The Gig Workers of California Community Colleges Face Worsening Conditions

Is this the year for changes for adjunct faculty?

Academic gig workers. Freeway flyers. The Uber drivers of academia.

Call the part-time instructors who make up two-thirds of classroom teachers in the country’s largest higher-education system what you will. What matters most to them is whether they’re called.

Every semester they wait for work assignments that may make them eligible for health benefits, pay for groceries or further a slender dream of landing an elusive, full-time, tenured job.

Numbering nearly 37,000, the part-time academics commonly referred to as adjuncts are the backbone of the California Community College system that enrolls about 1.5 million students. Working semester-by-semester with little to no job security especially now as pandemic-driven enrollment drops are costing jobs, adjuncts often take gigs at multiple college districts to cobble together something akin to full-time employment but at pay rates vastly lower than full-time professors.

Before the pandemic cut into their ranks, adjuncts taught nearly half of the classes at the state’s 72 local, semi-autonomous community college districts. At 35 of them, they made up 70% or more of all faculty, community college data shows. At only two districts did full-time professors outnumber them. Yet many adjuncts say they are treated as if they are inferior.

Part-time faculty work is “just as hard as full-timers, sometimes harder,” said Curley Wikel-Miller, who teaches cosmetology at both the Peralta District in Oakland and the Solano District in Fairfield. “It’s hard to kind of spread between the two colleges. I have to give half of my energy over here and half at the other college.”

Not all adjuncts use gig work to assemble full-time employment. Colleges have long relied on part-timers who teach as an aside to professional careers, lending real world expertise to students in everything from accounting, journalism and cosmetology to auto body repair and mortuary science.

The numbers of so-called “one and done” part-timers aren’t tracked by the community college system. In an EdSource survey of working conditions, to which 930 part-timers responded, 17% said they taught one class a semester and 33% reported working in at least two districts in 2021. Of that group, about 25% reported teaching in three or more districts.

Fifteen people reported teaching at four. One, Mark Lieberman, taught nine classes across four San Diego County districts last fall, work made somewhat easier by remote teaching.

“It’s a bit of a juggling act,” Lieberman said. At each district he’s part-time. But his combined...
RAISING THE CAP ON PART-TIME FACULTY EMPLOYMENT

Assemblyman Jose Medina (D-Riverside) has introduced a third bill, AB1856, to raise the cap on part-time faculty employment in the community colleges from 67% to 85%.

The first attempt, AB897, passed the Assembly early in 2020 but never made it out of the Senate. A similar bill, AB375, passed both houses in 2021 but was vetoed by Governor Newsom due to objections from the Chancellor's office based on a projection of up to $400 million in increased costs in health insurance premiums for part-time faculty, and promised in his veto message to pursue health insurance funding in the next budget. CFT President Jeffrey Freitas called this cost projection “grossly overestimated.”

More health insurance coverage is a good thing, however, and maybe by the time the dust settles, part-timers can both get increased teaching loads and health insurance. The Chancellor’s office requested a $300 million budget increase to the Part-Time Faculty Health Insurance Fund, and Governor Newsom included $200 million in the January budget proposal. Shortly thereafter, Medina introduced AB1586, a CFT-sponsored bill, making it one of CFT’s top seven bills prioritized for passage this session.

The Part-Time Faculty Health Insurance Fund provides 50% matching funds to districts to provide health insurance to part-timers, so the budget increase is not a complete fix to what the Chancellor’s office will claim the cost of AB1856 will be, but it is a reasonable response to the objection raised. Meanwhile, CFT has launched an all-out statewide campaign to secure health insurance for part-time faculty, announced in October 2021 with the hiring of full-time staffer Chase Golding to lead the project.

The cost estimate on health insurance premiums was based on some dubious math. Under the Affordable Care Act, most employers need to provide health insurance options for employees who work over 30 hours per week. Federal regulations implemented in 2014 provided a suggested definition of workload for part-time higher education instruction with a 2.25 multiplier, i.e. 1 ¼ hours of prep and grading for every classroom hour, plus an hour per week for meeting with students or other staff.

