

POSITION PAPER:**Non-Statutory Recommendations with Respect to
the Transfer of Adult Education**

As the Committee responsible for the drafting of the proposed legislation to transfer adult education from the State Department of Education to the State Board for Technical and Comprehensive Education met, there was considerable feeling that several recommendations that could or should not be included in the statute should be included in a position paper that would be forwarded as a companion piece for consideration by those who would have some implementation responsibility. Those recommendations are as follows:

Funding

There is universal agreement that adult education is underfunded in South Carolina. While the transfer of governance of adult education can be of assistance in strengthening adult education statewide, such transfer must be accompanied by sufficient funding to implement basic changes in the way that business is done. The development of a literate and educated workforce for future economic development of the State and the simultaneous reduction of welfare recipients are both dependent on more and better teachers and materials, as well as a better coordinated, more collaborative, and more accountable process. The Committee feels that there are too many "special interest" pots making up the adult education appropriation at both the State and federal levels and has used a study prepared for the legislature as the basis for its recommended State appropriations process. At the federal level, it appears that block grants will eliminate much of the "special interest" funding. Once funding is determined, the Committee is recommending an allocation process that will require collaboration, reward productivity, and stimulate the raising of private and local funds for adult education. The transfer of adult education will be contingent on an appropriate increase in State funding by the legislature and a commitment by the Governor to use all appropriate funds in the block grant to strengthen adult education.

Identity and Administration

The Committee also recommends that, if the governance of adult education is transferred from the State Department of Education to the State Board for Technical and Comprehensive Education (SBTCE), a separate division of the SBTCE with a distinct line item budget should be created to administer that program. The creation of such a division would stress the importance of adult education and give it a clear identity, distinct from other instructional programs administered by the SBTCE and the technical colleges. It would emphasize the need for management by administrators with expertise in adult education, and it would maintain separate funds to support this very important area.

Collaboration and Coordination

Finally, the Committee agrees that a lack of sufficient collaboration and coordination among the various entities providing adult educational services

has often prevented maximum productivity and efficiency. The Committee believes that collaborative planning with the determination of priorities and the support of programs that can best address those priorities is essential to the improvement of educational service to adults. While the need for such collaboration and coordination, as well as accountability, is stated in the proposed legislation, the Committee does not feel that it is appropriate to mandate in that legislation how such efforts shall be implemented. However, the Committee has consistently emphasized that, should administrative authority for adult education be transferred to the State Board for Technical and Comprehensive Education, the Board should require that there be a structure that insures increased collaborative planning and coordination among the many entities providing and/or desiring to provide educational services in each technical college's service area.

Transition Period

Passage of legislation pertaining to this transfer should be parallel to the availability of sufficient funding for the expenses of the transition, including the funds necessary to retain staff who would be transferred as a result of the legislation.

Draft Legislation

This legislation is proposed in order that the State of South Carolina might improve administration and coordination of plans and programs for adult literacy training, adult basic education, and adult preparation and completion of requirements for high school diplomas and GED certificates for persons over 21 years of age; might insure compatibility of these plans and programs with the State's strategies for economic development and reduction of the number of citizens requiring unemployment and welfare benefits; might improve service to groups or communities which are unserved or underserved, and might improve the Statewide accountability and effectiveness of adult education programs. Passage of this legislation will trigger a two year transition period, during which administration will remain under the control of the State Department of Education while the State Board for Technical and Comprehensive Education develops and promulgates rules and regulations, establishes an administrative structure and a data base for accountability, and ensures that collaborative planning takes place in each technical college service area. Such collaborative planning will involve all school districts, interested literacy and private organizations, and local businesses to insure maximum coordination and efficiency in the provision of services.

An Act to Transfer the Administration of Adult Education from the State Board of Education to the State Board for Technical and Comprehensive Education

Be it enacted by the General Assembly of the State of South Carolina:

SECTION 1. Transfer of Responsibility

It is the intent of the General Assembly for the Technical Education System to have administrative and management responsibility for job training, adult basic education (including literacy), and adult secondary (GED and high school diploma) education. Therefore, the State Board for Technical and Comprehensive Education (SBTCE), in cooperation with the State Board of Education, shall develop and implement plans for the transfer of adult education programs from the administrative jurisdiction of the State Board of Education to the administrative jurisdiction of the SBTCE. This planning shall be under the general oversight of the Budget and Control Board, which shall assist in the resolution of any matters in which there is an impasse between the above parties. A transition schedule shall be developed with a transition completion date of the first day of the third fiscal year following approval of this statute. Completed plans for the transfer will include, but are not limited to the following:

- (1) State and federal adult education funds (literacy, adult basic education, high school completion, EIA remedial, GED preparation) shall become separate line items in the SBTCE budget.
- (2) An appropriate administrative structure for management of the adult education function will be in place at the SBTCE and the technical colleges.

