funding

Adult education in Illinois is supported in four ways:

- The state's federal adult education grant, received under the provisions of Title II of the Workforce Investment Act
- State grants

- Performance awards
- Credit hour reimbursements to colleges for serving adult education students

According to ICCB financial records, federal and state grants, as well as performance awards, are available to all providers, including colleges. Funding from these three sources provided \$57.5 million in 2002. Credit hour reimbursement is available only to colleges, and only for adult education instruction not supported by state and federal grants. It generated more than \$27 million in 2002 (for 2004). Hence, adult education service in colleges has been supported by grant funding and awards as well as by credit hour reimbursement, whereas other types of providers are supported solely by grant funds and awards. This was the case before and after the transfer of administration to ICCB.

3. State and Federal Grants

(a) **Amount of funding.** Table 8 shows the distribution of grant funding and performance awards by provider type in FY 2002. Note that although colleges served 77 percent of adult education students in 2002, they received only 61 percent of grant funds. This may have been due to recognition of the availability of other funding sources (including credit hour reimbursement).

Table 8. *Amount of Funding and Percentage According to Provider Type, FY 2002*

Provider Type	Dollar Amounts	Percent of Total
Community Colleges	\$35,291,490	61.29%
Public Schools	\$9,663,193	16.78%
Regional Offices of Education	\$2,322,092	4.03%
Community Based Organizations	\$9,214,247	16.00%
Corrections	\$843,149	1.46%
Other (a university)	\$244,688	0.42%
Totals	\$57,578,859	100.00%

Source: State STAIRS.

All types of adult education programs are awarded grant funds through a competitive process that meets the “direct and equitable access” requirements of Title II of the federal Workforce Investment Act. To understand this process, it is important to know that, by law, the state of Illinois is divided into 39 educational “areas,” each of which is served by an Area Planning Council (APC). The 39 councils consist of providers of adult education and related services in their area. The areas were established to guarantee coordination of services at the local level. With regard to adult education, providers in each area are required to work together to develop and submit to the ICCB a local service plan. In most cases, the boundaries of APCs are the same as community college district boundaries.

(b) The funding process. Within this framework, there are six steps in the adult education grant funding process:

- Allocation of funds to each of the 39 areas of the state based on an “index of need.”
- Approval by the ICCB of Area Planning Council regional plans for adult education services.
- A competitive process that allows individual programs to apply for state and federal grants, within the context of their area plans.
- Initial grant awards to individual programs.
- Payment of grant funds based on periodic monitoring of whether programs meet their enrollment goals.
- Award of state performance funds based on student outcomes of local programs in the previous year.

The first step is allocation of state and federal funds to each of the areas in the state using an “index of need.” The index is an estimate of the relative need for adult education in

each area. It is based on calculations using census and other data directly relevant to adult education, such as age, educational level, language proficiency, and unemployment and poverty rates. Based on the index, each of the 39 areas is allocated a portion of state and federal grant funds. This approach ensures that all parts of the state are eligible to receive funds related to the estimated need for service in their area.

The APCs then submit plans for serving adult education students to the ICCB for approval. These plans include the agencies that will provide the service and the amount and type of service to be provided.

Through a competitive RFP process, local providers (“eligible entities”) apply for funding within the context of their APC plan and the funds allocated to their areas by the index of need. An important part of these applications is a projection of the number of students each program will enroll in different types of services (e.g. ABE, ASE and ESL) and the number of hours of each type of service the program will provide.

Evaluation of the proposals is based on established indicators of program quality and past performance, which were finalized in 1996 as required with the enactment of the 1991 National Literacy Act. The indicators are: program planning, educational gains, curriculum and instruction, staffing and professional development, support services, recruitment, and retention. Each indicator has criteria that the local program must meet through the delivery of local services as outlined in the proposal.

Local providers also must document and project program and student achievements by selecting at least two goals in each of the seven indicators of program quality. For each goal, the program must identify outcome measures. For example, under program planning, a local provider might establish the goal of creating a planning process. One measure of that goal might be that the local program plan includes a needs assessment

that considers community demographics, needs, resources, and economic and technological trends.

Pursuant to its evaluation of these competitive proposals, ICCB awards grants to local providers.

(c) **Distribution of grant funds.** Initial grant awards do not necessarily translate into the total amount of funding local programs receive. ICCB monitors program enrollment on a regular basis and distributes funds based on whether programs meet their service goals. Funds are not distributed in a lump sum at the beginning of the fiscal year: state grant funds are distributed on a quarterly basis; federal grant funds can be drawn down periodically, e.g. on a monthly or quarterly basis.

Programs report to the ICCB the amount of service they offer (measured by “units of instruction”) on a quarterly basis. To receive payment, they must demonstrate that they are making progress toward delivering or “generating” the number of units of instruction they agreed to in their grant proposal. One unit equals 15 hours of direct instruction provided by a paid instructor for a student enrolled in an ICCB- approved class. For example, an ABE student attending for 150 hours would generate 10 units of instruction (150 divided by 15). These 10 units would then be multiplied by the state reimbursement rate for ABE. Students must be making satisfactory progress at the midterm of their enrollment to be counted.

A reimbursement rate or “generation rate” is set by ICCB for each category of adult education instruction. Local programs are paid the set rate for each unit of instruction produced in each category. These rates are derived annually based on the average daily attendance rate used for public schools.

By the end of the fiscal year, a program failing to deliver the number of units of instruction as agreed to in their grant proposal must return the dollar difference to the ICCB for reallocation to programs that have delivered more units of instruction than their grant funds supported.

The generation rates for FY 2002-FY 2004 are presented in Table 9. Because ESL is part of the ABE/ASE structure, the rate at which it is reimbursed depends on whether the units generated are at the ABE or ASE level. During FY 2002 and FY 2003, generation rates differed for community colleges and other providers. For FY 2004, generation rates were the same for all types of providers.

Table 9: *Grant Generation Rates, FY 2002 – FY 2004*

Generation Rates	FY 2002	FY 2003	FY 2004
ABE/ESL			
• Community Colleges	\$66.22	\$62.84	
• Other Providers	\$76.00	\$76.00	
• All Providers			\$80.17
ASE/ESL			
• Community Colleges	\$58.62	\$55.24	
• Other Providers	\$68.40	\$68.40	
• All Providers			\$72.15
Vocational			
• All Providers	\$80.17	\$72.15	\$100.21

Source: ICCB financial records.

4. Performance Awards

All adult education programs are eligible for state performance funds. These are awarded based on the success of programs in achieving goals set in each of the following areas:

- Public assistance reduction
- Instructional levels gained (also includes citizenship and vocational gains)
- Secondary completions (GED and high school diploma)
- Test score gains
- Persistence

Performance awards are determined based on outcomes given in the last fully audited data – usually two years prior to the award. The allocation of a finite amount of performance funds puts individual programs in competition with one another for achieving high outcomes.

5. Credit Hour Reimbursement to Colleges

(a) The credit hour reimbursement system. Adult education students in Illinois community colleges are categorized as credit students. The colleges receive credit hour reimbursement for serving those not supported by the state and federal adult education grants. However, the rate of credit hour reimbursement received by colleges is different for different types of credit programs.

In the past, adult education credit hours were reimbursed at the lowest rate among the community college credit hour categories: baccalaureate transfer, business, technical, health, remedial, and adult education. As a result, colleges did not benefit greatly from credit hour reimbursement.

Presumably, this served as a disincentive to colleges to expand their adult education instruction. Relative to other credit programs, colleges generated less funding for adult education. Nevertheless, they continued to provide the largest share of adult education service in the state.

In addition, whatever the incentives given to community colleges, the credit hour reimbursement funding stream generated more than \$27 million for adult education in FY 2002 (for FY 2004), about half of that available through public grant funding. Thus, the credit hour reimbursement system has become an important revenue source for the adult education system. Effectively, it taps a portion of state general revenue funding to augment adult education grant funding.

(b) Policy changes. In 2003-2004 (after the transfer of authority for adult education to ICCB), the community colleges and the ICCB conducted a thorough study of how state funds are allocated to community colleges. This study included an examination of the adult education credit hour reimbursement process.

A new credit hour reimbursement policy was established, based on a more accurate calculation of the average credit hour cost colleges have in providing adult education service. That policy resulted in an increased credit hour reimbursement rate.

Adult education is now one of the program categories reimbursed at the highest rates. This achievement creates an excellent incentive for colleges to offer adult education instruction beyond their grant funds, thus expanding the state's capacity to serve adult education learners. Colleges now will be paid for services they deliver beyond the grant-supported instruction, making the decision to offer additional services a viable business decision. Importantly, total state funding for adult education has increased due to the

influx of additional credit hour reimbursements from state general revenue funds for expanded service by colleges.

Table 10. *Change in Community College Adult Education Reimbursement Rate Due to Revised Funding Formula*

	FY 2002	FY 2003	FY 2004
Adult Education	\$9.78	\$13.16	\$66.99

Source: ICCB financial records.

Credit hour reimbursement funds are sent by the ICCB to each college’s general fund. The college then determines how the funds are spent. Some colleges allocate all of this money directly to the adult education program; others allocate only a portion, or at the other extreme, even more money than the funds received. That is, there is no one-to-one correspondence. It is up to the college how the funds are used and whether they are supplemented.

Based on the revised funding formula, colleges are now in the process of determining the “mix” of funding from grants and credit hour reimbursements for adult education services. If a college chooses to fund its adult education activities by emphasizing credit hour reimbursement, it may apply for a lower level of grant funding. In such cases, grant funds would be freed up to distribute to other providers within a particular service region of the Area Planning Council.

Grant funds that can be redistributed in this way would be a boon to non-college providers who could receive the funds allocated to the APC, but not requested by the college providers. This would enable non-college providers to also increase *their* ability to serve more students. Since this process is new in FY 2004, the implications of the change may not be known for a while; ICCB will be monitoring the results.

ICCB hopes that through increased capacity at community colleges and/or through the redistribution of funds to other providers who can then also increase capacity, the number of students served in Illinois will increase. In a time of a declining economy and few new state funds, this new process may be the only way to increase system capacity.

(c) Changes in grant funding. Further changes in the grant funding of colleges for adult education service may be on the way. An ICCB Adult Education Funding Study Task Force, which has been meeting since September 2002, has finalized its recommendations on new strategies to allocate funding. The principles adopted by the task force emphasize equity of funding, preserving a diverse provider network, and statewide access to programs. A new methodology created to ensure these principles and guide the allocation of funds will inevitably create changes in program funding levels. A carefully developed transition strategy, part of the intent, is an important component of the new methodology. The recommendations establishing the new methodology were presented to the ICCB at its May 2004 meeting and are under consideration now.

6. Conclusion

Like some other states in which adult education is under the administration of the state community college agency, Illinois has used a combination of federal and state grant funding, awards, and credit hour reimbursements for support of college adult education service. This funding combination was in place prior to the transfer of authority to ICCB in 2001. It significantly increased total funding for adult education by tapping state general revenue funds.

Grant funding is awarded by a competitive process that takes account of need for service in different parts of the state, as well as program quality and performance.

In the past, credit hour reimbursement did not provide significant additional revenues to colleges, in part because the reimbursement rate was low. New policies adopted since the transfer of authority have greatly increased the rate, thereby creating incentives for colleges to expand services and greater total funding for adult education. Thus, the transfer of administration has already resulted in beneficial changes in adult education funding, and more are envisioned.

D. TRANSFER OF ADMINISTRATION TO ICCB

Administration of the adult education system was transferred from the Illinois State Board of Education to the ICCB in 2001. The transfer is significant from a national perspective because it is so recent and because the opportunities and problems posed by it are still being explored.

Moreover, the process by which the transfer occurred may be significant for other states because it illustrates the rationale one state has used to address the question of adult education administration, the concerns (both large and small) that were addressed, the factors that led to a final decision to transfer of authority, and issues that are still unresolved.

1. Rationale

The administration of adult education in Illinois has been a matter of discussion at the state policy level for more than a decade. An adult education department existed within the Illinois State Board of Education since the 1960s. The main charge of the ISBE, however, was to administer the K-12 system, which meant that adult education had a lower priority within the agency. Over the years, the ISBE staff opposed a transfer of authority to another agency. Because a transfer required new legislation, various ideas for a change of administration withered on the vine.

However, the issue of adult education administration was revisited once more in the late 1990s. The governor and the state legislature wanted to reexamine how adult education was linked to state priorities, and how it should be managed in the future. They began discussing these questions:

- What was the best “home” for adult education in order to position it for expansion in the coming years?
- What agency would make it a major priority and cultivate and protect it as the need for educating adults continued to be an important issue to the state?
- What agency could best obtain additional resources to further support adult education?

In these discussions, the leaders of ICCB developed a strong interest in assuming responsibility for adult education and became advocates for the transfer to their agency. The rationale for this transfer, as developed by the ICCB leadership and supporters was as follows:

- Some 77 percent of the adult education enrollment was already occurring in community college programs.¹³
- The ICCB mission is entirely focused on the adult learner, and the ICCB strategic plan had made adult education a high priority.
- Additional education beyond a high school diploma or GED is needed for better wages and higher skilled jobs; and community colleges offer workforce development opportunities, certificate, and college transfer programs for adults that create opportunities for the adult education graduates to increase their educational levels.

A prolonged and often contentious policy debate ensued. This included public hearings, position papers, testimony before the Illinois House and Senate, and innumerable meetings among the leadership of ICCB, the governor, the state legislature, and ISBE. The ICCB staff, CEO, and board members met with numerous advocacy groups to explain the rationale behind the transfer to get the issues, concerns, and responses “on the table” and

¹³ Illinois Community College Board - *Adult Education and Family Literacy*, paper on governance, 2000.

addressed directly. Many individuals and groups were adamantly opposed to the transfer. Their view was, “If it ain’t broke, don’t fix it.”

2. Why the ICCB Rationale Prevailed

The rationale for transfer of authority to ICCB eventually prevailed, and legislation implementing that decision was passed in 2001. Several major factors contributed to the legislation’s passage. Chief among these were the leadership of ICCB and its allies and the effectiveness with which they diffused a number of sensitive issues.

(a) Leadership. ICCB and its allies were fortunate in their leaders and in the ability of these leaders to mobilize support. One important strategy used during the transfer deliberations was to make service to the adult learner a top reason for the ICCB to administer adult education in the state. During discussions, the ICCB maintained its focus on the education and training of the adult education student.

The ICCB chief executive officer (CEO) had a sound understanding of and passionate commitment to adult education, which resonated in all the messages sent to the governor, state legislature, ICCB board, IBHE, community college presidents, staff, and local providers. This CEO’s understanding of past history, statistics and data, along with his program and policy knowledge, gave him the credibility needed when speaking to groups and individuals.

The CEO convinced the local community college presidents of the importance of educating adults without a high school diploma or GED. Enrollment figures were provided to each president to demonstrate the size of the population their colleges were serving through adult education programs. As noted above, community colleges served 77 percent of all adult students in Illinois and comprised a significant percentage of college

credit enrollment. Many college presidents were unaware of the size and significance of the service they provided. Once they came to understand their stake in this, they became vocal and influential supporters of a governance change.

Together, the ICCB and IBHE boards supported the transfer by making it a priority within both agencies. IBHE recognized and agreed with the key factors and rationale for the transfer and expressed support to the superintendent of schools, governor, and state legislature.

The ICCB board prepared for the transfer of administration. A subcommittee to oversee the transfer before, during, and after the handover was key to keeping the board informed and ensuring that the staff remained responsible for its activities and for meeting the field's needs. The subcommittee members continually asked, "Are we doing all that we can do? What are the problems and issues and how can we help to solve them?"

Subcommittee members attended Illinois adult education conferences and advisory council meetings and sought input from the field on a regular basis. Today, the subcommittee is still actively involved with adult education issues and policies to ensure that they remain a high priority.

