

# NONCREDIT INSTRUCTION: OPPORTUNITY AND CHALLENGE

ADOPTED SPRING 2009

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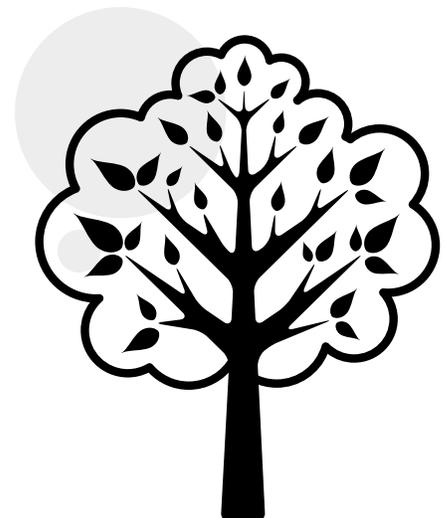
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## I. EXECUTIVE SUMMARY

THIS PAPER CONSIDERS NONCREDIT INSTRUCTION IN the California Community College System. Noncredit students pay no enrollment fees and normally receive no college credit or official course grades. State apportionment funding is provided for noncredit instruction in specified areas (see Appendix A). The paper identifies three related concepts: a state need for increased levels of education that noncredit instruction is well placed to supply, several changes that begin to facilitate that response, and additional changes that are needed to ensure success. The landscape for noncredit instruction has evolved dramatically since 2006 when the Academic Senate adopted *The Role of Noncredit in the California Community Colleges* and the Chancellor's Office Noncredit Alignment Project produced *A Learner-Centered Curriculum for All Students*. In passing SB361 in Fall 2006, the California Legislature opened the door to the potential of equitable funding for noncredit instruction. Curriculum regulations in Title 5 changed to permit local certificate programs in noncredit. The systemwide Basic Skills Initiative has recognized the important role noncredit programs can play in introducing more students to the wide range of programs and certificates available in California Community Colleges. But the promise of these efforts will remain unfulfilled until noncredit students, faculty, and programs receive equitable resources and levels of instruction and support comparable to their credit counterparts. Education is the American promise that we can do better; for noncredit instruction, the promise of doing better is more tangible than it has been in a long time; but much remains to be done. This paper establishes a roadmap to fulfill that promise to our most vulnerable students—those who receive the fewest resources and often need the most help in their educational journey.

The increasing interest in noncredit programs shown by the Academic Senate, the Chancellor's Office, the Legislature, and other professionals is not a coincidence. Several recent studies have focused on the rapid demographic changes and declining educational levels that are affecting California society and its economy. In response to these studies, noncredit programs join the renewed interest in basic skills success and adult learners as one way to provide the workers that the state requires. This paper will describe several legislative and policy developments to explain the link between noncredit history and current hopes for improved student success through enhanced funding, staffing, and academic integrity of programs.

The Academic Senate has long highlighted the research showing that there is an integral connection between an institutional commitment to providing quality instruction and the educational outcomes that students achieve. Among its statewide recommendations, the 2006 paper urged that attention be given to the equitable funding of noncredit programs, the number of full-time faculty who teach in them, and the conditions of employment that require higher faculty workloads with a direct consequence of reduced preparation and office time. The very structure of many programs guarantees that while noncredit students are often the most in need of individual help and support, they receive fewer interactions with faculty and support services than do their credit counterparts. While very modest progress has been made on this front, this paper will provide an agenda for continuing change and improvement that will enhance the overall academic integrity of noncredit programs. Without these additional changes the promise of the current developments cannot be fully realized.

## II. INTRODUCTION

THIS PAPER LAYS OUT THREE STRONGLY connected developments in the area of noncredit instruction in the California community colleges:

- Recent economic and demographic projections have identified a widespread state need for additional and better educated workers, in areas where noncredit instruction is well placed to respond;
- A variety of recent policy changes have already begun the process of implementing that response; and
- Other policy issues must still be addressed in order to realize the full potential of noncredit instruction—particularly the overall academic integrity of programs, to ensure that they provide noncredit students with levels and quality of instructional and support services that are comparable to those for credit students.

Noncredit instruction has provided a significant part of California community college instruction for many years; in fact, the roots of noncredit instruction (1856 in San Francisco) predate the earliest community college (1907 in Fresno). The Academic Senate has addressed issues regarding noncredit instruction in a number of resolutions and papers, most recently and substantively in the 2006 paper, *The Role of Noncredit in The California Community Colleges*. That paper introduced readers to the world of noncredit instruction, surveyed the status of noncredit instruction statewide, and examined a range of issues related to noncredit instruction. Its approach is primarily descriptive and generally makes the case for the value of noncredit programs. Building on the attention garnered for noncredit instruction by the 2006 paper and growing interest in noncredit, the Academic Senate passed resolution 13.03 in Fall 2007:

Whereas, The Academic Senate for California Community Colleges wrote a descriptive and foundational paper in 2006 called *The Role of Noncredit in the California Community Colleges* that was used to provide basic information about noncredit courses and programs; and

Whereas, There is a need for a follow-up paper, or series of papers, addressing quality standards and unique issues in noncredit instruction;

Resolved, That the Academic Senate for California Community Colleges produce a paper about current issues concerning noncredit courses and programs within the California Community College System.

This paper seeks to meet the mandate of that resolution. It builds on the 2006 paper and discusses a range of subsequent developments in the California economy and in noncredit instruction. It identifies recent changes and argues that additional changes are necessary to respond fully to the needs of students and the state. Its recommendations focus on a series of changes necessary to improve the academic integrity and the professional nature of all services provided to noncredit students—both in and out of the classroom. Many

of these proposed changes are long-standing Academic Senate positions first formally introduced by then Academic Senate President Kate Clark in a March 2005 Consultation Digest.<sup>1</sup>

Noncredit has attracted increased attention over the past few years. This paper discusses events since 2006 that illustrate how noncredit is indeed an increasingly central component of the multiple missions of the California community colleges. The passage of Senate Bill (SB) 361 in Fall 2006 introduced new variables into the world of noncredit instruction, and this paper considers several of those new possibilities. Increased apportionment funding for some aspects of noncredit has already changed how noncredit is viewed and the potential for closer integration with credit instruction. The creation of a new noncredit instructional category, “Career Development and College Preparation” (CDCP), has emphasized the vocational training and college preparation aspects of noncredit programs. The new and revised Title 5 curriculum regulations bring changes to noncredit standards, criteria, and processes. The accompanying *Program and Course Approval Handbook* (California Community Colleges, 2009), at some date in the future, will contain an extensive section on noncredit where there was little before.

Although initially not strongly related to noncredit instruction, the dialog around the Basic Skills Initiative that developed in 2006-07 has focused increased attention on noncredit basic skills as a pathway into community college credit instruction, and the Basic Skills Initiative has identified noncredit and K-12 adult education as areas for increased research and integration into basic skills instruction. Some noncredit issues lend themselves easily to exploring recommendations for change; others are so complex that neat and tidy solutions are not easy to develop. Rarely are there quick solutions for educational challenges, considering the current political and fiscal landscape, the long-term scarcity of funding for community college education, the daily struggles of our students and communities, the growing demand for accountability, and the search for how to provide accessible and meaningful education, vocational training, and lifelong learning for California’s citizens. Nevertheless, this paper will make new recommendations which, if implemented, will improve educational outcomes for both individual students and the California economy.

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<sup>1</sup> Task Force to Identify and Assess Issues Arising from Noncredit Recommendations Contained in the *System Office Recommendations on a New Approach to Community College Funding*, Consultation Council, March 8, 2005.

### III. STATE NEED—NONCREDIT RESPONSE

THIS SECTION IDENTIFIES CALIFORNIA'S GROWING NEED for educated citizens and workers and the ways in which the development of noncredit instruction over the years has produced community college programs that are well placed to respond to those needs.