(3) Accountability indicators will have been determined and a data base will be in place to collect pertinent information.

(4) An allocation process will be in place for annual funding of adult education that is the same as or similar to the following:

- (a) \$50,000 per county as designated in Proviso 19A.6 shall be designated as the base amount for each county's literacy program. Community based organizations (CBO's), school districts, and other service providers may apply for part or all of the \$50,000 for innovative projects or collaborative efforts with the local literacy education program. Any part of the \$50,000 not committed for the year will be redistributed/reallocated to other counties that have a satisfactory plan and present appropriate justification for the funds.
- (b) Beyond the above \$50,000 base, funds shall be provided for incentives that promote growth and performance. These annual incentives include:

- + a base allocation of 25 cents per target population, extrapolated from the current census, who are 22 years of age or older with less than a high school diploma.
- + \$50 per General Education Development Certificate (GED) awarded during the prior year.
- + \$150 per adult high school diploma awarded during the prior year.
- + for each one dollar (\$1.00) of private funds raised by a CBO or school district in the previous fiscal year for adult education purposes, the State will match with twenty-five cents (\$.25) to that CBO or school district. Such CBO or school district must be under contract with the technical college for providing adult education.
- + for each one dollar (\$1.00) of public (other than State or Federal) funds raised by a CBO, school district, or technical college designated specifically for adult education purposes, the State will match with twenty-five cents (\$.25) to that CBO, school district or technical college. Such CBO or school district must be under contract with the technical college for providing adult education. The technical college must identify the public funds raised for adult education through a system of accountability.

These incentives will be budgeted separately from the base amount of (\$50,000) per county and will be budgeted from adult education funds appropriated to the SBTCE line item budget for adult education.

(c) The remaining amount will be allocated equitably throughout the State on the basis of adult education full-time-equivalent (FTE) student contact hours provided during the past year, and shall be distributed to the technical colleges for programs in their service areas.

(5) Local school districts shall be assigned responsibility for and shall provide alternative-type schools for students aged 17 through 21 who lack a high school credential and who have left the traditional school system. The adult education program administered through the technical education system shall normally accept only adults who are 22 years of age or older. Understanding that extenuating circumstances may occasionally preclude enrollment of 17 through 21 year olds in such alternative schools, programs administered through the technical education system may negotiate on a case by case basis for accepting a student in that age group.

(6) A plan for appropriate utilization of personnel that meets the requirements for job security as stated in Section 4 of this statute dealing with "Personnel" shall be in place.

(7) All technical colleges will have approved plans for adult education programs in their service areas, and contracts with school districts, CBO's, or other organizations, where appropriate, will be in place.

SECTION 2. Collaboration

Each technical college will be required to maintain a collaborative planning process with adult education providers in its service area designated to meet the diverse needs of adults whose skills range from the beginning reader to eligibility for further study in higher education systems. An annual plan that demonstrates that this collaboration has taken place and that programs that are coordinated and successful are being supported through contracts must be submitted to the SBTCE for approval.

SECTION 3. Funding

The funding formula recommended in the Report of an Adult Education Funding Study for the Joint Legislative Committee submitted by MGT of America, Inc. (1991) shall be adapted and used as the model for appropriating funds for adult education in South Carolina, and adult education shall be a full participant in the current EFA/EIA funding process. The wording of the MGT Report will be modified appropriately for programming and budgeting by a postsecondary agency (SBTCE). Certain modifications to the original recommendations are needed to reflect the governance change from the State Department of Education to the SBTCE and the technical colleges. Those modifications are:

- (1) The \$50,000 per county that has been designated in Proviso 19A.6 shall be appropriated to the SBTCE as the base amount for each county's literacy program. Community based organizations (CBO's), school districts, and other service providers may apply for part or all of the \$50,000 for innovative projects or collaborative efforts with the local literacy program. Any part of the \$50,000 not committed for the year will be redistributed/reallocated to other counties that have a satisfactory plan and present appropriate justification for the funds.
- (2) Beyond the above base, funding shall be based on Adult Education Full-Time-Equivalents (AE/FTE). The Full-Time-Equivalent (FTE) for adult education shall be calculated by dividing the total adult student contact hours by 720 contact hours.
- (3) The funding weight for an adult education full-time-equivalent should be 1.26. (AE/FTEs x 1.26 x Statewide Average Expenditure Per Student = Total Funding Required)
- (4) All federal adult education funds that are not required to be set aside at the SBTCE level should be allocated to the technical colleges for adult instructional services.

SECTION 4. Personnel

During the two transition years following approval of this Act, the State Board for Technical and Comprehensive Education (SBTCE) will make determinations as to whether ongoing programs in school districts are successful in meeting the needs in their areas. Such decisions will be made by examining the annual adult education plans submitted by each technical college and assuring that criteria developed by the SBTCE with the advice and assistance of the school districts and the technical colleges have been

used in making appropriate recommendations. The SBTCE will encourage the technical colleges to develop multi-year contracts with school districts when successful programs are in place, and it is expected that such school districts will retain staff employed in adult education when such contracts are developed.

All local and State personnel who at the time of passage of this act are employed full time in the area of adult education will be assured assignment with the same title or in a comparable position within the technical college system with no reduction in compensation and benefits. Included are directors, teachers, literacy coordinators, and office staff. Unless through normal attrition, these positions will be grandfathered in for a minimum of three years following the actual passage of the Act. Transfer of funds must be parallel with the transfer of personnel.

SECTION 5. Accountability

The SBTCE, in collaboration with the technical colleges and service providers, will establish and maintain a system of accountability based on results, including the percentage of need that is met in each area served and by each program. An annual evaluation report on adult education will be provided to the legislature as part of the technical education system's annual report. The first of these reports will be due in the year following one complete year of administration of the adult education program by the State Board for Technical and Comprehensive Education.

SECTION 6. Changes in Current Statutes

The 1976 Code is amended as follows:

Pertaining to the "Additional powers and duties" of the State Board for Technical and Comprehensive Education, The Board shall:

Chapter 53, Article 1, Section 59-53-50 (1) be responsible for the state-level development, implementation, coordination, and operation of adequate and high quality post-high school vocational, technical, and occupational diploma and associate degree programs and courses; adult short-term training programs and courses; and adult basic education and adult high school and GED preparation programs and courses financed in whole or in part by state funds; such courses and programs to be characterized by a continuing strong emphasis on the needs of the State and its communities for a citizenry with functional life and employment skills.

Pertaining more specifically to the transfer of administrative responsibility for adult education, add to Chapter 53, Article 1, a Section as follows:

Section - - . Powers of State Board for Technical and Comprehensive Education with respect to Adult Education.

Effective at the beginning of the third fiscal year following approval of this Act:

(A) It is the intent of the General Assembly for the Technical Education System to be the primary provider of job training, literacy, and adult education programs and services to citizens above the age of 21. The State Board for Technical and Comprehensive Education may:

- (1) make and enforce regulations for the organization, conduct, and supervision of adult basic and adult secondary (GED and high school diploma) education classes;
- (2) determine the qualifications of teachers for teaching adult basic and adult secondary (GED and high school diploma) education classes under their jurisdiction and for volunteer tutors participating in adult education programs under contract.
- (3) determine the tuition, if any, which may be required of persons attending adult basic and adult secondary (GED and high school diploma) education classes.
- (4) subject to regulations promulgated by the State Board of Education concerning requirements for graduation with a South Carolina high school diploma, determine the subjects which may be taught in adult basic and adult secondary (GED and high school diploma) education classes.
- (5) Upon certification to the State Board of Education that the requirements of Section 59-39-100 of the Code of Laws and any other appropriate requirements have been met, issue high school diplomas.

(B) The State Board for Technical and Comprehensive Education is also responsible for the administration, coordination, and management of adult basic and adult secondary (GED and high school diploma) education for the purpose of facilitating and coordinating adult basic and adult secondary (GED and high school diploma) education for South Carolina adults whose level of educational attainment is below high school, as prescribed by State and federal laws and regulations. The State Board for Technical and Comprehensive Education and the technical colleges are responsible for effective coordination and utilization of literacy councils, school districts, the educational television network, nonprofit groups, business and industry representatives, and other State and local agencies and private persons interested in adult basic and adult secondary (GED and high school diploma) education programs to deliver programs to the State's undereducated adult population.