Policy consultants who were familiar with the history of adult education and past policy and program challenges were hired during the transfer – to study policy, program, funding, technical assistance, staffing, and reporting issues, and to obtain direct input from providers. Short- and long-term recommendations were made to ensure an immediate smooth transition and to outline the long-term challenges that needed to be addressed for the future.

Initially, local providers voiced a number of concerns and questions, but gradually their support grew. The ICCB staff addressed their concerns directly and in detail. State

legislators became well informed about the statistics and issues through hearings, papers, and meetings.

Finally, the governor himself became convinced that ICCB would be the best agency to realize the potential of adult education in the years to come. Staff in the governor's office were influential in resolving issues, bringing conflicting groups together, and shepherding the legislation to passage.

(b) Issues. The ICCB leadership and their allies built and maintained support, in part, by their approach to a number of key issues. Overall, ICCB advocated a seamless transfer with few disruptions to the programs and services being provided to adult learners. This helped to diffuse concerns about funding, accountability, staffing, the populations that colleges could reach through adult education services, and other matters.

(c) Funding. Not unexpectedly, funding was a major issue for local providers. Many were concerned that the community colleges would become the entire adult education system and that the ICCB would neglect or defund the community-based organizations, public schools, and ROE programs. Some thought that ICCB wanted to administer adult education because it “just wanted the money.”

ICCB addressed the concerns about funding a diverse system by pledging that all types of programs including community-based organizations, public schools, and ROEs would be directly funded. Moreover, it pledged to maintain most aspects of the existing funding system. Thus, ICCB maintained the grant funding in effect at the time of the transfer and increased the credit hour reimbursement funding as described above.

ICCB also responded to concerns that adult education funds administered by the community college authority might be diverted to other purposes. The ICCB leadership

pointed out that state and federal support for adult education is provided by restricted grant programs. As a result, if a local program does not spend its adult education funds according to policy and regulation, the money must be returned to ICCB and cannot be used for other purposes.

(d) Performance standards. Issues of accountability and performance standards emerged. ISBE had developed STAIRS – a data reporting system with a performance measurement method keyed to it – through which local programs could earn additional funding based on certain performance criteria. There was concern on the part of some individuals that the ICCB would not continue using the STAIRS system or awarding performance funds. In fact, ICCB has continued using the STAIRS system and has actually enhanced it to make reporting and analysis easier. (At the recommendation of the Adult Education Funding Study Task Force, a new internet-based data system will be developed in FY 2005 that will greatly increase the accuracy and usefulness of the data to both ICCB and local programs for reporting and program improvement.)

(e) Staffing. Concerns were expressed about ISBE staff losing their jobs and about whether the regional technical assistance staff and the existing statewide and regional professional development centers would be eliminated. As a way to deal with these concerns, all job announcements for ICCB adult education positions were publicly posted. Salary ranges were lower than those positions had been at ISBE due to differences in agency wage scales. One ISBE staff person applied and was hired for a regional staff position. A former local community college adult education dean applied for and got the position of senior director of adult education. Based on advice from consultants hired during the transition, the professional development delivery system remained intact.

(f) Populations served. Opponents of the transfer expressed concerns that the community college environment may not be accepting of some adult education students, and that the campuses might be perceived by students to be threatening or not conveniently accessible. Some thought that students aged 16-17 could not be served by community colleges. Others thought that community colleges were not used to serving adults with low skill levels and ESL learners.

Because the federal Even Start family literacy program was (and continues to be) administered by the ISBE, concerns about coordination between adult education and family literacy were voiced, and questions about community colleges not having parent-centered programs emerged.

ICCB pointed out that community colleges offer classes on-site at the colleges as well as at off-site locations within the community, in neighborhoods, and throughout the districts. If a student plans to continue his or her education after obtaining a GED, then becoming familiar with the community college setting is advantageous. In some areas, the learner may have a choice of obtaining adult education from a public school, community-based organization, ROE, or a community college. In other areas, there is a single provider, so choices are not available to the learner. This was the case before the transfer of authority to ICCB; the transfer would not diminish the options available.

In fact, though not fully understood at the time, all community colleges in the state serve individuals over the age of 16. They also serve a diverse population of adults in ABE, ASE, and ESL. They are not restricted from serving adults functioning at low levels or those learning the English language.

With regard to family literacy programs, there are over 10 different funding sources for them in Illinois, requiring coordination among many state agencies and other funding

entities. ICCB made it clear that coordination between adult education and family literacy would continue no matter what state agency administers these programs. Moreover, the reality is that many community colleges have early childhood and/or day care centers. The colleges focus on the adults in their role as parents, workers, employers, and citizens.

(g) Emphasis on continuity. The ICCB leadership and its allies were able to diffuse many concerns about the transfer of authority by pledging to keep most of the major elements of the adult education system in place. This emphasis on continuity meant that the transfer would have little immediate impact on local providers or the system support infrastructure. While there would be a change in the administrative agency for adult education, there would be little immediate change in policy and no provider need feel threatened. ICCB's strategy since has been to build on and improve the existing system, rather than to replace it. This strategy has been both pragmatic and politically astute.

3. What Difference Has the Transfer of Authority to ICCB Made?

Although it is a relatively short time since the transfer took place, the shift to ICCB has already been beneficial to adult education in Illinois in a number of important ways. Further changes that should bring additional benefits are in the planning stages. Some of the major accomplishments to date are described below.

(a) Funding has increased. The ICCB is strong politically. While the ICCB submits its budget to IBHE, the budget is a separate line item, which makes it more visible in the overall budget that is submitted to the state legislature. The adult education budget line item is not buried but discussed openly during the legislative session so that state legislators understand the importance of adult education. Therefore, the CEO and ICCB board members are at the bargaining table when the state legislature has questions

about funding adult education. This has been important in gaining and maintaining funding increases for adult education since the transfer of authority.

In addition to the increase in credit hour reimbursement discussed above, the transfer of authority has resulted in an increase in grant funding. In FY 2002, the ICCB, community college presidents, and other local providers worked together to obtain a \$9 million increase in state funds for adult education. This was possible because understanding of the importance of adult education as an educational program and of workforce development in the state had visibly increased in the governor's office, the state legislature, and the IBHE as a result of "making the case" for the transfer. Visibility also increased within the 48 community colleges, as the presidents developed a deeper understanding of the characteristics and volume of people served through adult education.

(b) Community-based organizations receive direct state grant funding.

Prior to the administrative transfer to ICCB, community-based organizations were not eligible to receive state adult education grant or performance funds. They were only eligible to receive federal adult education grant funds. But the transfer legislation included provisions that all types of eligible providers (community-based organizations were cited in particular) would be able to compete for all categories of state and federal funds. This resulted in a significant boost in funding to community-based organizations.

4. The Advisory Council Was Established in Law

An adult education and family literacy advisory council existed prior to the transfer of administration to ICCB. However, it was not required by legislative authority. The Council was established in law as part of the ICCB transfer legislation, and mandated to advise the ICCB on adult education issues. It has undertaken projects in collaboration with ICCB that will benefit the entire field, such as developing curriculum and standards

for instruction and adult education instructors. It was at the recommendation of the Adult Education Advisory Council that the adult education funding study discussed above was undertaken. This study is changing the method of allocating funds to local programs. Moreover, the chair of the Council has direct access to the ICCB board and presents a report to the board at each of its meetings. This strategy ensures a solid partnership and continuing communication among the ICCB staff and board, colleges, and other local providers.

5. Stability Was Ensured

During discussions of the transfer, ICCB placed a high priority on ensuring stability within the adult education system. For example, some providers and advocates feared that all programs would be moved to community colleges. The transfer legislation stipulates that all providers eligible under Title II of WIA are eligible to receive state and federal adult education funds under ICCB administration.

The few, very carefully planned programmatic changes that did occur immediately after the transfer were universally helpful to the local programs. For example, help desks were staffed to assist providers with the state data and reporting system and the National Reporting System. The adult education handbook was updated and improved. New administrator training was implemented to assist new adult education directors. Task forces were set up to address issues, thereby including the providers as partners in solving problems.

6. Commitment to Adult Education Continues

The ICCB and IBHE have kept their promise to make adult education a top priority within both agencies. As already noted, adult education has been made one of seven

priorities outlined in the ICCB strategic plan. It continues to be a key topic of reporting and discussions at board meetings. Specifically, the strategic plan states that ICCB will “expand adult education and literacy programs necessary for individuals and families to have high quality work and life in Illinois.” The plan guides policy and budget decisions for the community college system, including adult education.

In 2002, a new governor took office. ICCB immediately began to build information bridges and relationships with him and his staff to communicate the contribution of adult education to the personal and economic welfare of Illinois residents. The governor’s focus on melding workforce and economic development has brought adult education into high profile as both an educational and economic development asset. The newly established Department of Commerce and Economic Opportunity is working closely with ICCB to undertake special initiatives, especially in the area of ESL, that fortify the state’s ability to meet the escalating demand for these services.

Visibility and understanding of adult education continue to grow within state agencies, the governor’s office, and the state legislature. The governor’s office is facilitating discussions between the ICCB and the local ROEs about transferring administration of the GED testing program from the Illinois State Board of Education to the ICCB in the next year. This move would ensure that GED testing is coordinated with adult education instruction and that access, affordability, and accountability are strengthened.

During the first year under the new governor, ICCB secured level state funding for adult education. This was truly remarkable; adult education was one of only a handful of programs receiving this support. Again for next year (FY 2005), the governor has recommended level funding for adult education. In these times of deep state budget deficits and cutbacks, the ICCB is maintaining adult education resources.

Continuity of purpose and commitment has also been maintained within ICCB. During the transfer of administration, the president/CEO of the agency provided the strong leadership necessary to ensure a smooth transfer and welcomed policy and program changes and improvements. However, he has retired, and a new president/CEO was hired in January 2004. Since adult education is a top priority of the ICCB staff and board, and because the board has been so involved in ensuring a smooth transfer of administration, it is anticipated that commitment to adult education will remain high within the agency and the board. Momentum will not be lost.

7. Conclusion

To outside observers, the transfer of authority for adult education to ICCB may have seemed inevitable, given the fact that community colleges provided most adult education service in Illinois at the time of the transfer. In fact, this administrative change came about only after an intense policy debate that raised many difficult issues, both large and small. In this debate, the commitment of ICCB to adult education and the quality of ICCB leadership were key in bringing about the eventual outcome. ICCB repeatedly demonstrated that it had already established adult education as a high priority and that it would continue to do so. In addition, the ICCB leadership diffused criticism by pledging to keep most elements of the adult education system intact, and it has kept its word.

The evidence thus far indicates that the transfer of authority has been beneficial in a number of ways. Funding has increased, the advisory system has been strengthened, community-based organizations have benefited, a diverse delivery system has been maintained, and the commitment of both ICCB and the state to adult education continues. Managerial improvements have benefited all providers.

The Illinois experience shows that, in a state that desires or needs to do so, it is possible to change the administration of adult education, even though the process can be difficult. The Illinois experience also shows that a change to community college governance can be beneficial in many ways. Finally, it is clear from the Illinois case that community college governance is not incompatible with maintaining a diverse provider system, that community college administration need not be equated with a monopoly of service by colleges.

From a national perspective, it cannot be said that community college administration is a proper and productive route for all states. However, the recent path chosen by Illinois provides a natural laboratory for considering many of the issues and possibilities.

Has a change in adult education administration in Illinois made a difference? Clearly it has. Community college governance has benefited all providers in a diverse delivery system. But it would be wrong to overgeneralize the Illinois experience. States are different in a number of important respects. The dominant role of community colleges in providing adult education, and the commitment of Illinois' community college authority to that service, cannot be found in many other states. Nor can the political leadership that makes a transfer of authority possible.

E. A PROGRAM PERSPECTIVE

In addition to reviewing the linkage between community colleges and adult education in Illinois from the state perspective, this study examined that linkage from the vantage point of local programs in four Illinois community colleges through on-site visits to their adult education programs. These visits were augmented by follow-up interviews with key staff. The four colleges (chosen for geographical diversity and size variation and because their programs and staff are well known) were Carl Sandburg College, Parkland College, Illinois Central College, and College of Lake County. (They are profiled in detail in Part II of this report, beginning on page 61.)

A number of major adult education program components were investigated and are discussed and analyzed in turn below:

- Commitment to adult education from the college president and place of adult education in the college's mission statement
- Services and enrollments
- Funding
- Faculty and staff
- Similarities and differences between adult and developmental education
- Transition programs
- English-as-a-second-language service
- Support and instructional services
- Volunteer tutoring
- Research and evaluation departments
- Impact of the transfer of administration to ICCB

1. Commitment from the Presidents and Mission Statements

The presidents of all four community colleges expressed a high level of commitment to serving adults in need of basic skills or remediation. The mission statements of these colleges do not clearly distinguish between adult and developmental education. Only one

college specifically mentioned adult education in its mission statement or goals. Three of the colleges specifically mentioned developmental education in their mission statements, and one college mentioned support for “academically underprepared students.”

2. Services and Enrollments

All four colleges provide the full range of adult education services authorized by the state of Illinois: adult basic education for students reading at the 0-7.9 grade levels, adult secondary education for students reading at the 8.0-12 grade level, preparation for the GED test, English as a second language, and service to students needing a limited number of hours of secondary level vocational skills or job readiness instruction.

The relative percentage of students enrolled in these different services differs among the colleges, depending on the relative size of the populations requiring ESL service in their communities and the different emphasis each college places on vocational training and job readiness. In two of the colleges, ESL is the dominant and fastest-growing service. In the two others, there are relatively few ESL students. At three, vocational preparation is a small part of adult education service.

The colleges differ in the size of their adult education programs. They range from small to fairly large. Total enrollments, according to state STAIRS data in FY 2002, were:

- Carl Sandburg – 422 students
- Illinois Central College – 709 students
- Parkland College – 1,136 students
- College of Lake County – 4,289 students

At all four colleges, adult education instruction is provided both on campus and at other sites in the community to increase access.

3. Funding

Adult education services at the four colleges are supported in large part by federal and state grant funds. Three of the four colleges make some direct financial contribution to adult education from their general funds. They also contribute classroom space, books, overhead services, counseling, computer facilities, some staff salaries, and other forms of support to adult education from general fund resources.

This may be seen as an expression of college commitment to adult education. However, it must be remembered that colleges receive credit hour reimbursement for adult education instruction delivered beyond that supported by state and federal grants. Credit hour reimbursements flow into the colleges' general fund and none of the four colleges conducts a precise accounting of how this credit hour reimbursement is used. It can be seen, however, as a source of state financial support for these contributions.

4. Faculty and Staff

Most of the administrators responsible for adult education at the four colleges are full-time staff supported by college general funds. In two cases, however, adult education administrators are also responsible for developmental education, although in one case that will no longer be the structure next year. Most administrators responsible for adult education were at the assistant or associate dean level or below.

Most of the teaching positions in adult education at the four colleges are part time. College personnel explained that this is largely because adult education is a grant-funded program. They are reluctant to make offers of full-time instructor positions supported by soft money that may vanish or be decreased. In FY 2002, each of two colleges employed one full-time adult education teacher. A third college employed six; the fourth college,

none. These positions are supported by college general funds rather than adult education grant funds.

Most full-time faculty members at the four community colleges teach standard academic courses. However, some academic faculty members also teach developmental education in math, English, or reading. Faculty members who teach developmental education classes are sometimes viewed as having an easier job because they are teaching underprepared students. However, the faculty members who teach developmental education view their jobs with pride. They believe that the students they teach are often more challenging than students in higher-level courses.

Adult and developmental education faculty and staff at all four colleges receive the same wage rates and benefits as comparable staff in other departments. They also enjoy similar professional development opportunities, though in some cases adult education teachers receive somewhat more because adult education programs are eligible for special federal and state funding for that specific purpose.