#### THE NEED—ECONOMIC AND DEMOGRAPHIC

Since 2006 a variety of reports have focused attention on the educational and economic impacts of demographic changes that involve race, ethnicity and educational preparation throughout America, and specifically in California. The 2007 Educational Testing Service report *America's Perfect Storm* is one of the most cited reports on the forces that will impact our country: divergent skill distribution, a changing economy, and demographic trends. California is the "poster child" for the country's current economic, educational, and demographic trends. Predictions are dire. The report states:

If we are unable to substantially close the existing skills gaps among racial/ethnic groups and substantially boost the literacy levels of the population as a whole, demographic forces will result in a US population in 2030 with tens of millions of adults unable to meet the requirements of the new economy. Moreover, a substantial proportion of these adults will be members of disadvantaged minority groups who will likely consider themselves outside the economic mainstream. This is clearly not the preferable direction for the nation to be moving. (Educational Testing Service, 2007, p.24)

More specific to the situation in California is the series of reports from the Institute for Higher Education Leadership and Policy by Nancy Shulock and co-authors: *Rules of the Game*, *Beyond the Open Door*, *Invest in Success*, and *It Could Happen*. Whether or not one agrees with the recommendations from these reports, the recommendations are nevertheless based on several undeniable premises: that California's future economy is at risk from a shortage of educated workers, and that community colleges are the primary pathway to college education and upward mobility for many Californians.

#### THE RESPONSE—IMPROVED EDUCATIONAL OPPORTUNITIES

It is clear that noncredit programs in the community colleges and adult education in K-12 districts have a crucial role to play in these efforts to recruit, educate, and train the future workforce. In California there are approximately two million students enrolled in K-12 adult education and noncredit.<sup>2</sup> The role that both noncredit (through community colleges) and adult education (through K-12) play is becoming more critical as the California population becomes more diverse, with immigration bringing thousands of new residents who need English language skills, education, and job skills. The high school drop out rate is growing. Over 80% of students lack the basic skills to be college-ready, and fewer students are completing college degrees.

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<sup>2</sup> The K-12 adult education system annually serves approximately 1.2 million students and noncredit in the community college system serves approximately 800,000 students. The term "continuing education" is a generic term that both noncredit and adult education use on occasion. In this paper we will use "K-12 adult education" for clarity. (For a more extensive view of noncredit and K-12 adult education, refer to the history and explanations in the Academic Senate's 2006 paper on noncredit.)

Community colleges are aware of these needs and are taking steps to increase their ability to reach out and increase student success and promote transitions to college with energetic programs like the Basic Skills Initiative and Statewide Career Pathways: School to College Articulation.<sup>3</sup> Still, California needs more ways to bridge the gap for those thousands of adults who need a better job, who want more education, who want a better life for themselves and their families and yet are not able or ready to make that big step into the credit programs of community colleges and higher education. And to make that bridge successful, California needs to commit to resources and regulations sufficient to improve the instructional and support environment provided to noncredit students so that it becomes comparable to that experienced by credit students.

The value to the individual, their families, the community, and society as a whole is worth the investment from the state; it is even more critical now in light of reports like *America's Perfect Storm* as both noncredit and K-12 adult education can serve as a pathway to work, college, and a better life.

Offering noncredit instruction at a college can be advantageous to both credit and noncredit students: credit students often utilize noncredit to support their credit journey. In fact, statewide since 1992, approximately one in six credit students also took noncredit courses (figure excludes supervised tutoring).<sup>4</sup> Noncredit programs are an important portal to credit higher education, offering proximity and built-in linkages and transitions. However, even colleges that offer noncredit instruction find it difficult to develop sufficient collaboration, linkages, and articulation between noncredit and credit. Effectively connecting to K-12 adult education is an even greater challenge. Nevertheless, it is crucial that these opportunities be available as a seamless educational continuum for those adults who need such pathways to higher education and jobs. This challenge is daunting, as Nancy Shulock points out in *Beyond the Open Door*:

The job of educating California Community College students is not easy. Community colleges serve an incredibly diverse range of students, many of whom are under-prepared for college-level work, hold full-time jobs, provide financial support to their families, have limited English proficiency, come from disadvantaged families, or lack clear educational goals. Despite these challenges, the community colleges are expected to succeed in fulfilling a variety of vital missions with far less funding per student than what is provided to K-12 schools and the California State University (CSU) and the University of California (UC) systems. (Shulock, 2007a, p.1)

The task of educating and training students taking noncredit classes is perhaps the most challenging, as noncredit students are, as a whole, even less prepared than credit students and have greater work commitments and life responsibilities that can affect their path to student success. And ironically they receive fewer college resources because of lower state funding rates. This results in programs for noncredit students that lack adequate numbers of full-time faculty,<sup>5</sup> counselors, and student services. In general noncredit faculty teach more hours than their credit counterparts, resulting in reduced availability for class preparation, grading and student feedback, office hours, and program development. These are exactly the program characteristics

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<sup>3</sup> For more information on the Basic Skills Initiative, see <http://cccbsi.org/>, and see <http://www.statewidepathways.org/> for more information on Statewide Career Pathways.

<sup>4</sup> Data from Patrick Perry, Vice Chancellor Technology, Research and Information Systems, Chancellor's Office.

<sup>5</sup> In an Academic Senate survey carried out for *The Role of Noncredit in the California Community Colleges* it was discovered that approximately 95% of noncredit instruction is carried out by part-time faculty.

that research has shown to enhance student success.<sup>6</sup> It is time for community colleges to invest equitably in all their students by providing, at the least, equivalent instruction and services to credit and noncredit students alike.

Nationally, California has more categories of instruction in noncredit adult education than any other state. Yet California has ranked 45th nationwide per FTES funding because noncredit programs have been granted apportionment at a rate of 60 cents on the dollar.<sup>7</sup>

It is important to note that not all noncredit students recognize or even desire immediate, continued career/technical or further higher education as an identified goal. Noncredit programs can initially provide short-term employment training and career advancement. But for those who are ready, noncredit programs provide a crucial bridge to their future in higher education or high-skill, high-wage employment. As students gain confidence in their abilities, and as teachers and counselors encourage them to continue with their education, many students can begin to take the steps to make that leap to credit programs. The majority of noncredit students take classes to increase their literacy or basic skills, to get a high school diploma, pass the General Educational Development test (GED), to train for a new job or job advancement, and to become more proficient in English.

Even as noncredit programs meet these and other educational needs, they can also be the magnet to draw new adult learners into the community college system who might not otherwise think of themselves as college students or as able to access advanced vocational training. Sometimes it is a matter of bringing students to this realization and increasing their confidence as they become successful in their educational endeavors. This is where it is vital to have the encouragement and support of transitional programs to help students to make that leap. Noncredit basic skills, English as a Second Language (ESL), and Career Technical Education (CTE) are the noncredit programs from which students would be most likely to transition into credit programs.

Thousands of adults need a high school diploma: in California over half of the low-income households are headed by an adult lacking a high school diploma and over one million Californians between the ages of 18 and 25 lack this diploma (California Community Colleges, 2006, p.5). Although one does not need a high school diploma to enroll in a community college, students lacking one are more likely to also lack the basic skills to be college ready. Overall, workers who complete high school have better job prospects and earn higher wages than their counterparts who lack a diploma (Liming and Wolf, 2008, p.22). If more community colleges offered noncredit basic skills, including noncredit Adult High School Diploma programs to fill this gap, and designed pathways to support students transitioning into college credit programs, then a whole new cohort of residents and students might be served.

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<sup>6</sup> For one recent summary see Peter Schmidt's "Studies link use of part-time instructors to lower student success" in the November 6, 2008 *Chronicle of Higher Education*.

<sup>7</sup> *A Learner Centered Curriculum*, 2006, p. 6 (60 cents on the dollar compared to the apportionment rate for California's credit programs) FTES = Full Time Equivalent Student.

## IV. DEVELOPMENTS IN NONCREDIT EDUCATION

THIS SECTION CONSIDERS A VARIETY OF recent state-level policy changes in the funding and delivery of noncredit instruction in California's community colleges. As we shall see in Section V, the Academic Senate believes that additional changes are needed to successfully realize the full potential of these promising beginnings.

### THE ACADEMIC SENATE VIEWPOINT

The 2006 Academic Senate paper, *The Role of Noncredit in the California Community Colleges*, made a variety of recommendations for both state and local changes in noncredit programs. (See Appendix B for complete list).