Under the proposed legislation, on a campus where 15 credit hours is considered a full-time teaching load, a part-timer could teach only three 3-credit courses under the 67% cap, but would be able to teach four 3-credit courses under an 85% cap (12 credit hours, an 80% full-time equivalent). Likewise, a part-timer could teach three 4-credit courses instead of only two.

An 85% fte load would be very unusual, but a large number of part-timers could increase from 60% fte or 53.3% fte to 80% fte by teaching 12 credit hours, i.e. 12 hours in the classroom. Applying the 2.25 multiplier to 12 classroom hours gives 28 hours of work per week—which would not trigger a health insurance requirement under the federal ACA rules.

So, how did the Chancellor’s office come up with a $400 million cost projection? Part of it was by factoring in extra paid office hours that are provided in some districts. There are also lab and vocational courses that require more contact hours per credit hour than the standard academic courses, but it’s questionable whether the 2.25 multiplier should apply to these courses, given that the federal rules allow for other “reasonable methods” of crediting hours of service per week. In any case, the health insurance requirement would affect far fewer part-timers than implied, and the cost impact would be far less than the projection.

In the CSUs and UCs, non-tenure track teaching faculty are not limited by law from full-time appointments, though job security and sufficient loads are still problematic. Part-time activists from CPFA, CCC/CFT, CCA/CTA, FACCC, and independent community college unions have been fighting for years to raise the statutory cap in the Education Code (EREA). The first such bill, AB591, was passed in 2008, raising the cap from 60% to 67% as a hard-fought compromise with at least one union leader who opposed raising it to 80%. That bill was introduced by Mervyn Dymally, since deceased, who served in several elective offices, including lieutenant governor in the 1970s, over the course of his long and distinguished career. Jose Medina has been very consistent and persistent in his advocacy on this issue since he was first elected to the 61st district position in 2012, and he serves as chair of the Assembly Higher Education Committee.

Sandy Baringer is retired from teaching writing courses at UC Riverside and Palomar College. Sandy is a founder of CPFA and served on the Executive Council for a number of years.

EQUAL PAY FOR EQUAL WORK

CCA/CTA Co-Sponsored Legislation

For too long, Long Beach City College (LBCC) and other community colleges throughout the state have unfairly and unlawfully exploited part-time faculty. This exploitation goes against the original legislative intent allowing community colleges to hire some part-time faculty to fill temporary, emergency needs and not as a cost-saving practice.

AB 1752 by Assemblymember Miguel Santiago would prevent this from happening again by ensuring that part-time faculty are fairly compensated for the work they do to support community college students. Part-time faculty Continued on page 8…
CHAIR’S REPORT

A NOTE FROM THE CHAIR OF CPFA

Last year, community college part-time faculty activists and their allies were outraged when the Assembly’s Appropriations Committee killed AB-1269 and then again when Governor Newsom vetoed AB-375. These two outcomes brought about shock, grief and anger amongst many of us, and CPFA’s listserv exploded. So much so that some of us were reminded yet again of how the rules of political gamesmanship continue in Sacramento. For twenty plus years, CPFA has been told over and over again to “play by the rules,” i.e. work within the existing system, “make nice” with the big policy stakeholders, make regular visits to legislators’ offices and smile a lot when telling the world our personal stories of exploitation and indecent working conditions. We met with the various vice presidents at the Chancellor’s Office in addition to any elected officials who would listen to our plea, but we were never taken seriously. Those who actually have the power to make real changes have only platitudes to offer, ad nauseam, to the point that many of us wind up quitting and/or just accepting the status quo – grateful of the meager crumbs of a class minimal voting rights. Would Caesar Chavez put up with the inequity of this two-tiered system? Would Robert Kennedy accept the poverty-wages that part-time faculty get? What would Angela Davis’ views be? Perhaps she might say, “This isn’t democracy, it’s authoritarianism!”

