Oral History Interview
with
Laurent R. (Larry) Broussal

This is a 56-page PDF document using the Adobe Acrobat Reader plug-in. You may click on section names below to view individual parts. Use the Adobe tool bar (inside the OTAN frame) to navigate through the document and or to print a document.

To save this PDF document to your hard drive, go to the File menu, choose "Save As," and enter a suitable name, including the ".pdf" extension. (For example, if the PDF file is called "History," then you will need to save it as "History.pdf").

OTAN activities are funded by contract #9000 of the Federal P.L. 105-220, Section 223, from the Adult Education Office, California Department of Education. However, the content does not necessarily reflect the position of that department or of the U.S. Department of Education.

California Department of Education
Adult Education Oral History Project

Oral History Interview

with

LAURENT R. (LARRY) BROUSSAL

San Francisco Community College District, President, San Francisco Community College Centers, 1980 - 1984
San Francisco Community College District, Acting and Interim President, San Francisco CCC, 1978 - 1980
San Francisco Community College District, Administrative Director of Student Services, San Francisco CCC, 1974 - 1978
San Francisco Community College District, Director, Galileo CCC, 1972 - 1974
San Francisco Unified School District, Registrar and Transition Officer, Adult Division, 1970 - 1972
San Francisco Unified School District, Registrar, Galileo Adult School, 1965 - 1970
San Francisco Unified School District, Instructor, Galileo Adult School, 1957 - 1965
San Francisco Unified School District, Instructor, Daniel Webster and Louise M. Lombard Schools, 1953 - 1965

April 19, 1995

San Francisco, California

By Cuba Z. Miller

TABLE OF CONTENTS

RESTRICTIONS ON THIS INTERVIEW

None.

LITERARY RIGHTS AND QUOTATIONS

It is recommended that this oral history be cited as follows:

Laurent R. Broussal, Oral History Interview, Conducted 1995 by Cuba Z. Miller in San Francisco, California, for the California Adult Education Oral History Project.

PREFACE

Adult education in California has a proud history of helping its citizens to meet the challenges of life in a huge, complex, multicultural state. Through the years, California adult educators have provided leadership to the nation in the development of innovative instructional practices and creative educational solutions.

The California Adult Education Oral History Project began in 1992 as a companion to a print history of adult education commissioned by the California Department of Education. As the century draws to a close, the growth and energy of California adult education in the sixties, the institutionalization of competency based education in response to the influx of refugees and immigrants in the seventies and eighties, and the innovative uses of technology of the nineties will be recorded.

The oral history project started with a small group of leaders whose careers began in the 1950's and 1960's and who witnessed and influenced important events in the development of the nation's largest adult education program. Seven interviews were added in 1994 - 95.

Significant assistance to the project was initially provided by the staffs of both the California State Archives and the Oral History Program, History Department, California State University, Fullerton. This project could not have begun without the vision of Raymond G. Eberhard, Administrator, Adult Education Policy and Planning Unit, California Department of Education, and the support of the late Lynda T. Smith, Consultant, Adult Education Policy and Planning Unit.

Linda L. West
June 30, 1995

INTERVIEW HISTORY

Interviewer

Cuba Z. Miller

Interview Time and Place

One interview was conducted in San Francisco, California, on April 19, 1995.

Editing

The interviewee reviewed and edited the transcript. When the tape was inaudible or when necessary for clarification, some information was added and is indicated by brackets [ ].

Tapes

The original cassette tapes were transferred to reel to reel format at California State University, Fullerton and deposited with the California State Archives.

CALIFORNIA ADULT EDUCATION ORAL HISTORY PROJECT

INTERVIEWEE: LAURENT (LARRY) R. BROUSSAL

INTERVIEWER: Cuba Z. Miller

[Session 1, April 19, 1995]

[Begin Tape 1, Side A]

MILLER: This is Cuba Miller interviewing Laurent R. Broussal, a former president of the San Francisco Community College Centers. The interview is being conducted in San Francisco on April 19, 1995, for the purpose of recording recollections of significant events and trends in California adult education during his career.

I understand that you're a native of San Francisco, Larry. Is that correct?

BROUSSAL: That's correct.

MILLER: Okay, so that with the exception of your service in the military, that with living and working here all of your life, you have a pretty good sense of the city and its communities and the changes that have taken place over the years.

BROUSSAL: I believe I do.

MILLER: It must have been a real sense of satisfaction for you, after growing up here, to become one of the presidents of the local community college district.

BROUSSAL: Well, yeah, it was, as a matter of fact. I thought it was a privilege to become president of the district, or the Centers Division, and the fact that I was born and reared here helped a lot.

MILLER: San Francisco was also the birthplace of adult education in California.

BROUSSAL: That's correct.

MILLER: Does that have any special meaning for you or for other adult educators in San Francisco?

BROUSSAL: Oh, it did. We were always proud of the fact that we could refer back to the beginning of adult ed[ucation] being in San Francisco. I think Bishop Alemany and John Swett started it in about 1856 or 1857, and we refer to that quite frequently.

MILLER: And is that then who your Alemany Center is named for?

BROUSSAL: That's correct.

MILLER: Okay, I had not realized that before. Can you tell us just a little bit about that history and what the original purpose of adult ed was?

BROUSSAL: Well, originally it was designed to teach English—Americanization if you will—to the foreign-born, and they were primarily evening classes at that time. And classes evolved from that into the various areas that made up adult ed later on, for example, basic education and skills classes.

MILLER: You mentioned that they started as English for the foreign-born, and San Francisco has typically been a focal point for migrations, particularly from the Pacific, but also from other areas. Can you comment some on those?

BROUSSAL: Yes, the interesting thing is that while adult ed started with English for the foreign-born way back in 1856, our classes now consist of—or at least while I was working—consisted primarily of English for the foreign-born. It's still a large part of our program. And we have represented in our classes people from all over the world, from every continent practically and almost all of the countries, with a high representation from the Eastern areas.

MILLER: Okay. Adult ed has also served other migrant groups, however. The Depression brought a lot of people to California from the middle part of the country, and World War II also brought large migrations. Did adult ed have particular services to offer these groups?

BROUSSAL: Yes, as a matter of fact it did, particularly as it related to service people who had passed through and then came back to San Francisco to live. We had special programs set up to take care of counseling the ex-GIs and set up programs for GED [General Educational Development Test] administration, and were very successful in that, as a matter of fact. We did very well with

those programs. These programs were designed, really, to give these people reentry into educational systems, but they also backed it up with some kinds of trade training as well.

MILLER: I know you weren't here then, and you didn't enter the field until a little bit later, but are you aware of any special role that the adult education programs in the state played during the war?

BROUSSAL: Yeah. As you pointed out, I wasn't here at the time, but I know that they had set up programs for training people who were going into the shipyards to work. And previous to their entering the military, there were people coming in taking literacy courses, that kind of thing.

MILLER: Okay. After the war, you did come back to San Francisco and eventually started work in San Francisco's public schools. Your adult education career has spanned twenty-seven years, starting in 1957, but prior to that you did work in other segments of San Francisco. Can you tell us just a little bit about your early teaching experience and what led to your transition to adult ed?

BROUSSAL: Yeah, I began teaching in special ed, teaching handicapped children, and matter of fact, took a master's degree in the exceptional child. And I enjoyed that kind of work, I thought it was very rewarding. Unfortunately, as you know, teaching salaries weren't that great, and probably still are not, and so I

augmented my teaching salary by taking other jobs. After a few years in education, I heard about the evening classes in adult ed and I thought, well, that would coincide with my teaching during the day, so why not get into that kind of work. I didn't know whether I'd like it or wouldn't like it, and I began teaching part-time at Galileo. At that time it was Galileo Adult School. In fact, it was the only adult school in California that was accredited to the University of California at that time. Very interesting. We had a high school program there at night.

MILLER: You mean the adult program was accredited?

BROUSSAL: The adult program, yes, was accredited to the University of California. Now, that was years ago, of course. Things have changed since then. But I began teaching there, and I found it to be very rewarding. I really enjoyed it. The adults came because they wanted to come, they learned because they wanted to learn. You felt like you were successful if you had good-sized classes because they didn't have to stay if they didn't want to; and I think they voted with their feet, you know, as they say. So it was very rewarding. I enjoyed it very much.

MILLER: What did you teach initially?

BROUSSAL: I taught English and mathematics, some civil service courses, and some basic education.

MILLER: A little bit of everything.

BROUSSAL: Mm-hmm.

MILLER: I'm particularly interested in your background in special ed, because so many of the students in adult ed do have learning handicaps, those that are in our basic education programs, and so I would think that that gave you a good understanding for a lot of the students that came back into the adult ed programs.

BROUSSAL: Matter of fact, it did. It fit right in very well. One of the interesting things, especially in the basic ed courses that I taught at times, we would have people that were almost totally illiterate. Although it certainly wasn't reflective of their brain power and their intelligence, they just didn't have the opportunity. And the interesting thing about these people, they always came with a pocketful of pencils. [Laughter] And that was—

MILLER: That was their symbol?

BROUSSAL: Yeah, I think so. You know, that was one of the things that I remember clearly from those times, besides the people themselves, the fact that they'd always have a pocketful of pencils. They owned plenty of pencils. Very interesting.

MILLER: So, as a part-time evening teacher, did you feel connected to the regular program? What kind of support did the evening teachers have?

BROUSSAL: Well, we had good support. I think the programs here were very well supported by the unified district. We had a separate administration. We usually didn't want for materials, we had plenty of materials. I think sometimes the classes that we taught in that were in high schools, the people who had those classes during the day sometimes got a little bit upset with us because we left chalk dust on the board or we messed up their classrooms a little bit. But aside from those kinds of minor things, we got good support and we felt like we were part of the overall school administration or school department.

MILLER: There's always that kind of tension between the day schoolteacher and the evening schoolteacher on particularly the use of blackboards. [Chuckling]

BROUSSAL: Right, yeah, and the use of rooms.

MILLER: But you did move on then to become full-time in adult ed in 1965.

BROUSSAL: That's correct.

MILLER: Tell us about what your first full-time job was and what your duties were there.

BROUSSAL: Well, in working in the evening school, I enjoyed it. I guess the administrator at that time was Phebe Ward Bostwick, who I should mention was a tremendous asset to the adult education

movement in California, and San Francisco in particular. But she was absolutely outstanding and she taught me a lot about adult education. I think I enjoyed it so much, and she recognized that, that she thought I ought to be in adult ed. And she asked me if I were interested in becoming full-time in adult education—not teaching it but as a registrar.

A registrar in those days did the job of a registrar, really, but did a lot more. The registrar in San Francisco was a unique kind of position. We did everything from seeing that the classrooms were prepared properly, carrying toilet paper if we had to, and just kind of overall supervision of the programs and responding to teachers' needs and wants for the principal. We had principals at that time, and Phebe Ward Bostwick was the principal of Galileo Adult. I became a registrar, and that was full-time during the day, although we didn't have. . . . I beg your pardon. We had day classes but we didn't have them organized in a building. We had day classes that were spread out through the city. For example, we had a Licensed Vocational Nurse program at that time, and I would see to it that they got whatever materials they needed, assisted the teachers in any way that they needed assistance, and did those kinds of things. And we had other programs as well.

MILLER: As registrar, did you also perform counseling services? I mean, did you literally sit down with the students to review records and what they needed to take?

BROUSSAL: Yes. Yes, we did, and I did have a counseling credential as well—the administrative credential, counseling credential, and teaching credential—so that was one of the reasons I think that Mrs. Bostwick was interested in my going to work for her. I was able to do that, and it tied in beautifully with what I had been doing in the unified district full-time, because we had in San Francisco an extensive program of services for the handicapped, classes for the handicapped. We had them scattered in locations throughout the city, in those places where an organization had started a program to serve youngsters—or adults rather, in our case—with a certain handicap. Well, they would ask us for an instructor in a certain area, and we would come in with an instructor. Those were the days when we could respond without too much concern over the cost. The cost wasn't that high, for one thing, and the other thing was that before Proposition 13 there was money available. And we started those classes, and I just kept them up and expanded them, so it was an interesting job for me.

MILLER: Generally speaking, what was the size of San Francisco's adult programs at that time, which was the mid-'60s? And I don't necessarily mean the number of students because I wouldn't expect you to remember that, but like number of sites and that kind of thing.