5. Similarities and Differences between Adult and Developmental Education

At all four colleges, adult education and developmental education programs are operationally separate, though running on parallel tracks. Articulation between the two services is limited.

At all of the colleges visited, a major distinction between adult and developmental education is the method of placing students into the two services. Students seeking admission to college who do not have a high school diploma or GED are placed in adult education, regardless of their skill levels. (An exception is made for some highly skilled high school students who may enter an academic or vocational program.) Adult education

also serves students without a high school diploma or GED who are not seeking college admission, but who wish to improve their basic skills or English language ability or gain a GED. Students seeking admission to college who *do* have a high school diploma or GED are tested to determine whether their basic skills in reading, writing, and math are adequate to succeed in college-level work. If their skills are deficient, they are referred to developmental education.

Staff of the colleges report that their adult education programs tend to focus on applying reading, writing, and math skills to roles as parent, worker, and citizen or on GED preparation. Developmental education tends to focus on increasing academic level skills in reading, writing, and math that will prepare students for success in college level work. None of the colleges reported existing programs in the adult education department to ensure that GED graduates are ready for college work. However, one college has developed trial transitional classes for interested GED and high school completers. Adult education classes are usually self-paced and open entry and do not assign letter grades, whereas developmental education classes take the form of traditional college courses with regular times for entry and completion, regular meeting hours, and letter grades.

At all four colleges, adult education classes are free to students. Developmental education classes are tuition-based and count toward any financial aid the student may be receiving. Thus, students at the same skill level may or may not receive tuition depending on whether they are eligible for and referred to adult or developmental education.

Adult and developmental education programs are also distinguished administratively at all of the colleges, and the administrative differences among them are increasing.

At two of the colleges, a mid-level administrator is responsible for both services. At one of these colleges, the responsibility of this administrator with regard to developmental

education is in curriculum only, and does not include assessment or faculty training. She hires the part-time developmental education faculty but not the full-time faculty. She is, however, responsible for all aspects of the adult education program. At the other college, the adult education director is also responsible for developmental education, but her responsibilities are changing. The college is in the process of moving developmental reading and writing courses into the English department. The adult education director proposed this change. Developmental math had always been a part of the math department and will remain so. The college believes that moving developmental education courses into the academic departments will increase communication among the academic faculty and allow more time for the adult education director to focus on adult education.

At three colleges, adult and developmental education are presently two separate departments, one having made the separation recently.

Finally, two colleges are attempting to coordinate departmental efforts in developmental education by creating developmental learning centers or joint committees. The site visits found few efforts to coordinate or create synergy between adult and developmental education, however. In some cases, the two services are housed in the same facility, and in others there is some sharing of staff and computer facilities. Otherwise, the two programs appear to be largely independent of each other.

6. Transition Programs

The case studies found that only two of four colleges studied have formal transition programs that would help adult education students gain the skills required for college-level work. The probable reason for this is that the colleges look to their developmental education programs to provide remedial education for college-bound students. Thus, the

logical transition for an adult education student would be to obtain a GED and then enroll in either a developmental or academic program depending on their skill level.

All four colleges have some type of policy aimed at encouraging adult education students to enroll in academic programs. For the most part, this takes the form of counselors or teachers who inform adult education students about college certificate and transfer programs. One college has formed a “GED Alumni Association” for recruitment purposes. Two colleges have funded adult reentry programs to assist students in transitioning to the college. These focus on overall orientation to the college and on soft skills (such as study skills) required for college work. GED graduates are among the target populations for these programs.

One college had a formal transitional program, on a trial basis, in reading and math. This program focused on improving the skills of adult education students to the level required for college work. Another college is piloting an ESL transition course.

7. English as a Second Language Services

Only one college provides English as a second language classes solely within the adult education department. The other three provide ESL classes within adult education, developmental education, and the academic departments. Usually, lower-level ESL students, who want conversational or citizenship classes, are referred to adult education. Those ESL learners seeking to enroll in academic or vocational classes but who test low on basic skills and/or language skills (or are on student visas) are usually referred to developmental ESL classes.

Staff members at two colleges appear to believe that present systems for referring ESL students may be inadequate. Certainly, assessment and placement procedures differ among the colleges.

8. Support and Instructional Services

All of the colleges provide a wide range of support services that are equally available to all students attending the college regardless of their status. Those services vary from college to college but usually include access to libraries and computer labs, child care, counseling, bus passes, and volunteer tutoring. All students receive college identification cards with no indication of their program classification (e.g. adult education, developmental education, academic program).

At three of the colleges, adult education is housed (often with developmental education) in a separate building.

Four colleges make available distance learning courses for GED preparation, but few students make use of these services. The services appear to have operational difficulties. All four colleges provide adult education students computer experience within ABE and ASE classes.

All of the colleges have adopted innovative approaches to instruction. Most notable among these are high intensity programs for low-level ABE and ESL learners at two colleges. In addition, one college has introduced cohort support and study groups for adult learners and offers GED preparation courses in Spanish and English. One college has designed an ESL class in the context of a classroom that simulates an office environment.

9. Volunteer Tutoring

All the colleges use literacy volunteers in some classrooms. Students needing one-on-one tutoring are referred to the area literacy program for placement with a trained tutor. The volunteer literacy program is part of the college in all four cases.

At all of the colleges, support for the volunteer program comes from grants from the secretary of state's Library Literacy Office, as well as from ICCB. These funds generally support one full-time volunteer coordinator and provide for the purchase of materials.

10. Research and Evaluation Departments

All four colleges have research and evaluation departments. Adult and developmental education programs do not make frequent use of them, however. In one college, enrollment trends for all programs of the college, including adult education, are tracked and provided to the departments. In another, the college is just beginning to develop a tracking system for developmental education learners, with help from its research and evaluation department. None of the colleges are able to track the subsequent careers of their GED graduates. This may pose a challenge in planning and evaluating transition efforts.

11. Impact of the Transfer of Adult Education Administration to ICCB

During the first year of the adult education transfer from the ISBE to ICCB, few changes were apparent at the local program level. This was expected because a major goal of ICCB was to maintain continuity of operations at the program level during the transition. Several individuals in the four colleges mentioned that ICCB acted more as a coordinator of local programs than as a monitor of them. The major changes local-level programs

noted were improvements to the adult education providers' manual, expansion of training of new administrators, and development of a STAIRS help desk to assist providers with the state's accountability systems.

In addition, college staff interviewed during the site visits reported that the transfer of authority has increased awareness of, and support for, adult education both at the state level and on their individual campuses. They also reported that they have enjoyed easier and more positive working relations with state staff since the transfer, and that there is less ambiguity about systems and issues. They believe that ICCB staff has more insight into the community college context for adult education, and that they are more flexible and more responsive to questions and needs. Some processes have been simplified, funds arrive on a more timely basis, and adult education is better integrated into the state agency's operations. In short, the experience of the four colleges is consistent with other statewide findings, that ICCB provides better customer service and enjoys the confidence of program staff.

12. Conclusion

At the four colleges visited, service to underprepared students is a priority. Adult and developmental education students make up a large portion of the colleges' credit hour student population. All four colleges provide the full range of ABE, ASE, GED, and ESL instruction. The colleges provide substantial cash and in-kind support for adult education from their general funds, but it is unclear whether or how much these contributions exceed the credit hour reimbursement they receive from the state for students served beyond those covered by state and federal grants.

Adult education and developmental education are largely separate services in the colleges in terms of their administration, faculty, and instructional approach. Adult and

developmental education programs often serve students with similar skill deficiencies, but with different goals and in different ways. It is important that the purpose and role of each program be clearly defined and agreed upon, and that effective processes are in place to make sound referrals.

At the program level, as at the state level, there is not yet a well-developed system for helping adult education students make transitions to postsecondary education, largely due to lack of funding. This is important because a benefit often cited for providing adult education by community colleges is the potential of this arrangement to facilitate transitions. On the whole, the four colleges appear to see developmental education as the primary system for providing remedial education to underprepared students who are seeking to enter academic and vocational programs. This emphasis, as well as the presently limited articulation between adult and developmental education, is mainly an artifact of state policies governing college entry requirements and the use of adult education grant funds. Nevertheless, the colleges are making some effort to recruit adult education students for academic and vocational programs, and some have introduced transition courses or programs.

Adult education staff members are compensated at a level comparable to other college staff. The use of primarily part-time adult education teachers is notable and perhaps limiting. Adult education students enjoy the same services and privileges as all other students. Adult education services are offered both on campus and elsewhere in the community. Most colleges have instituted curricular innovations (such as high intensity instruction for some students) to improve service.

It is not surprising that the change in adult education administration has had relatively little impact on local programs thus far, although the effects noted were beneficial. They primarily consisted of improved management at the state level and better relationships

between the state agency and local programs. Staff members interviewed were supportive of the change and optimistic that ICCB will improve adult education service delivery.

It will be worth watching Illinois as it makes future changes that affect local adult education programs and addresses the other challenges and goals outlined in this report.

PART II: COLLEGE CASE STUDIES

A. PARKLAND COLLEGE

1. Characteristics

(a) Description. Parkland College is a community college located in East Central Illinois. In FY 2002 it served 15,250 credit students. Of those students, 21 percent were classified as minority and five percent were international. Approximately 42 percent of Parkland students were the first generation in their family to attend college. GED completers comprised approximately 6 percent of the enrollees. About 30 percent of high school students graduating from Parkland's district enroll in the college.

The college serves a diverse area covering 2,908 square miles, 55 communities, 25 high schools, and rural areas in parts of 12 counties. It is the third-largest community college district in Illinois and serves a population base of 244,000. The community in which the college is located is also home to the University of Illinois, which makes for a highly diverse environment, socially and economically.

(b) Enrollments. During FY 2002 (July 1, 2001-June 30, 2002), 1,022 credit students attended adult education classes for at least 7.5 hours of instruction. Classes included adult basic and secondary education, GED preparation, English as a second language, and secondary-level vocational instruction.

Table 11. *Adult Education Enrollment by Instructional Type, FY 2002*

Instructional Type	Number*	Percent
Adult Basic Education	241	21%
Adult Secondary Education	284	25%
ESL	381	34%
Vocational	230	20%
Total	1,136	100%

Source: State STAIRS.

* Duplicate count – students may be enrolled in more than one class and counted in both.

In FY 2002, ESL students comprised the fastest growing part of the district population. Eleven percent of the adult education students received public assistance. Forty-four percent of the total group was unemployed and seeking employment, while 146 students from the program received GEDs.

During the same year, approximately 2,656 individuals (unduplicated head count) enrolled in developmental reading, writing, or math classes at the college.

Individuals enrolled in adult education courses therefore comprised 7 percent of the credit student population in FY 2002. Students in developmental education courses comprised 17 percent. *Together, these two groups of students made up 24 percent of the total college enrollment by head count.*

2. Integration of Adult and Developmental Education into the College

(a) Inclusion in mission statement. The role of developmental education is specifically stated as one of 13 major purposes of the college: “to provide developmental programs, courses, and services which prepare students to pursue college-level work successfully.” Adult education, particularly for those students who are not bound for college, is not directly mentioned.

(b) Placement in college structure. Adult education at Portland is administered by the assistant dean of adult and workforce education. An assistant adult education director helps manage the program. During FY 2002, adult education reported to the dean of continuing education who reported to the vice president for academic affairs. Due to recent restructuring of the continuing education area, adult education (through the dean of workforce development) reports to the executive vice president.

Developmental education is situated in the academic departments of Critical Comprehension Skills (CCS), English (writing), English as a Second Language, and Math. Department chairs who report directly to the executive vice president head these areas. They hold a great deal of power within the institution. The director of the Academic Development Center works directly with the department chairs and attends their meetings with the vice president.

3. Commitment from the President

The president’s strong leadership has helped the college attain national prominence for its commitment to creating inclusive learning environments. Parkland hosted Illinois’ first multicultural education conference in 1993. In February 2000, Parkland, along with several community partners, hosted the first black male symposium, which is now a state-funded initiative known as “Brothers United.” Similarly, the president was instrumental in gaining the support of agencies to come together under one roof in creating the state’s first one-stop center to better serve the unemployed and the underemployed.

Parkland College’s president serves on the board of the American Council on Education. She is respected throughout the community as an advocate for the underserved and

disadvantaged. She is former board chair of the Champaign County Urban League, serves on the Illinois Human Resource Investment Board/Workforce Investment Board, and is active in many civic activities. In the past year, she was named “Most Valuable Citizen” by the Champaign County Chamber of Commerce for her leadership and commitment to serving the diverse needs of the people and workforce in the area.

4. Funding Support from the College

Reimbursement earned by adult education credit hour generation is not directly returned to adult education; instead adult education is supported through an array of free services. The college does not do a comprehensive audit of how reimbursement dollars are used, but it provides space; leases space when needed at off-campus sites; pays phone, copying, and postage services; provides student and staff access to the resources of the college; and directly funds the assistant dean for adult and workforce development position as well as a one-and-a-half-time adult education faculty position.

The board provides a GED graduate scholarship to the top 10 scoring GED completers in the district who do not qualify for Pell grants. Students receive tuition waivers for two semesters of work.

Developmental education courses are funded, as are other credit hour courses in the college, through tuition, state reimbursement, and general education funds (which include property taxes). Each department is given an annual budget with which to work. Developmental education instructional costs are paid with these funds. It is expected that costs will be recovered through state reimbursement and tuition. The Academic Development Center, the coordinating hub for developmental education, is funded by the college general education fund.

Staff costs for transition services to adult and developmental students are currently being paid from the college general education fund. These costs include pilot transition classes and the partial salary of an adult reentry counselor.

5. Services for Students

Adult education and developmental education students are eligible for college identification cards that provide them with access to the same services as other students at the college. The IDs do not indicate whether they are adult or developmental students, so there are no special restrictions on their use.

All students with ID cards at Parkland have access to an array of services including library check-out privileges, computer labs, counseling services, and college clubs and activities, and they are eligible for residency in the college dormitory.

They also have access to, and are more likely to use, the campus-based facilities and services that are available to the broader community. These include use of the college fitness center, child care center, career center, wellness center, and the dental clinic, as well as the assessment center (where they can take interest inventories, learning style assessments, and GED tests). They may also attend events at the planetarium, theater, and athletic facilities and participate in community seminars and workshops.

Additional services provided by the adult education program to its students include free classes and books, bus passes for those with demonstrated need, child care reimbursement for eligible recipients of TANF (Temporary Assistance to Needy Families), and tutoring by trained literacy volunteers.

6. Staffing

Adult education and developmental education staff and instructors (both full time and part time) are part of the same collective bargaining units of the college as individuals in other departments. They are on the same wage scales and earn the same benefits as faculty and staff in other divisions. All staff and faculty are eligible to apply for college professional development funds to attend an event in their field, use resources of the college such as the media and technology labs, and are in every sense considered regular college employees.

Developmental education instructors are hired through the departments that handle reading, writing, and math. Twenty-six full-time and 41 part-time instructors teach at least one developmental education course. One full-time math instructor elects to teach developmental education classes only. Another full-time instructor, shared by the Adult Education and English and Critical Studies areas, teaches only developmental, transitional, and adult education classes.

In FY 2002, college funds supported the cost of one full-time and one half-time faculty position. All other adult education instructors worked part-time and were hired on a course-by-course basis like part-time faculty in other departments. Some 15 part-time and one full-time faculty teach adult education classes each semester.

The college houses Project READ, the literacy volunteer program for the district, and it uses its tutors both in the classroom and for one-on-one tutoring of individuals as needed. In FY 2002, 113 volunteers were trained by READ and tutored adults throughout the district.

Adult education staff have one benefit that other college staff do not: the federal adult education grant requires that a portion of its funds be used for professional development. These funds enable adult education teachers and staff to attend workshops, conferences, trainings, and other professional development activities. The grant reimburses their

registration and travel costs and pays for their time if the activity occurs during their normally scheduled teaching time.