These recommendations included:

- ▶ encouraging a stronger link between credit and noncredit programs, and better integrating the noncredit viewpoint, at both a local and a state level;
- ▶ encouraging the Chancellor's Office to pursue increased funding and increased numbers of full-time noncredit faculty; and
- ▶ encouraging the use of the local budget process to monitor the use of enhanced funds and promote full-time hiring.

As a result of the paper, the Academic Senate formed an ad hoc Noncredit Committee in 2007 to pursue these recommendations and to actively provide the noncredit perspective in other areas such as Title 5 revisions and the systemwide Basic Skills Initiative.

Since 2006 the Academic Senate has passed several additional resolutions regarding the use of noncredit funds and the need to address broad issues of academic integrity so that noncredit programs provide their students with instructional and support services comparable to those for credit students. (See Appendix C for a complete list.) The Academic Senate continues to work towards implementation of the changes proposed in the March 2005 Consultation Digest mentioned in Section II.

### THE CHANCELLOR'S OFFICE VIEWPOINT

The Chancellor's Office has also paid increased attention to noncredit instruction and featured it prominently in the *System Strategic Plan* (CCCCO, 2006b) adopted by the Board of Governors in 2006.

In 2005 the Chancellor's Office undertook a study on noncredit instruction, *Noncredit Instruction—A Portal to the Future* (CCCCO, 2005b). The subsequent Noncredit Alignment Project's goal was to examine potential strategies in which closer coordination of noncredit and credit programs, especially in noncredit career-technical and transfer education, could provide educational opportunities to underserved adults who often face many barriers to becoming college ready, transitioning to college, and increasing their job skills. The project's work was released in October 2006 as *A Learner-Centered Curriculum for All Students: The Report of the Noncredit Alignment Project* (CCCCO, 2006a). The report has three sections: the first section is a review of the history and data about noncredit instruction as well as recommendations to provide a framework to

strengthen noncredit instruction, to build system awareness and capacity, and to promote the alignment and integration of noncredit with credit where appropriate; the second section is “Noncredit at a Glance,” which provides expanded curriculum and course approval guidelines for colleges in each of the noncredit instructional areas; the third section is an “Annotated Review of the Literature” on noncredit instruction. Overall the report recognizes noncredit instruction as a central part of the California Community College mission.<sup>8</sup> Subsequently, discussions in the System Advisory Committee on Curriculum (SACC) and an extensive review of Title 5 regulations by the Chancellor’s Office resulted in several strengthened and clarified standards for noncredit, (see Title 5 section below).

### **THE LEGISLATIVE VIEWPOINT**

In 2006, the California Legislature was also interested in noncredit instruction and then-Senator Jack Scott’s community college funding reform bill, SB361, contained funding changes that have had a significant effect on noncredit instruction.

One primary purpose of the bill was “equalization,” a process intended to provide new apportionment funding for low-funded districts to compensate for differential per-student funding that was the legacy of the property tax initiative, Proposition 13, in 1978. Though SB361 was not initially drafted with “noncredit equalization” as a primary goal, increased funding for at least a part of noncredit instruction became part of the package of funding changes. An early recommendation from the budget workgroup was to divide noncredit areas into two funding tiers and eventually bring the higher tier into equal funding with credit through four yearly augmentations (CCLC, 2004). The two tier concept was controversial because it reduced the funding discrepancy for some areas but perpetuated it for others.

The adopted legislation did include two tiers in the shape of a new prioritization and new funding category (see A New Funding Category—CDCP on the next page). Thus far, only one year of augmented funding has been provided. This created its own new set of challenges for noncredit programs. There are concerns by many in the noncredit field that the noncredit areas in the lower-funded tier, including Older Adults; Parenting; Family and Consumer Science; Health and Safety; and Education Programs for Students with Disabilities (see Appendix A for the complete list of noncredit areas), could be thought of as less valuable, leaving them vulnerable to downsizing, cancellation, or transformation into fee-based community service offerings and creating a consequent reduction in services to certain groups of students.<sup>9</sup>

As SB361 was taking its final shape, the Academic Senate adopted several resolutions that spoke to the issue of noncredit funding receiving parity with credit funding and the ongoing disparity of services provided to students in the different areas as a result of differential funding levels, (see Appendix C).

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<sup>8</sup> These documents are also available on the Academic Senate Noncredit Committee webpage at <http://www.asccc.org/ExecCom/Committees/NonCredit.htm>

<sup>9</sup> The value to society of the noncredit programs in the lower tier may not be fully recognized. An example is the benefits of the Older Adults program. There has been much discussion about how the mental and physical health benefits to older adults who actively participate in older adult classes is actually an investment and saves the state money in health care. Also with the huge numbers of baby boomers “retiring”, or likely moving on to their next venture or career, there is a huge need to provide continuing educational opportunities for a generation that is unlike any previous generation in their ability to contribute to society longer.

### **A NEW FUNDING CATEGORY—CDCP**

Prior to the passage of SB361, all noncredit instruction apportionment was funded by the state at the same level, approximately 56% of that given for credit instruction. The funding rate increases initially proposed by SB361, per Full Time Equivalent Student (FTES), brought credit to \$4,367, enhanced funded noncredit to \$3,092, and remaining noncredit to \$2,626. However, for political and financial reasons, by the time the final version of SB361 was signed by the Governor, the concept of enhanced funding for noncredit had evolved into some new funding and a new noncredit instructional category called “Career Development and College Preparation” (CDCP). This more clearly described the intention that the increased resources should target students whose goals are career development or college preparation.

Implementation of the new funding has proved complicated, (see Section V for some examples), with interim Title 5 regulations adopted in January 2007 and permanent regulations adopted in July 2007.<sup>10</sup>

### **THE BASIC SKILLS INITIATIVE AND BEYOND**

Another significant recent development in the California community college system has been the Basic Skills Initiative. The Basic Skills Initiative has roots in both the development of the System Strategic Plan and the Board of Governors’ adoption of the Academic Senate recommendation to raise graduation requirements in English and mathematics. Both initiatives led to heightened awareness of the very high numbers of students who do not progress successfully through sequences of developmental courses to meet the goal of certificate or degree completion or successful transfer. The response to this enormous challenge has been four consecutive grants with the fourth beginning in January 2009. All four grants include both professional development funds and implementation funds for colleges.

The first grant funded the development of *Basic Skills as a Foundation for Student Success in California Community Colleges*, a review of existing literature that describes data-driven effective practices in developmental education. The second grant included a professional development component that involved the Academic Senate and faculty-administrator collaboration in providing peer-to-peer training on those research results at twenty regional meetings throughout the state from May through October of 2007.

The third grant most directly involves noncredit faculty and programs. One of the five major objectives of this grant was to “Assist colleges in developing specific strategies/ways to meet the needs of diverse students and students transitioning from high school, K-12 adult education, and noncredit”(Academic Senate for California Colleges, 2008a, p.4). A focus group paper on promising practices in basic skills and noncredit has resulted from this objective and is available as a resource on the Academic Senate Basic Skills website (Academic Senate for California Colleges, 2009). Once again, the idea of aligning or formalizing the opportunity for students to progress seamlessly through multiple pathways from one institution to another (regular high school or adult education to community college) or from one segment within a community college to another (noncredit to credit) characterizes this initiative.

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<sup>10</sup> The discussion at that time was that the legislature could clarify the language with some “clean-up language” during the 07-08 year. During the 2007-08 legislative year, this did not happen.

## TITLE 5: NEW AND REVISED NONCREDIT REGULATIONS

As described in the Academic Senate's 2006 paper, noncredit instruction has been precisely defined in Education Code and Title 5 regulation in some areas of definitions and standards, yet regulation has been flexible or even silent in other areas. In common with credit faculty, noncredit faculty have been working since 2006 to stay abreast of changes to Title 5 regulations that affect their students. There is some concern in the noncredit field that revising noncredit regulations in ways that make sense for credit students and programs may create new obstacles for noncredit students. The basic structure and routine of credit programs is so deeply established in collegiate culture that credit faculty learning about noncredit programs for the very first time are astonished at how different noncredit programs are with regard to the regulations that structure noncredit instruction. For example, although there are many similarities, there are also some differences in the curriculum guidelines that govern review and approval of noncredit courses compared to those that govern credit courses.<sup>11</sup> There is a concern that some changes to Title 5 regulations have the potential to inflict unintended consequences on noncredit students and programs simply because the programs are less familiar to many people. A good example is defining what it means to repeat a noncredit course, and how many repetitions should be permitted. The open entry/open exit nature of many noncredit courses means that course completion (and hence repetition) looks very different from a credit course. Many noncredit students enroll several times before completing the total number of hours required for a single class. Other new and revised Title 5 sections have provided clarity and continuity that was much needed (CCCCO, 2009).