BROUSSAL: We had about six sites at that time, and I'm not sure of the number. The number of people we served could run anywhere from 15,000 to 30,000, depending on what we did, but full-time equivalency is what we . . . you know, a.d.a. [average daily attendance] was based on attendance hours, so we counted it that way. So it's difficult for me to remember exactly what it was. But we had six sites, and they were all functioning quite well.

MILLER: Other than Los Angeles, hasn't San Francisco always been . . . I guess it would be the next largest program in the state?

BROUSSAL: I think so. I think it has, yes. San Jose had a big program, but I think our program and the Los Angeles programs were the largest, yeah.

MILLER: Now, you've mentioned Phebe Bostwick. Who were some of the other leaders in adult education in San Francisco at that time?

BROUSSAL: In San Francisco?

MILLER: Mm-hmm.

BROUSSAL: Another woman, to begin with, Evelyn Press, who was quite active and an excellent administrator. We had Al[fred] Azevedo. Dr. Azevedo was a strong supporter of adult education and a leader in adult education. He took his doctorate in adult education at the University of California. George Johnson. Let's see, who else? Dalton Howatt, who was at the district office, and Dr. Ted [E. D.] Goldman.

MILLER: Was Ted Goldman president of NAPCAE [National Association for Public Continuing and Adult Education] at one time?

BROUSSAL: Yes, he was. That's correct, right.

MILLER: Okay, so he was the national leader as well as. . . ?

BROUSSAL: Yes, and he was killed not too long after that in an accident at Lake Tahoe.

MILLER: Okay.

BROUSSAL: By the way, quite a few of these people are gone now. Dalton Howatt is dead, Al Azevedo gone, George Johnson is gone. Phebe Bostwick is still very active in senior politics. And Evelyn Press, I don't know exactly where she is. We also had Frances Miller, who was a leader in parent education in California. She was a strong leader and well-respected in parent education programs.

MILLER: Do you know when parent education, the nursery schools that are associated with adult ed, when they got started in California?

BROUSSAL: I think it was in the early '50s, but I'm not sure. I think it was about that time, and Frances Miller was very instrumental in that whole program, getting it started and developed. A very, very strong person.

MILLER: Okay. Now, San Francisco is a large district, and so in a sense, you know, could be self-contained. But did you have connections with adult educators in your surrounding districts?

BROUSSAL: Yeah, primarily through the professional organizations, CCAE [California Council for Adult Education] and. . . . We would constantly communicate over the issues, but I don't think there was a kind of collegiality there. I think it was just a matter of exchanging information and that kind of thing.

MILLER: Did the San Francisco administrators belong to this California Adult . . . CAAEA, California Association of Adult Ed[ucation] Administrators?

BROUSSAL: Yes.

MILLER: Okay, so you would have your regional meetings of that.

BROUSSAL: Right, yes.

MILLER: I think they were quarterly.

BROUSSAL: Yeah. And it was an individual choice, of course, but many of us belonged.

MILLER: Okay. And what do you recall being the main issues in adult education during this mid to late '60s?

BROUSSAL: Well, I think this was kind of a honeymoon period, because things were going well, we had money for instructional programs, our people were being creative and offering all kinds of new things. You know, anytime anybody had a need for any kind of instruction, we responded by setting up a class and providing an instructor. And because money was . . . well, I can't say that money was free and easy, but there was enough money to do this on a regular basis, and so we responded to the needs of groups—for example, the labor unions and their apprenticeship programs and that kind of thing. We started our own programs in auto repair and, oh, in a lot of other areas. I mentioned auto repair as one because it turned out to be a fairly large operation, but in almost all the trades we had the apprenticeship program instructors working with us and for us.

By the way, I mentioned the Vocational Nurse program, which was the only one, I think, that was in adult education. There may have been one other in adult ed in California that was accredited, and we consistently scored near the highest of the

high on the state examinations, so it was an excellent program. That was Phebe Ward Bostwick and Belva Olsen who administered that program at that time. They began it, it was the first one, and highly successful.

MILLER: Okay. Now, you mentioned that Phebe Bostwick was still very active in senior politics.

BROUSSAL: Yes.

MILLER: Do you have any contact with her now at all?

BROUSSAL: I haven't talked to her in some years now. In fact, I'm a little embarrassed by it. I should. I should really call her and talk to her.

MILLER: Okay. All right, now, at the end of the '60s and going into the '70s, there was a transition of adult education in San Francisco from the unified school district to the community college, and I'd like for you to describe this transition, in as much detail as you can, and why don't you start with what the structure was before the changeover.

BROUSSAL: Okay. Before the changeover, we were part of the San Francisco Unified School District. We had City College, the Adult Division, and San Francisco Unified were all under one board and, really, one organizational structure. Then, I'm not sure of chapter and verse, but in 1968 the law was passed providing that

community colleges would have to separate themselves from unified and secondary districts to become unique entities. And the date, I'm not sure that those statutes provided that the date would have to be no later than 1970 or that we chose 1970 as our date—I've forgotten, to tell you the truth. But at any rate, in 1970 it was decided that San Francisco would separate, and that with the community college, with City College, would go the Adult Division.

MILLER: How was that decision made in San Francisco?

BROUSSAL: Well, actually, there was an election that took place, and in that election one of the ballot measures was that a separate board would be set up and would have control of the City College and the Adult Division. And the Adult Division was chosen to go because it was a logical choice that adults should be learning with adults, thinking that City College or community college students were primarily adults and the adults went obviously with adults. I'll get into some detail on this because this is a good time for me to explain some of this, I think. At any rate, that election took place and a new board was elected. It took some time to go through that transition, and I was assigned the job of identifying the programs and the money necessary to go with those programs in order to separate them from the unified school district. When

we did that, we organized it structurally so that it was clearly understood exactly what would go and what would stay. There was an agreement with the unified school district on the use of buildings and our own buildings, and that kind of thing was all written into the document. George Johnson and myself did that.

Now came the criticism. People up and down the state in adult ed programs said to us, "You did it for the money," because the compensation for a.d.a. would be higher at the community college level than it was in the secondary and unified school district level. There's no doubt in my mind that our people, and I did too, viewed this as kind of a bonus, that this was fine. There was nothing wrong with it. If there was more money, that was to our benefit. But we didn't do it because of the money. We did it based on the principle that adult education in the unified district is an add-on. Well-run and a beautiful job, but if you had to separate it out, it made no sense for it to stay there where it was a tag-end of something. Whereas in the community college district it would become an integral part. It would be a beginning. Actually, you could transition much easier from an adult program into community colleges or college than they could from a unified school district adult ed program and then search around for a community college. We were already an integral

part and they fit right in. And most of the people were over eighteen in the adult programs, and the unified school districts and secondary districts dealt primarily with those under eighteen. So there were a lot of reasons that we considered going into the community college district. And the last of which, at least for those of us in it at that time, excluding top administration which may have had other philosophies here or had their philosophical reasons, but we felt that the programs really did belong with the community college. If there was going to be a separation, that there was no point in staying with the secondary districts or unified districts. And as it worked out, I think it proved itself to be true, although we were embattled for a long time over that issue of the money. We were looked upon as traitors, as money-grabbers, and everything else, and it just wasn't true.

MILLER: Now, when you say that, do you mean even by people within your own district, or just by other programs?

BROUSSAL: Other programs.

MILLER: Other programs? Okay.

BROUSSAL: Yes. But I might add, and I think this is a negative aspect but I'll add it here because I think we ought to know what goes on and we should know what went on.

MILLER: Sure, it's what we want to know.

BROUSSAL: That money that was generated by adult programs was used in the unified and secondary districts in other areas. In other words, the money wasn't exclusively used by the adult ed that generated it. It was used by the total district for whatever reasons. You know, how much and where, I don't care to comment on, but I think most of us that were in adult ed at that time knew it, and we didn't like the idea of it, but that's the way it was.

MILLER: And of course that's one of the reasons that some of the restrictions came on the public school adult programs in later years.

BROUSSAL: That's correct.

MILLER: And eventually led to a separation of the funds.

BROUSSAL: That's correct.

MILLER: But after the revenue limit was cut.

BROUSSAL: Right.

MILLER: Now, you mentioned this document, and one of the things I was interested in were the logistics of the change, and you said that you worked out this document.

BROUSSAL: Right, with George Johnson.

MILLER: But how did that kind of work out, in terms of personnel? You mentioned that it dealt with which sites you would be able to use,

but what about personnel? Did personnel have a choice of where to go?

BROUSSAL: Yes, as a matter of fact they did. And one of the bad things that happened to us was that the John O'Connell Center, which was primarily a trade school for adults, chose to remain with unified. That hurt us badly later on because, had we been totally grouped by the total adult programs into one organizational structure, we would have had an easier time in developing programs in those areas at O'Connell. As it was, we had to work out agreements with the unified district on the use of O'Connell and the building. The trade unions used it and that kind of thing, so it made it just a little bit difficult. Eventually it was ironed out and most of the programs then came over, but initially they voted to stay with the unified district.

MILLER: Was O'Connell operating as a Regional Occupational Center?

BROUSSAL: No, it wasn't.

MILLER: It wasn't?

BROUSSAL: No, it was operating as a trade school primarily, and I can't recall who—

MILLER: I'm just interested in the fact that it could kind of . . . that one site could choose to stay with unified when the rest of the program moved over.

BROUSSAL: Well. . . .

MILLER: There was that much local autonomy?

BROUSSAL: Yeah, we were given a lot of autonomy. And I think one of the reasons was that they had a full day school complement, too, and they worked with youngsters as well, and I think they felt they were. . . . You know, there was a feeling of insecurity when all this took place, of who was going to retain their jobs and who would. . . . And I think they felt more secure in this transition by staying where they were. But we separated out some of the personnel who wanted to come with the community college and we began a program at the airport, at San Francisco Airport, in the same kind of program that we had at O'Connell. It was just kind of a duplication, though.

MILLER: Okay. And so O'Connell is still with the unified district then?

BROUSSAL: Yes.

MILLER: Okay. Now, in the materials that you sent to me to review for our interview, you had mentioned that you thought that the transfer also allowed for the preservation of the integrity of adult education in California. Could you just elaborate on that a little bit?

BROUSSAL: Well, yeah, we—

MILLER: In San Francisco, not in California. [Chuckling]

BROUSSAL: In San Francisco, right, not California. In San Francisco, right. It set up a whole new kind of picture of adult education in San Francisco. We became half of the community college district, and were recognized as such. So, in identifying adult programs, it was a lot easier to identify them with the noncredit side of the community college than it was at the adult ed programs contained out of unified or secondary—our unified district, really, not secondary. And because of that, we became an easily identifiable unit of education.

[telephone rings - tape turned off]

MILLER: You mentioned that you were an easily identifiable unit, and in fact you were known as the San Francisco Community College Centers. Why don't you clarify the terminology for us of the Centers and noncredit.

BROUSSAL: Okay. We had already established in San Francisco, as we discussed, the individual schools—Galileo Adult School, Alemany Adult School, and Mission Adult School in San Francisco—and so it was kind of an easy transition to move to the Community College Center concept. Now, what this did was allow each of us to have a unique program of our noncredit, which was really the adult program—we call those noncredit programs, noncredit adult programs now—and then, too, if we wanted to, bring in

classes from the credit side as well, City College. If they felt there was a need in a certain area for certain courses that City College carried as credit courses, they could be brought into the Centers as credit courses, but belonging to the college not to the Centers. The Centers would administer the class just as previously the unified school administered the classes in adult ed but really didn't take part in them, if you understand what I'm saying. So the Centers ran these programs as educational centers, where they were primarily adult classes, they were noncredit, but could also offer, if they were needed, the credit classes as well. They became, really, educational centers is what they were.

MILLER: Okay, but you certainly gave status to the adult education program as well because there was a separate president, a coequal president.

BROUSSAL: Yes, that's true. As a matter of fact, it was done for that purpose. I didn't mention Dr. Lou[is] Batmale. I should mention him. He became superintendent, chancellor, and he was very, very supportive of adult programs and adult noncredit programs, and felt that they should be accorded equal status. And he, along with other people in the district, administrators in the district, worked on this until we were able to set it up. And matter of fact, it was set up right from the start with his help, and Dr.