(C) The adult education program in any technical college service area may be supported either in whole or in part by either Federal, State, County, or school district funds or by any combination thereof and may be supplemented by funds provided from other sources. Technical College area commissions may raise and allocate funds for adult education and may utilize buildings, equipment and other materials for such purpose. In accordance with rules and regulations promulgated by the State Board for Technical and Comprehensive Education, technical colleges may hire teachers and establish and maintain adult basic and adult secondary (GED and high school diploma) education programs for adults. However, technical colleges are encouraged to contract with school districts, literacy councils and other appropriate agencies or organizations to offer or maintain adult education courses

and/or programs that can be predicted with some certainty and/or already have been determined to be successful.

Pertaining to "Adult Education Generally," under the State Board of Education, Chapter 43 of the Code shall be amended as follows:

Pertaining to school districts,

Section 59-43-10. Powers of district board of trustees shall be amended to read:

Any school district board of trustees may raise and allocate funds for adult education, utilize buildings, equipment and other school facilities of the district for such purpose, and hire teachers, establish and maintain classes for adults in such subjects as the State Board for Technical and Comprehensive Education may determine. Adult education classes shall be subject to the rules and regulations of the State Board for Technical and Comprehensive Education.

Section 59-43-20 Powers of State Board of Education shall be repealed.

Section 59-43-30 Funding shall be repealed.

Pertaining to age of attendance,

Section 59-63-20 item (1) under Age of Attendance shall be amended to read:

(1) Persons over twenty-one years of age shall obtain adult education through programs administered by or contracted with the State Technical Education System.



State of South Carolina

DAVID M. BEASLEY
GOVERNOR

Office of the Governor

Post Office Box 11369
COLUMBIA 29211

January 16, 1996

Mr. J. Randolph Ayers
Commission Member
South Carolina Commission on Higher Education
1333 Main Street, Suite 200
Columbia, South Carolina 29201

Dear Randy,

I enjoyed meeting with you to discuss the proposal to transfer the adult education program from the South Carolina Department of Education to the State Board for Technical and Comprehensive Education. The approach outlined in your letter would seem to be the best situation for everyone involved in this process.

Please feel free to contact me if I may be of any assistance to you in the future.

Sincerely,

A handwritten signature in cursive script that reads "David".

David M. Beasley



**SOUTH CAROLINA
DEPARTMENT OF SOCIAL SERVICES**

James T. Clark, State Director

November 15, 1995

Fred R. Sheheen, Commissioner
South Carolina Commission on Higher Education
1333 Main Street, Suite 200
Columbia, SC 29201

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Dear Mr. Sheheen:

I am writing to somewhat belatedly thank you for your invitation to the Public Hearing on Finding the Forgotten Third: Adult Education for Employment, held on the 31st of August. I trust you have had good response to your recommendations to restructure and center the responsibility for all adult education in one delivery system. Since the Family Independence Act limits the time many clients may receive welfare and requires participation in work and work-related education and training, the organization you recommend for an efficient and coherent service delivery system of adult education cannot come soon enough. As we discussed in our FIA Workgroup meeting on October 6, the implementation date of the Act is January 1, 1996.

I very much appreciated your intelligent, thoughtful and direct input at our meeting on the 6th.. Your comments energized the meeting considerably, for which I thank you. I look forward to assisting you, in using the restructuring of adult education as an opportunity for a different, and hopefully more successful, approach to workplace literacy.

I am especially interested in the potential for applying the results of recent research to improving adult literacy and employability. While I am not an educator, this literature suggests to me that language and computation skills can successfully be developed over time, specific to an occupation, and that recent learning theory regarding brain function can be incorporated, to the benefit of our unemployed and underemployed clients.