In the movie, “Iron Jawed Angels,” the character, Alice Paul, based on the real historical person, was asked by a White House operative (while on a hunger strike in prison for protesting for suffrage rights), “Tell me about your cause. Just talk freely. Explain yourself. Do you understand the question?” And Paul responded with the following: “You asked me to explain myself. I just wonder what needs to be explained. Let me be very clear. Look into your own heart. I swear to you, mine’s no different. You want a place in the trades and professions where you can earn your bread? So do I. You want some means of self-expression? Some way of satisfying your own personal ambitions? So do I. You want a voice in the government in which you live? So do I. What is there to explain?”

Is the plight of part-time faculty so different from that of the suffragists? We ask the same question as Paul: what is there [still] to explain?

But, explain, we must! To everyone and anyone who will listen. And to increase our effectiveness in this effort, CPFA has recently organized two new task forces: the Legislative Task Force and the Direct Action Task Force, both with the aim of taking an out-of-the-box approach. The Legislative Task Force is tasked with exploring how better to improve the livelihood of part-timers by way of improving upon the ancient and archaic Ed Code, particularly when it comes to our status as “temporary” workers, which has incorrectly designated us as “at-will” employees who can be dismissed at any time without any just cause or due process. The Direct-Action Task Force is aimed at building upon the 1960’s social movements’ playbook: be visible and be loud. In both cases, all of CPFA’s efforts are intended to do just that.

If you are interested in helping to amplify our voices, please get in touch at jmartin@cpfa.org.

Protecting, advocating, and fighting for the rights of part time faculty since 2015

UPTE-CWA

Over 15,000 members strong - representing part-time faculty at these community colleges:

Butte College – College of the Sequoias – Mt. San Jacinto

Part-Time Faculty Association (PFA-UPTE) Contact: Stacey Burks, burksst@butte.edu
College of Sequoias Adjunct Faculty Association (COSAFA) Contact: Celeste Solis, celeste_at_sdsu@hotmail.com
Mt. San Jacinto Contact: Sandra Blackman, smflowers2000@yahoo.com

510.704.UPTE

www.upte.org/local/cc/
work exceeds full-time. “I am at 140% to 150% of a full teaching load.”

Adjuncts grossed an average of less than $20,000 per district, according to 2020 salary data for 41 of the 72 districts that listed titles for part-time faculty. The data was obtained by EdSource under the state’s Public Records Act.

“We didn’t go into teaching to make a whole bunch of money,” said Heidi Ahders, the president of the adjunct union at the Mendocino-Lake Community College District. “But we didn’t go into teaching to get walked all over, either. It’s a two-tiered system. We’re the underclass.”

Despite their numbers, they have little collective clout because they work under individual local contracts with no statewide standards, negotiated with locally-elected boards of trustees. Pay, health insurance – if they get it – compensation for office hours, class preparation and grading, vary widely.

What they do share across the system is the primary responsibility of teaching the state’s most academically vulnerable college students at a time when community college enrollment is plummeting nationwide and in California, increasingly costing adjuncts their jobs.

“More so than ever before, we’re in a very precarious and volatile situation,” said John Martin, chairman of the California Part-time Faculty Association, an advocacy group.

He’s a history adjunct at the Butte-Glenn and Shasta community college districts. “It’s always been a tough time in these jobs, but it’s been heightened by the pandemic.”

“Jobs are being lost” because of enrollment declines, Martin said. Adjuncts “have no assurances as to the future.”

A 2020 American Federation of Teachers’ national study across two-and-four-year colleges found 25% of adjuncts “relying on public assistance,” 40% “having trouble covering basic household expenses” and 45% delaying needed medical and mental-health care. Sixty-one percent of participants worked at community colleges.

California has an “absolute reliance, overall, on part-time faculty,” said Wendy Brill-Wynkoop, president of the Faculty Association of the California Community Colleges, a state-wide advocacy group for both full-time and part-time faculty.

Adjunct working conditions “affect student success,” she said.