All of these recent developments recognize noncredit programs as a crucial point of entry into the educational and career opportunities afforded by community college credit programs. Each of them, however, provides ongoing challenges (for example: ensuring more effective student transitions, continued differential funding, the need for better integration of instruction and support) that noncredit programs and faculty are not yet fully empowered to address. Adequate funding and full-time faculty and student services are critically needed to empower noncredit faculty to meet these challenges and to provide equity to noncredit students in areas long taken for granted in the credit arena. In the next section of this paper, we examine those needs in greater detail.

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<sup>11</sup> Noncredit courses receive substantial attention in the Academic Senate's Spring 2008 paper, *The Course Outline of Record: A Curriculum Reference Guide*.

## V. REALIZING THE FULL POTENTIAL: ACADEMIC INTEGRITY

If noncredit instruction is going to help meet the need of adult learners in California, it is time to provide noncredit students, faculty, and programs with resources that permit the same level of instruction and support enjoyed by credit students. Current funding for noncredit programs is inadequate (despite improvement provided by SB361), staffing levels of full-time faculty are even more inadequate, student support services are missing or minimal, faculty workload expectations discourage effective class preparation and monitoring of student work let alone impromptu interactions, faculty struggle to participate in program development and local governance, and peer review as provided through Education Coed, Title 5, program review or accreditation is not always adequate. In this section we examine some specific problem areas and suggest possible solutions to ensure that noncredit programs can offer their students the same academic integrity as credit programs by providing comparable levels and quality of instructional and support services.

### FUNDING

#### Current Situation

The inequitable treatment of noncredit students and programs is immediately evident in the differential apportionment funding provided for noncredit enrollment. And the operational implications of this differential funding result in inferior services for noncredit students in a variety of ways. Noncredit enrollments have a long history of being funded at a level substantially below that of credit instruction although prior to implementation of the 1981 Behr Commission report they received equal funding. SB361 has partially closed the gap for some noncredit courses, but it has not embraced the original proposal to fully equalize noncredit funding over time. Some might argue that the recently increased level of funding should make it attractive for colleges to embrace noncredit programs (at least those with the potential for CDCP funding). However, one of the clear observations in *Basic Skills as a Foundation for Student Success in California Community Colleges* is that achieving success for developmental students requires a commitment to provide a rich range of both classroom and student support services. These services are not inexpensive. It is time to revive the proposal for equal funding that was considered by the CCLC-CBO Budget Workgroup (Community College League of California—Chief Business Officers) in 2004. This would allow noncredit students and programs to fulfill their potential to provide the state with better trained workers, and credit programs with better prepared students.

A number of noncredit students have special needs as developmental students or English language learners. This can produce an additional need for services to help such students to succeed. Many colleges already struggle to staff their credit developmental classrooms with full-time faculty. It would be unfortunate for colleges to seek additional lower-funded noncredit students solely out of fear that declining rates of high school graduates will leave the college under-enrolled. Colleges must balance the real need for financial stability with a commitment to the educational needs of all their students. Demographic projections that California's future holds a declining number of high school graduates ready to enter the community colleges mean that the colleges need to realistically look towards serving the adult learners of all ages in their communities that increasingly need college education and job training.

An additional challenge facing noncredit programs is securing a “fair” share of local general fund income. Noncredit programs are not categorically funded and are paid for with a part of the general fund revenue a district receives. The allocation of general fund expenditures is a purely local decision; thus there is wide statewide variation in what districts decide to allocate to their noncredit programs. Since SB361 CDCP funding is also general fund revenue, it is a local decision whether that revenue is spent on noncredit programs.<sup>12</sup> However, even though the enhanced funding is not categorical, there are clearly assumptions regarding its use implicit in the accountability measures used to track student outcomes in CDCP courses. Currently these outcomes are based on student achievement of the CDCP certificates, how many students transition to credit, and wage increases after taking CDCP classes. Thus it would appear that there was legislative intent, or desire (but no legislative mandate), for an appropriate amount of the additional noncredit funding to be used in support of noncredit programs. Given the significant needs of noncredit programs, it is essential that districts commit to such an allocation of funds.

In addition to the overall inadequate level of funding for noncredit programs, the very creation of CDCP funds introduced some new challenges. One such challenge was the requirement that noncredit classes must be grouped into “sequences of two or more courses,” effectively creating new local certificate programs with little recognition or standardized meaning. Another was the obvious danger of reduction of both instruction and services to students served by noncredit programs that do not receive the increased funding—for example older adults or adults with disabilities.

In the absence of adequate funding, it is difficult to see noncredit programs successfully responding to the challenge described in *America’s Perfect Storm* and being able to play the role hoped for by the Noncredit Alignment Project, SB361, or the Basic Skills Initiative.

### **Recommendations for Improvement**

Increase statewide noncredit funding to an equitable level that allows the provision of comparable instruction and support services to both credit and noncredit students. At the same time, establish regulations to ensure that an appropriate amount of such additional funds are actually used to deliver instruction and support services to noncredit students. It would also be important for colleges and local senates to examine their general fund allocation process and support equity for their noncredit students. Colleges should also ensure that their curriculum and enrollment management processes give careful consideration to the appropriate mix of class offerings and the creation of course sequences.

## **FULL-TIME FACULTY**

### **Current Situation**

The extremely low ratio of full-time to part-time faculty is perhaps the most glaring symbol of the inferior status accorded noncredit programs by some funding and policy makers. The Senate has long cited research showing that full-time faculty are the best investment a college can make in its students’ success and showing correlation between instruction by full-time faculty and measures such as student completion and

<sup>12</sup> Notice that this is a standard feature of California community college budgeting and affects credit programs in a similar way. General funds are not required to be spent in the same area that “generated” the revenue in the apportionment formulas.

graduation.<sup>13</sup> While part-time faculty are often excellent classroom teachers, promoting long-term student success means providing faculty who are available to students outside of the classroom and for program assessment and development. Full-time faculty identify with, commit to, and serve their colleges, their programs, and their students in ways that cannot be expected of part-time faculty. An absence of full-time faculty is likely to mean that there is no meaningful faculty voice to advocate for noncredit students and programs and that faculty responsibilities such as curriculum development are carried out by program staff or administrators. In AB1725, the legislature set 75% of hours taught as the goal for the percentage of credit instruction to be provided by full-time faculty. There is no corresponding goal for noncredit instruction. The Senate has never disputed the idea that exigencies like enrollment fluctuation and the need for faculty with current expertise in technical fields create the need for institutions to employ part-time faculty in certain areas. However, the current 5% figure for the percentage of noncredit instruction taught by full-time faculty goes far beyond any justifiable need for flexibility. Many of the problems and solutions identified here echo the conclusions and recommendations in the Academic Senate's 2002 paper on the use of part-time faculty in general, *Part-Time Faculty: A Principled Perspective*. However, they take on a new urgency in the noncredit area, given its much higher use of part-time faculty and the complete lack of regulation or goals for improvement.

Few districts have reached the 75% goal for credit instruction. The average for districts across the state has decreased in recent years and is now below 60%. Many districts are below 50%. From the perspective of full-time noncredit faculty, however, the circumstances of full-time **credit** faculty look remarkably good. A survey conducted for the Academic Senate's 2006 noncredit paper determined that statewide full-time faculty provide only 5% of noncredit instruction; this means, of course, that the level is even lower at many colleges, and in some colleges noncredit is taught entirely by part-time faculty. Since districts are reimbursed at a lower level for noncredit instruction, some administrators may reason that the institution cannot support full-time noncredit faculty. As mentioned above, such decisions affecting the academic integrity of a program are made in the local budget allocation process and should not be based exclusively on economic grounds. (Colleges would not commit to many high-cost career and technical programs were the reimbursement for such programs the sole criteria for offering them.) Enhanced funding for CDCP and the prospect of increased funding for noncredit in the future will hopefully provide some incentive to hire more full-time noncredit faculty, but probably not without concerted attention to this area.