7. Entry, Assessment, and Placement of Students

It is college policy that all new students must have their reading, writing, and math skills assessed by the Computerized Placement and Assessment System (COMPASS) prior to enrollment in classes. Advisors use these scores to place students in reading, writing, and math courses at a level for which they have the prerequisite skills to succeed. Student who lack a high school diploma or GED are referred to the adult education department for assessment.

The department conducts its own state-mandated reading assessment, the Test of Adult Basic Education (TABE) to determine skill level. The adult education advisor then meets with the student to discuss assessment scores and determine eligibility for services and options for placement. This process is available throughout the semester, and many class options are open on an ongoing basis.

Students with a high school diploma or GED who score at the lowest levels of developmental reading on the COMPASS test given to all incoming students are referred to the Academic Development Center for assistance in enrolling in appropriate classes and services. The Center is centrally located at the college and is easily accessed. These students are required to take and pass courses designed to raise skills to college level prior to being allowed to enroll in college level English or math. They are advised on an individual basis as to the wisdom of enrolling in other classes before obtaining these skills. For many students, being told that they must enroll in precollege classes is discouraging, so staff talk to all students about their individual skill levels and how developmental courses will help them be more successful in college. They also make sure the students are aware of the extra help and services available through the Center.

Developmental education reading courses begin at about the seventh grade reading level at Parkland. Students functioning at a lower level are referred to adult education.

Although student reading, writing, and math skill levels in adult education and developmental education classes may be similar, the goal and focus of the classes differ. Adult education classes focus on helping students gain skills needed for life application, whereas developmental education focuses on skill application to college-level course work. This difference carries with it many instructional consequences, including how courses are structured. For example, adult education classes integrate reading, writing, and math into one course, while developmental reading, writing, and math courses are taught separately. Other differences are described later in this section.

ESL students follow the same path in assessment. Their skills are initially tested at the Assessment Center using the COMPASS. They are then referred to the international studies advisor who evaluates their skills, needs, and goals, and determines whether they are better served in adult education or developmental education classes. College ESL courses are college-preparatory in focus; adult education courses are focused on life skills. The student, if referred to adult education, must take the Basic English Skills Test (BEST, or BEST Plus) which is required by the state for assessment, meet with an advisor, and be placed according to skill proficiency and class availability. If the student is to be served in developmental education ESL, the international student advisor makes placement decisions.

Sometimes, students who know about the department come directly to adult education to register, bypassing the standard college placement system. In those cases, intake staff screen the individuals for high school or GED completion if they are native English speakers. If they have completed high school or received a GED, they are referred to the college for assessment. If they have not, they begin the assessment process at the adult education point of entry. ESL students are screened for eligibility for adult education services based on the goal of instruction (college preparation or life skills) and on skill level. Only beginning and intermediate students are served in adult education ESL.

8. Structure of Adult Education and Developmental Education Programs

(a) Degree of integration between adult and developmental education.

Adult education and developmental education operate separately from one another at Parkland College and are located in different parts of the college.

The two areas coordinate in several ways. Adult education staff were key participants of the task force charged with making recommendations for the reorganization of developmental education. The departments share one full-time faculty member who teaches half-time in each department. Since she is involved with both sets of students, she is aware of and communicates their articulation needs to each program.

Adult education and developmental education structures are further described below.

(b) Structure and programming of adult education. The adult education program's administrative office is housed in the college. Classes are held in a campus building specifically set aside for adult education use, as well as at community and agency sites throughout the district. Most staff view the separate building as a statement of support from the college. Prior to having their own space, the adult education department had to schedule classes on campus around other departments' priorities. However, some staff believe that students are more isolated from the rest of the college because of this move.

Adult education offers numerous classes throughout the district, in an attempt to be accessible to people in more isolated, rural areas. The majority of these classes are in ESL. In addition, GED classes are held at community sites throughout the district and in Champaign-Urbana.

ESL is a growing part of the adult education program. In a single year, FY2000, the number of ESL students served in adult education increased by 49 percent. This growth continues to place such heavy demand on the program that many adult education ESL classes have waiting lists. Nineteen different ESL classes were offered in FY 2002 at four different sites. The nationalities served are very diverse. The last survey conducted indicated that 35 different languages/dialects are spoken as the primary language of the students. A typical ESL class had an enrollment of about 50 students, with an instructor and an aide.

Class structures vary by type, level, and location. A typical GED preparatory class is 14 weeks long and it meets four to six hours per week. An ABE or ESL class given on campus might meet 12 hours a week all semester. Off-campus classes are typically smaller, with enrollment of from 10 to 15 students. They meet less frequently because they are less cost-efficient to operate.

The adult education program provides a special citizenship and English language class through a federal EL Civics grant. These funds allow the program to provide an evening class on campus for those ESL students interested in obtaining citizenship while increasing their language skills. The grant also funds child care and a light meal to encourage student participation.

The program also offers GED preparation over the Internet. Online assistance from a teacher is available. This new program has enrolled 61 students. Students are pretested and enroll for six modules; they must commit to at least three hours per week. To qualify for the course, they must read at the ninth-grade level or above.

As noted above, the college houses Project READ, a district literacy volunteer program. This program is funded by a grant from the State Library Literacy Office of the Secretary of State. In FY 2002, the program received \$63,000 for a literacy coordinator, training costs and materials, and instructional materials. Some 113 volunteers were trained and worked with 394 students. About 10,705 tutor hours were volunteered. Some 69 percent of these hours were one-on-one instruction; the other 31 percent supplemented classroom instruction.

(c) Funding the adult education program. The adult education program is primarily grant funded, although the college itself funds additional staff support, space, and other administrative services including the salary of the assistant dean of adult and workforce development.

In FY 2002, the college received \$481,025 in adult education funding from all five categories of the Illinois Community College Board including EL Civics, as shown in Table 12.

Table 12: *Grant Funding from ICCB, FY 2002*

Source	Amount	Percent
State Basic	\$155,361	32%
Federal Basic	\$155,361	32%
Public Assistance	\$ 27,104	6%
Performance	\$106,585	22%
EL Civics	\$ 36,614	8%
Total	\$481,025	100%

Source: ICCB web site.

In addition, the Illinois State Library Literacy office granted about \$65,000 to the college for a coordinator, books, materials, and training and support of volunteer literacy tutors. The City of Urbana provided an additional \$3,500. Adult education also received, as it does annually, a grant of \$4,500 from Reading is Fundamental (RIF), for books and a family reading night for 900 children and their families. The college supplements the RIF funding with another \$1,500.

(d) Structure and programming of developmental education. Developmental education courses are offered by the English, Critical Studies, and Math departments. The college has opened a new Computing and Student Center building that contains computer labs, classrooms, systems programs, and the Cisco Networking Academy. Next to the cafeteria, an Internet Cyber Café is available for student use.

Developmental math courses begin at the whole numbers level – covering ratios, percentages, and arithmetic operations – and ending at the completion of high school algebra. Courses currently provided are Math 094 (pre-algebra skills), 095 (beginning algebra), 097 (geometry), and 098 (intermediate algebra).

Developmental reading courses are designed to bring reading skills to the college level so that students can enter and succeed in college courses. The courses are Critical Comprehension Skills 098 (critical comprehension skills) and 099 (critical college study skills). The reading level required to succeed in CCS 098 is seventh-to-ninth grade range.

Developmental English courses offered are English 098 (writing skills review I) and 099 (writing skills review II). These courses focus on how to organize and write paragraphs and essays, and provide a systematic review of grammar.

ESL courses prepare students for success in college level work. Courses currently offered are ESL 080 (diagnostic testing for ESL listening, speaking, and pronunciation), and ESL 090 (diagnostic testing for ESL grammar, reading, and writing). Following assessment, students are placed in ESL 091, 092, 093, 094, or 095 depending on skill level.

Faculty are hired and evaluated by department chairs. Until the formation of the Academic Development Center, developmental level courses were viewed as simply part of a course sequence to move students from level to level within their own academic area. Although developmental courses have remained in the academic departments since the Center was formed, students in those courses now receive additional support as described below.

(e) Formation of the Academic Development Center. The Academic Development Center has been in existence for two years. It was the result of the president's directive to develop more seamless pathways for underprepared students.

A task force was convened to design a model that would provide both academic support and practical guidance to underprepared students. The task force recommended a "virtual department" for developmental education so that there would be a central coordinating hub, but the developmental courses themselves would remain in their academic departments (reading, writing, math). The task force wanted to ensure that developmental education would continue to be clearly seen as an important part of the college mission. The group recommended that developmental education not be separated out into its own department because they feared that it would come to be seen as less important and lose respect and articulation. It was also recommended that part-time coordinators in each department oversee the developmental courses and provide liaison with the Center. Individual departments would remain responsible for curriculum, hiring, and instruction.

The college adopted the recommendations of the task force and provided funding for the Center. A director, support staff, and 1.5 FTE professional personnel were hired to deliver services. The director works with the department chairs and attends meetings with the executive vice president to whom they report.

(f) Services provided by the Center. A full-time student development advocate housed at the Center connects developmental education enrollees with academic and student support services provided by the college, and also with community social services when needed. She also works individually with students to help them navigate the college system, and develop problem-solving skills, self-confidence, and social skills.

She meets both formally and informally with students and checks periodically to see if they are receiving the services they need. Last year, she worked with some 190 students.

A part-time academic development specialist at the Center provides academic support to learning-disabled students enrolled in developmental education classes. She teaches study methods and organizes academic skill-building workshops. This specialist worked with 76 students last year.

In addition, math peer tutors are available to help students enrolled in developmental math courses. A special computer lab is open only to transition and developmental students so that those working at a basic level can do so in a more private and emotionally comfortable environment.

The Center offers a summer Bridge Program, works with the Math and Critical Comprehension Skills departments on transition courses, and works with the Adult Reentry Center to help students make the move into college.

The Center keeps data on its students' success as they participate in developmental education classes and go on to college level classes. It hopes soon to be able to document that the program improves student persistence and success rates and that it brings in credit hours and tuition for the college.

The adult education program has found the Center to be beneficial because it now has to coordinate with only one unit rather than four separate departments. Staff report reduced fragmentation, increased support for students, and a more seamless pathway for those moving from adult education into developmental education.

9. Programmatic Differences between Adult Education and Developmental Education

(a) **Reading, writing, and math instruction.** As discussed above, the major determinate in whether a non-ESL student is enrolled in adult education or developmental education courses is whether or not they have a high school diploma or GED.

There are many differences between developmental education courses and adult education classes due to differences in focus and goals. The goal of developmental education classes is to provide academic skills students need to succeed in college work. The goal of adult education classes is to provide the students with the skills to pass the GED and/or to function more effectively in society.

Specific differences include:

- Developmental education students learn and practice skills within the context of academics. Their focus is on applying skills to academic course work. Adult education students learn literacy and life skills in contexts drawn from daily life in order to function better in their roles of consumer, citizen, parent, and worker.
- Developmental education students usually set a tentative certificate or career goal. They frequently take courses to that end concurrent with their developmental courses. By contrast, adult education students cannot take college classes at the same time as they take adult education course work, and they may or may not intend to go into college-level work.
- Adult education classes are often self-paced; developmental education courses are not.
- Students in developmental education courses earn letter grades; in adult education, classes are not graded.
- Beginning ABE and ESL classes meet more hours and days per week than the typical developmental education course.
- Adult education reading classes begin at the most fundamental level and proceed through the high school level. Developmental education classes assume their students will enter with a seventh-to-ninth grade reading range.
- Developmental education classes are held on campus. Adult education classes are held both on campus and at sites throughout the district, including community sites, correctional facilities, and other areas of high need.
- Developmental education courses are tuition-based, and their students are eligible for financial aid. Adult education classes are provided at no cost to the student, and the student does not qualify for financial aid.
- Developmental education classes follow the same schedule as regular college level courses. Adult education sets its own schedules, which vary from course to course.
- Developmental education students receive assistance and support services directly through the resources of the Academic Development Center. Adult education students receive this service informally from their instructors and other adult education staff.
- Student and others sometimes perceive an “adult education student” as different from a “developmental education student,” even when their skill levels are

identical. For example, a year ago, the adult education program offered a pre-college math class to both high school completers and non-completers, and only nine people enrolled. The math department picked up the same class, and 26 people enrolled.

- Adult education is funded by grants. Special rules and regulations apply that do not apply to developmental or college level courses.

(b) **ESL instruction.** There are also many differences between developmental ESL and adult education ESL. These differences are based on students' reasons for wanting to build their English language skills, and the resulting goal and focus of instruction. As with other developmental education courses, the goal of developmental ESL at Parkland is to prepare students for success in college-level work. The ESL goal of adult education is to provide life skills students need for living and working in an English-speaking environment.

Staff from the adult education and developmental education ESL areas have been working together for a few years to clarify their respective service roles. Earlier, students were accepted into programs based mainly on which door they happened to arrive at in the college, and developmental education ESL was concerned about "free" adult education ESL classes taking potential students from their department. Staff from the two departments decided to meet to build understanding of each others' issues, needs, and restrictions; clarify what their respective roles would be; and define how the systems could be complementary rather than competitive.

Specific differences between adult education ESL and developmental ESL include:

- Adult education ESL focuses on conversational listening, speaking, and acculturation skills. Developmental education ESL focuses on grammar, diagramming sentences, and writing.
- Developmental education ESL students must pay college tuition, and are eligible for financial aid. Adult education ESL classes are provided at no cost to the student; the student is not eligible for financial aid.
- Developmental education ESL can serve limited-English-proficient refugees, immigrants, nonnative speakers, and international students with F1 visas. Due to the waiting lists that typically exist for adult education ESL, its priority is on refugees and immigrants most in need of English language service.
- Developmental education ESL classes are held on campus in order to ease the transition of students into college-level classes. Adult education ESL classes are

held both on campus and at community sites throughout the district to maximize accessibility.

- Many adult education ESL classes remain open to new enrollees throughout the course period as long as space is available. Developmental education ESL classes follow the same enrollment schedule as regular college classes.
- All adult education instructors work part time and are paid from grant funds. The developmental education ESL program has both full-time and part-time faculty, who are paid from general college revenues.

10. Transition Programs

Parkland College is very interested in helping its GED and developmental education students transition successfully into college-level work. Among other things, it offers transitions reading classes class that are considered successful. The content is focused more on academic and problem-solving skills than used to be the case, and it addresses other readiness issues through readings and discussions. Among the topics included are understanding how the college works and how to be successful within the system. The target population is high school graduates or GED completers who score below the lowest developmental reading course level on the COMPASS test.

The Math department piloted a transitions math course in the fall of 2001. That course has been offered every fall and spring since. It is available to students who are enrolled simultaneously in developmental reading and writing courses, as well as students who are at college level in reading and/or writing but not in math. The college pays for the classes. Students pay no tuition, but they must purchase their own books. The target population for this program is high school or GED completers who assess below the pre-algebra level on COMPASS.

In addition, the college funds a reentry counselor to help adults move successfully into college. GED completers are one of six groups targeted. The counselor writes letters to recent graduates inviting them to meet with him. He visits GED classes to tell students about the services he offers, including help to understand and navigate the college system, acclimate to the culture and environment, and handle enrollment and financial aid applications.

Currently, ICCB does not track GED graduates' movement into college, so it is not presently known how successful they are in college-level work, or how many enroll. But the reentry counselor is in the early stages of developing a data system that will track students and enable comparison with other groups.

GED instructors provide their students with campus tours, and, when students request help, instructors and other staff help them with enrollment and financial aid matters.

11. Connections with the Workforce Investment Act (WIA)

The college is a key member of a very active one-stop center – the Employment and Training Center. College staff were heavily involved in the Center’s development and logistical planning. The president of the college serves on the local Workforce Investment Board (LWIB). The assistant dean of adult and workforce development, who oversees adult education at the college, coordinates college services with the one-stop center.