Students need instructors “who are dedicated to a campus and dedicated to them as opposed to being dedicated to being on the freeway, or worried about their next meal or if they can pay their health care or their rent,” she said. “It’s criminal to run the colleges off the backs of the part-time faculty. It has to stop, especially if we’re saying that the goal of the community colleges is to lift our students out of poverty. We’re not going to freedom, that means (students) don’t have the academic freedom to hear the whole range of ideas.”

And, he added, the constant flux of waiting for appointments across multiple districts in order to make a living affects how much time adjuncts have to devote to detailed class planning. That can result in students “suffering inadequately-planned classes. If (instructors) are pulling it out of their hip pockets, it’s because the system forces them to.”

**Will the Legislature act?**

Two state bills designed to bring adjuncts relief failed last year. One would have upped the number of classes they can teach per-semester at individual districts; the other required the community colleges Chancellor’s Office to study compensation statewide with a goal of creating parity between full and part-time professors by 2027.

But the community college’s state leadership helped kill the study, claiming it trampled district sovereignty.

“It is not appropriate for the Chancellor’s Office to engage in matters of local control and locally negotiated employment contracts,” Vice Chancellor of Government Relations David O’Brien, wrote to lawmakers in May. He added that the system’s chancellor, currently Eloy Ortiz Oakley, has a “long-standing precedent of neutrality” in contract negotiations.

Oakley urges the state to direct more money to the community college districts and let them decide how to spend it. He declined to be interviewed for this story but in written remarks said, “The best way to support part-time faculty is to advocate for additional budget investments in the context of local control for college districts and elected leaders.”

In October, Gov. Gavin Newsom vetoed legislation to increase adjuncts’ teaching loads per district. It would have eliminated, for some, the stress of teaching multiple classes at multiple districts to earn a living. Adjuncts are limited now to teaching no more than three courses at one district unless special circumstances exist.

Newsom’s veto message said the bill put “significant ongoing cost pressures” on the state and districts, costing hundreds of millions of dollars.

Community colleges “could not operate without part-time faculty,” he wrote. But wages and benefits are better addressed in the state budget, he claimed. The 2022
proposed budget Newsom released last month, included $200 million in new spending for adjunct health care.

The system had asked for $300 million to aid part-timers, most of it for health care and it is not yet clear how much legislative support the matter has.

Martin said Newsom’s cost estimation of the bill allowing adjuncts to teach more than three courses per district “was totally overblown. It assumed all (adjuncts) were going to run in at once and demand to teach four classes.”

The bill’s sponsor, Assembly-member Jose Medina, D-Riverside, a former adjunct, said he had been optimistic Newsom would sign the bill because it’s clear adjuncts need help. He told EdSource he will introduce a new version of the legislation this year.

“It’s just a more difficult enterprise to be a part-time instructor than full-time. I know how difficult it is to go from school to school,” Medina said.

Oakley’s office doesn’t track how many adjuncts work multiple jobs.

Yet many adjuncts, despite their part-time status, are deeply committed to teaching and are among “the best faculty or have the best teaching pedagogies because they are really passionate,” said Devon Graves, who researches community colleges and teaches graduate-level classes on their administration at Stanislaus State University. Adjuncts are the equal of full-timers in wanting students to “have the best learning outcomes,” Graves added.

But conditions can undercut those efforts, Graves said.

“They’re disadvantaged to provide full support and a learning environment for students when they don’t have all the necessary financial support and office support that (full-time) faculty have.”

Some relief to adjuncts came in federal Covid aid funding of equipment and training in virtual instruction, but it was uneven across the state.

Office hours — whether in person or virtual — often pay at lower rates than classroom time. Some districts budget pools of money and make adjuncts apply to get paid. Students can be left in the lurch.

Alyssa Weibling, 21, a student in the Shasta district, said she had two classes taught by adjuncts last fall, and each was difficult to reach outside of class, and they often canceled office hours with little or no notice. This happened “at least a couple of weeks every month,” she said. “They would just say sorry without much explanation.”

In the future, she said, she hoped to take classes taught by full-time faculty with hopes of better and consistent access. Not being able to access teachers outside the classroom is, she said, not a minor issue. “It does affect our learning.”