### **Recommendations for Improvement**

The Academic Senate should work with the Chancellor's Office to establish both interim and final goals for a noncredit full-time to part-time faculty ratio—perhaps by amending regulations to mandate that a portion of any additional noncredit funds be used to hire additional full-time noncredit faculty.

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<sup>13</sup> For a recent summary of the benefits students receive from interactions with full-time faculty see "Academic Excellence: Why California's Community Colleges Need the 75/25 Full-Time Faculty Standard" in the Academic Senate's September 2008 *Rostrum*. See also Peter Schmidt's "Studies link use of part-time instructors to lower student success" in the November 6, 2008 *Chronicle of Higher Education*.

## FACULTY WORKLOAD

### Current Situation

While working conditions are not generally under the purview of the Academic Senate, the circumstances in which noncredit instruction takes place raise significant concerns about the broader quality of instruction being provided to students. Despite the excellence of individual instructors, the overall academic environment for noncredit students is deficient in several ways because of the direct effects of faculty workload. Full-time noncredit faculty are generally, but not always, on the same salary schedule as their full-time counterparts. However, they almost always have a higher workload in terms of direct classroom contact hours.<sup>14</sup> This is particularly pernicious because the automatic, underlying assumption behind teaching more classroom hours is that noncredit faculty do not need time to prepare for class, or to evaluate and respond to student work, or to provide feedback in the broader ways cited above as important to student success. In certain specific classes this assumption may be valid, but often it is not, and the calculation of appropriate faculty load needs to be undertaken with much more care. In addition, part-time noncredit faculty are often paid on a lower salary scale than their part-time credit counterparts, which can create higher turnover as well as difficulty recruiting talented faculty. Noncredit salary schedules should be based on instructor qualifications and experience, as they are in credit; a lower schedule solely because the class is noncredit should be avoided.

In part because noncredit instruction is often based on a fundamentally different enrollment model (open entry/open exit), faculty often do not have the same student population from the beginning to the end of the class, and student work performed outside of class—a Title 5 requirement in degree applicable credit instruction—is treated differently in noncredit instruction. These factors combine to require appreciably more contact hours for noncredit faculty than would be required of a credit faculty member teaching the same load. More time spent in the classroom by individual faculty members means less time available to prepare for class, assign and evaluate student homework assignments, or participate in program planning, development, or assessment. Most noncredit faculty—in part because of the heavy use of part-time faculty—also have fewer available facilities and fewer requirements to make office hours available to students.

Increased workload also makes it more difficult for noncredit faculty to involve themselves in the academic and professional life of their colleges even when they wish to do so. While credit faculty sometimes question the burden imposed by institutional service when half to a third of faculty are part-time<sup>15</sup>, the burden of institutional service is much heavier on full-time noncredit faculty, who comprise less than 5% of the faculty in noncredit instruction.

All of these problems are exacerbated under compressed calendars. While matching credit and noncredit calendars can facilitate student transitions, noncredit programs should seriously consider the potential detrimental effects on their programs of any decision to change the calendar without first resolving the issues of excessive faculty load.

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<sup>14</sup> Load is locally negotiated. A representative credit load is 15 contact hours/week; in noncredit, for example North Orange, Marin, San Francisco and San Diego are all 25, Rancho Santiago is 20, and MiraCosta is an unusually low 18. See *The Role of Noncredit in the California Community Colleges*, p. 29 for additional data.

<sup>15</sup> See Chancellor's Office Full-Time Faculty Obligation reports available at <http://www.cccco.edu/SystemOffice/Divisions/FinanceFacilities/FiscalServices/FiscalStandardsInformation/FullTimeFacultyObligation/tabid/341/Default.aspx>

### **Recommendations for Improvement**

Local academic senates and bargaining agents should collaborate to ensure that equitable working conditions for noncredit faculty are used to provide equitable services to noncredit students. This may require a careful examination of faculty workload and salary schedules to provide comparable services to students and comparable compensation to faculty. CDCP noncredit funds should be used if available.

## **EFFECTIVE PARTICIPATION IN GOVERNANCE**

### **Current Situation**

The enormous over-reliance on part-time noncredit faculty also raises significant problems for effective participation of noncredit faculty in governance. Since both “Educational program development” and “Standards or policies regarding student preparation and success” are collegial consultation areas in which governing boards and faculty senates must cooperate, the lack of full-time noncredit faculty available within a college means that local senates lack faculty expertise in an area in which they themselves must act as expert advisors to their governing boards. This clearly has undesirable consequences for the quality of program development, curriculum development, practices supporting student success, the ability of the local senate to create educational policy, and ultimately the quality of noncredit instructional programs.

### **Recommendations for Improvement**

Increased numbers of noncredit full-time faculty and workloads that include institutional service should provide the ability for noncredit faculty to participate in governance and program development in a comparable manner to credit faculty. Local academic senates should encourage the inclusion of noncredit faculty in governance.

## **NONCREDIT STUDENT SERVICES, ASSESSMENT AND MATRICULATION**

### **Current Situation**

The challenge of providing effective counseling and other out-of-classroom student services to noncredit students is equally daunting, with numerous issues. The funding formula for noncredit matriculation is different than for credit matriculation and is not equitable. In part this inequity is due to differences in the allocation formulas. In addition, there is no guarantee for on-going noncredit matriculation funding in a way comparable to credit. Moreover, noncredit matriculation funds can only be spent on students in six of the noncredit areas.

Additionally, where credit counselors can rely on assessment placement testing, formal enrollments, and student education plans to counsel and guide students, the noncredit student is often a moving target. One primary task of a counselor is to help students reach their academic goals, but the noncredit student is in a program designed to meet the needs of students who may not have identified or cannot make regular progress toward either identifying or meeting a long term goal. Despite this additional difficulty, noncredit students generally receive fewer counseling services than their credit counterparts. To achieve significant student success in noncredit programs, colleges will need to commit resources to dedicated counselors or counselors with significant experience in working with noncredit students.

Financial resources are necessary not only for noncredit programs and to hire teachers and counselors, but noncredit students themselves may need greater financial support. In spite of the fact that noncredit programs do not have enrollment fees as credit programs do, the noncredit student still may face all the other financial hurdles that can be a barrier for educational participation and progress: the need to work full-time, transportation costs, child care expenses, class textbook and supplies costs. Recent research shows that too much outside work has a significant negative impact on student grades (Shulock, 2007a, p. 14). Yet few noncredit students receive financial aid. The main reason is that to be eligible for financial aid noncredit students must be enrolled in a program with a minimum of 600 hours and the program itself must complete a lengthy approval process. Few noncredit programs meet those requirements with, for example, short-term training and CTE programs typically having fewer hours. Mechanisms to increase the amount of financial aid available to noncredit students should be explored.

Finally, some colleges have local policies that exclude noncredit students from many of the services (for example, access to library or tutoring services, or even student ID cards) that credit students take for granted.

### **Recommendations for Improvement**

Use noncredit matriculation categorical/restricted funds to provide noncredit students with counseling and other student services equivalent to those provided to credit students. Work with the Chancellor's Office to provide equity in the detailed formulas for noncredit matriculation funding. Local academic senates should ensure that noncredit students are eligible for other basic college services, such as library access, in the same way as credit students.

## **ATTENDANCE ACCOUNTING**

### **Current Situation**

One of the areas where noncredit instruction most varies from credit instruction is in attendance accounting patterns. This affects both the educational relationship between teacher and student, and the funding of noncredit programs. Credit instruction is largely designed around the unit of a complete academic term and the assumption that the student will participate for the entire term. In contrast, noncredit instruction frequently uses the open entry-open exit format where students come and go throughout the term. This creates a very different educational philosophy as students may complete a short-term goal and leave. Both credit and noncredit faculty are aware that student attendance varies as students are often pulled from class attendance for a wide variety of lifestyle reasons—jobs, family responsibilities, health and other matters.