[Louis] Conlon, who was the first chancellor. At that time it was called superintendent, I believe, superintendent-president. At any rate, we had the district chancellor, a superintendent-president, then under that the two presidents of City College and then the Community College Centers. And that did give status, I think, if for no other reason because it did have that title.

MILLER: I think it's the only community college in the state that runs adult education programs that had that organization.

BROUSSAL: Right, I think it is, too. San Diego had something similar but not quite, and I think . . . well, there was Vista Program, I think, in Berkeley. Didn't they have noncredit programs for awhile under the present. . . ?

MILLER: Don't know.

BROUSSAL: A separate college or institution. I believe they did. At any rate, let's see, I was thinking that there was a negative part of this too that I wanted to mention. It wasn't all . . . Oh, Dr. Batmale . . . and Dr. Batmale, by the way, I felt much as he did, or he felt much as I did, that if we got too much formality in structuring this we'd lose the value of the adult programs. You know how adult programs respond to any need in the community education-wise.

MILLER: Absolutely.

BROUSSAL: Well, there was a great fear that if we went too formal on this whole thing that we would lose that kind of flexibility, that kind of diversity. So we were careful not to lose any of that as we made these changes.

MILLER: Yes, that's always been one of the strengths of our programs is that they can immediately go where the need is.

BROUSSAL: That's right. That's one of the greatest strengths.

MILLER: And that's where Proposition 13 hurt us more than anything else.

BROUSSAL: Right, yes.

MILLER: So these kinds of decisions, in terms of whether to move adult ed to the community colleges or to leave them with the public school districts, were being made up and down the state. For example, San Diego and Santa Barbara transferred their adult programs to the community colleges, but other large districts, such as Los Angeles and San Jose and Oakland, kept them with the unified school districts. Are you familiar with the decision process in any of these other . . . I think particularly the large districts. I can see why the smaller ones that didn't have their own local college, why they stayed where they did, but do you know what went into the decision in other places?

BROUSSAL: I can't say that I'm familiar with the decision-making process, but I am familiar with the kinds of agony that we went through. I

met with people that I had worked with for years in the other districts when we met at these conferences and that kind of thing, and even on committees, certain committees that we worked on. And you know, I would get into huge discussions over why they should become part of the community college, why they should not stay with unified districts and secondary districts. And they would do the same to me. They'd point out why we should not have gone to the community colleges. And we went round and round for years over this kind of thing, and never really did settle it. But for the reasons I indicated before, and I still believe them, I still think that they ought to be part of the community college. It's a logical place for them. I think nobody really wanted to bite the bullet on these things. Nobody wanted to say, "Well, let's do it. You know the cost is going to be so much, and maybe people will lose jobs and maybe people won't lose jobs. We don't know, we haven't examined all that yet." But they were so secure and happy with the way things were going for them, they just didn't want to consider doing it. And again I point out that a bit of animosity grew out of this whole situation.

MILLER: What was the role of the State Chancellor's Office during this transition period?

BROUSSAL: Well, they didn't become actively involved in the transition at that time. There was less, I think, of centralized kinds of administration by the state than there is now, of course, and they let the districts, I think, do whatever they wanted, as long as they stayed within the confines of the regulations of the law requiring credentialing. And the money. The money was, of course, always brought up. You know, the Chancellor's Office was always concerned over what was happening, in terms of the budget. And of course these were going to be impacted in the budget the way it was being set up, the monies that were available. So to that extent they became involved, and they questioned the moves. They thought it was prohibitively expensive in some cases where you had huge programs. Like San Francisco had a pretty large program, and there was a windfall of money when we transferred over because of the money differential. And again I have to point out very strongly that that's not why we did it. And I want to emphasize that. I think I have a document somewhere here—maybe I'll dig it up—that gives the reasons why we made that kind of decision. But the State Chancellor's Office was really kind of hands-off.

MILLER: Okay. All right, other than the transition, I mean they kept kind of hands-off with this transition, but did the Chancellor's Office

give program support to the noncredit divisions? Maybe I need to ask another question first. When was the Chancellor's Office organized, the State Chancellor's Office?

BROUSSAL: Now you've asked me something I can't answer. I don't remember. I can remember. . . .

MILLER: Well, if the law was passed in '68, they wouldn't have existed before that, would they?

BROUSSAL: I don't believe so. I'm trying to think of who the first Chancellor was, the one before Jerry [Gerald] Hayward, and I can't think of his name now. There were two before Jerry Hayward. I think Jerry Hayward was the third, and Jerry Hayward was the one that I became familiar with because he was in office most of the time that I acted or was involved. So I can't. I really can't answer. I just don't remember.

MILLER: Well, that's okay. But did they give programmatic support to the noncredit divisions?

BROUSSAL: They didn't understand us at first, and it was kind of a learning process. But quite a few of us that were in adult ed worked on the Chancellor's Office. We met with their people, we talked to their people, we went up to Sacramento, we talked to legislators. We did all that kind of thing to strengthen our position because people on the other side in the unified districts were doing the

same thing, you know, criticizing us because we took the money. I have to repeat that over and over again. It's unfortunate, but that's the way it was. So we talked to the legislature, we talked to the Chancellor's Office. Eventually they began to understand what we were all about, and they then had people responding to the noncredit side, the adult programs and specialists in that area. As far as the Chancellor's Office was concerned, they were specialists.

MILLER: But you had to push for that.

BROUSSAL: Yeah, we had to keep . . . I guess you'd call it push, I call it education. But we all had a lot to learn, a whole new organizational structure for this huge new part of education that was being born—being reorganized, I guess I should say, because the colleges were here—but from a network to a system, really. Yeah, it was a tremendous change.

MILLER: The State Department of Education does still have some input, and actually some control over adult ed programs in the community colleges. Will you tell us how?

BROUSSAL: Well, you know, that came a little later, I think. I don't know how to put this exactly, because what they. . . . They administer a lot of the programs, or a lot of the money. For example, federal monies that would come in, the State Department of Education

takes it over and administers it for the adult programs. Well, the adult programs in the community colleges were eligible for some of this money as well, but the State Department [of Education] administered it. That caused us problems too, of course: the fact that we had to adhere to whatever regulations that they set up, and we hoped were not in conflict with what we were doing, in terms of the community college structure. And they weren't, for the most part. We did quite well in those areas, I think.

MILLER: So it was primarily just the federal funds then?

BROUSSAL: Primarily, yes.

MILLER: That came under the Federal Adult Education Act.

BROUSSAL: Right. Basic ed was one of the big ones, ABE, Adult Basic Education.

MILLER: Yeah, ABE and ESL are the. . . . They've confined the federal funds in California to those two areas.

Well, I was going to ask you if, from the vantage point of retirement, you could reflect on the split between the public schools and community colleges. And you've certainly talked about that a good deal already, [Chuckling] but certainly there have been periods of cooperation and there have been periods of tension. Do you have anything else that you want to say about ideal governance of adult education?

BROUSSAL: Well, I'm of the opinion that all of adult ed should have been in the community colleges, all under the same . . . in the same organizational structure. That would have made it a lot easier to administer over the state. You wouldn't have had to worry about things like RAVE Councils [Regional Adult and Vocational Education Councils], division of areas of oversight, and all that kind of thing. The programs that would come in that were identified from the federal government, for example, for adult ed would all go into the same structure. All of them would have been a lot more easily administered than they were. As it is, and I have no idea what it is now, but as it was then, it caused, as I pointed out already, a good deal of conflict. We resolved those conflicts, I think, by virtue of our own personalities. In other words, if there was a conflict. . . . I'm sorry.

[telephone rings - tape turned off]

If there was a conflict, we would go directly to the people who were involved in whatever criticisms were evident at the time and talk to those people. We knew them and worked with them over the years. We had to point out that there was no great difference between what we were trying to do and what they were doing, except we were doing it under a different venue. And we would work a lot of things out that way, on a face-to-face or personal

basis. And some of us had more luck than others, you know, but it worked out.

MILLER: Was there ever any serious discussion of a third separate agency for adult ed?

BROUSSAL: There was, at a couple of the meetings that I attended that, as a matter of fact, we set up through the cooperation of various administrators in the state. At some of these meetings we talked about that, and we thought that if that were done, then most people who view education as kind of the formal institution that it is would put it at third place behind the colleges and universities and the secondary/elementary schools. And we thought we would suffer if that were to happen, so that didn't last long. That kind of thought didn't last long.

[End Tape 1, Side A]

[Begin Tape 1, Side B]

BROUSSAL: Well, since we're in this general area of administering adult programs in the state of California, let me give you a few reasons why a single agency, the community colleges, should be the designee responsible for the administration of adult ed in California. First, the legal mandate that the California Community Colleges are responsible for and must accept all over the age of eighteen, that's one. Second, California Community

Colleges are designed expressly for the education of adults. Third, California Community Colleges have faculty and staff that are committed to the instruction of adults as the first priority. You know, in the adult programs in unified and secondary, like me, many of the teachers took those jobs on as kind of secondary jobs. Now, it may be changed at this point, I really don't know and can't comment on that. But also, the California Community Colleges provide for general academic, occupational, and transfer curriculum, which increased the alternative choices for adult students. Fifth, California Community Colleges have total educational support systems and services geared to and available for adult students. Sixth, California Community Colleges have broader and more expansive programs which are conducive to the desire for more education by providing options of educational upward mobility. They are community-responsive, as the adult programs were; they are prepared to work with the emerging and new student clienteles; and they're community-oriented and community-based, just as the adult programs were. And ninth, based upon the funding recommended by the Behr Commission[1] when it met several years ago, the cost is not that prohibitive for

[1]Senator Peter Behr chaired the Commission on Adult Education Policy in California, established by the state legislature in 1980.

the implementation of these programs. Now, these were some of the views that I had and presented before a conference in 1981. I still think they hold true there.

MILLER: And was that about the time the Behr Commission was meeting?

BROUSSAL: Yes.

MILLER: I have forgotten the exact years on that.

BROUSSAL: I think the Behr Commission was about the same time, right. Slightly before, maybe.

MILLER: Probably 1980.

BROUSSAL: Yeah.

MILLER: You know, it was definitely after Prop. 13.

BROUSSAL: Maybe I have it here. I did a presentation before the Behr Commission and—

MILLER: Yeah, because that sounded like a presentation that might have been given to the Behr Commission, which is why I had asked about it.

BROUSSAL: Yeah. Well, yeah, it was after that, and it was at the California Community College Council on . . . oh, I've forgotten what . . . the Education of Adults? Is that it? I've forgotten what it is, anyhow.

MILLER: Okay. Well, let's move on then more directly into the decade of the '70s. Obviously, the transition took over the early part of the

'70s, but there were some other things there too. You made a rather rapid climb through the ranks in adult education, and particularly after. . . . Well, actually, you had one more job with unified. I guess you've mentioned that you were the registrar for the Adult Division.

BROUSSAL: Right, yes.

MILLER: From Galileo, and then at the entire division office.

BROUSSAL: The division office. That's correct, yes.

MILLER: And then your first position with the Centers Division then was Director of Galileo? Is that correct?

BROUSSAL: Yes, that's correct.

MILLER: Can you talk to us about that a little bit?

BROUSSAL: Yeah, that was an interesting job because we were beginning to implement the kinds of programs that we were able to under the auspices of the community college district then, and it gave us just a bit more freedom in the kinds of things we could choose to do. At that time, the money was still available to open the kinds of classes that we thought would be interesting for the community to have, and those that they wanted. We tried all kinds of things to see whether or not the community was interested in taking the classes. Oh, we started a unique kind of thing, which were short-term programs. Sorry, I don't have them right at hand, but this

kind of thing, mini-courses we call them, and they were short courses in the areas that people had asked us about. They'd call and ask us whether we had any classes in a certain area, and then we'd say, "No, but give us the details on a class and who are interested in taking these classes and we'll see whether or not we can do it." And we found in most cases we could. They were maybe two weeks', three weeks' length, and very compressed.

MILLER: Why don't you give us just two or three representative titles.

BROUSSAL: Oh, sure. For example: "Effective Stress Management"; "Health Education for Women"; "History of California"; "Historical and Architectural Walking Tours of San Francisco"; "Holistic Health"; "How to be Single Creatively"; "Introduction to Eastern Medicine"; "Paris at the turn of the Century." Some were for general interest and some were for. . . .