With part-time faculty teaching “the majority of community college students” nationally, it’s critical that their employers include them in decision-making and offer training to make them as effective as possible, said Linda Garcia, executive director of the Community College Leadership Program at the University of Texas at Austin.

Adjuncts “are not engaged as much as full-time faculty because they don’t have
Like other public institutions, the districts “were not immune to the economic hardship that’s been brought throughout the years,” he said. “One of the biggest expenses is personnel. Faculty tenured positions are very expensive. When you cut those lines, you get that increase in part-time faculty.”

Both the Vietnam War and California’s Proposition 13 anti-tax revolt in 1978 impacted the system greatly, Berry said.  

The anti-war and social movements of the ’60s led to people going to “college who wouldn’t have been in college before,” including returning veterans, he said. The demand exceeded the system’s capabilities, and the autonomy of locally-controlled districts left the fixes to the whims of individual district administrators.  

“A collection of little decisions made by hiring officials at various levels of the community colleges to solve immediate problems” led to the steady growth in the use of adjuncts, Berry said.

The steep cuts dictated by Proposition 13 rippled through California’s K-12 system, resulting in more students getting to community college behind in basic skills and needing remedial courses, Berry said.  

“The schools were worse. So, there was a greater need for remediation. And the community colleges had to put on all of these remedial courses.” That required more faculty at a time of unstable funding. Adjuncts were cheaper.  

Prior to Proposition 13, college districts raised roughly 80% of their budgets through property taxes. The state took over funding because of the freeze on tax assessments that the proposition created, but the new system caused inequalities between the districts.  

It took the state until 2006 to enact a new funding formula pushed by then Gov. Arnold Schwarzenegger, a former community college student. It was 28 years after Proposition 13, and adjuncts had long dominated the teaching ranks.  

**Oddities of the academic workforce**  

The use of adjuncts is a byproduct of the open enrollment of community colleges, Garcia, of the University of Texas said. “We accept all. There’s no limitation to the number of students that are going to be accepted like at a university.  

“That means that there is a need to have more faculty,” she said. Adjuncts are cheaper. “There are always concerns for the budget.”

In 1998, Scroggins, then a chemistry professor, was president of the statewide community college senate, wrote a position paper entitled “Overuse and Undercompensation of Part-Time Faculty in the California Community Colleges.”

The system “paid part-time faculty low wages based only on classroom hours encourages colleges to overuse part-time faculty to balance their budgets,” he wrote 24 years ago, complaints that continue today.

But as a district president, he told EdSource recently, he now sees the situation “through a different lens.”

He has to make decisions that affect how adjuncts are deployed “but with criteria about operating the entire college, rather than representing the faculty and looking at it from the experience of a faculty member,” he said.

Full-time faculty “give me a stable workforce,” he said. But “the realities haven’t changed surrounding adjuncts.”

There are “oddities about the way higher education handles its major workforce,” he said. Colleges “produce their outcome that is educated students by a workforce that consists primarily of faculty overseen by managers.”

Higher education’s “in some ways an industry. It runs by economic rules. You control both the compensation and the number of employees you have by how successful you are in the market,” he said, referring to enrollment.

At systems like the California community colleges, tenured faculty, serving in high positions such as department chairs, are primarily the managers. Adjuncts are primarily the workforce.

When the pandemic forced students to drop out starting in 2020, “I didn’t have students to teach,” Scroggins said. “So, I
had to reduce my workforce, and I wasn't going to lay off the most productive faculty," he said, referring to full-time faculty, who generally teach five classes a semester. It was adjuncts, units of flexibility, that didn't get teaching assignments.

A zero-person department
The stress of worrying about if and when work will come can be a constant presence in an adjunct's life, said Linda Sneed, a part-time English instructor at Sacramento-based Los Rios District and member of the local union's executive board.

Underlying that, she added, is the dismissive way adjuncts are often treated despite the fact the system can't operate without them.

Sneed attended a faculty meeting a few years ago when a presenter used a strange term — "a zero-person department." She said she thought that might mean departments where there was no one to teach classes. She raised her hand for an explanation.