However, in noncredit, this can have a significant impact on program funding because almost all noncredit apportionment is calculated only on a positive attendance model, which means that colleges are only funded for the hours during which students actually attend class. In contrast, credit courses can be funded using a variety of models (full-term census is the most common). There are numerous problems with positive attendance being used for almost all noncredit funding. More options are needed. For example, this limitation makes it difficult for faculty to develop programs with long-term educational potential which don't lend themselves to immediate positive attendance. As another example, despite recent regulation changes, it remains difficult to offer noncredit courses via most distance education modes. Some colleges have recently

experienced increased retention by creating “managed enrollment” noncredit classes where students who are able to commit to a more structured schedule and attendance take intensive six to nine week classes.

### **Recommendations for Improvement**

Investigate whether a regulatory change could provide noncredit attendance accounting options in addition to positive attendance in a manner similar to those available for credit courses. Care should be taken to add possible mechanisms and **not** to constrain the flexibility of noncredit programs to offer open entry/open exit and other modes of instruction useful to a wide variety of student needs.

## **PROGRAM REVIEW**

### **Current Situation**

A valuable source of internal guidance to faculty and programs is the program review, planning and budget cycle that has become more integrated in recent years due to the requirements of accreditation. Because noncredit programs often reside in a different part of the institutional structure, they may not be effectively included in the college program review processes enjoyed by credit instruction and student services. And even where noncredit programs do undergo program review, they often lack an appropriate number of full-time noncredit faculty to fully participate in the process. This can result in a loss of important feedback both for the programs themselves and for their relationships with the rest of the college. In addition many of the newly designated CDCP programs contain short-term vocational offerings where regular program review is required. Program review is the ideal mechanism to collect data and document the value to students of a well planned noncredit program, and the local need for many of the recommendations contained in this paper.

### **Recommendations for Improvement**

Colleges should ensure that their noncredit programs are subject to regular program review, planning and budget cycles using processes and standards that are comparable to those for credit instruction and student services, that include appropriate noncredit faculty input, and that promote integration with the college as a whole.

## **ACCREDITATION STANDARDS**

### **Current Situation**

Another valuable source of guidance to faculty, programs, and colleges about how they might better fulfill their mission comes from accreditation peer review. But because noncredit programs are so different from credit programs, they may not always be effectively included in accreditation visits by the Accrediting Commission for Community and Junior College (ACCJC). Although ACCJC standards treat a very wide variety of student populations—transfer, terminal associate degree seeker, vocational students seeking skill certification, international students and domestic students studying abroad—the ACCJC accreditation standards do not necessarily address the unique features of noncredit instruction at a college, or provide standards that can support noncredit program improvement. Better integration of both the noncredit

programs and their accreditation process with the rest of the college could result in improved outcomes for all concerned.

Two centers have chosen a different accreditation mechanism because they provide noncredit instruction as a separate institution in their district and not under the auspices of a college. San Diego Continuing Education and North Orange Continuing Education are separately accredited by the Adult Schools division of the Western Association of Schools and Colleges (WASC), which also accredits K-12 adult education schools. There are potential benefits to being a separate entity and not part of a college, but a potential drawback of this process is an inappropriate alignment with K-12 structures and methods that might make integration with the rest of the college or district more difficult.

### **Recommendations for Improvement**

Colleges should ensure that their noncredit programs receive effective inclusion in the self-study for accreditation, preferably in a way that promotes integration with other programs. Investigate the development of WASC-ACCJC guidelines for effective inclusion of noncredit programs in a college accreditation, whether they are organizationally part of a college or are a separate institution in a district.

## **ACCOUNTABILITY**

### **Current Situation**

Along with all other areas of the California Community College System, noncredit programs must respond to requests from accreditors and legislators to effectively demonstrate accountability for student success. The extreme range of student and state goals for noncredit means that particular care must be taken to design measures of success that are not overly narrow or simplistic.

If promoting increased noncredit-to-credit integration implies a bifurcation of noncredit courses and programs, then SB361 makes that division explicit with the two tiers of funding in noncredit. Along with the higher funding came increased scrutiny and accountability expectations. Most faculty are aware that teachers at all levels, from preschool to advanced professional schools, are being asked to meet ever increasing levels of “accountability.” While many faculty argue that articulating Student Learning Outcomes (SLOs) should be an assumed aspect of effective teaching, others fear the imposition of externally imposed and un-validated standards into classrooms where the external developer of intended “outcomes” has modest expertise, if any at all. Noncredit programs have not been immune from these pressures and the challenges of training part-time faculty who teach 95% of noncredit courses, on developing and measuring SLOs based on appropriate assessment measures is challenging, to say the least. The accountability measures being developed for noncredit outcomes bring new uncertainty to whether these outcomes truly reflect the variety and value of noncredit student success. To conduct the research necessary to document the effectiveness of the increased funding, noncredit measures were recently added to the systemwide Accountability Reporting for Community Colleges (ARCC).<sup>16</sup> It is paramount that any accountability outcomes ultimately adopted

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<sup>16</sup> One of the results of the passage of SB361 was the addition of noncredit data elements into the ARCC reports for system accountability.

for noncredit student success be appropriate and realistic for the unique and varied characteristics of both noncredit students themselves and their definitions of success.

Beginning with SB361, state budgeting regulations make a distinction between “rigorous” (CDCP) and the “rest” of noncredit instruction. To some this gave the false impression that the different instructional delivery systems of noncredit—flexibility, open entry-open exit and repeatability were educationally unsound. In fact they are tailored to the needs of the student. However, they could be made more successful by the implementation of this paper’s recommendations regarding professional standards and academic integrity.

### **Recommendations for Improvement**

All bodies responsible for the design of accountability measures—including legislators, accreditors, the Chancellor’s Office and local colleges—must ensure that proposed measures are sufficiently varied and flexible to capture the enormous range of “success” in noncredit programs and to avoid flawed comparisons with credit programs.

## VI. CONCLUSION

THE LANDSCAPE FOR NONCREDIT HAS EVOLVED dramatically since the Academic Senate adopted its 2006 paper, *The Role of Noncredit in the California Community Colleges*. Noncredit programs have received attention and direction from the Chancellor's Office via the Noncredit Alignment Project and from the California legislature via SB361. New funding mechanisms have at least opened the door to the *potential* of equitable funding for noncredit instruction. Title 5 includes new and revised curriculum regulations for noncredit courses. The Basic Skills Initiative has recognized the important role noncredit programs can play in introducing more prospective students to the wide range of credit programs and certificates available in California community colleges.

The state has identified a clear need for increased and better educational pathways from the K-12 system through higher education, for young and adult learners alike. The desired result is a better skilled workforce and a more educated citizenry. All of the recent changes described above provide a good beginning. However, the promise of each of these efforts will remain unfulfilled until noncredit students, faculty and programs receive equitable funding and professional recognition on their campuses. Potential solutions have been identified in this paper. Education is the American promise that *we can do better*, and for noncredit, the promise of doing better is more tangible than it has been in a long time. It is long past time to provide equitable education to our noncredit students.

## VII. RECOMMENDATIONS

The Academic Senate for California Community Colleges makes the following new recommendations to ensure that the noncredit changes of the last two years achieve their full potential. They will secure momentum towards equity for noncredit students and implement the solutions described in this paper. Their implementation will require concerted state and local action. The recommendations of the 2006 paper, *The Role of Noncredit in the California Community Colleges* remain relevant today and are contained in Appendix B.

### ON A STATEWIDE LEVEL:

1. The Academic Senate should work with the Chancellor's Office to seek continued enhancement to FTES funding in noncredit programs to remedy the inequitable disparity between noncredit and credit funding, without taking away from the current level of credit funding.
2. The Academic Senate should work with the Chancellor's Office to expand the range of attendance accounting options available to noncredit programs.
3. The Academic Senate should work with the Chancellor's Office to establish regulations or guidelines to ensure that noncredit CDCP funds are expended in areas that will improve instruction and support services to noncredit students and will allow full participation of noncredit faculty in governance and program development.
4. The Academic Senate should work with the Chancellor's Office to establish both interim and final goals for a noncredit full-time to part-time faculty ratio—perhaps by amending regulations to mandate that a portion of any additional noncredit funds be used to hire additional full-time noncredit faculty.
5. The Academic Senate should work with statewide collective bargaining representatives to promote changes in faculty working conditions that would provide equitable instruction and support services to noncredit students and equitable compensation to faculty.
6. The Academic Senate should work with noncredit faculty and local senates to develop guidelines to facilitate the consistent development of SB361 compliant certificate patterns.
7. The Academic Senate should work with noncredit faculty in ESL and basic skills and credit faculty who teach developmental or ESL courses to better align noncredit basic skills instruction and student support services.
8. The Academic Senate should work with the Western Association of Schools and Colleges (WASC) and the Accrediting Commission for Community and Junior Colleges (ACCJC) to ensure that noncredit programs are appropriately evaluated as an integrated part of their institution.