MILLER: Some were very specific, yeah.

BROUSSAL: Yeah, specific.

MILLER: Okay. Now, as Director of the Center, how much autonomy did you have in hiring the staff that you wanted, in contrast to the central office assigning staff to you and other things like that?

BROUSSAL: Well, we had quite a bit, as far as the instructional staff was concerned, because most of our people were part-timers. They would apply at the division office or the district office, and the

district office in turn would send them out to the Centers, where we would interview them and decide whether or not we might be able to use them or if we had a need at that time. That was the instructional staff. Now, as far as the classified staff, we had very little leeway there. It was civil service. San Francisco classified are under civil service, so they are assigned by the civil service office.

MILLER: I've never quite understood how school personnel are a part of city civil service. Can you enlighten me? [Chuckling]

BROUSSAL: Thirty-five years in the business and I still don't understand it. No, we didn't like it. We wanted to. . . . Dr. Batmale was very sensitive to people's needs and wants, and he gave our people the choice of remaining with civil service or establishing a whole new classified staff within the community college district. They voted to stay with civil service. Now, in my opinion, we shouldn't have given that option.

MILLER: You should never have allowed it. [Chuckling]

BROUSSAL: No, we should have said, "We're a unique district, we have unique needs. Somebody who learns classified staff work in the unified district may not have anything like that kind of work in an assignment in the community college district." But it didn't fly: they are still civil service.

MILLER: Yeah, and that makes it difficult to fill specific needs as they come up.

BROUSSAL: Very difficult at times, although we had a lot of good people too. I don't want to downplay them.

MILLER: Oh, no, I understand that.

BROUSSAL: You understand what I'm saying.

MILLER: I understand that.

BROUSSAL: But the flexibility would have helped us a lot.

MILLER: After Galileo, then you went back to the central office as Director of Student Services.

BROUSSAL: That's correct.

MILLER: How was Student Services in the community college different from Registrar under unified?

BROUSSAL: Well, actually, since we became a part of the community college, this is where some of the formality began to assert itself. When we became part of the community college organizational structure, there were certain areas that had specific requirements regarding counseling, regarding teaching and credentials and all those kinds of things. We wanted to fit a little bit better into the mold in the area of counseling—not in the area of instructional versatility or any of that. But in the counseling area, we thought that would be one area where we could take advantage of

whatever was available under the community college auspices. So we decided to formalize that a little more and identify counselors as counselors and with the same requirements, the credentialing, etcetera, which we did. We then decided that the district would have a Student Services service structure, and so we organized that and I took over that job.

MILLER: About how many counselors were assigned to a Center?

BROUSSAL: Oh, it varied. It depended on . . . and at that time, of course, we also had full-time people. So if we had full-time people, we might have one or two full-time people, plus two or three part-time counselors as well, depending on the size of the Center, too.

MILLER: Was the emphasis of the counselors on like vocational guidance? Did they do a lot of that, or was it academic, I mean, or both?

BROUSSAL: Well, it was both, really, but where we had full-time counselors were primarily in those schools that had regular academic programs for adults. In other words, you know, if they were going to the high school program or GED programs, we would have full-time counselors available to those people. We also had counselors in the trade areas and all kinds of other areas as well.

MILLER: Was assessment a part of Student Services?

BROUSSAL: Yes, it was.

MILLER: Okay.

BROUSSAL: Oh, by the way, along with those services we had a center, a counseling center, which provided. . . . You mentioned assessment. We did all of our assessment centrally there, the primary assessing. The other assessment was done in the Centers themselves, but we had all kinds of vocational and occupational assessment instruments there available with an occupational counselor.

MILLER: Aptitude and interest tests and all, the full battery that were available.

BROUSSAL: Right, and an information center.

MILLER: Once you got beyond the transition and all the problems that that brought—and of course it did and it took a while to work those out—beyond that, what do you recall as being the major issues in adult education in California in the '70s?

BROUSSAL: Well, the funding started to get a little bit tight at that time, and especially in the noncredit area. We were suffering, because as the funding got a little bit tighter they focused on the noncredit education as being not worthwhile, as you probably are aware. And I don't know if you remember Governor Jerry Brown saying that we offered such courses as "Underwater Basket Weaving"?

MILLER: Yes. [Chuckling]

BROUSSAL: Well, I responded to that and said there was only one underwater basket weaver in the state, and that was me, because I was a qualified diver and I was also able to do craft work in the area of basket weaving. [Laughter] So I used to, when I'd make any kind of a presentation anywhere, I would point that out to people that I was the only underwater basket weaving instructor in the state, so he had no reason to say that. There was only one in the state. [Chuckling]

MILLER: So that kind of criticism then included the noncredit courses in community college as well as public school adult education.

BROUSSAL: Oh yes, sure. Sure, had to do away with the dog training classes and those kinds of things, yeah, little by little.

MILLER: Okay. Now, it got started while you were . . . I mean the big push got started while you were director at Galileo. I don't know, once you went back to the central office, how much impact it would have on your day-to-day work, but the competency-based education movement in the country got its big start with the APL [Applied Performance Level] study out of Texas, and it very quickly picked up followers in California. Was San Francisco involved in. . . ?

BROUSSAL: Oh, I think like every other district, we were aware of it. We knew of it and we knew that there was going to be a big push, or

there was a big push for that. And I don't think there was any great reaction to it. It required changing some of the goals and some of the lesson plans, if you will, and that kind thing, and identifying what the competencies were. And it impacted certain classes, you know, that we felt should be in line with whatever the other districts were going to do or that California was going to do, in terms of the competency-based goals, and so they were changed to meet those requirements, and it did require some work.

MILLER: And this, of course, was handled through the federal funds.

BROUSSAL: That's right.

MILLER: Which administrator in the district was responsible for the administration of those federal funds?

BROUSSAL: We had an administrator who had that responsibility assigned to. . . . And I've forgotten exactly who it was.

MILLER: Was it a general projects administrator, or was it a specific. . . .

BROUSSAL: No, it was a specific person assigned to that. And of course, we had some pretty large programs. Particularly, our John Adams Center had a huge basic ed program, and it seems to me that we got a person from that program to oversee it, but I've forgotten specifically.

MILLER: Well, I know that San Francisco was represented on the first competency-based project in the state, and that was the California Adult Competency Education [CACE] project that was run out of San Francisco State. And, as I say, I know San Francisco was represented on that, but I don't know by whom.

BROUSSAL: You know, it's hard for me to remember those specific things. I do recall, though, that whenever we had any kind of a program that was federally sponsored, or had tied with it federal money, that there was always enough money in there to provide for one position that would help to—

MILLER: Take care of it. [Chuckling]

BROUSSAL: Yeah, right, help to implement it. And we always took advantage of that, of course. Sometimes that hurt us, because when the money was gone we still had that person and we didn't like to just let them go. Usually they proved themselves to be pretty capable, and we wanted to keep them if possible, so we would shift them from program to program if that were possible and right.

MILLER: While you were Director of Student Services was when the first wave of the Southeast Asian refugees came in.

BROUSSAL: Yes.

MILLER: I would assume that would have impacted Student Services quite a bit.

BROUSSAL: Heavily. Yeah, heavily. And we also had a special program administrator for that, as well. There was federal money for some of the services that were provided, and we did set up a. . . . But we coordinated with our counseling staff in our counseling center so that it was pretty well coordinated. We had a director who would take charge of . . . well, the federally-sponsored part of it, but who would also work with the counselors that we had, and we were assigned in that way.

MILLER: And of course everyone was scrambling for people with the language capabilities of the refugees that were coming over during that time.

BROUSSAL: Right, right, and we were lucky here because we had people that were available.

MILLER: Who could do that. Public school adult education had growth caps and a separate revenue limit established in the mid-'70s. Now, did adult education in the community colleges have any similar kinds of restrictions prior to Prop. 13?

BROUSSAL: Yeah, it did, and that was where I think maybe I got a little bit ahead of myself there, but that was where I said funds began to be tight and there was a growth cap implemented.

MILLER: You had that same growth cap?

BROUSSAL: Right, exactly, and that was when I reacted to Governor Brown's statement. Yeah, and that whole thing impacted us as well.

MILLER: Now, you got differentiated funding during that same time then, did you?

BROUSSAL: Yes.

MILLER: At the same time that the public schools got their revenue limit, your funding was. . . . What was it, frozen? Or was it cut?

BROUSSAL: Right, it went to. . . . I think, if I'm not mistaken, that was when the. . . . Was that when the $1,100 a unit was implemented? Or did that come later?

MILLER: Well, I think that. . . .

BROUSSAL: I can't remember. Let me see if I have it in my notes. I don't recall exactly, but we had. . . . Let me tell you how that impacted us. Because it dealt only with the noncredit side, then our a.d.a. could then be multiplied by the $1,100, or whatever the figure was.

MILLER: Whatever it was, yeah.

BROUSSAL: And then that could be deducted from the total community college district budget, and the rest of that would be city college, that half of the division. But we didn't agree, and I particularly didn't agree with that, pointed out that that wasn't fair: the state having done that to us, we didn't want the district doing it to us

either—as well, rather. I pointed out that since we had established the base on a level a basis—that is, equal funding for the noncredit and credit sides—that by multiplying our a.d.a. times $1,100, we would lose that equity we had in the base already. You see what I mean?

MILLER: Yes.

BROUSSAL: That all of that money that—

MILLER: That you had put into the infrastructure.

BROUSSAL: Right, would be lost to us, and we'd be totally out of business. Well, not out of business, but we certainly couldn't do what we were doing, and we had no idea what we would be able to do. And I pointed that out very strongly and strenuously. And so, for our purposes and the purposes of identification of adult programs, we did figure that cost input. For purposes of the practical purposes of carrying on the programs, we didn't, we ignored that.

MILLER: Okay.

BROUSSAL: But the funding began to be identified that way, and of course we had continual problems in that area, yeah.

MILLER: Okay. Now, something else that took place in the '70s that I think would manifest itself a little differently in San Francisco,

but that was the requirement for the Regional Adult and Vocational Educational Council, the RAVECs.

BROUSSAL: Yeah.

MILLER: Now, since San Francisco is a city/county unit, I'm sure that was a little different here, but can you talk about that a little bit for us?

BROUSSAL: Well, yeah, that caused us all kinds of problems too, because the RAVE Councils were implemented really favoring the unified and secondary districts, in terms of identification of programs and whose responsibility they should be. For example, the secondary education, not because they were adults or not adults, but secondary education was identified as secondary districts or unified districts, and basic ed as well. We in San Francisco were lucky because, since the county and city are coterminous, we didn't have a RAVE Council set up. We met directly with the unified district people, pointed to what the electorate had done, and they had specifically said, you know, the adult programs would go with the community college, and if that was going to be changed by a RAVE Council, it would have to go back to the electorate, that we couldn't do it without doing that. And so most of the problems that cropped up because of those RAVE Councils were settled that way. We identified the programs, they . . . well, they threatened. And by "threatened," I mean they

looked at money being available to them if they got into the adult business again and would generate money for the district, so they threatened to go into that kind of business again. And we objected to it, and we went round and round a little bit, but it didn't amount to a lot of work or a lot of problems.

MILLER: Which is exactly what those were for, was to see that there wasn't a duplication of service.

BROUSSAL: Right, exactly. You know, I don't have a great deal of respect for our legislators, I have to tell you that, in terms of what they did and how they reacted to these kinds of things in education. For one thing, most of them—not all of them. . . . There were some that had their finger on exactly what the problems were, and they knew education from *A* to *Z*, and you could sit down and discuss these issues with them intelligently. But there were a lot of them who didn't. And the ones that didn't relied on their aides to do the work and to get the information and to, if not make the decision, at least help make the decision. They would take the information of the aides and go before their committees or whatever and do their thing. And we reacted to that very strongly. We went to Sacramento fairly frequently to make sure that people knew exactly what we were about, what we were doing—our legislators, at any rate, and other legislators as well

who were involved in certain issues in adult ed. It was one of the things we could look forward to, was a trip to Sacramento periodically to help straighten them out. And that helped us a lot, I think. I think we were able to get them to look very closely at what was happening, the good we were doing, and the good that was happening because of what we were doing, and I think that that helped a lot.