"A zero-person department is a department where there are no classes being taught by full-time faculty," she was told. "The classes are being taught by adjunct faculty."

Sneed recalled making eye contact with other adjuncts. There was nervous laughter. She hoped the reaction would stop the use of dehumanizing phrases about part-timers.

But during a meeting in January, she said, a full-time faculty member referred to himself as "a one-person department," then added that he had an adjunct too.

"It's disturbing that this has persisted," Sneed said.

"We're really invisible."

Andrew Reed, EdSource staffer, and Raya Torres, a journalism student at CSU Long Beach and a member of EdSource's California Journalism Corps, contributed to this story.

By Carlynne Albee

The San Diego Adjunct Faculty Association (SDAFA), mission is "Adjuncts Helping Adjuncts" One tool is organizing professional development presentations to provide information that part-timers need to know to make the most of our difficult situations. Such events should be happening on every campus across the state.

A recent ZOOM workshop was "Part-timer Retirement and Other Important Issues".

For retirement plans, everyone should know the following information which is available on their pay stubs:

- Retirement Plan (STRS, APPLE/PEAR or other)
- Social Security or not
- Union dues
- Rate of Pay
- Accumulated sick pay

Once you know whether you are in STRS Defined Benefits (DB), STRS Cash Balance (CB), APPLE/PEAR, or a FICA alternative plan, go online to get the information about your possible pension benefits. For STRS, go to CalSTRS.com.

Many of us worked in a job covered by Social Security sometime during our lives. Do you qualify for a Social Security Benefit? Go to SSA.GOV/MyAccount, create an account and look at your SSA employment history. You need 40 quarters to fully vest in SS. Each calculation is different.

Two problems with SSA.

WEP (Windfall Elimination Provision) affects the employee that paid into a retirement plan like CalSTRS. Key: how many years of substantial earnings do you have?
make up nearly 60% of the community college workforce, yet they are paid far less than full-time faculty.

In many if not all ways, part-time faculty are an exploited second class in the academic world. In 1968, California Education Code (EDC) was revised to create part-time faculty to fill emergency, temporary needs in the community colleges, but contrary to the labels of temporary and adjunct/unnecessary rooted in the EDC, part-time faculty have become a permanent fixture in the college system, and many of these professionals have been teaching on temporary contracts for decades at the same institutions. This exploitation harms our part-time faculty and our institutions, but it damages our students far more as they have limited access to part-time faculty.

The time has come for California to make equal pay a reality for educators in the largest post-secondary education system in the world. During this climate of unprecedented economic uncertainty, nothing could be more important than ensuring that all workers receive equal pay for equal work.

It is unfair for California Community Colleges to shortchange students by paying unfair wages to more than half of our faculty. We encourage you to join us in calling on legislators today to support AB 1752 and end this exploitation once and for all. Join CCA and CTA in urging lawmakers to support equal pay for equal work and add your name to the list of supporters!

Class-Action Lawsuit

In an April 4 news conference which was live-streamed on Facebook, CTA and CCA announced that on behalf of two part-time community college instructors, a class-action lawsuit was filed in Los Angeles Superior Court charging Long Beach Community College District with violating minimum wage laws in its failure to pay adjunct faculty for work done outside of scheduled classroom hours.

The class-action lawsuit has the potential to benefit hundreds of other LBCC adjunct faculty, and is a case likely to trigger much closer examination of pay structure for part-time instructors on other California community college campuses. This impacts more than 650 current part-time faculty at LBCC, as well as an undetermined number of former faculty members. Exploiting workers is illegal and antithetical to the work Californians have been doing to address wage gaps and educator shortages.

The time for pay parity is now.

Eric is a full-time mathematics professor at Mt. San Antonio College where he has been teaching since 1999. Before coming to “Mt. SAC,” Eric earned his Bachelor’s and Master’s in mathematics from UC Davis and taught for seven years at the middle and high school levels. He also gained four years of experience as an adjunct professor for the Yuba and Mendocino College Districts in the late 90’s.