**ON A LOCAL LEVEL:**

1. Local senates should rely on their Title 5 authority in budget processes to ensure that noncredit CDCP funding is allocated in ways that support equitable instruction and support services for noncredit students, faculty and programs.
2. Local senates should support and encourage the hiring of additional full-time noncredit faculty.
3. Local senates should collaborate with their local bargaining agents to ensure that working conditions for noncredit faculty are comparable to those for credit faculty and provide opportunities for preparation, feedback to students and participation in institutional governance activities that will result in equitable services for noncredit students and equitable compensation for noncredit faculty.
4. Local senates should facilitate college-wide participation in governance and program development by noncredit faculty.
5. Local senates and curriculum committees should carefully review the patterns of courses developed to comply with the new “sequence” and “certificate” requirements in SB361.
6. Local senates should ensure that noncredit program review, planning and budget processes and standards are comparable to those for credit instruction and student services, and that they promote integration with the college as a whole.
7. Local senates should seek to include noncredit programs, as appropriate, in self studies prepared for ACCJC or WASC visiting teams.

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## **IX. APPENDICES**

## APPENDIX A. AUTHORIZED AREAS—COMMUNITY COLLEGE NONCREDIT AND K-12 ADULT EDUCATION

Areas authorized for funding as community college noncredit are specified in Education Code §84757:

**84757.** (a) For purposes of this chapter, the following noncredit courses and classes shall be eligible for funding:

- (1) Parenting, including parent cooperative preschools, classes in child growth and development and parent-child relationships.
- (2) Elementary and secondary basic skills and other courses and classes such as remedial academic courses or classes in reading, mathematics, and language arts.
- (3) English as a second language.
- (4) Classes and courses for immigrants eligible for educational services in citizenship, English as a second language, and work force preparation classes in the basic skills of speaking, listening, reading, writing, mathematics, decision-making and problem solving skills, and other classes required for preparation to participate in job-specific technical training.
- (5) **Education** programs for persons with substantial disabilities.
- (6) Short-term vocational programs with high employment potential.
- (7) **Education** programs for older adults.
- (8) **Education** programs for home economics.
- (9) Health and safety **education**.

Recent revisions (2008) have been made to the Title 5 regulations that implement this area of Education Code. The current regulation reads:

§ 58160. Noncredit Course Funding

- (a) In order to be eligible to be claimed for state apportionment, a noncredit course must be approved pursuant to sections 55002 and 55150 and fall into one of the following statutory categories:
  - (1) elementary and secondary basic skills courses and other courses such as remedial academic courses in reading, mathematics, and language arts;
  - (2) courses in English as a second language, including vocational English as a second Language;
  - (3) short-term vocational courses and programs with high employment potential;
  - (4) workforce preparation courses in the basic skills of speaking, listening, reading, writing, mathematics, decision making, problem solving skills, and other courses required for preparation to participate in job-specific technical training

- (5) courses in citizenship for immigrants;
- (6) parenting, including parent cooperative preschools, courses in child growth and development and parent-child relationships;
- (7) courses and programs for persons with substantial disabilities;
- (8) courses and programs for older adults;
- (9) courses and programs in home economics; and
- (10) courses in health and safety education.

Areas authorized for funding as K-12 adult education are specified in Education Code §41976:

**41976.** (a) For purposes of this chapter, the following classes and courses are authorized to be offered by school districts and county superintendents of schools for apportionment purposes from the adult **education** fund:

- (1) Adult programs in parenting, including parent cooperative preschools, and classes in child growth and development, parent-child relationships, and parenting.
- (2) Adult programs in elementary and secondary basic skills and other courses and classes required for the high school diploma. Apportionments for these courses and classes may only be generated by students who do not possess a high school diploma, except for remedial academic courses or classes in reading, mathematics, and language arts.
- (3) Adult **education** programs in English as a second language.
- (4) Adult **education** programs for immigrants eligible for educational services in citizenship, English as a second language, and workforce preparation classes in the basic skills of speaking, listening, reading, writing, mathematics, decision-making and problem solving skills, and other classes required for preparation to participate in job specific technical training.
- (5) Adult **education** programs for adults with disabilities.
- (6) Adult short-term career technical **education** programs with high employment potential. Any reference to “vocational” **education** or programs in adult **education** means “career technical” **education** or programs in adult **education**.
- (7) Adult programs for older adults.
- (8) Adult **education** programs for apprentices.
- (9) Adult programs in home economics.
- (10) Adult programs in health and safety **education**.

## **APPENDIX B. RECOMMENDATIONS FROM 2006 ASCCC PAPER**

### **On a statewide level:**

1. The Academic Senate for California Community Colleges should seek to better integrate the concerns and viewpoints of noncredit faculty and programs into its discussions and work through involvement of noncredit faculty in its committees and appointments.
2. The Academic Senate for California Community Colleges should work with the System Office on a plan to increase the number of full-time noncredit faculty in the system and the employment of full-time noncredit faculty in all noncredit programs.
3. The Academic Senate for California Community Colleges should promote the role that noncredit can play as a pathway to credit instruction and encourage the local articulation and linkages between credit and noncredit that creates these pathways.
4. The Academic Senate for California Community Colleges should continue to advocate for increases in noncredit funding to expand support for instruction in all approved noncredit areas.
5. Given the multitude of issues related to noncredit that need to be addressed, including investigation of the wide variety of issues raised in the noncredit survey conducted for this paper, the Academic Senate should establish an ad hoc committee on noncredit.

### **On a local level:**

1. Local senates should seek to better integrate the concerns and viewpoints of noncredit faculty and programs into its discussions and work through involvement of noncredit faculty in the local senate, its committees and appointments.
2. Local senates should work through local planning and budget processes and hiring processes to increase the number of full-time faculty serving noncredit programs and instruction.
3. Local senates should work through local planning and budget processes to ensure that augmentations in noncredit funding are used to expand support for noncredit programs and instruction at their colleges and districts.
4. Local senates should work with their curriculum committees and faculty to establish much needed and beneficial articulation and linkages between their colleges' noncredit and credit programs to encourage and facilitate the movement of students from noncredit to credit.
5. Local senates should work with their colleges and districts to encourage and support data collection on noncredit programs and students in order to better ascertain needs and provide documentation of the benefits of noncredit programs and instruction.

## APPENDIX C. ASCCC RESOLUTIONS ON NONCREDIT FUNDING AND ACADEMIC INTEGRITY

### 5.02 F04 Increase in Noncredit Funding

Whereas, There currently exists a funding disparity between noncredit and credit funding, as the current rate of apportionment funding for noncredit is approximately 56% of the credit rate and does not provide adequate funding for program elements that are critical to the success of noncredit students, such as full-time faculty, general support costs, office hours, libraries, learning resources centers, and tutors;

Resolved, That the Academic Senate for the California Community Colleges support efforts to remedy the disparity between noncredit and credit funding without taking away from the current level of credit funding.

### 5.02 S06 Concerns about Unequal Funding

Whereas, Both credit and noncredit programs and courses play a crucial role in offering a full spectrum of educational opportunities to address the needs of a state population that is diverse, aging, under-prepared, under-educated, and under-employed;

Whereas, Although the Academic Senate for California Community Colleges supports efforts to remedy the disparity in funding between credit and noncredit courses and programs (5.02 F04) and recognizes that increasing noncredit funding to parity may need to be done in steps, the unequal noncredit funding proposal incorporated into SB361 may have an adverse effect on lower-funded noncredit program areas by reducing support for those areas, thereby reducing the diversity of programs and courses needed by current and future populations; and

Whereas, The proposed inequality of funding within noncredit sets a troubling precedent for further divisions of funding among our educational systems;

Resolved, That the Academic Senate for California Community Colleges affirm that both credit and noncredit students need comprehensive, diverse, wide-reaching, and accessible educational programs and courses in order to meet the needs of a current and future student population that is increasingly diverse, aging, under-prepared, under-employed, and under-educated; and

Resolved, That the Academic Senate for California Community Colleges communicate its philosophical concern to appropriate government bodies (such as the Board of Governors, Consultation Council, the Legislature, etc.) about the potential adverse effects of unequal funding within and between credit and noncredit courses and programs on student access, student educational needs fulfillment, and student educational opportunities.