Sincerely,

James T. Clark
James T. Clark
State Director



Barbara Stock Nielsen
Superintendent of Education
South Carolina Department of Education

Fred R. Sheheen
Commissioner
South Carolina Commission on Higher Education

Robert V. Royall, Jr.
Secretary
South Carolina Department of Commerce

October 26, 1995

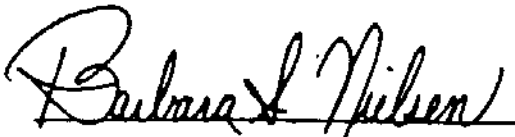
Dear State Chamber Industry Leaders:

We are writing this joint letter to inform you, a valued business leader for South Carolina, of recommendations which will improve the quality of adult basic education and literacy programs for the State of South Carolina. The South Carolina Commission on Higher Education has recommended that the administration of adult education programs, which include Literacy, Adult Basic Education, Adult High School Completion and GED, be transferred from the State Department of Education to the State Board for Technical and Comprehensive Education. This recommendation was made after careful study and analysis of the needs of adults. It is in the State's best interest to create a more coordinated and effective delivery of services to meet the needs of South Carolina's work force and adults.

The CHE's authority to analyze and determine the most effective means of delivering these programs comes from the SC Employment Revitalization Act of 1986. The recommendation, which must now be converted into legislation for the General Assembly to pass next year, is the result of many years of study and discussion by policy makers and education leaders in our state. The consensus of state leaders is that the agency most directly involved with the education of adults and non-traditional students--the State Technical Education System--should have the accountability for program results and budgets. All analysis indicates that this move will have only a positive effect on service delivery and in providing services to clients, business, welfare recipients and other adults who seek higher skills and educational opportunities.

Over the past ten years, there have been many unique adult education programs which exemplify the kind of service and results that our state needs for work force development. The move of these programs from one state agency to another will not have a deleterious effect on the current programs. Funds and personnel will essentially be shifted from one state department to another. The outreach programs will continue, and the services already available will be enhanced by closer collaboration with the Technical College System.

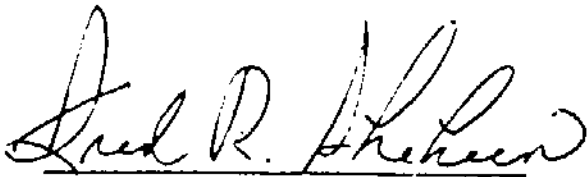
Each of us fully supports this recommendation, and we each have committed resources from our agencies to ensure that the transition is successful. We solicit your support and your cooperation.



Barbara Stock Nielsen, Ed.D.
State Superintendent of Education



Robert V. Royall, Jr.
Secretary of Commerce



Fred R. Sheheen
Commissioner
Commission on Higher Education



**SOUTH CAROLINA
DEPARTMENT OF COMMERCE**

Robert V. Royall, Jr.
Secretary

August 31, 1995

Mr. Fred Sheheen, Commissioner
South Carolina Commission on Higher Education
1333 Main Street, Suite 200
Columbia, SC 29201

Dear Fred:

I appreciate you forwarding me a copy of *"Finding the Forgotten Third: Adult Education for Employment"* report. As you know, I have maintained a strong interest in the quality and delivery of adult education and retraining programs since my days as Chairman of the State Private Industry Council. Now, as Secretary of Commerce, I can tell you our state's most important resource is our people. But, unless our work force is properly prepared to meet the demands of employers who seek higher level performance with increasingly advanced technologies, we will fail in our efforts to expand the state's businesses and recruit new industry.

I agree with the Commission's conclusions that the adult education system is fragmented, uncoordinated and ineffective in delivering the services our citizens need. Your recommendation to consolidate the myriad of adult and vocational programs into the technical college system is sound and prudent from a service delivery and fiscal perspective. The message we consistently hear from business leaders is that the technical college system is effective in meeting their needs. This restructuring will make the continuum of lifelong learning more meaningful to adults whose self-esteem is often compromised by having to "go back to school."

The adequate preparation of the work force is our most critical challenge. We have compromised accountability of our state's programs for the sake of "turf" too long. The Department of Commerce applauds your efforts and looks forward to working with the Commission to achieve our common goal of increasing the wealth and quality of life for all South Carolinians.

Sincerely,

A handwritten signature in dark ink, appearing to read "B/R", written over a horizontal line.

Robert V. Royall, Jr.

Adult Education Legislation Committee

Sandra R. Lindsay
January 23, 1996

Adult Education Legislation: Opposition View

The past few months have been an opportunity for meaningful dialogue between stakeholders in the important area of adult education in our state. Adults may well be the most difficult population to serve because of the range and multiplicity of their need. There is a strong consensus among stakeholders that programs of quality for continuing education for adults in our state are paramount for the long term economic well-being of South Carolina.