MILLER: Talking about the RAVE Councils reminded me of something that we probably should have covered when we were talking about the transition. Who issues the high school diplomas for the students that earn their diploma with the college?

BROUSSAL: We issued the high school diplomas up until . . . I forgot what year it was that they pointed out that the secondary districts were going to be responsible for the high school diplomas, but because of the agreements we had had, we were still issuing the high school diplomas. I don't know who is issuing it now.

MILLER: Did it list both districts? Or did it say "in cooperation with"?

BROUSSAL: No.

MILLER: No? It just plain said. . . ?

BROUSSAL: "Community College District High School Diploma."

MILLER: "Community College District," okay. Okay, well, we're reaching the end of the '70s and when things just exploded all over for us.

You became Acting President of the Centers in 1978, and that was just as Proposition 13 was passed.

BROUSSAL: That's correct.

MILLER: Which must have made a very difficult beginning for you. [Chuckling]

BROUSSAL: Very difficult. Very difficult.

MILLER: Do you want to just start talking about Prop. 13 and. . . .

BROUSSAL: Yeah, well, Prop. 13, as you know, revised the tax bases. Property tax bases and formulas in California went back to a certain level, for those of us that had property. And as a property owner, I was very happy to see it; as an educator, I was sorry to see it. It impacted us very heavily. We knew we were going to lose millions of dollars, we didn't know exactly how much at the time. Nobody could tell us exactly what we were going to get or not get, and so what we did was make contingency plans. We immediately went into conferences, and I had to assume the responsibility for identifying programs and instructional staff and classified staff that we would keep under certain conditions. And we began by identifying those that were most needed, for example, in basic ed and the ESL programs, and went on down to those kinds of programs, some of the mini-courses that I pointed out that we knew we wouldn't be able to carry on any longer.

And the instructional staff, we identified all of our full-time people—those that were tenured—and the part-time staff, in terms of both the subject area that they taught and their longevity—you know, time on the job—and the requirements, the course requirements, the expertise needed. And then we set program levels at different areas, different cuts: for example, if we were to lose 5 percent of our funding, 10 percent of our funding, 15 percent of our funding. We went down as far as 20 percent. And then, after doing that, we set up with each of these cuts the program that we would have, the instructional staff we would have, and the teaching areas that we would cover. We didn't name specific instructors that we would need to lay off if we faced that. But one of the things that I did as President of the Centers at that time, I made it a point to get out to our people the fact that we would do away with things before we did away with people, and that was one of the overriding kinds of information that I put out. I just felt that people would feel a little bit better if they knew we were going to do that before we started looking at instructional staff cuts.

And we came out of it. In a way, we were pretty lucky because the cuts weren't as deep as we anticipated. By cutting back on all of our instructional materials and equipment renewals

and that kind of thing, we were able to keep most of our programs going. And we did that with the intention of little by little cutting back on those programs that we felt would probably be cut back anyhow or that we would cut out entirely under the severe cuts. We did that over a period of time, where it had no or little impact on the instructional staff. So we came out of it pretty well. But it did cause us and the staff a great deal of anxiety. Our board meetings were pretty bad for awhile there.

MILLER: How did you happen to. . . . Now, you started as Acting President and then eventually got the title officially. [Chuckling]

BROUSSAL: Yeah, acting, interim and then. . . .

MILLER: But how did you happen to end up in the position of Acting President right at this time?

BROUSSAL: Well, I had been working with the president in a lot of the areas in which he was working. He needed a little bit of extra help, and I gave him that kind of extra help, along with other people on the staff as well, and I did some of the legwork on some of the conferences and that kind of thing, where they seemed to be tied to my area as well as his, and so I became pretty intimately involved in what he was doing. And he got sick. His doctor ordered him to take time off, and they looked around and I was available.

MILLER: And knew more about what he was doing than anyone else. [Chuckling]

BROUSSAL: Yeah, I knew quite a bit about what he was doing, what he was about, and the people there knew that I knew that, and so they put me in as Acting President, and feeling that I would be there while he was out, and then later on he'd come back in and I would go back to my regular job. In fact, he didn't come back. And when he made it known that he was not going to come back and the district would have to do something else, my job then turned from acting to interim. A technical term for filling a permanent position temporarily.

MILLER: Sure. Well, they're all technical terms. You were doing the work. [Chuckling]

BROUSSAL: Then they opened the job up to all comers and announced the position of the presidency, and we had, I don't know, eight or ten applicants, and myself as well. And I think had not affirmative action. . . . At that time affirmative action was in too, so I think people had reacted and said, "Well, let's look at this, you know, and make sure that we open it up so that affirmative action can be applied." And I think some of that came from some of the outside organizations and political influences, if you will. And I applied along with the others, and I got the job. Now, you know,

[Chuckling] I don't know what you would say about my getting the job after having been the acting and interim. I probably had a leg-up on the job, for one thing. You know, I was in the position when we were able to weather the storm of Prop. 13 and that kind of thing, and I think the faculty was happy with what I had done, our staff was happy with it, and people were generally satisfied with the job I had done. And I think they were the influence that kept me in that position, and then I got the job as president.

MILLER: Well, I was going to say, I can't think of a worse time to start in on a job like that. [Chuckling]

BROUSSAL: Yeah, it was a terrible, terrible time. A terrible time.

MILLER: Now, adult education in the public school districts were cut immediately. And I believe that the larger cuts in the community college programs were delayed for a year. Is that correct?

BROUSSAL: That's correct, right. We had not only the money that was available to us from the state, we did have a reserve at the time. We were able to carry on, as I pointed out, those programs. But little by little we cut back on them, and eventually we cut out most of the things that we were doing, in terms of community service. It then had to be self-supporting.

MILLER: Self-supporting, yeah. But after a year, they came through with that legislation naming the ten—

BROUSSAL: The nine areas.

MILLER: Yeah, nine, and then added a tenth one.

BROUSSAL: A tenth one, right. And we were under that as well. We were funded that same way, and everything else had to be self-supporting.

MILLER: You were very active with the legislature during this period of time.

BROUSSAL: Yes.

MILLER: Are there any specific pieces of legislation that you want to reflect upon?

BROUSSAL: Well, I tried to remember them, you know, when we first started talking about doing this. And of course Prop. 13, you know, we had no effect or little effect on those decisions. That was a foregone conclusion. But there was S.B. 6, I think. That was the one that set the revenue limits, I believe. I think that's correct. And that one we tried to impact. I think we did. We changed. . . . You know, the changes that we caused I don't think will be noted because they just weren't there after it came out. The bill came out and then that was it. But behind that I think there were changes that we caused to happen that really

helped all of adult education. S.B. 6, the A.B. 1626, which was the revenue . . . that was the $1,100 per a.d.a. That came out of the Behr Report. And of course he set it at $1,300, the legislature, or some of the legislators, wanted it set at $900 or $950 or something, and we settled on the $1,100. Well, we went up and spoke to the Behr recommendations and spoke to the legislation that was coming out of it, and the $1,100 was the result. And we didn't get everything we wanted, but I think it helped.

MILLER: Now, Larry, initially was that $1,100 figure, was that for growth or was that for everything?

BROUSSAL: No, initially there was that growth increment that was different, but the $1,100 was what came out of that.

MILLER: All right.

BROUSSAL: There were others. There was a drop fee that was going to be implemented, and we pointed out that for adult ed a drop fee would be a killer.

MILLER: A nightmare.

BROUSSAL: Right. And there were others. We weren't the only ones impacting legislation, you know, but we were active up there. And I think we helped in that. What else? Oh, the RAVE Councils. We tried to point out what the problems were, and I

think we did have some effect there as well. I can't remember the other pieces of legislation.

MILLER: That's fine. Once the differentiated funding level was implemented, did that provide any incentive for a transfer of programs from noncredit to credit?

BROUSSAL: You know, there was a lot of discussion over that, and I don't think that there was any great move to do that because of the money. I think there was kind of an impact there because the teachers, the instructional staff. . . . Let me see how this went. I want to get it clear in my own mind before I comment on that. In order for them. . . . And again, it goes back to this feeling of security that we didn't have in the noncredit programs.

MILLER: Sure.

BROUSSAL: There's always been a little feeling of insecurity, because regardless of how we identified ourselves, whether we had a president or didn't have a president, or whether we were community college or unified, there was always that little bit of feeling that, well, we're not—

MILLER: A stepchild. [Chuckling]

BROUSSAL: Yeah, we're kind of a stepchild. We're not being treated quite as well as the real child, you know. So there was some feeling there that if you made the course credit it would have more prestige

attached to it, it would be a more solid educational offering, and our positions would be better as well, so there were some people that felt that way. Some of us, on the other hand, felt that the more we stayed like the old-time adult education, the better it would be for the adults in the community, for education itself. Adult education itself provided diversity, flexibility that we already had, always had. And what I've always referred to as we are the alley cats of education. You know, we're into all the nooks and crannies and in the back alleys and everything. [Chuckling] And other people felt that way as well, but I was a strong advocate of that, and so I never pushed for any of this. But there were times when people would look at it and say, "Well, here's a course that ought to be credit." For example, before that happened, before that differential in funding, our airport school and our Vocational Nurse Program, those were in community colleges and they were credit programs all up and down the state. We were the only ones that had them in a noncredit area, and so there was a push to get those into the credit area. Our airport school did go to the credit area almost immediately, before any of the changes in funding. The Licensed Vocational Nurse Program, on the other hand, didn't go credit until, really, in terms of time that we've been in business, fairly

recently. I don't know, well, it was several years ago now, but it didn't go for the. . . . It wasn't for the money, it was for the identification of the program and what it was. But I have to admit, there were some people that did think, well, we ought to make them credit because we get more money for them, but that's not the way it went.

MILLER: Just as money wasn't the primary factor in deciding to go from unified to the college, money wasn't the primary factor in—

BROUSSAL: Absolutely. No matter how many times I say it, it still bounces—

MILLER: —in making these decisions between credit and noncredit.

BROUSSAL: Yeah, that's right. We never made decisions based on that kind of thing. I think we made decisions, when there was money available, to get the money, you know, to offer certain programs or to increase programs or to implement programs that were needed because there was federal money. Sure, we would absolutely go for that money; because we'd be offering those programs anyhow, so why not get the federal money or the additional money to go with it. But for pure purposes of money, no, we didn't do that. We just did not do that.

MILLER: Larry, we were speaking a little bit back about your classified staff being city civil service.

BROUSSAL: Yes.

MILLER: And certainly San Francisco is a very strong union town, and there are a lot of political groups within San Francisco.

BROUSSAL: A lot of them.

MILLER: And they're strong in the community college as well.

BROUSSAL: Yes.

MILLER: How did that impact your work?

BROUSSAL: Well, first of all—

MILLER: Both positively and negatively. I mean, I didn't mean that as a negative question at all.

BROUSSAL: Okay. Positively, we got good people out of civil service. As you know, there are good and bad, you know, in. . . .

MILLER: Okay, I didn't necessarily mean just civil service, but like the teachers' union and. . . .

BROUSSAL: Okay, right, and the teachers' union as well. The teachers' union, I think what that did was again strengthened the position of the teachers in the noncredit area, more so than in the credit area. Because the credit area, I think, was already identified as being a certain professional group at a certain professional level; whereas the noncredit people, noncredit teachers, or adult teachers if you will, were coming in at . . . without a real organizational structure, except for the professional organizations. I don't mean unions, I mean, you know, the CCAE and that kind of thing. Except for

that, they were coming in without any kind of real strong structure. When they became part of the union, the teachers decided to go union in the district, then they became equal partners with the City College instructional staff. So that offered them a new way to negotiate with administration for salary, for example, or working conditions, and then the other kinds of benefits that normally a union brings to its group. And it brought it to both sides then, to noncredit and to credit. And so it impacted us that way. But we were lucky. I think our teachers were always reasonable. The union has been, I think, fairly reasonable. There have been some acrimonious kinds of situations, but for the most part it's been pretty good, a fairly cooperative, collegial kind of situation.

MILLER: When did the union become organized in City College?

BROUSSAL: You know, I think it was in the early '70s, but I don't recall exactly.

MILLER: Okay. In other words, they were already organized when you became. . . . I mean, they were already strong by the time you became Acting President in '78.

BROUSSAL: Oh yes. Yes, and the union was around, but so was the professional teachers' organizations. And there was considerable

give and take over what they should do, and eventually they became union.