A newly remodeled building within a mile of campus has been leased by the one-stop center’s member agencies (Champaign Consortium, Department of Employment Security, Parkland College, the Department of Human Services, and the Office of Rehabilitation Services). The college is the leasing agency for the building; all members contribute rent. The college maintains a full-time staff position at the center and its occupant serves as liaison between the public and the college. With funds from the ICCB Welfare to Work grant (and former adult education grant funds), the college provides free computer classes on site at the Center for unemployed or underemployed workers.

A full-time college staff member is housed at the center, which partners with adult education to provide job club/job skills classes for job seekers. Persons needing ABE, GED, or ESL instruction are referred to the campus adult education program as well another adult education community center run by the Urbana Public School District.

12. Effects of the ICCB Governance Transfer

Since governance for adult education was transferred from the Illinois State Board of Education to the Illinois Community College Board, Parkland reports the following changes:

Statewide:

- The Council of Presidents talks about adult education more.
- College presidents are more aware of and knowledgeable about adult education.
- The chief executive officer of ICCB is a highly vocal advocate for the importance of adult education in community colleges.
- Adult education has grown in enrollments and funding.
- Legislators have become more interested in adult education.

Locally, there has been:

- More support, visibility, and credibility for adult education within the college.

- Less ambiguity about systems and issues than with ISBE.
- More understanding of individual issues community colleges face in their adult education programming.
- Awareness of the need to smooth out funding or reporting systems, and clear intent by ICCB to address this need.
- Easier and more positive working relationships with state-level staff.

B. CARL SANDBURG COLLEGE

1. Characteristics

(a) Description. Carl Sandburg College (CSC) is located in northwest Illinois, in Galesburg, the birthplace of poet Carl Sandburg. The college first began providing services in 1967. In FY 2002, it served approximately 6,040 credit students. Forty-two percent of college-bound students in the district attend CSC.

The district is primarily rural. In addition to Galesburg, which has a population of 34,000, the college serves a few other small towns of less than 3,000 residents each. The rest of the population lives in isolated areas. The district includes a 900-square-mile area where a book or magazine cannot be purchased. The total population of the district is 114,353. It is spread over a 2,834-square-mile area that includes 27 high schools in 10 counties.

Much of the district's population lives in poverty. Over 50 percent of households earn less than \$25,000 per year. About 36 percent of families live 200 percent below poverty level. Knox County, where the main campus is located, has a per capita income that is 70 percent of the Illinois average and 83 percent of the national average. Families with children eligible for the free or reduced lunch program account for one third of the population in Knox County. One out of every five people in the district have not completed high school.

The major employer in the district, Maytag, is closing. The result will be a direct loss of about 1,600 Maytag jobs directly, and another 5,000 related jobs will disappear as well. Many generations had been able to work at Maytag without college or, in many cases, without a high school education. As Maytag closes, it is assumed that those who possess the highest skill levels may relocate to obtain work. Those remaining in the area are likely to be the least skilled. As a result, the college expects to see a dramatic increase in enrollment lasting four to five years as people are laid off, followed by a drop in enrollment as these people leave the area to find work. Much of this group is expected to need adult or developmental education. In FY 2002, even before anyone was laid off, there was an 8 percent increase in developmental education course enrollment at CSC.

CSC provides classes at its main campus, at two extension campuses, and at a downtown annex. The typical student is 30 years old. Members of minority groups comprise 9 percent of the student population. First generation attendees comprise 85 percent of the student population. Class sizes are low; the average class size at CSC is 10. One out of every two students receives need-based financial aid.

(b) Enrollments. During FY 2002 (July 1, 2001-June 30, 2002), some 410 credit students attended adult education classes for at least 7.5 hours of instruction. Classes

included adult basic education, adult secondary education, GED preparation, English as a second language, and job skills instruction.

Table 13: *Adult Education Enrollment by Instructional Type, FY 2002*

Instructional Type	Number*	Percent
ABE	271	64.2%
ASE	108	25.6%
ESL	31	7.3%
VOC	1	0.2%
Job Skills	11	2.6%
Total	422	100%

Source: State STAIRS.

* Duplicate count: Students may be enrolled in more than one class and counted in both.

STAIRS data indicate that 16 percent of the students received public assistance. About 54 percent were unemployed and seeking employment. Some 105 students received GEDs during FY 2002. At CSC, English as a second language is taught only within the adult education division. In FY 2002, only one class per semester was provided.

During the same year, approximately 1,500 students enrolled in developmental reading, writing, or math classes at the college. Individuals enrolled in adult education courses comprised about 7 percent of the college population in FY 2002. Students in developmental education courses comprised 25 percent. *Together, these two groups of students made up 32 percent of the total college enrollment by head count in that year.*

2. Integration of Adult and Developmental Education into the College

(a) Inclusion in the mission statement. Adult and Developmental Education are not explicitly named in the mission statement. However, one of the seven “educational purposes” that directly flows from the mission statement is to “provide courses and programs designed to assist academically underprepared students to be successful in their next level of education.”

(b) Placement in the college structure. Adult and developmental education at Carl Sandburg are in a single department, called the Adult and Developmental Education Division. It is overseen by one director. This director reports to the dean of community and extension services who reports to the vice president of instructional services. According to these two managers, the division is equal to any other in the college, and the director attends meetings with the president along with other division heads.

The adult education program is housed in an area of the college called the Adult Learning Center, which is located in the same wing as the Child Development Center. The developmental education program, called the “Academic Skills Center” (ASC), is directly adjacent to the Adult Learning Center.

3. Commitment from the President

The college president works to ensure that the “college embraces adult and developmental education.” He expects the need for adult and developmental education services to increase as the Maytag closure proceeds. Because he anticipates a dramatic rise in enrollment in those programs over the next four to five years, he is planning to renovate a 6,000 square foot building and dedicate it to adult and developmental education.

As the need for adult and developmental courses expands, the president does not want to limit the number of credit hours the college will provide in these areas, as some colleges do, in an attempt to keep course offerings balanced. Instead, he believes there is a need to spend more dollars overall to provide whatever kinds of course work the coming population will need.

The president played a key role in putting the GED Alumni Association into the college charter. He wanted to emphasize its importance and ensure that it received the stability and visibility he felt it deserved.

The president serves on the Adult Education System Funding Task Force for ICCB which is working to develop clearer and more effective funding mechanisms for programs.

4. Funding Support from the College

The college supports adult and developmental education in many ways: space, utilities, and upkeep; phone, copying, and postage services; student and staff access to the resources of the college; and direct funding of the adult and developmental education director. The college also pays for one full-time reading specialist who is working to revamp the reading curriculum. Moreover, the department uses two-way compressed video for staff meetings and volunteer training at college expense.

In addition, the college has established an adult education line item in its general education budget in the amount of \$60,232 each year. This amount was originally calculated based on the reimbursement earned by the adult education program in a base year. The line item amount now remains the same from year to year and is not dependent upon the exact apportionment amount earned annually (providing the program with some stable funding, since grants vary yearly).

Developmental education courses are funded the same way as other credit hour courses in the college: through tuition, state reimbursement, and money from the general education fund (which includes property taxes). Each department is given an annual budget. Developmental education instructional costs are paid with these funds. Costs are expected to be recovered through state reimbursement and tuition.

5. Services for Students

Adult and developmental education students are eligible for college identification cards that give them access to the same services as other students. All students with ID cards have library check-out privileges; can use computer labs; have access to counseling services; participate in college clubs and activities; and are eligible for student discounts at participating merchants.

Students at CSC can also access free study skills assessments and workshops and attend student leadership conferences. Other services are available at the dental clinic, counseling office, employment resources office, fitness center, and learning resources center. Students with documented disabilities, including learning disabilities and attention deficit disorder, have access to the services of the academic support services office to arrange for accommodations to meet their special needs.

Free tutoring is available to any student at CSC who meets one of the following criteria: is earning a grade of D or lower in a class, has an instructor's recommendation, has a documented health or medical condition, or has a documented academic disability. Both peer and professional tutoring are available. Open computer labs are staffed and available to developmental education students daily in the ASC. A math lab is also provided.

The college is opening a new computing and student center building that houses computer labs, classrooms, systems programs, and the Cisco Networking Academy. An Internet cyber café is available for student use next to the cafeteria.

Any Knox County family with children from birth to kindergarten age may participate in the free partners-in-parenting program. Services include a resource and lending library of books, toys, and materials; parent support groups; parent/child activities; workshops; newsletters; and private consultations to help parents prepare for their role as their child's first and most important teacher.

CSC has an on-campus child care facility, called the Children's School, which is housed in the same building as the ASC. This child development lab cares for preschoolers to twelve-year olds. Students, staff, and the public can place their children in this fee-based program.

Additional services provided by the adult education program to its students include free classes and books, bus passes for those with demonstrated need, child care reimbursement for eligible students, and free tutoring by trained literacy volunteers.

6. Staffing

The Adult and Developmental Education Division is headed by a director who is supported by a full-time assistant and two full-time adult education extension site coordinators. The adult education instructional staff is comprised of approximately six part-time and one full-time faculty each semester. Developmental education has three full-time and ten part-time faculty. A support staff of eight performs administrative, recruitment, retention, reporting, and student activity functions. Four work full time; four work part time. The eight divide their time between adult and developmental education duties.

Adult and developmental education staff and instructors earn the same wage rates and benefits as those in other departments of the college. They are eligible to use all resources of the college including the media and technology labs.

The director of adult and developmental education hires part-time faculty for developmental education and all adult education faculty. Full-time developmental education instructors are hired through the departments that handle reading, writing, and math. Some full-time instructors elect to teach some of the developmental level courses; others do not.

Volunteer literacy tutors are provided through the Carl Sandburg College Literacy Coalition funded by the secretary of state's State Library Literacy Office, ICCB, United Way of Knox County, and contributions from other organizations and individuals. On- and off-campus tutoring is available for adults needing to increase their literacy skills. Both one-on-one and small group tutoring is offered. Volunteers are trained by CSC using Literacy Volunteers of America materials. Since the beginning of the program in 1986, 1,375 volunteers have been trained, and 1,550 students tutored. Some 15,397 hours were volunteered in FY 2000.

In addition, the adult education grant requires a portion of its funds to be used for professional development, a benefit the adult education staff has that other department staff do not. Adult education teachers and staff can use this pool of funds to attend workshops, conferences, training, and other professional development activities. The grant reimburses their registration and travel costs, and pays for their time if the activity occurs during their normally scheduled teaching time. Because of the additional funding, they typically partake of more professional development annually than their colleagues from other departments.

7. Entry, Assessment, and Placement of Students

Entering CSC students enrolled in a reading or math class have their skills in these areas assessed either by taking the Assessment of Skills for Successful Entry and Transfer college placement test (ASSET), or by using the results of their ACT or SAT scores if they had taken one of these tests. If they do not have a high school diploma or GED, they are referred to the adult education division. The adult education division assesses them with the state-mandated TABE.

Results of ASSET are used to place students into the appropriate precollege or college-level reading and math classes. Likewise, the results of TABE determine whether a student is placed into an ABE or ASE class.

The college staff have some concern that students are too often misplaced in at the wrong course level with ASSET (which assumes high school skills in reading and math, and then places students in various college course levels). It may be that because so many incoming students do not possess high school-level skills, a lower level assessment test is needed to assure more accurate placement.

Counselors allow students to sign waivers if they do not want to take developmental education classes. They can then enroll in college-level work, but may not always have the skills needed to succeed. There is no minimum reading level required for enrollment into other courses although the courses may assume college-level reading and writing skills.

ESL is offered only in the adult education division, so all potential ESL students are sent to adult education for assessment and registration. In FY 2002, there was only one ESL class offered per semester; all students were placed into that class.

8. Structure of Adult Education and Development Education

(a) Degree of integration between adult and developmental education.

As noted earlier, the adult and developmental education programs are a single department. They share administrative and support staff. One individual serves as director of both programs. The director controls all aspects of the adult education program. However, of the four components of developmental education (assessment, curriculum, faculty training, and follow up), the director has control of curriculum only. Department chairs of English and math control the other three components.

(b) Adult education. The adult education program at CSC provides adult basic, secondary, and GED instruction for those students who do not have a high school diploma or GED. In addition, it offers ESL, computer literacy, and job skills classes for eligible students.

Classes are held at the main campus, two area extension sites, and a community public housing area. Morning, noon, and evening classes are provided. All classes have open enrollment, allowing new students to enter throughout the semester whenever there is space in the class. Most courses are 16 weeks long. A six-week summer session is also offered. In response to the Maytag closing, the department is developing a short-term intensive GED class for individuals needing to progress quickly.

The department also offers computer literacy classes, and a computer class dedicated to GED essay writing. An online GED preparation course, supported by online faculty, is available to students. Some 12 students were enrolled in GED Online in FY 2003, producing three GED graduates. The online program is dealing with numerous issues, such as how to claim reimbursement from the state for hours spent when a student does not complete a lesson, and what to do about students' losing their phone or Internet services because of financial difficulties, which often happens.

A student advisory committee meets to build student leadership, and assists with recruitment and retention. (This committee won the Knox County Organizational Award in 2002.) In February 2004, the GED Alumni Association invited 1,700 GED graduates to a reunion on campus. A former GED student serves as the program's retention specialist.

The program places students needing one-on-one or small group literacy instruction with specially trained CSC volunteer tutors through the Carl Sandburg College Literacy Coalition. There is also a student support group where literacy students can meet together and provide one another with encouragement.

The program also provides family literacy services, under the rubric of Bright Futures. The "Partners in Parenting" program mentioned above is part of that service.

(c) Funding the adult education program. The adult education program is primarily funded through grants, with college resources providing additional staff support, space, and other administrative services including the salary of the director and partial salaries of support staff.

The college receives funding from all five categories of the Illinois Community College Board. In FY 2002, ICCB grants totaled \$ 259,434:

Table 14: *Sources of Funding from ICCB, FY 2002*

Source	Amount	Percent
State Basic	\$79,090	30%
Federal Basic	\$79,091	30%
Public Assistance	\$25,298	10%
Performance	\$55,955	22%
EL Civics	20,000	8%
Total	\$259,434	100%

Source: ICCB web site.

These funds paid for instructional services to students (including instructors themselves); books and materials; instructor mileage to off-campus classes; and professional development, administration, assessment and counseling, and other expenses.

In addition, a \$54,000 annual grant from the secretary of state’s State Library Literacy Office supports adult education and literacy activities. These funds cover the costs of a literacy coordinator, books, materials, training, and ongoing assistance to volunteer literacy tutors. Adult education also receives a \$35,000 grant from the State Library Literacy Office for its family literacy program, Bright Futures.

(d) Developmental education. The college catalog describes the Academic Skills Center (for developmental education) as designed to help students transition into college by providing college preparatory courses in English, reading, and mathematics; free peer tutoring; and, a computer lab equipped for use by students with special needs. The catalog further describes it as “a good place for students to come if they are unsure of their ability to do college work. Drop-in tutoring for math, a computer lab, and a choice of individualized classes are available. Instructors and tutors are available to work with students to refresh the skills they need to be successful in college classes.”

The courses are tuition-based, have the same schedule and length as other college classes, and the students are eligible for financial aid for 30 credit hours. Developmental education courses are taught in classrooms at the Academic Skills Center rather than throughout the college. Because of the coming Maytag closure, the college is also offering developmental classes on site at the company.

(e) Developmental courses. Various courses are provided in developmental education:

- Arithmetic Fundamentals
- Fundamentals of Algebra

- Geometry and Trigonometry Review
- Phonics (for spelling improvement)
- Reading Comprehension College Survival Skills
- English Fundamentals 1 and 2
- College Reading and Study Skills

The Academic Skills Center also provides a computer and math lab which is free and open daily to developmental education students. The department has experimented with nurturing learning communities of developmental students by integrating the highest-level reading enrollees into a section of Psychology 101.