### 5.01 F06 Use of Noncredit Funding Augmentations

Whereas, The noncredit apportionment rate will be increased in 2006-2007 for courses that meet the SB 361 (2006) criteria for “career development and college preparation” and are intended to support noncredit programs and instruction, and these noncredit funding augmentations are new, ongoing general fund monies that Districts receive from the state;

Whereas, The Academic Senate proposed Fall 2006 paper *The Role of Noncredit in the California Community Colleges*” states in recommendation #8: “Local senates should work through the local planning and budget processes to ensure augmentations in noncredit funding are used to expand support for noncredit programs and instruction at their colleges and Districts”;

Whereas, The System Office 2005-06 Noncredit Alignment Project recommends that colleges dedicate an appropriate commitment of resources to build capacity for noncredit and to align and improve noncredit instruction; and

Whereas, Investment of resources into noncredit course offerings, will increase the quality of noncredit and the ability of these programs to meet the needs of both credit and noncredit students, through noncredit courses that support credit students, articulation and linkages between credit and noncredit programs to support transitions of noncredit students to higher education and employment, and student needs for lifelong learning;

Resolved, That the Academic Senate for California Community Colleges affirm that community college noncredit instruction, programs, and services have a critical need for an appropriate commitment of noncredit funding augmentation resources to be used to support noncredit directly.

### 19.01 F06 Noncredit Quality Standards

Whereas, Full-time faculty are vital to the health and development of programs both credit and noncredit, providing the dedication and expertise needed for ongoing curriculum development, outreach, support for students, and collaboration with other departments and college areas and in college governance;

Whereas, The 2006-2007 budget has provided an infusion of \$30 million dollars to augment the apportionment for noncredit courses related to career development and college preparation and efforts are under way to generate similar augmentations targeted to noncredit in coming years;

Whereas, An Academic Senate survey of noncredit programs in 2006 reveals that the current ratio of full- to part-time faculty in noncredit programs is 1:20, with six of the 25 colleges surveyed employing no full-time faculty for their noncredit programs; and

Whereas, This survey also reveals that the full-time load (or equivalent) for noncredit faculty reaches as high as 32 instructional hours per week at some colleges, leaving little time for the

curriculum development, outreach, and collaboration with other department and college areas and in college governance associated with full-time faculty;

Resolved, That the Academic Senate for California Community Colleges call for the establishment of an expected ratio of full- to part-time faculty for noncredit instruction, parallel to that currently in place for credit instruction, with parallel processes for enforcement and progress;

Resolved, That the Academic Senate for California Community Colleges review existing minimum qualifications for faculty in noncredit instruction;

Resolved, That the Academic Senate for California Community Colleges work with its bargaining colleagues, CFT/CCC, CCA/CTA, and CCCI, to seek support for paid office hours for faculty in noncredit instruction and to encourage faculty to negotiate full-time loads for noncredit faculty that permit involvement in curriculum development, classroom preparation, outreach, and collaboration with other departments and college areas and in college governance; and

Resolved, That the Academic Senate for California Community Colleges, recognizing that additional funds are needed in order to address these quality standards, support system efforts for additional augmentations in funding for all noncredit areas.

#### **19.02 F07 Benefits of Full-time Faculty in Noncredit**

Whereas, The Academic Senate for California Community Colleges has a longstanding policy of promoting reliance on a core of full-time faculty as one of the most important methods of providing quality instruction and institutional excellence, yet the full- to part-time faculty ratio in noncredit instruction continues to be particularly abysmal with a statewide ratio of less than 5:95, with some noncredit programs still having no full-time faculty at all;

Whereas, The Academic Senate for California Community Colleges has a history of support for increasing the number of noncredit full-time faculty, including resolutions in Spring 1990 and

Fall 1998, and most recently in the 2006 Academic Senate paper *The Role of Noncredit in the California Community Colleges* recommendations; and

Whereas, New resources are now available to support noncredit instruction, including \$30 million that was allocated by the state in 2006-2007 for an enhanced funded apportionment rate for targeted areas of noncredit instruction that meet certain criteria; and there is a hope that further funds will be made available for another augmentation for 2007-2008;

Resolved, That the Academic Senate for California Community Colleges urge local senates to educate their faculty, staff, administrators, and trustees who may not be familiar with this issue, about the need for an appropriate number of full-time noncredit faculty and how their college and students benefit.

### **5.02 F06 Aligning Credit/Noncredit Attendance Counting**

Whereas, In 1991, when credit and noncredit attendance counting were changed from the Average Daily Attendance (ADA) system to FTES, credit attendance counting was allowed five scheduling patterns (semester length-census, less than semester length-census, irregularly scheduled-positive attendance, open entry/open exit-positive attendance, and independent study/work experience), while noncredit attendance counting was limited to only two scheduling patterns (open entry/open exit—positive attendance and independent study/work experience);

Whereas, Positive attendance is an expensive and cumbersome accounting method, and many noncredit courses have scheduling patterns similar to credit courses using other scheduling patterns (semester length-census, less than semester length-census, irregularly scheduled-positive attendance);

Whereas, Like credit, noncredit should be able to determine which type of course scheduling pattern in which to offer a noncredit course, a decision that is best made based on the needs of the students and the goals of the curriculum; and

Whereas, The participants of the 2005/06 Noncredit Alignment Project concurred with a 2002 Chancellor's Office recommendation (see Attachment A) that the use of only "positive attendance" in noncredit, needs to be changed to allow more flexibility to better reflect the actual attendance patterns and should be aligned with the five credit measures of attendance counting;

Resolved, That the Academic Senate for California Community Colleges work with the System Office to revisit the issue of scheduling patterns available for noncredit courses; and

Resolved, That the Academic Senate for California Community Colleges work with the System Office to pursue Title 5 changes to make scheduling patterns for attendance counting options the same for credit and noncredit courses.

### **5.03 F07 Noncredit Enhanced Funding Effective Practices**

Whereas, One outcome of SB 361 (2006) has been enhanced apportionment for targeted areas of noncredit instruction;

Whereas, Local districts and colleges are using this increased funding to support noncredit instruction in a variety of ways;

Whereas, Effective examples for using the enhanced funding for noncredit can help encourage support for future state augmentations of noncredit funding; and

Whereas, These examples can also be used as ideas for local colleges and districts to use the enhanced funding for noncredit instruction;

Resolved, That the Academic Senate for California Community Colleges research some of the effective examples for using the noncredit enhanced funding to support noncredit instruction and noncredit student success and report on these effective practices in a *Rostrum* article or future plenary breakout session.

### **13.01 S08 Noncredit Accountability Measures**

Whereas, The need for noncredit accountability measures is increasing, especially for the new instructional category of Career Development and College Preparation;

Whereas, Noncredit accountability measures of student and program success in the community colleges can provide valuable information in order to evaluate educational effectiveness, learning outcomes, and build on successful strategies;

Whereas, Noncredit accountability measures that do not effectively or appropriately measure student success will not produce information with which to evaluate educational effectiveness or learning outcomes, and will not provide accurate information with which to make fiscal decisions; and

Whereas, Noncredit accountability measures may need to have some of those measures structured differently from those in credit instruction, due to the complex differences in the noncredit instructional delivery system, open entry/open exit, the nature of noncredit student goals, and the multiple definitions of noncredit student success;

Resolved, That the Academic Senate for California Community Colleges work with the Accountability Reporting for Community Colleges (ARCC), the System Office, and other appropriate committees, organizations, and agencies to develop appropriate noncredit accountability measures that demonstrate the multiple and complex measures of student success in noncredit instruction.