MILLER: After all of the negotiations for survival after Prop. 13, were there other major issues of these late '70s and up until the time that you retired that you want to talk about? Major issues in the field?

BROUSSAL: Well, yeah, there were, and most of them were political. You know, specifically I can't recall exactly what they were. I think I mentioned affirmative action before in connection with the job that I applied for. Of course, that was taken into account. We had developed an excellent record, by the way, in affirmative action in both staff and administration here in San Francisco, particularly in the Community College Centers, and a lot of it while we were in administration. The implications of that were such that they impacted the board, the governing board, because the governing board members reflected what the community wanted. The community reflected what each group in the community wanted: the gay community, the Latino community, the Asian community, the black community. And consequently we had to work cooperatively with these groups in order to do anything at all. Otherwise, they could. . . . In certain instances, they could block whatever we were attempting to do, in terms of

approving our programs, expanding, or hiring and firing, that kind of thing, of course. But because of our record, I think, in affirmative action, we were relatively safe from the negative aspects of that; although they did influence decisions, no question about it.

MILLER: Is your board elected by district?

BROUSSAL: No, and it's a fairly representative board: sometimes they do crazy things. [Laughter] I guess they wouldn't if they weren't representative.

MILLER: I was going to say, San Francisco is a very. . . .

BROUSSAL: Unique. [Chuckling]

MILLER: A unique community. And so I guess you need to have a board that reflects all aspects of the city. [Chuckling]

BROUSSAL: Well, it did. It did. You know, the responses were quite open to each one of these communities that impacted us, what we could do and what we couldn't do. For example, the new Center out in. . . . The Southeast Center was out in. . . . By the way, it used to be called Butcher Town out there, where I was born. But that Southeast Center was an attempt to bring to that community a quality adult community college education. It hasn't worked out, I think, to the extent that we thought it would, but it's worked out quite well.

MILLER: Yeah, even if some of the board of supervisors don't want to go. . . . [Chuckling]

BROUSSAL: Oh, get me started on politics and you've got problems.

MILLER: [Chuckling] Okay. All right, let's go on to professional organizations. You've mentioned them a couple times through our discussion.

[End Tape 1 - Side B]

[Begin Tape 2 - Side A]

MILLER: This is tape 2, side 1 of Larry Broussal's interview.

Okay, you mentioned the role of the professional organizations a couple of times, and you were quite active in a number of these organizations. Will you talk about what role you had in them and what their influence has been on the field?

BROUSSAL: Well, I guess there were quite a few organizations that I belonged to and joined because they were affiliated with the profession, and I just thought it was a way of learning, as well as giving back to the profession to some extent. Among them, I think the ones that I look at and remember quite well:

The CCAE. That was the first with the adult program. And I was active in that in terms of . . . I've forgotten what position I held, what office I held in that, but I know I had the responsibility for a conference in San Francisco. I still have the

program---1971, I think it was. Anyway, that organization, I thought, did more to help the morale and advance the profession than any other in adult ed.

But one that I'm very proud of and happy with, and because I was one of the people who founded it, was the California Adult School Counselors' Association, which is now the California Adult and Continuing Education Counselors' Association [CACECA]. Four of us met in Los Angeles, and to tell you the truth, I don't remember what year it was. [Chuckling] But we met in Los Angeles to start this organization because there was a felt need. Although most of us were members of the California Personnel and Guidance Association [CPGA] or the California School Counselors' Association [CSCA], there was nothing specific for adult counseling, and there were a lot of adult school counselors. So we decided that we'd feel out the adult programs and find out whether there was an interest. And there was. We met in Los Angeles and we got a charter to the California Personnel and Guidance Association. Now, what was it called at that time? Yeah, I think it was the California Personnel and Guidance Association, I think. At any rate, we got a charter to the association for the Adult School Counselors' and began that organization. It's still active today. It still meets and

participates in their conferences once a year and is part of that larger organization.

MILLER: Do you remember who the other people were that helped in the organization?

BROUSSAL: Yeah. Oh God, I have their names. . . . You know, now that you ask me. . . .

MILLER: It's okay.

BROUSSAL: I'll get their names and give them to you, all of them.

MILLER: Okay, that'll be fine. [Chuckling] Okay, any others?

BROUSSAL: Yeah, the Council for Exceptional Children, because of my interests, association with, and really continuing interest in the education of exceptional children, handicapped children and adults. That's, I think, one of the main organizations to which I belonged that I had feeling for. And there were other organizations as well, but, you know, I don't recall exactly.

MILLER: You were mentioning how much you thought that CCAE had contributed to the field, and yet community college personnel no longer belong to it.

BROUSSAL: That's correct. That's unfortunate.

MILLER: That's part of the fallout from. . . ?

BROUSSAL: Yes. Yes, that's unfortunate, I think, particularly because of their conferences. The local presentations that they did and the major

conferences that they had were great for meeting other people in the business and for sharing ideas, new ideas, old ideas, concerns, anxieties, and all kinds of good things, good professional relationships. As a matter of fact, that's how we established all of the relationships that served us so well when we broke off, and we were able to talk personally to a lot of these people so that they understood what our situation was.

MILLER: Has there been a comparable community college organization for teachers? Of course, one of the values of CCAE is that it was teachers and administrators and—

BROUSSAL: Right.

MILLER: I mean, anyone that worked with adult ed.

BROUSSAL: Right, right.

MILLER: Has there been a comparable organization in the community colleges?

BROUSSAL: No, nothing like CCAE, but there are organizations. There are the State Academic Senate, for example, for the teachers, and then there's the Administrators of Community Colleges.

MILLER: ACCA.

BROUSSAL: Yeah, ACCA, the Association for Community College Administrators. And the counseling organization has a separate counseling. The same as we established for the adult schools,

they have for community colleges, so that's part of that major organization, under the umbrella of the California. . . . It's not the Personnel Guidance Association any longer. It's—

MILLER: Isn't it? I didn't know that they had changed their name.

BROUSSAL: Yeah, the umbrella organization. I'll think of it.

MILLER: Well, whatever. Yeah, I thought CPGA was the umbrella organization and then all of the others were the sub parts to it. Certainly CATESOL [California Teachers of English to Speakers of Other Languages] bridges both the public schools and the community colleges.

BROUSSAL: Yeah, CATESOL, and we have a lot of people that are active in CATESOL. In fact, San Francisco was one of the leaders for a long while.

MILLER: Yes.

BROUSSAL: Now I don't know, I can't tell you.

MILLER: You've had a number of presidents of CATESOL from the San Francisco Community College.

BROUSSAL: Yes.

MILLER: But within CATESOL there is an adult education division that includes both community college and public school ESL teachers.

BROUSSAL: Yeah, I know that . . . well, we were part of that organization. I mean, we were active in that organization.

MILLER: And since ESL takes up half of our programs anyway, that's certainly one bridge that has remained between the two systems.

BROUSSAL: Right.

MILLER: You mentioned the Academic Senate. Is there a local Academic Senate?

BROUSSAL: Yes. Yes, a local Academic Senate, and both the adult noncredit staff as well as . . . or faculty as well as credit faculty belong.

MILLER: Belong to that.

BROUSSAL: Equal partners, equal members.

MILLER: Okay. All right, I have just really a lot of miscellaneous questions that don't fit under any major umbrella, and maybe some of these we've sort of touched on, but let's see if we can be a little more precise about them. Adult education is called on to do many things for many different groups of people. Can you comment on how you tried to make sure that your program met the needs of your community?

BROUSSAL: You mentioned one of the strongest aspects of our programs, I think, and probably one of the most valuable. People knew of our programs because we had classes throughout the city. I think I mentioned the mini-courses that were just general interest courses, but there were also requests for training and basic education that meant more to these people than any kind of

interest courses because it meant a livelihood to them. It meant that they could progress from nothing into a secondary class, into college, and on up if they had the ability. Also, it made available to them the possibility of going into trade programs, training programs, if they had the basic ed. So wherever basic education was needed, we put a class. We tried to distribute them into areas that we were already in, if they were new classes; and if they weren't new classes, we tried to find areas for classroom space in community-supported service areas. Then we would also put classes into privately-funded or privately-supported kinds of service areas. For example, the recreation for the handicapped, which is out in the western part of the city here, out near Fleischacker Zoo. They had a good building, and they had clientele there, and they were taking care of the clientele's needs, in terms of their handicaps, but they didn't have the instructional staff that was required to move those people out into the community after they left there. Well, if they came to us and asked us for an instructor, we would respond. And if it were within the realm of our expertise and what the state regulated, why, we would go ahead and do it. And we did that not only for the handicapped, but as I pointed out already, for the trade areas as well, and for the general community. If the community came

to us, like the Bay View/Hunters Point area, [and] wanted an instructor in some particular subject area that they felt they needed, and they had a space for it or we could find a space for it, we'd provide an instructional program there. And into the jail in San Bruno, we had instructors there. We had instructors in the hospitals. We had hospital instructors. We had instructors . . . where else? At the Army base at the Presidio. And we had an instructional program for adults on Treasure Island [Naval Base] as well. So wherever there was a need and we could respond, we responded with whatever instruction was needed.

MILLER: You've also provided instructors for a lot of the more organized community-based organizations.

BROUSSAL: Yes, we did.

MILLER: Chinatown Resources.

BROUSSAL: Yes, Chinatown Resources [Development] Center, the Mission . . . Mission Hiring [Hall] or something-or-other. I've forgotten exactly what it was. I can't remember the title. But yes, we did, we responded with a. . . . Wherever people would congregate, that wouldn't normally attend school because of whatever reason—the adults that is—we would serve with an instructor. Because we felt this was our chance to really do the job that we were supposed to be doing, provided the space and the clientele

was there. Otherwise, these people. . . . And some of them were illiterate. Some needed the basic education and some needed courses in mathematics, for example, and other areas—English generally. But the basic ed, really, was where we really were strong, and we went in with these programs where they were needed.

MILLER: And you also have a really strong vocational training program, don't you?

BROUSSAL: Yeah, we did. We did. I guess we still do. I'm not too familiar with it any longer, but yeah, we did. We had . . . well, I pointed out the airport school was one thing that we started.

MILLER: The airport school and the automotive.

BROUSSAL: That was started in the adult program here. And the Vocational Nurse Program, the welding program, the trades, carpenters, the stationary engineers, the automotive, diesel and gasoline engine training. What else?

MILLER: I've had lunch at your food service.

BROUSSAL: And the food service. Oh, God, I left out one. [Laughter] Right, I'm glad you've got a better memory than I have.

MILLER: Yeah, your food service program.

BROUSSAL: Yeah, the food service program. It's a big one and it has done very well. The Chinese cook school is a good example of that as well.

MILLER: And I don't know what you call it, but your downtown business center is all. . . .

BROUSSAL: Yeah, now that was an interesting project, the Downtown Center. We acquired the land and we put that building up.

MILLER: Oh, that building is actually a college building?

BROUSSAL: That's ours, yeah. That is a Centers building. We put that up . . . what year? Again, I don't recall exactly. But with the idea of it becoming kind of an educational park where we would offer noncredit classes, credit classes at the City College level, and invite the State University to come in with their classes as well, so they could use the building as well. And we put it down there with business courses, because we felt that was where business people were going to go. And that worked out quite well. There have been a lot of good things happen there.

MILLER: Has your financing been adequate to keep up with the technology?

BROUSSAL: No.

MILLER: I say "has." I should say "had," because I know—

BROUSSAL: Not really. You can only go so far with it, especially now with the state of the art changing, you know, almost daily. You know, the technical advances that have been made in the last few years have far outpaced our ability to deal with them, in terms of both instruction and use. We just can't keep up with them. But on top of that, the costs are prohibitive now, so you can't. . . . You have a hard time, unless you have people donating and helping with equipment, there is no way that you're going to be able to stay with it. But I think, you know, up to the time I left, we were holding our own, barely holding our own in that area. I just don't know what's happened since I left, and I've been wondering about what they were going to do, in terms of equipment.

MILLER: Adult ed programs have also been called upon to implement various kinds of public policy, such as the policy on refugees or the welfare reform or the different job training programs.

BROUSSAL: Right.