(f) History of developmental education at CSC. Until 1995, developmental classes were part of the English and math departments. The college decided to move them to a single department with adult education in order to give developmental education students access to a broader range of instructional assistance. Initially, many English and math faculty resisted this, but the opposition has since evaporated as the benefits of having classes within that department have become apparent.

(g) Benefits of the combined structure. According to the dean and vice president responsible for the adult and developmental areas, there are many benefits to the new structure:

- The 12-month, full-time focus of the Basic Skills Center is better for students who need skills building than the conventional semester schedule.
- Developmental education receives more attention than it would if it were an add-on to the English and math departments.
- Students are served in a more personal and holistic manner.
- It is a strength to have one person who understands the instructional needs and motivations of adult learners coordinating both programs.
- Staff know students personally and understand their needs better.
- Staff are in close touch with math and humanities articulation needs because some faculty teach both levels.
- The director actively advocates for the programs and the students.
- “Regular” math and English faculty may not relate to students whose skills are at the precollege level.

- Developmental math and English faculty often teach upper-level math and English also, so articulation is built in.
- Having developmental education adjacent to adult education eases transition if a GED graduate or ESL student moves into developmental work.
- Students working at the precollege level have a supportive college “home.”

Administrators say that the college did not want to combine the two programs totally because it believes that developmental education students are best served if their classes remain listed under the English and math department, keeping their connection, status, and credibility equal to other academic coursework.

9. Programmatic Differences between Adult Education and Developmental Education

As discussed above, possession of a high school diploma or GED is the major determinate in whether a non-ESL student is enrolled in adult education or developmental education courses.

There are many differences between adult and developmental education courses because they have different focuses and goals. The goal of developmental education classes is to provide students with the academic skills they need to do successful college-level work. The goal of adult education classes is to provide the skills needed to pass the GED and/or function effectively in society.

Specific differences include:

- Developmental education courses are tuition-based, and their students are eligible for financial aid for 30 hours. Adult education classes are free to the student, and the student does not qualify for financial aid.
- Developmental education classes follow the same schedule as regular college-level courses. Adult education sets its own schedules, which vary from class to class.
- Developmental education students get letter grades in their courses. Adult education students are not graded.
- Adult education tends to be more holistic than developmental education. It focuses on helping the whole person gain the skills he/she needs to function well in society. Developmental education tends to focus on academic skills development – in reading, writing, ESL, or math – to prepare the individual for success in college courses.

- Adult education is funded by grants. Therefore, special rules and restrictions apply that do not apply to developmental education or other college courses.
- Adult education classes combine lab and lecture formats. Developmental classes are either lab or lecture, not both.
- A student can enroll in an adult education class any time during the semester as long as space is available. Developmental education classes follow the college policy for “regular” courses, and students may only enroll at the beginning of the course.

10. Transition Programs

(a) Current efforts. CSC is interested in how to strengthen the transition program. The president believes that the GED Alumni Association is a good first step. It provides both a point of entry into college and a way to remain connected with the college once the student has obtained a GED and moved on to employment.

Placement officers, college recruiters, and/or faculty representatives visit adult education classes and discuss how students can continue their education at CSC. New students are given a tour of the college to familiarize them with services and areas.

Coordinators act as case managers for adult education students and work with them individually to help set goals and study plans. They often help students make connections to other areas of the college, and they help fill out financial aid forms. Adult education students are not tagged as such in the college database. If attempts are made to track them into college-level work, it must be done by social security number.

(b) Transitions classes. A College Survival Skills class is offered by the Academic Skills Center through the English department. The course focuses on the basic skills necessary to function as college students. It also teaches critical reading, how to take notes, how to study for and take tests, and other skills needed for success in college. It is tuition-based, and classes are offered in two to three sections each semester.

College Reading and Study Skills, another college-readiness course, is a credit course designed to teach students learning and study skills along with critical reading and thinking skills. It is tuition-based and offered through the ASC.

In the past, the adult education program offered a course called Transition for Success. Due to low enrollment and new grant restrictions, this course is not being offered this year.

11. Connections to the Workforce Investment Act (WIA)

The college president and the adult and developmental education director both serve on the Local Workforce Investment Board. They are somewhat concerned that rather than coordinating and maximizing efforts and services, the LWIB may be having a negative effect on many preexisting good working networks between agencies and the college. The partners have not fully agreed as to why they are using this new system, and what its benefits can be.

The adult education department is working on the development of a fast-track GED preparation program that can be helpful to WIA participants needing jobs quickly.

12. Effects of the ICCB Governance Transfer

Since governance of adult education was transferred from the Illinois State Board of Education to the Illinois Community College Board, CSC reports that the college president has become more keenly interested in adult education at the college. He serves on the Adult Education System Funding Task Force for ICCB, which has greatly increased his understanding of the complexities of adult education.

Staff agree that it is easier to work with ICCB than it was with ISBE. They report that ICCB is more responsive to and better understands the questions and needs that arise in adult education community college settings. In addition, funds are received in a more timely manner. Staff further indicate that it is easier now to talk about adult education as an important part of the college mission, which they expect to result in increased college support.

C. ILLINOIS CENTRAL COLLEGE

1. Characteristics

(a) Description. Illinois Central College (ICC) is located midway between Chicago and St. Louis, in East Peoria. In 1967, the college began providing services to the city of Peoria, which has a population of about 113,000, and to the surrounding areas. The total population of the district, about 360,000, is spread over a 2,322-square-mile area served by 38 high schools in 10 counties.

About one of every eight people in the district has not completed high school. Some 7,700 adults are unemployed, and 17,100 receive public assistance. More than 25,000 adults live in poverty. About 9,000 adults need ESL services; this number is increasing annually. As companies downsize, economic conditions in the area are unstable. Moreover, current and developing jobs increasingly require higher skills.

ICC has three campuses: the main campus in East Peoria and branch campuses located downtown and on the north side of Peoria. The college serves approximately 13,000 credit students per year. The typical student is 28 years old. Students classified as underprepared account for about one-third of each incoming freshman class.

(b) Enrollments. During FY 2002 (July 1, 2001-June 30, 2002), 700 credit students attended adult education classes for at least 7.5 hours of instruction at ICC. Classes included adult basic education, adult secondary education, GED preparation, English as a second language, and vocational and job skills instruction.

Table 15: *Adult Education Enrollment by Instructional Type, FY 2002*

Instructional Type	Number*	Percent
ABE	366	52%
ASE/GED	255	36%
ESL	60	8%
VOC	9	1%
Job Skills	19	3%
Total	709	

Source: State STAIRS.

* Duplicate count: Students may be enrolled in more than one class and counted in both.

Some 31 percent of the adult education students received public assistance in FY 2002. Fifty-nine percent of the total group were unemployed and seeking employment. Only

one percent was not seeking employment. Eighty-six students from the program received GEDs.

In FY 2002, approximately 2,683 students were enrolled in developmental reading, writing, or math courses. Individuals enrolled in adult education courses therefore comprised about 5 percent of the credit student population. Students in developmental education courses made up 21 percent. *Together, adult and developmental education students made up 26 percent of the total college credit enrollment by head count.*

2. Integration of Adult and Developmental Education into the College

(a) Inclusion in mission statement. The mission of the college is “to enable students to reach their educational potential, and to serve as a resource to the educational needs and cultural needs of the community.” One of the ten goals listed to fulfill the mission is to provide “developmental and remedial level studies for students with academic deficiencies.”

(b) Placement in the college structure. Historically, a single department chair (recently renamed associate dean), has been responsible for the Basic Studies Department, which includes both the adult education and developmental education programs. This individual also serves as the director of adult education and reports to the vice president of academic affairs.

In January 2004, ICC reorganized its developmental education program and moved the reading and writing courses back into the English department. Developmental math is and will remain in the math department. With the reorganization, the current associate dean of basic studies became the associate dean of community outreach and continues to be responsible for adult education. The associate deans of English and math became responsible for developmental courses.

3. Commitment from the President

The president has indicated in numerous ways that he is very committed to the precollege level student, and that he wants to minimize the stigma associated with being an adult or developmental education student. As one indication of his commitment, he pointed out that one of ICC’s trustees is a GED graduate, acknowledging the importance of adult education in the college’s work.

He also noted that measuring the success of a college only by the numbers of students obtaining a degree or certificate does not capture how the institution serves and meets the needs of the larger community. These needs, as he sees it, include significant numbers of students not pursuing or obtaining certificates, such as adult education students.

In order to keep in touch with faculty and student needs, the president teaches a Literature 110 course each semester. From his experience teaching this class, he understands the importance of teaching reading and writing together rather than in separate classes. He would like to see more integrated instruction in the developmental reading and writing areas.

4. Funding Support from the College

ICC supports adult and developmental education with many free services. For instance, the college provides space, utilities, and maintenance; covers phone and copying services; gives student and staff access to the resources of the college, including technology; and directly funds the salary of the associate dean of basic studies.

Developmental education courses are funded the same way as other credit hour courses in the college, through tuition, state reimbursement, and general education funds (including property taxes). Each department is given an annual budget with which to work. Instructional costs in developmental education are paid with these funds, with the expectation that they will be recovered from state FTE reimbursements and tuition.

5. Services for Students

Adult and developmental education students are eligible for college identification cards which give them access to the same services all other students at the college get. The IDs do not indicate that they are adult or developmental students, so there are no special restrictions on their use.

Students with ID cards have library check-out privileges; access to computer and tutoring labs; counseling, job placement, testing, and health care services; and access to college clubs and activities. They also have access to the on-campus child care facility, which is open to the community.

The adult education program also gives its students free classes and books, bus passes for those with demonstrated need, and free tutoring by trained literacy volunteers. In the past, the adult education program provided free child care to eligible students, but the service was dropped because few students used it. Another adult education program in the Adult Education Area Planning Council district provides free child care, and students needing that service are referred there.

6. Staffing

About 25 part-time instructors teach adult education courses annually. Three additional part-time staff perform administrative, recruitment, retention, reporting, computer lab

assistance, and student activity functions. Some 16 full- and part-time instructors teach developmental reading and writing each year.

Adult and developmental education staff and instructors earn the same wage rates and benefits as those in similar positions elsewhere in the college. They are eligible to apply for college staff development funds to attend an event in their field and use the resources of the college including the media and technology labs; they are considered regular college employees.

Due to the relatively low grant funding allocated to the adult education program, all adult education instructors are adjuncts; they are hired on a course-by-course basis as are adjuncts in other departments. All nonfaculty adult education staff sign annual contracts that are contingent upon receipt of grant funding to support their positions.

Volunteer literacy tutors are trained by the coordinator of the volunteer tutoring program of the secretary of state's State Library Literacy Office. During FY 2003, 127 students were tutored by 27 volunteers.

At ICC, adult education staff have one important benefit that other department staff do not have – the adult education grant requires that a portion of its funds be used for professional development. This additional pool of funds enables adult education teachers and staff to attend workshops, conferences, training, and other professional development activities. The grant reimburses their registration and travel costs, and pays for their time if the activity occurs during their normally scheduled teaching time. Thus, adult education faculty and staff typically participate in more professional development annually than their colleagues from other departments.

7. Entry, Assessment, and Placement of Students

If students are entering ICC reading or math classes, their reading and math skills are assessed, using COMPASS. Students enrolling in such classes as Sociology 110 or Psychology 110 are encouraged, but not required, to take the reading component of the assessment. If they elect to take the assessment and do not achieve the appropriate level, they cannot enroll in those courses until their reading levels are brought higher.

Students without a high school diploma or GED are automatically referred to the adult education department and not given the COMPASS assessment. The adult education department assesses these individuals using TABE, the Basic English Skills Literacy Test (BEST), or CELSA if they are ESL students.

Results of the college placement tests are used to counsel students into the appropriate precollege or college-level reading and math classes. Likewise, the results of TABE

determine whether a student is placed in an ABE or ASE class. The BEST or CELSA tests results are used to place students at the proper ESL class level.

8. Structure of Adult Education and Developmental Education Programs

(a) Degree of integration between adult and developmental education.

Currently, the adult education and developmental reading and writing courses are integrated into one department, Basic Studies. Developmental math courses have always been part of the math department.

Over the past three years, the college has been holding formal discussions on how to move developmental reading and writing back into the English department where they were located several years ago. As noted above, the planned move took place in January 2004. The structure follows the math department model.

(b) Adult education classes. The adult education program at ICC provides adult basic, secondary, GED, ESL, vocational, and job skills instruction for students who do not have a high school diploma or GED. Currently, a director of adult and developmental education is assisted by two full-time coordinators in meeting her adult education responsibilities. Adult education faculty – about 25 per year – all work part time.

Three college campuses hold adult education classes. In addition, individual classes are held at scattered sites within the community and throughout the district. Both day and evening classes are offered. Some 15 off-campus GED classes are offered each semester, as are two ESL classes. All adult education classes are given on an open-enrollment basis.

A new study option for students at ICC is an online GED preparation course, supported by online faculty assistance and monitoring. Three students enrolled in GED Online in FY 2003. One difficulty ICC has found with the system so far is that students can stay online for only one hour at a time before the system “kicks them off.” This state is working on its networking system to eliminate this problem.

The adult education program draws on the services of the secretary of state’s State Library Literacy Office grant program to provide trained literacy volunteers in the classroom. Students needing one-on-one tutoring are referred to literacy volunteer programs in the community.

The East Peoria Head Start program also offers some adult education classes. ICCB pays for sibling child care for parents who attend classes there.

(c) Funding the adult education program. The adult education program is primarily grant funded, with resources of the college which provide additional staff support, space, and other administrative services including the salary of the director. Reimbursement does not come directly to the program, but the director believes that the amount of support the college provides is more than the reimbursement alone would be, so she is satisfied with the arrangement.

For FY 2002, the college received a total of \$349,061 from four of the five categories of Illinois Community College Board grant funding, as follows:

Table 16: *Grant Funding from ICCB, FY 2002*

Source	Amount	Percent
State Basic	\$86,234	25%
Federal Basic	\$86,235	25%
Public Assistance	\$71,375	20%
Performance	\$105,217	30%
EL Civics	\$0	0%
Total	\$349,061	100%

Source: ICCB web site.

ICCB grant funds cover the cost of providing instruction to students including instructor salaries; books and materials; instructors' mileage to off-campus classes; and costs of professional development, coordination, assessment, and counseling.

In addition, adult education and literacy activities are supported by a grant of \$14,800 from the secretary of state's State Library Literacy Office. These funds support half of the salary of the coordinator, as well as materials, training, and ongoing assistance to volunteer literacy tutors. The college also pays 50 percent of the coordinator's salary.

(d) Developmental reading and writing. Precollege reading and writing classes for individuals with a high school diploma or GED are taught within the Basic Studies (developmental education) Department. These courses are intended for students who come to the college to enroll in college-level coursework, but whose reading and writing skills first need improvement. The instructional focus of these classes is, therefore, on obtaining academic reading and writing skills. Developmental courses are tuition-based and students enrolled in them are eligible for financial aid.

Developmental reading and writing courses are taught by three full-time faculty, and additional part-time adjunct faculty. Classes include a significant variety of students

including adults returning to school, individuals lacking confidence, and persons lacking adequate skills. Although these are not ESL classes, they include some people whose native language is not English and who are preparing for college level work. One challenge the staff mentioned is that many developmental education students are often special education graduates, some of whom might be better served on an alternative track that prepares them for work instead of college.

Developmental reading classes have a lab component. These courses are listed as “reading and study skills” courses and include seven different reading improvement levels. The average class size is 15 to 20.

Writing courses are listed as “English skills” courses and include grammar and vocabulary enrichment. These classes start with writing sentences and paragraphs.