An interesting and significant scenario developed as the committee members shared information and developed trust and mutual respect. It was rewarding to watch the level of concern and commitment exhibited by committee members as issues were discussed. I believe each committee member feels better informed about the issues of adult education and more strongly committed to seeing the level of services improve than before our discussions began.

The committee convened on the most tenuous of grounds, as a result of an unusual "call" from the Commission of Higher Education. Instructions in the form of a directive were given to committee members by Mr. Fred Sheheen. Legislation was to be drafted which would provide for the full transfer of Adult Education from the State Department of Education to the Technical School System. Many committee members (in fact most) chafed under the assignment, knowing that other proposals might better accomplish the objectives of improved services for adult students, without the divisiveness and animosity likely to be caused by the legislation as it was finally drafted. The plea to offer alternative proposals was rejected along with genuine pleas for additional time to prepare legislation and regulations so that stakeholders and the entire S.C. community could better understand the implementation realities of the proposed legislation. These requests fell on deaf ears; and so a hastily contrived, poorly researched, and potentially divisive piece of legislation will proceed in draft form to the legislature.

I hope the legislation will be soundly defeated and that I will have the pleasure of returning to the table with some of the new friends I've made among the diverse committee members to explore with them positive, synergistic measures of collaboration and restructuring that will have a greater chance of improving services to the adults in our state. As a dissenting committee member, I share with you my reasons for not supporting the draft legislation.

I questioned repeatedly why the governance of adult education was to be moved from one state agency to another. Is there evidence of poor management under the current structure? Are there cost efficiencies that can be effected if the Technical School system takes over governance? What is the bottom line problem? Why aren't we happy with the level of services provided to adults in our state? Our study of the issue revealed the problem. The present level of services to adults in our state is not limited because of an issue of governance. The issue is insufficient funding. In fact, even the least effective adult education programs cannot be blamed for inadequacy of services given the amount of monetary commitment this state has shown. The evidence lies in the number of dollars invested per student in the adult education program. Even more notable, upon reflection, are the outstanding adult education programs in our state, of which there are many. Local educators have managed to institute remarkable programs, with widely ranging services, without adequate financial support. The successes most often result from dedication and personal commitment of adult educators who, with the support of their school systems, have established collaborative networks with their technical schools and other state agencies. These successful programs have wisely used state dollars, asked for and received local education tax dollars and have been innovative in securing alternative funding to meet the needs of adults in their own communities.

It is apparent that through their dedication, adult educators have reached in excess of 71,000 adults a year in South Carolina and issue between 22 and 25 percent of all high school diplomas each year on less than three quarters of one percent of the state education budget. Effective programs have succeeded because of adult educators' strong desire to help adults, the affordability and accessibility of programs in the local community and because of their responsiveness to the changing needs of adults and the local workforce.

One of the guiding principles for the development of this draft legislation has been the admonition that unless "increased and adequate funding" is forthcoming the transference should not occur. The question begs to be answered. If increased and adequate funds are the issue, why is the transfer necessary? Statements from CHE staff and some committee members that one could forget additional funding unless one moved the governance from public schools is distressing, if not insulting. Such beliefs underestimate the faith and working relationship public school administrators maintain with the leadership of our state in the Governor's office and in the legislative halls. Most assuredly that leadership will

realize that there is always more than one possible solution to a problem and will wonder about the advisability of this singular plan.

Among the important lessons we have learned in the past few months of focusing on the issue of adult education services, none is more significant than the realization that if the business community, the Commission of Higher Education, the State Department of Education, Technical Schools and K-12 Public Schools joined together in focusing the spotlight on the real issue of funding and accountability, then programs of quality could uniformly exist across the state instead of in pockets where commitment and energy on the local level have created examples of exemplary programs.

Though the State Department of Education is on record as supporting the transfer, that support does not exist outside the Rutledge Building. In a rather unprecedented show of unanimity, school district Superintendents have gone on record as opposing the transfer. Without their support, the transfer, which causes them to separate adult education from tightly integrated K-adult service models, will likely come unwillingly, making it even more difficult to effect contractual agreements for utilizing space dedicated to K-12 programs. The issues of equipment and supplies used in adult education programs and the very problematic issue of transferring personnel ended in stalemate in committee discussion, not from lack of effort, but because it is such a central element of a successful model. The bottom line--potential for divisiveness and breakdown of existing collaborative efforts between K-12 schools and technical schools is at stake.