MILLER: What kind of impact have these had on your programs? Which have you found successful and which have been more trouble than they have been worth? [Chuckling]

BROUSSAL: Well, I think the . . . up to the time . . . again, I'm going back now to while I was here.

MILLER: Yes.

BROUSSAL: Was it the PIC [Private Industry Council, established by the Job Training Partnership Act, JTPA] program?

MILLER: Yes.

BROUSSAL: They offered us, I think, some kind of impetus for training that we wouldn't otherwise have had. The JTPA is another one. And the . . . oh, I can't think of the others. But what they did for us was, because they had money attached to them, and we always had input, we always had people on those committees. We had representatives of the college district on those committees, so we were able to kind of shape the way they went. Not entirely, because they were again public policy, not community college. But we were able to at least kind of guide them along the way, that we could deal with them and help, be of help. So they impacted us in that respect.

MILLER: And did GAIN [Greater Avenues to Independence, California's welfare reform legislation] come around after you left, or had that started? I have forgotten the exact year on that.

BROUSSAL: GAIN? Yeah, it was there when I left. And I don't recall exactly what we did in that area, but again I think it was similar to those that were ahead of it, in terms of the representation we had. And we were always asked, by the way, we were never . . . you know, we didn't impose ourselves on anybody. We were always

asked, and maybe it was part of the legislation that representative membership be available, but we always had representatives on those committees, and therefore we were able to kind of guide it along the way we wanted it to go.

MILLER: Well, when they want services from the public schools, whichever level it may be, then they are willing to take in input on that. You mentioned that you thought that San Francisco had been very good in its affirmative action programs.

BROUSSAL: Right.

MILLER: And I had wanted to ask about that, not so much affirmative action per se, but rather the status of minorities in adult education. And it seems that the majority of our student bodies are made up of minorities, particularly with our ESL classes being almost half of our programs now.

BROUSSAL: Yes, that's true.

MILLER: But that they're pretty scarce in staffing and even more scarce in leadership. San Francisco may be an exception to that, but can you make some general comments about—

BROUSSAL: Yeah, I think I mentioned before that these different various communities in the city would impact us. You know, when we were hiring, funding, be sure that affirmative actions apply. In fact, we had an affirmative action officer, you know, as a lot of

the colleges do or districts do, and as a result of our active recruitment, the board's policy, the affirmative action office's actions, why, we were able to implement our staff with many minorities. I have the figures, I think I can get them out for you. It's surprising but I think San Francisco was exemplary in that respect. Let's see if I have them. [sound of papers shuffling] I'm sorry.

MILLER: That's okay.

BROUSSAL: Okay, our administrative staff in 1983 went up to . . . in administrators, the minority was 56.8 percent. Our schedule one instructors, which were the full-time instructors, was at 37 percent.

MILLER: That's very good.

BROUSSAL: At our schedule two, which was the other permanent but different category of instructors, was at 28 percent, and our hourly or part-time instructors were at 28 percent.

MILLER: You know, I think that, maybe other than Los Angeles, those have to be some of the best figures in the state.

BROUSSAL: We thought we did very well.

MILLER: And I don't know exactly what Los Angeles' figures are, but I visited their schools not too long ago and it was very. . . .

BROUSSAL: I can give you this. You can take this. I have another copy of it. It's when I left the district.

MILLER: Left the district. Okay, just from your being at meetings, however, do those figures sound typical? I mean, like when you would go to a statewide meeting?

BROUSSAL: No. No, no, they didn't. One of the things I think about San Francisco that. . . . You probably understand this, but most people don't really get a grasp on this. San Francisco is really a small community, you know. Its population is about 750,000, but that hasn't changed for the last twenty years. Well, it's changed maybe from 650,000 because we've gone up instead of out. But we're only six miles by six miles, and that's the extent of our boundaries. So that puts us all into kind of the same bucket. You know, we'd better start looking around to see what we have so we. . . .

MILLER: Who's next door. [Chuckling]

BROUSSAL: And that's what we did. And that's what we did, too, but it made it easier for us. It made it easier for us because you have all of it right here, you don't go very far. And you can deal with that kind of a situation a little bit better, I think, than those that are spread all over the landscape. It's a close-knit community, in terms of the kind of committees that they have and representative portions

of the government, like the board of supervisors and those people there. They know the city pretty well because it's so tight-knit and close, you know. But we don't always agree, and I certainly didn't agree and don't agree with our politicians a lot of the time, but things have worked out fairly well, particularly in this area.

MILLER: Yeah. And again, you know, I think San Francisco must be unusual because you mentioned, when I was asking you about leaders, when you started in you mentioned both Phebe Bostwick and Evelyn Press, and further on down—

BROUSSAL: Belva Olsen.

MILLER: Belva Olsen and Frances Miller.

BROUSSAL: Frances Miller, mm-hmm.

MILLER: But let's again reflect kind of over the state. How has the status of women changed in adult education over the scope of your career?

BROUSSAL: Oh boy, it's just changed considerably. We've, I think, expanded our views to make sure we took in everyone who was qualified, regardless of gender and race or anything else. And as a result, I think our . . . well, the figures bear this out. I don't remember when I left. . . . I have here, too, the number of administrators, I guess, and instructional staff, in terms of gender, and that has increased tremendously.

MILLER: Well, instructional staff was always heavily women. [Chuckling]

BROUSSAL: Well, yeah, that's true. But the administrative staff wasn't.

MILLER: But the administrative staff was not. [Chuckling] I remember the first statewide meeting that I went to, and I think that I only remember four women being there. Now, there may have been a half-dozen, but I only remember four. And I know Nancy Swadesh from your district made a point of coming up to me and asking me if I had plans for dinner that night and so on, because I was brand-new, I didn't know a soul, and there were *no women there*. [Chuckling] It was just amazing.

BROUSSAL: Yeah. Well, we went from, in terms of administration and female, we went from 6 out of 37 to 13 in the years that I was in office. So we went from 16 percent to 35 percent.

MILLER: Yeah.

BROUSSAL: We made progress in all areas. We now have more minority administrators than we have Caucasian, or we did have then.

MILLER: At that time.

BROUSSAL: Yes.

MILLER: Yeah. You started out as a part-time teacher.

BROUSSAL: Yes.

MILLER: So you have an understanding for the role of the part-time instructor.

BROUSSAL: I sure do.

MILLER: Does the fact that a majority of adult schoolteachers work part-time present any special problems for our programs?

BROUSSAL: You know, it's really not fair for me to say that . . . it's not fair for me to say, as far as the teachers are concerned, that we were far better off with the part-timers than we were with the full-time staff. Now, I'm talking only from an administrative point of view, not from the teachers' point of view.

MILLER: I understand that.

BROUSSAL: Because with a part-time hourly instructor we could respond to anything, anytime, anywhere. But when we became very formally structured, increased the number of full-time instructors, became really a more solid kind of institution, we began to lose a lot of that flexibility. While it was good for the teachers, great for the teachers, and I pushed for it as a matter of fact, in spite of what I felt, I still felt that it wasn't fair to the teachers not to get them to full-time status if we possibly could, and I advocated for that all the time. I did want to retain, though, the flexibility of using them as we saw fit. That's not very kind, I guess, when you say you're going to use somebody as you see fit, but in terms of administration I think it's—

MILLER: Well, it's very realistic, in terms of meeting flexible needs.

BROUSSAL: Right, right.

MILLER: I mean, I certainly know what you're talking about. [Chuckling]

BROUSSAL: Yeah, so, you know, I can see where this would be felt acutely by the part-timers who had no status and had no security and, you know, nothing. And we tried to increase and improve their benefits, and at the same time we also created a lot of full-time jobs out of the part-time jobs. But it did make the job a little more difficult because then it became harder to assign those people as you wanted, given the constrictions of the union, their well-being, and everything else that went along with that.

MILLER: Other than their status and then administrative needs for flexibility though, there are some things in terms of the kinds of support that part-time teachers need, like in terms of ongoing staff development and things of that kind. Can you comment on any of that?

BROUSSAL: Yeah, I think our district was always good about that. We always provided that kind of service to the instructional staff. If they needed it, they wanted it, this was readily available to them. And we, in terms of supplying materials, locations, comforts, and that kind of thing, we did whatever we could to make them happy. We liked our instructional staff and we liked our programs—we liked our students too—so we wanted to do everything possible

to make it as strong a program as we could. And I think we did that. Most of our teachers were happy with the service they got. I think what made them unhappy again was the status. You know, simply being a part-timer is . . . if you want to get into education full-time. Now, those that were, for example, business people that we took out who were great instructors because they were experts in typing or computer programming or whatever. . . .

MILLER: In their field, uh-huh.

BROUSSAL: They didn't want to become teachers. They wanted just a part-time job, to teach at night or teach during the day sometime, and they were very, very happy with that. But those that were really completely dedicated to teaching and wanted nothing else but to be a teacher, you know, it just wasn't fair to keep them on a part-time status if you could help it.

MILLER: Okay. There have been a couple of developments since you retired that I would like to get your reaction to. Do you have any thoughts about the dropping of the credential requirement for community college instructors?

BROUSSAL: I think it's a mistake. I think there ought to be something besides somebody's opinion as a measure of the capabilities and qualities of an instructor. In other words, if you have a certain course that's a valid course—you know, that's aligned to the kinds of

things that you should know before going into community college instruction—then you should be required to have that in your background somehow. And maybe not a credential, but a requirement that you have these things in your background. Right now there's no requirement at all. I don't believe there's any requirement, except demonstration of ability and acceptance by the people who evaluate you. Which is great. But at the same time, that evaluation may be based on what is seen in the classroom and what is done in the classroom, and that may not be all that's necessary to make the community colleges completely viable, you know, as a great institution. Whereas somebody who took courses in the history of community college education or education in general, or administration, if they were leaning that way, or—

MILLER: Or know something about the adult learner. [Chuckling]

BROUSSAL: Right, right, the adult learner, and those kinds of things that would just generally assist in the overall participation of that person in teaching in the instructional field, I think there's a lot to be said for that. I'm sorry that they did that, but I guess they get by with it.

MILLER: So much for them. And that was a part of the major reform legislation which was passed a few years ago.

BROUSSAL: Yeah, I know that. I didn't agree with it.

MILLER: Well, see, they still needed you in Sacramento on those periodic trips, right?

BROUSSAL: Well, they probably wouldn't agree with a lot of what I said anyway. [Laughter]

MILLER: Also, after you left, Larry, the separate Community College Centers dedicated to adult education have been dissolved and the credit and noncredit courses are now administered under the same administrators and the same department heads. Do you have any concerns about the loss of identification or integrity of the adult education programs under those circumstances?

BROUSSAL: Well, I think we've lost a lot, and I think it's unfortunate. I think San Francisco will probably be able to weather this a lot more easily than other districts where they have, you know, as I pointed out before, huge geographic areas with a lot of variations of what goes on in those particular districts. San Francisco is more constricted and so won't suffer as much as those districts, you know, other districts would if they had the same structure. We've lost a lot of the flexibility.

You know, adult education used to be fun. Besides being of great benefit—and I'm completely, completely given over to this—that they were invaluable to the communities that they

served, and they were great fun. The instructional staff was happy, the clientele was happy, and we were able to really communicate. I don't think we're able to do that any longer.

We've gone now, you know, we've kind of reversed it now. The importance of what goes on in the classroom is still there because the instructor is good, the instructors they have, but its focus is now the other way, toward the institution instead of the community. In other words, we're serving the institution by doing this because it's a little bit easier. And I think that has a lot to do with the money that's available.

On the other hand, being the alley cats, you know, of education was really the way to go. It answered problems, it spoke to all kinds of issues that you didn't even consider. For example, people who had nothing else to do, even if they knew all of the education that each school had to offer, could still go to those classes and get something out of the socialization, if nothing else.

MILLER: Yes.

BROUSSAL: You know, that opportunity is gone now. You don't find it in San Francisco, at any rate. You just find different kinds of things going on, but you don't find that the way it was before. I hate to look back and, you know, you begin to feel old when you say,

"Well, I wish it was the way it used to be," but, really, this is one of the valuable services that education provided, I think. And in a community like San Francisco, it was just invaluable, just tremendous the kinds of things that went on that don't go on any longer.