(e) Developmental math instruction. The math department provides precollege math classes. Instruction begins at the basic computational level and moves through secondary-level geometry and algebra. Students who need more help can take an open math lab.

The lowest level of math is taught through individualized, self-paced instruction in the math lab. Students complete modules of about one hour each. Paid tutors are available. About 160 students are enrolled each semester in this course. The success rate is lower than at the higher math levels.

Algebra and geometry courses are taught in a more standard format and are not self-paced. The same faculty teach both these courses and the more advanced ones.

(f) The planned reorganization of developmental education. Originally, developmental reading and writing courses were taught in the English department just as developmental math courses are taught in the math department. Several years ago, however, English department staff conducted research on how students learn, especially those who had previously been less successful in academic work. What they learned prompted the development of the Basic Studies Department which included both developmental and adult education.

Over the years, whenever English department chairs, vice presidents, or presidents changed, the question of where developmental reading and writing courses should be placed in the college structure reemerged. With the growth of the adult education program, the chair of Basic Studies became concerned that she could not give equal attention to the developmental courses in her department due to the demands of the grant-funded adult education program. She proposed moving the reading and writing courses back into the English department, which occurred at the time of reorganization earlier this year.

This move was intended to increase communication and information exchange between reading and writing instructors. The college notes that pedagogy on the teaching of reading and writing has changed over the past 20 years; faculty are exploring these changes together.

It is hoped that the synergy created by this reorganization will result in a strong and unified leadership team. This may, in turn, lead to more involvement of full- and part-time faculty in developmental courses, and development of common policies and procedures regarding placement, writing center assistance, documentation, and minimum competencies.

The college generally serves about 100 ESL learners per year in the adult education department (60 ESL students in FY 2002). With the reorganization, upper level ESL will move to the English department, while beginning and intermediate classes will remain in the adult education department. Currently, ESL classes are designed for individuals needing English for work goals. When advanced ESL moves to the English department, its focus will become academic preparation for college level work.

The three full-time faculty who teach reading and writing in the Basic Studies Department will become members of the English Department. It is hoped that this move will increase respect from department peers, as well as encourage more full-time English faculty to become involved. Currently, according to staff, many faculty believe that teaching developmental education requires less skill than teaching higher level classes, but the Basic Studies chair believes the opposite is true. She hopes that by putting these courses back into the English department, they will be seen as an articulated piece of the whole, not as part of a separate fringe department. Staff are working to ensure that the courses will not get lost in the English department. Chairpersons are being assigned to have both administrative and teaching duties. These individuals will report to the associate dean of English.

9. Programmatic Differences between Adult Education and Developmental Education

As discussed above, having or not having a high school diploma or GED is the major determinate in whether a non-ESL student is enrolled in adult education or developmental education courses.

There are many differences between adult and developmental education courses due to focus and goals. Developmental education courses are designed to provide students with the academic skills they need to be successful in college level work. The goal of adult education classes is to provide students with the skills needed to pass the GED and/or to function successfully in society.

According to ICC staff, specific differences include the following:

- Developmental education courses are tuition-based, and students are eligible for financial aid. Adult education classes are free to the student, and the student does not qualify for financial aid.
- Students in developmental education classes get letter grades; those in adult education classes do not.
- Developmental education classes follow the same schedule as regular college-level courses. Adult education sets its own schedules, which vary from course to course.
- Adult education classes are held both on and off campus at sites throughout the district. Developmental classes are held on campus.
- Because the goal of ESL in adult education must be work, ESL materials tend to be work oriented. Developmental ESL has an academic and college preparation focus.
- Developmental education students learn and practice skills within the context of academics. Their focus is on applying skills to academic course work. Adult education students learn skills within the context of applications to their daily lives and their roles of consumer, citizen, parent, and worker.
- Adult education is grant funded, so special rules and restrictions apply that do not apply to developmental education or other college classes.

It is expected that through reorganization, differences between classes in the two programs will increase, with a heavier academic preparation focus beginning in developmental education.

10. Transition Programs

Staff in the Basic Studies department say that transition to college-level work is an important goal for the program, and they want to do more in this area. Currently, however, adult education grant funds cannot be used to pay for transition courses, so the department is limited to what can be done within the context of existing classes. The faculty encourage their students to go on to college-level work and assist with the enrollment process. They also refer interested individuals to the Adult Reentry Office for more in-depth assistance.

Currently, ICC does not track the movement of GED graduates into college, so it is unknown how many enroll in college level work, or how successful they are.

Staff noted that a psychology class exists, Orientation to College, which more students could take as a transition class if it was funded by apportionment money rather than tuition fees.

11. Connections with the Workforce Investment Act

ICC is situated in two local Workforce Investment Board districts. The college president serves on the LWIB in Peoria. The local ROE serves as the adult education representative. The local Illinois Employment and Training Center is located directly across the street from the ICC downtown campus.

The president of Spoon River serves on the Pekin LWIB, with the ICC associate dean of community outreach serving as the adult education regional representative. Both LWIBs refer students to ICC. A staff member of the ICC adult education program is assigned to the resource room (which houses a computer lab and job seeking resources) at the Pekin and Peoria LWIBs one morning each week. GED screenings are held at both LWIBs once a month.

Recently, the two LWIBS were combined as part of the governor's new initiative creating Economic Development Regions.

12. Effects of the ICCB Governance Transfer

Staff report that working with the Illinois Community College Board (ICCB) is less cumbersome than working with the Illinois State Board of Education (ISBE) and that there are a reduced number of rules to follow. ICCB has made some changes to simplify processes, such as not requiring budgetary line item approval for changes made within the fiscal year as long as final line item percentages fall within allowable limits. The college would like to see additional changes in the area of restructuring databases and reporting procedures, which it expects ICCB to address soon.

Staff point to other ways in which ICCB is more responsive than ISBE. For instance, ICCB operates on the basis of giving programs guidelines and criteria, assumes that those will be followed, and checks end-of-year reporting to see if the funding was spent within the guidelines. ISBE was more focused on ongoing compliance monitoring.

Staff also notes that local providers now get more information from the state agency, including a Web site and a Listserv. Funds are now received from the state agency in a more timely manner. Moreover, the subject of how programs are funded is discussed more openly now than it was in the past.

Prior to the governance transfer, ICCB hired adult education experts to gather information and concerns from the field, and make policy recommendations. According to ICCB staff, this proved to be very valuable to development of the new system and it alleviated fear by giving professionals in the field an avenue for expressing their views about how the system needed to operate. ICCB followed the recommendations given, sending a positive message to the field that helped build trust.

D. COLLEGE OF LAKE COUNTY

1. Characteristics

(a) Description. The College of Lake County (CLC) serves the residents of Lake County, Illinois. It is located in northeast Illinois, 45 miles north of metropolitan Chicago. Lake County is the second wealthiest county in the state. The community college district covers 220 square miles, is urban in nature, and serves the cities of Waukegan, Mundelein, Grayslake, and Deerfield as well as other smaller towns. The total population of the district is 550,435.

The district is economically quite diverse, with a median household income ranging from \$36,508 to \$140,415. Four percent of families in the district live below the poverty level. Six percent are unemployed.

The population of the district grew by 25 percent between the 1990 and 2000 census. Different ethnic populations grew at different rates: whites by 10 percent, African Americans by 29 percent, Hispanics by 140 percent, Asians and Pacific Islanders by 107 percent. Ethnically and racially, the county has become increasingly diversified. Twenty-six percent of the population is now nonwhite.

According to U.S. census data, 8 percent of the adult population lacked a high school diploma or GED in 1990. The 2000 census showed this rate to have grown to 13.4 percent. Moreover, the percent of adults reporting that they do not speak English well more than doubled since 2000. The major ESL group is Hispanic.

The College of Lake County served 25,779 credit students in FY 2002. The average age of students was 30. About 36 percent of the student population was minority. Newly enrolled precollege students made up 33 percent of the fall 2002 student population. About 15 percent of students graduating from Lake County public high schools in the spring enrolled in CLC in the fall. Approximately 60 percent of the students were white, 8 percent were black, 21 percent were Hispanic, 5 percent were Asian/Pacific Islander, and all other categories made up the remaining 5 percent.

Classes are held on two campuses, Grayslake and Waukegan, and at a third college-owned facility in Vernon Hills. In addition, numerous off-campus classes are offered at multiple business sites, the Great Lakes Naval Training Station, hospitals, ten high schools, three community-based organizations, the Illinois Employment and Training Center, and the Lake County Jail.

There are more than 1,000 computers on campus for student use, including computers in some developmental and adult education classes. There is also a computer lab in the Adult Education Center.

Adult education classes are taught in a separate building on campus. Developmental education classes are taught throughout the college’s main facility alongside other degree and certificate courses.

(b) Enrollments. During FY 2002 (July 1, 2001-June 30, 2002), 4,247 credit students attended adult education classes for at least 7.5 hours of instruction at CLC. Classes included adult basic education, adult secondary education, GED preparation, high school completion, and English as a second language. An additional 1,954 students were served and paid for out of college funds.

Table 17: *Adult Education Enrollment by Instructional Type, FY 2002*

Instructional Type	Number*	Percent
ABE	493	11%
ASE/GED	251	6%
ESL	3,435	80%
Job Skills	110	3%
Total	4,289	

Source: State STAIRS

* Duplicate count: Students may be enrolled in more than one class and counted in both.

Twenty-two percent of the adult education students received public assistance in FY 2002. Thirty-three percent were unemployed and seeking employment. About 750 of the enrolled students receive GEDs each year.

During FY 2002, an additional 3,623 students were enrolled in developmental reading or math courses at the college. Individuals enrolled in adult education courses therefore made up about 17 percent of the credit student college population. Students in developmental education courses made up about 14 percent. *Together, adult and developmental education students comprised about 31 percent of the total credit enrollment by head count.*

2. Integration of Adult and Developmental Education into the College

(a) Inclusion in mission statement. Adult and developmental education are included in the college’s mission statement: “The College of Lake County strives for excellence by responding to a wide variety of transfer, career, continuing, and developmental education needs . . . and basic skills that are essential for success.”

(b) Placement in the college structure. The adult education director reports to the dean of adult and community education (who was the former adult education director). The dean reports directly to the executive vice president for educational affairs.

Developmental education is headed by a group of department deans who also report to the executive vice president for educational affairs.

Adult education classes are held in a separate building on the main campus, at the Waukegan campus and at the Vernon Hills site, as well as at various community sites. Developmental education classes are held throughout the Grayslake and Waukegan campuses, along with other department offerings.

3. Commitment from the President

According to CLC's president, adult and developmental education programs are an integral part of the college's mission. The president believes that adults enrolled in these courses are, in many cases, individuals who depend upon the community college to gain access to the benefits and rewards of higher education. In addition to enhancing students' education and prospects of success, the president believes that the adult and developmental education programs support the local economy and workforce needs.

The president's support of CLC's adult and developmental education programs is evident from the fact that they are fully incorporated into the college's planning and budgeting processes. As noted elsewhere, the college's mission statement explicitly identifies adult and developmental education as important programmatic components of the curriculum. Moreover, the dean of adult and community education reports directly to the chief academic officer of the college. CLC's budget includes funding for adult education administrative support as well as for six full-time faculty who provide instruction, curriculum development, consistency and commitment at a level difficult to achieve in a department built primarily around part-time faculty. In addition, there is strong support for developmental education through the communication arts division.

The College of Lake County has embraced the Academic Quality Improvement Program (AQIP) developed by the Higher Learning Commission of the North Central Association of Colleges and Schools. Two of the three collegewide goals selected as foci for 2003 through 2006 are: increasing the number of English language learners who enter college-level courses at CLC; and increasing the success of students placed into developmental reading and writing classes.

The college's future accreditation status relies upon its progress in these two areas (plus a third, which has to do with assessment of student learning), so the president is deeply committed to adult and developmental education.

4. Funding Support from the College

The college provides significant in-kind support for adult and developmental education by giving space on its two campuses and an off-site facility. It covers the costs of rental fees

for off-campus sites; pays utility, phone, copying, and postage costs; and secures student and staff access to college resources. It also funds the salaries of the dean, the adult education director, two secretaries, and six full-time tenured faculty (four ESL and two GED instructors). In addition, the college's education fund supports 60 adult education classes beyond those that can be provided by the ICCB grant.

The college foundation further supports adult education by awarding scholarships to GED and ESL students transitioning into college-level work. In FY 2003, scholarships totaled \$26,543.

Developmental education courses are funded, as are other credit hour courses in the college, through tuition, state reimbursement, and general education funds (which include property taxes). Each department is given an annual budget. Developmental education instruction costs are paid from these funds which are expected to be recovered through state reimbursement and tuition.

5. Services for Students

Adult and developmental education students are eligible for college identification cards, giving them access to the same services as other students of the college. The ID cards do not identify them as adult or developmental students, so there are no special restrictions on their use.

Students with ID cards have library check-out privileges and access to computer labs, counseling, and Health Center services. They can participate in college clubs and activities. They can also access services of the Testing Center (including administration of the GED, ACT, CLEP, Academic Proficiency Test (APT), and DAN TES), as well as online, make-up, and correspondence testing; and career and interest inventories.

Students with documented disabilities, including learning disabilities and attention deficit disorder, have access to the services of the Academic Support Services Office to arrange for accommodations to meet their needs.

Either one-on-one or group tutoring is available by appointment to all CLC students who need such help. Drop-in tutoring is available in writing, math, and chemistry. Peer and specialized tutors in the Writing Center offer support for all levels of writing. The Math Center provides tutoring in all levels of math. Math anxiety workshops, study groups, and supplemental materials are also available.

For a nominal two dollars, bus transportation is provided directly from students' homes in three district communities to the Grayslake Campus. CLC has on-campus child care facilities at its two campuses. Fee-based child care is available day and evening for preschool and school-aged children.

The college contracts with the Regional Office of Education to provide GED testing for the community in addition to students with IDs. The test is given throughout the semester to GED classes and to individuals who are not enrolled in classes, but request testing.

Additional services provided by the adult education program to its students include free classes and books; bus passes for those with demonstrated economic need; child care reimbursement for eligible students; and free tutoring by literacy volunteers.

6. Staffing

(a) Status of instructors and staff. Adult and developmental education full-time faculty are part of the same collective bargaining units as the rest of the college, and they earn the same wage rates and benefits. Staff and part-time instructors also earn the same wages and benefits as the others. All employees are eligible to apply for college staff development funds to attend an event in their field and to use the media and technology labs and other resources of the college. They are considered regular college employees. The one significant difference is that grant funded, nonfaculty adult education staff must sign annual contracts that are contingent upon receiving sufficient grant funding to support their positions.

At CLC, the adult education director hires all faculty in the adult education division. Typically, about 120 part-time faculty work during the year. About 95 percent of them are paid with funds from the ICCB adult education grant. Fifty percent of these faculty members have a master's degree; the rest have at least a bachelor's.

Full-time developmental education instructors are hired through the departments that specialize in reading, writing, and math. Full-time instructors in the departments may elect to teach some developmental level courses along with college-level courses.

Due grant funding restrictions and tenure laws, the adult education department cannot use grant funds to hire full-time faculty. Thus, the college pays the salaries of six full-time adult education faculty from its apportionment/general education fund. All other adult education instructors are part-time adjuncts hired on a course-by-course basis as are part-time faculty in other departments. All nonfaculty adult education staff sign annual contracts that are contingent upon receipt of sufficient grant funds to support their positions. It is a college practice to limit all part-time teachers to half the minimum load of a full-time teacher, or eight instructional hours per week.

(b) Volunteer tutoring. Volunteer literacy tutors are provided through a partnership between the College of Lake County and the Waukegan Public Library. Funding is provided from multiple sources: the adult education ICCB grant, Literacy Volunteers of Lake County, independent fund-raising activities, and a \$75,000 grant from

the secretary of state's State Library Literacy Office. Both on- and off-campus tutoring is available for adults who need to increase their literacy skills. Since the beginning of the program in 1983, 1,967 volunteers have been trained, and 2,880 students tutored. Some 8,906 hours of tutoring were volunteered in FY 2002.