Goals stated as impetus for the governance change include: consolidating adult programs with institutions which already serve adults, hoping to eliminate duplication, and to achieve greater efficiency. I do not believe any of these goals are met by the legislation as currently drafted. Though cost estimates are still unclear, it is included in the guiding principles of the legislation that significantly more money will be requested for operation of adult education. One could argue that you can't get much more efficient with adult education dollars than 25% of all high school diplomas on less than three quarters of one percent of the state education budget. Efficiency has been more a factor of "make do" than identifying needs and planning for efficiently and effectively serving the clients.

The Technical Schools in our state do an outstanding job of providing services to our adults. I find our technical schools to be versatile, capable and as strapped for funding as public schools are. They

have unmet goals within their strategic plans they hope to accomplish which don't include taking on the challenges of full transference of adult education services. In very direct, upfront, public statements, representatives to the committee from the technical schools have assured all stakeholders that they are not seeking the transference. While Technical Schools have experienced staff who deal capably with post high school training, by their own admission, they have not worked as extensively with basic literacy or minimally educated adults or starkly impoverished adults who bring transportation and child care issues as some of the barriers to their participation in furthering their education. Touting consolidation of adult services at institutions of higher education as a benefit initially may sound good, but I would caution that it is an unproved premise.

And finally on the promise that the transference would increase efficiency and eliminate duplication of services, I ask for an examination of the implementation realities of the drafted legislation. Currently the state and federal dollars flow to the State Department of Education and then to local school districts where services are delivered. Under the proposed legislation state and federal dollars would flow to The State Board for Technical and Comprehensive Education then to the sixteen technical schools and then by contract to up to ninety-one school districts and an additional number of Community Based Organizations for literacy and such, if the programs they have in place in both the school districts and the CBO's are found suitable by yet to be determined criteria enforced by the State Board for Technical and Comprehensive Education. Unless I'm missing something this is more bureaucratic and less efficient than the current system. Both the State Tech Board and the local technical schools would have to develop and implement regulations and entire management systems to accommodate and keep track of these new clients. Measures to evaluate the effectiveness of the programs implemented would have to be developed. All of this would require additional time and money and duplication of work that has already been done by the local school districts and State Department of Education staff for models which operate efficiently under the current structure. Indicators of program quality and management systems already exist. At the risk of being redundant, the missing factor is appropriate state attention to the needs of adults in our state and sufficient funds to meet those needs. Transferring the program is the least effective of potential answers to an important question.

The important question remains. Adult education, begun by courageous pioneers in our state more than 50 years ago and traditionally underfunded, as substantiated by multiple research studies undertaken and funded by various agencies over the years, is no longer a program that can

be given a lesser priority. State leaders recognize that the demands of a global marketplace mean jobs only come to areas where well trained or trainable employees are readily available. Some of our efforts must be concentrated on enhancing the employability of adults who are currently viably employed, but whose jobs have potential for obsolescence. Other efforts must focus on the long term quality of life issues. We can not afford the drain of a potentially unemployable underclass of citizens whose skill levels make them unmarketable in a global economy. The issue of adult education could be shunted to the side in generations past, because dead-end, low paying jobs existed to absorb low skill workers. There is now a new set of rules in the market place. We must refocus our efforts in this generation because the new standard for employability may require at least two years of technical school training beyond a strong K-12 program. I believe we can meet this challenge and bring prosperity to the citizens of our state. Let's begin with the knowledge we've gained from the study of the past few months. Our efforts will not have been in vain if we use our energies to focus the attention of the state leadership on the crucial problem of increasing the skill level of wage earners in our state, with the ultimate goal of potential employment for all who seek it.

My husband's grandmother, Louise Harris Lindsay, a first cousin of Will Lou Gray and Marguerite Harris Tolbert, used to charm us with stories of the exploits of Ms. Will Lou and Mrs. Marguerite who buttonholed legislators on the Capitol steps and in the legislative halls and refused to take no for an answer as they pleaded for money to begin seedling efforts of statewide adult education. Perhaps it's time to take a lesson from history, follow their lead, and honor their memory. Let's insist that adult education be given appropriate attention in the economic development plan for South Carolina.