And the college has suffered. The college district has suffered through some rather poor administration in recent years. The top administration, the last top administrator, in my opinion, was a self-serving individual and . . . just from what I observed. I didn't work any longer, and I can say this without worrying about any kind of reaction by anybody, [Chuckling] but he just didn't take into consideration all of the kinds of things that he should have in this community. His focus was the wrong way. He's a political animal, he made political appointments, and he responded politically. I guess I shouldn't say any more about it, but that was my feeling. And that didn't do the district any good, in terms of what we should have been able to do or should have been doing and what we did.

MILLER: In terms of meeting the needs of the community.

BROUSSAL: Right.

MILLER: Yeah. There was a major study done of adult education in California about 1980, somewhere around there, the Behr

Commission, and I know that you were active in those hearings. Can you share with us what the purpose of the Behr Commission was and a little bit about the outcome?

BROUSSAL: Well, the Behr Commission was kind of like a mediator. You know, they were going to negotiate with everyone in the state that was involved in adult education to come out with some kind of a guide for providing adult education to Californians. The biggest conflict was that between the community colleges and the unified and secondary school districts over where adult education should be placed and how much it should be given to operate. The a.d.a., for example, should it be at $1,500 or $500? But it was a real opportunity for the issue of adult education to be settled at that time and to provide a real structure for the provision of adult education programs in California, that they would be aligned either with the unified/secondary districts, or the community colleges.

There were two problems here. One, was that the people involved in these programs in the secondary and unified districts wanted their programs there, or at least said they did. Now, some of them I talked to said they would rather be with the community colleges, but they had no way of getting the job done. That was true. They actually came to me and said that. Others

wanted to stay, and said they wanted to stay, and really did want to stay with the unified districts. But we felt all along that the community college, as I indicated before, that the community college was the only place. Now, Senator Behr and his commission could have settled this issue by saying, [pounds table] "Adult education is going here, and it's going to stay here. And all of adult education, or everyone over the age of eighteen who is out of high school or finished with high school or is not in high school, will be in adult education programs at the community college level, or with the secondary and intermediate. . . ."

MILLER: Unified.

BROUSSAL: ". . . unified school districts." They didn't do that. Instead, it was predictable, which was the second problem, was that it was predictable that this commission was going to come out with something that was going to be something for everybody. And that's what they did. And it really turned out to be a nothing, except it changed the funding. Really, that's about all it did. The major impact was in the funding area. And aside from that, it did nothing to help the situation. And I don't know what situation exists today, but it could have all been settled with that commission. *But they didn't bite the bullet.*

MILLER: That was the best opportunity to settle it.

BROUSSAL: The best opportunity, absolutely.

MILLER: Because the fruit basket had been turned over from Prop. 13 anyway.

BROUSSAL: That's right. And not only that, but you had a very respected legislator heading that up. Senator Behr, in my opinion, was a fine person. You know, I think one of my comments was: "He could steal you wallet and you'd feel guilty because there wasn't enough money in it." [Chuckling] You know, he was a very kind, nice, good person, and with a real opportunity to do something great. It didn't happen.

MILLER: And these discussions have periodically broken out over the years. Larry, as you review your career, can you identify who or what you consider the key driving forces of the adult education programs in California? Kind of like what made things happen?

BROUSSAL: Well, I think a lot of that. . . . Two areas, I think. One, some of the administrators that were involved were just tops. They were great. Dr. Azevedo was just a prime mover in this area. He loved adult education. Phebe Bostwick was as smart as they come. In fact, she was one of the Terman kids [participants in a longitudinal study of children made at Stanford University]. I don't know if you're familiar with the Terman kids?

MILLER: That study that was done out of Stanford?

BROUSSAL: Right, yes. She was a Terman kid.

MILLER: Okay. All right!

BROUSSAL: And extremely brilliant, and her whole life was dedicated to education, and particularly adult education. Well, I had an opportunity to serve with both of these people, and they were prime movers.

But the real things that happened that did it for adult education, I think, during the time I served, were the instructional staff, the teachers. They started with the idea that it was a job, they'd get a job doing extra work—like I did, or as I did. And once they got in that classroom, they found this was a great way to go. You know, this was the best teaching situation in the world! These people were hungry for whatever they came for. And it was a matter of knowing your business and knowing your subject and giving it to them in whatever quantities that they could handle it. And, you know, the more they enjoyed it, the better they became; the better they became, the more people came. So you had kind of a self-fulfilling kind of situation there, a self-propelling situation where it would just continue to move under its own impetus. But with the administrators handling the other end of it, which is identifying the kinds of creative things that could be done and then getting people to do them and start

them, and then they would carry on, I think those are the prime movers.

Of course, there was one added factor here I guess we should take into account. It was right after the war and we had a lot of people and a lot of changes made. A lot of people coming back, and people who had gone without finishing their education and came back, and came back in later years as well, to finish up. And they started in adult education and went on. So we had several areas. But I think the top administrative staff and the quality of the instructors and the dedication of the instructors was prime.

MILLER: Prime movers. And it may be almost the same thing, because you certainly were very enthusiastic about what you were just talking about, your staff and the people that you worked with. But what have you found the most rewarding about your work in the field?

BROUSSAL: Oh, God, it's been. . . . You know, the kinds of relationships I established with the people that I worked with, and instructors and other faculty and classified staff, the people that I met over the years who were in the classes who have come back and I see every once in awhile, run into them here or there, and—

MILLER: That probably happens a lot here in the city.

BROUSSAL: Yeah, and it's always positive. I never get any negative responses. And the real satisfaction of having been associated with the kind of program that the adult program was, you know. You know, you just can't buy that kind of thing. It's just a wonderful feeling for the whole program.

MILLER: Okay. Anything else?

BROUSSAL: No, just an opportunity to express myself after having been out of the business for several years, quite a few years now, really gave me an opportunity to look over some of the stuff that I've done, or that we had done, and, you know, renewed my satisfaction with the whole thing. [Chuckling]

MILLER: You feel good about it all over again.

BROUSSAL: I feel good about it all over again, right, yeah.

MILLER: [Chuckling] Okay.

BROUSSAL: Yeah, I really enjoyed it.

MILLER: Well, you've certainly had a rich career, Larry. And thank you, both for the interview and for the contributions you've made to our state's adult education programs over the years.

BROUSSAL: It was my pleasure, really.

MILLER: This interview was completed as a part of the California Adult Education Oral History Project.

INDEX

RESUME

LAURENT R. BROUSSAL

EDUCATION

1972-1979	Doctoral Program, Nova University, Fort Lauderdale, Florida (Coursework completed, Honorable Withdrawal)
1968	California Western University, San Diego, CA (Special Workshops)
1965	San Francisco State University, San Francisco, CA (Limited Student, Graduate Courses)
1956-65	University of San Francisco, San Francisco, CA (Limited and Summer Session Student)
	San Francisco State University, San Francisco, CA
1953-56	San Francisco State University, San Francisco, CA (Limited Student, M.A., Special Education)
1952-53	San Francisco State University, San Francisco, CA
1946-47	San Jose State University, San Jose, CA
1943	University of Texas, Austin, Texas
1942	San Jose State University, San Jose, CA
1938-42	Polytechnic High School, San Francisco, CA

PROFESSIONAL EXPERIENCE

Adult Ed.	1980-84	President, San Francisco Community College Centers, San Francisco Community College District
	1979-80	Interim President, San Francisco Community College Centers, San Francisco Community College District
	1978-79	Acting President, San Francisco Community College Centers, San Francisco Community College District
	1974-78	Administrative Director, Student Services San Francisco Community College Centers, San Francisco Community College District

	1972-74	Director, Galileo Community College Center
	1970-72	Registrar and Transition Officer, Adult Division Office Assignment
	1967	Principal, John Adams Adult Summer School
	1965-70	Registrar, Galileo Adult School
	1957-65	Teacher, Galileo Adult Evening School YMCA Volunteer Instructor
S.F.U.S.D.	1965	Principal, Louise M. Lombard School, Summer Session
	1963	Teacher, Hawthorne School, Summer Session
	1958	Teacher, Raphael Weill, Summer Session
	1953-65	Teacher and Year P.E. Supervisor, Louise M. Lombard School
	1953	Teacher, Daniel Webster School

SUMMARY, DEGREES, AND CREDENTIALS:

Master of Arts Degree
Bachelor of Arts Degree
General Administrative Credential
Elementary Administrative Credential
General Secondary Credential
General Elementary Credential
General Pupil Personnel Credential
Special Secondary Credential
Adult Credential

PUBLICATIONS

"From Alley Cats to Best In Show" - Unpublished Report 1983

Contributing author: Methods & Materials in Adult Education, Klevins Publications, Inc., New York-Los Angeles (1982)

Paper accepted for presentation at World Congress on the Future of Special Education - University of Stirling, Stirling Scotland, 1978

Co-author: Methods & Materials in Adult Education, Klevins Publications, Inc., New York-Los Angeles (1976) (Chapter on Continuing Education for Handicapped Adults)

"The Ins and Outs of Safe Diving" (SCUBA) Skin Diving Magazine, 1973

Article: "Adult Education Administrators as Counselors," California Personnel & Guidance Association Journal, 1972

PROFESSIONAL & RELATED COMMUNITY ACTIVITIES

1953-Present Advisory Committee - San Francisco Public Library, Services for the Blind and Sight Impaired

Honorary Member of the Committee for the 37th. Annual San Francisco Arts Festival

Board of Directors, California League for the Handicapped

Mayor's Employment and Training Council

Youth Employment and Training Committee

Planning Committee, Private Industry Council

Association of California Community College Administrators (Charter Member)

California Personnel and Guidance Association

California School Counselors Association (Past Executive Board Member)

California Community College Counselors Association

Northern California Personnel and Guidance Association

CPGA Task Force on Organizational Restructure

California Adult School Counselors Association (Past President and Founding Member)

California Adult & Continuing Education Counselors Association

California Community College Chancellor's Office Advisory Committee on Credit/Non-credit Course Policy (Participating Observer)

Youth Symposium Committee, AAAS National Conference, 1980

Superintendents Task Force, Evaluation of Non-supervisorial Credentialed Personnel, San Francisco Unified School District

American Association on Mental Deficiency

Teachers Association of San Francisco

Past Vice-President, San Francisco Chapter, CCAE

Advisory Committee - Adult Probation Project

Advisory Committee - Education and Training for Volunteers

Advisory Committee - California League for the Handicapped

Developmental Disabilities Council of San Francisco

Council for Exceptional Children, Chapter 127 (Past Treasurer)

International Oceanographic Foundation

Mechanics Institute

Commonwealth Club

Cousteau Society

Teamsters Union Local 960, Honorable Withdrawal

Oceanic Society

Past President, San Francisco Registrars Association

Computer Policy Committee; Master Plan Planning Council, San Francisco Community District

1953-83 Presenter, Various State Conferences and Workshops

OTHER EXPERIENCE

1947-52 Assistant Manager, Hotel and Restaurant

1943-46 Served U.S. Navy, World War II

USNR, University of Texas

Pre-Midshipman School, Ashbury Park, New Jersey

Midshipman School, Columbia University, New York

Ensign, Lt. JG Commissions

First Lieutenant, U.S. Amphibious Forces, LST 334

United States Naval Reserve, Retired

AWARDS

Asiatic-Pacific Theater Ribbon

Philippine Liberation Medal

American Theater Ribbon

Victory Medal

Holder of Airmen Certificate

Qualified SCUBA

CALIFORNIA ADULT EDUCATION ORAL HISTORY PROJECT

RELEASE FORM

For and in consideration of the participation by the *California Adult Education Oral History Project*, funded by the *California Department of Education*, in any programs involving the dissemination of tape-recorded memoirs and oral history material for publication, copyright, and other uses, I hereby release all right, title, or interest in and to all of my tape-recorded memoirs to the *California Adult Education Oral History Project* and declare that they may be used without any restriction whatsoever and may be copyrighted and distributed by the *California Department of Education*, which may also assign said copyright and publication rights to serious research scholars.

In addition to the rights and authority given to you under the preceding paragraph, I hereby authorize you to edit, publish, sell and/or license the use of my oral history memoir in any other manner which the *California Department of Education* considers to be desirable, and I waive any claim to any payments which may be received as a consequence thereof by the *Department*.

PLACE San Francisco

California

DATE April 19, 1995

(Interviewee)

(Interviewer)
(for California Adult Education
Oral History Project)