(c) Professional Development for Staff. All new full-time faculty at CLC, including adult education and developmental education instructors, attend a weeklong orientation before classes start to learn about the college. In addition, they are given three credit hours of release time during their first semester to attend the New Faculty Institute (which further prepares them for teaching at CLC) and to form networks with colleagues. Part-time instructors attend a daylong orientation before classes begin to learn more about the college and its resources.

All faculty and staff must attend two additional orientations per year. These sessions focus on policies, updates, procedures, and information in the college handbook. Also, throughout the year, "brown bag" discussions where "teachers teach teachers," are held. The dean of adult and community education is responsible for providing professional development to all division faculty including those in adult education. The dean of the Learning Resources Center oversees the professional development program collegewide.

The adult education grant requires that a portion of its funds be set aside for professional development. This provides an additional pool of money for adult education teachers and staff to attend workshops, conferences, training, and other professional development activities. The grant reimburses staff registration and travel costs. Adult education staff, therefore, typically participate in more professional development annually than their colleagues from other departments.

7. Entry, Assessment, and Placement of Students

Prior to registration for college-level classes, new students are required to demonstrate college-level competency in language and mathematics. Competency can be documented in several ways:

- Graduating in the top third of their high school class
- CLC Academic Proficiency Skills Test score of 153 or above in language and 56 or above in math
- ACT scores of 17 or above or SAT Verbal score of 450 or above
- GED score of 550 or above in reading, writing, and math
- TOEFL score of 195 (computer test) or 525 (paper test)
- An associate or higher level degree;
- Official college transcript with at least 30 hours with no grade below C.

College advisors examine scores in order to place students into reading, writing, and math courses at a level in which they have the prerequisite skills to succeed. If students lack a high school diploma or GED, they are referred to the adult education department for assessment and placement in adult education classes.

New students may begin the assessment process through the adult education program, college counselors, or the Assessment Center. Some staff think that these numerous entry points are problematic because they do not adequately account for variations in knowledge levels, resulting in inconsistent student placement. This is of special concern for ESL students for two reasons: depending upon where they enter they system, they may be assessed differently; and they may be placed by persons with varying levels of ESL expertise. The college is presently studying how to develop a system that will ensure that all students are questioned in a consistent manner across all assessment locations so that they are not passed around from one department to another.

8. Structure of Adult Education and Developmental Education Programs

(a) **Adult education program.** As indicated above, the adult education program is separate from the developmental education program at CLC. It provides adult basic and secondary skills instruction; GED classes for students who do not have a high school diploma; ESL classes for adults seeking to improve their English; and job skills classes for eligible students. The catalog describes these courses as follows:

- Adult basic education provides individualized instruction in reading, general language development, mathematics, and life-coping skills. Students proceed at their own pace.
- ESL classes are for students whose primary language is not English. Speaking, reading, and writing skills are taught. Students may enroll at the beginning, intermediate, or advanced level, or in a class emphasizing work on a particular skill.
- General education development classes prepare Lake County adults who have not completed high school to take the GED exam.

The program also offers a job readiness class, funded by a grant from Allied Health Corporation. The Adult Education Public Assistance Grant provides vocational skills classes for those who qualify, and a monthly job training class to clients from the Department of Human Services. These classes focus on job preparation.

Classes are held at the two campuses, the off-site facility, and at community sites throughout the district. There are morning, afternoon, and evening classes. All are 1.5 credit hour classes. All have a fixed beginning and ending date, just as regular college

courses have. Typical class size is 25. GED classes can also be taken online through GED Illinois.

Computers are available in each classroom, and there is a computer lab in the adult education center.

(b) Literacy program. The literacy program places students needing one-on-one or small group instruction with specially trained CLC volunteer tutors. These tutors are trained, placed, and supported by the Literacy Connection program of the College of Lake County. The program is funded by the Waukegan Public Library from the secretary of state's State Library Office in the amount of \$75,000. CLC uses part of its ICCB grant funds to support the partnership. Since its inception in 1983, 2,880 students have been served by 1,967 tutors. Each tutor has provided an average of 80 hours of tutoring annually.

CLC offers two family literacy classes at local libraries. The college pays for a family literacy coordinator and the instructor through federal and state grant funds. Volunteer tutors assist the instructor. On-site child care is provided through a partnership with Child Serve funded by a secretary of state family literacy grant.

(c) ESL in the adult education program. The adult education department offers various types of ESL classes as described below. All are grant-funded and provided at no cost to the student. The average class stresses conversational English, focusing on listening and speaking. Teachers lead the classes, and there is much student interaction. The content is geared towards learning skills needed by students to function in everyday life.

CLC has developed an ESL Model Office Program with grant funding from Ameritech. Currently, four classes of about 25 students each enroll for the eight-week class taught in a simulated office environment. After successfully completing this class, students transition into college-level vocational business classes. Students in the automotive and horticulture programs have ESL support classes available to them. The vocational classes are tuition based; the support classes are funded through the federal Carl Perkins program.

In addition to ESL classes, native and nonnative speakers come together in a structured gathering to converse in English. Designed to create a natural and comfortable setting for people to meet, this "conversation café" serves about 75 students in four sessions a semester. One instructor and 15 volunteers assist the students in conversation practice.

There is also an ESL transition course, ESL 080, an intermediate-level, grant-funded, intensive ESL class for college-bound students. The course prepares students for ENG 108 and 109 (tuition-based developmental ESL classes).

(d) Funding the adult education program. The adult education program is primarily funded from public sources. College resources provide additional staff support, space, and other administrative services including the salary of the director, two secretaries, six full-time faculty, and approximately 60 additional classes.

Adult education receives grants from all of the five categories of ICCB adult education funding. This totaled \$1,118,624 in FY 2002. The following table shows breakout by category of funding.

Table 18: *Grant Funding from ICCB, FY 2002*

Source	Amount	Percent
State Basic	\$205,243	18%
Federal Basic	\$300,000	27%
Public Assistance	\$215,241	19%
Performance	\$378,140	34%
EL Civics	\$20,000	2%
Total	\$1,118,624	100%

Source: ICCB web site.

ICCB funds covered:

- instructors
- books and materials
- instructor mileage to off-campus classes
- professional development
- administration
- assessment and counseling
- other

In addition to ICCB funds, the college itself pays for approximately 60 adult education classes annually.

(e) Developmental education. The Skills Enhancement Program (developmental education) is described in the college catalog as being committed to “helping students develop the skills that are needed for college-level courses and programs.” It indicates that “students who need to review or develop their language or mathematics skills are required to enroll in one or more of the skills enhancement courses until they develop college-level skills in reading, writing, math, and ESL. Instruction in these basic skills is provided by specific courses in the various divisions, by modules in the Learning Assistance Center, and by individual tutoring.”

Courses in developmental education are tuition-based, follow the college class schedule in length, and are taught within the academic departments. Students in these courses are eligible for financial aid. These are credit courses that do not apply to any associate degree or career certificate; they are intended to prepare students for college-level course work.

In addition to developmental reading, writing, and math courses, ESL courses are offered for those students with F1 visas who are preparing for college work, as well as for those students who have graduated from U.S. high schools.

In addition, the Writing Center offers free individualized support from peer and professional tutors. The Math Center provides no-cost tutoring in math.

(f) Developmental education enrollments. Developmental education classes at CLC are numerous. For example, about 35 sections of Math 101, the most basic math class, are taught each semester. This class includes basic numeration, percents, fractions, ratios, and signed numbers.

In FY 2002, 3,623 students were enrolled in developmental classes. The unduplicated number of students taking only remedial English was 564. The number taking only remedial math was 2,466; and the number taking remedial English and math simultaneously was 593. A total of 294 sections of remedial reading and math were provided. Average class size at midterm was 17.

(g) Developmental education instructional format. Developmental math classes are delivered in a variety of formats. For example, the math sequence courses are delivered as outlined below:

- MATH 101 (math computation) is delivered either via computer tutorial on campus with a teacher or in math modules with tutors in a lab. The course is self-paced.
- MATH 104 (geometry) is delivered in regular classroom format, two to four hours per week. A web-enhanced online version is also available.
- MATH 102 and 108 (basic and intermediate algebra) can be taken in regular classroom format or via online tutorial.

Reading, writing, and ESL classes are delivered in the standard classroom format, combining lecture, question and answer, and application practice.

(h) Developmental education staff perceptions of need. Some staff expressed interest in having an experienced developmental education instructor act as a lead teacher to provide mentoring, ideas, and coordination. The lack of a common final exam for

different sections of the same math classes was given as one example of why better coordination is needed.

Staff also noted that counselors need to be very aware of the range of format and instructional delivery methods available to students, in order to be able to advise them about the most effective option.

9. Programmatic Differences between Adult Education and Developmental Education

(a) Reading, writing, and math instruction. As indicated in the preceding discussion, the major factor that determines whether a non-ESL student is enrolled in adult education or developmental education courses is whether or not they have a high school diploma or GED. It is also apparent from the discussion that there are many differences between adult and developmental education courses due to differences in focus and goals. Developmental education classes are intended to provide students with the academic skills they need to succeed in college-level work. The goal of adult education classes is to provide students with the skills needed to pass the GED and/or function effectively in the community.

More specifically, according to staff at CLC, adult and developmental education differ in at least the following ways:

- ABE classes teach the basics of reading (decoding and comprehension), straightforward writing, and math. GED classes focus on preparing for the GED exam and the U.S. and Illinois Constitution Test. ESL classes build English speaking skills to the intermediate level, and then move people either toward further college work, the Spanish GED, or basic literacy skill instruction in ABE. All adult education classes provide a basic introduction to the use of the computer and the Internet. Developmental education classes prepare students for work in an academic environment that requires an understanding of research, taking notes, reading and writing essays, and speech.
- Adult education is focused on assisting the whole individual gain the skills he/she needs to function well in the community. Developmental education focuses on academic skill development in the areas of reading, writing, math, and ESL to prepare the individual to succeed in college-level coursework.
- Adult education classes are provided at no cost to the student, and the student does not qualify for financial aid. Developmental education courses are tuition-based and students are eligible for financial aid.

- Adult education classes are held on campus, and also at off-campus locations where the need for on-site services is high: in community centers, at welfare service offices, in businesses, in jails, and at other sites. Developmental education classes are taught on campus.
- Adult education instruction tends to be taught more holistically than developmental education. Reading, writing and math are taught together in a single class. Developmental education classes in reading, writing, and math are taught separately.
- There are more long-term adult education instructors than developmental education instructors. There are more full-time faculty in developmental education.
- Adult education is supported by public grant funds, so special rules and restrictions apply that do not affect developmental education.
- Adult education reading classes start at the very beginning level, teaching alphabets and phonetics. Developmental education classes assume about a seventh to ninth grade reading level.
- If ESL students have an F1 visa or have graduated from a U.S. high school, they must enroll in developmental or college-level ESL, not adult education.
- Adult education classes focus on community needs and practical application of knowledge in such areas as citizenship, community services and government, employment issues, and the management of money. Developmental courses focus on academic content in literature, social sciences, and science.
- Adult education monitors what is happening in the community to determine what needs are present, and how to respond to those needs. Developmental education monitors what is needed to succeed in college course work.

10. Transition Programs

Adult education instructors routinely give students tours of the two campuses, showing them where to find assessment, financial aid, admissions, and support services departments. Instructors often help students navigate the system and complete the paperwork necessary to move into college-level work.

Adult education coordinators at the three sites act as case managers for adult education students. They work with the students individually to set goals and make plans to meet

those goals. They often help students link to other parts of the college, and provide help with financial aid forms.

CLC offers an ESL Model Office Program funded by Ameritech. Currently, four classes of about 25 students each enroll for the eight-week model office class, which builds business vocabulary and computer skills. After successfully completing this class, students transition into college-level vocational business classes where they are given continued ESL support.

11. Connections with the Workforce Investment Act

The local Workforce Investment Board has located the Job Center of Lake County on the Grayslake Campus. The Job Center offers “one stop job/career assistance to Lake County job seekers and CLC students.” The building houses the college’s Career and Placement Services office, the Illinois Department of Employment Security Office, the Workforce Development Department of Lake County, the Regional Office of Education, and the Lake County Education to Careers Partnership.

Two job-readiness coordinators from the adult education department work at the center once a week. They help with resume writing, provide staff for resource rooms, and represent the Adult Education Area Planning Council at the Job Center.

The college reports some duplication of services at the center. For example, GED classes are offered for students with high reading levels. These classes have lower enrollment than off-site classes, but are successful. Staff report that the center provides good transition from GED attainment to work. The adult education department would like to offer job readiness classes at the center as well.

12. Effects of the ICCB Governance Transfer

Staff report that one important change due to the transfer of governance from the Illinois State Board of Education to the Illinois Community College Board has been a shift in emphasis from monitoring compliance with rules and regulations to ensuring program quality and coordination. Staff also note that ICCB has integrated adult education more thoroughly throughout their system, whereas under ISBE it was one of many stand-alone departments. CLC staff see both of these changes as very positive developments and extremely helpful to programs as they go about their work of service delivery.

Staff also note that working with ICCB is easier. They describe ICCB as more responsive to the questions and needs that arise in adult education community college settings. They are convinced that the change in governance to ICCB has caused adult education at CLC to be viewed as a more important part of the college mission.

APPENDIX: PERSONS INTERVIEWED FOR THIS REPORT

Illinois Community College Staff

JOSEPH J. CIPFL, President/CEO (when interviewed, now Emeritus)
SARAH HAWKER, Vice President for Workforce Development and Adult Education
JENNIFER FOSTER, Senior Director for Adult Education and Family Literacy
SCOTT PARKE, Senior Director for Policy Studies
DON WILSKE, Chief Financial Officer
ED SMITH, Senior Director for System Finances
DAVID BAKER, Associate Director for Adult Education and Family Literacy Staff
Development/ Training and Marketing

INTERVIEWEES at the four case study colleges

CARL SANDBURG COLLEGE -- Galesburg, Illinois

THOMAS A. SCHMIDT, President
LARRY BENNE, Vice President of Instructional Services
SHERRY L. BERG, Dean of Community and Extension Services
GWEN KOEHLER, Director of Adult and Developmental Education
LISA HANSEN, Director of Financial Aid
ANNETTE ST. LEDGER, Bursar
BETH KUNKLE, Grant and Accounting Technician

COLLEGE OF LAKE COUNTY -- Grayslake, Illinois

CAROLE BULAKOWSKI, Assistant Vice President, Educational Affairs
MARY CHARUHAS, Dean, Adult and Community Education
CONNIE BAKKER, Dean, Learning Resources Center
MARCY THOMPSON, Director, Adult Education
TRACY HOY, Mathematics Coordinator

ILLINOIS CENTRAL COLLEGE -- Peoria, Illinois

DR. JOHN S. ERWIN, President
KIP STRASMA, Associate Dean of English
KAY SUTTON, Associate Dean of Community Outreach/
Director of Adult Education
NANCY VARNES, Faculty Chair, English Department
BETTY WHITE, Developmental Math

PARKLAND COLLEGE -- Champaign, Illinois

SANDRA BOILEAU, Dean of Continuing Education, retired

RUTH ANN EVANS, Assistant Dean of Adult and Workforce Development

LINDA MOORE, Director of Academic Development Center

ANN BURKE, Professor Emeritus, Adult Basic Education

TAWANNA NICKENS, Assistant Director of Adult Education and Family literacy

MARY EDWARDS, Administrative Assistant for Adult Education

DEANNE WATTJES, Adult Education Program Assistant

KRISTINA TAYLOR, Financial Aid Advisor

GREGORY SQUARE, Academic Advisor